

Danish Arab Partnership 2022 – 2027



Strategic Framework Document

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Table of contents

LIST OF ABBREVIATIONS.....	II
1 INTRODUCTION.....	1
2 CONTEXT, CHALLENGES, RISKS AND OPPORTUNITIES	2
2.1 REGIONAL AND COUNTRY CONTEXT.....	2
2.2 PROGRAMME CONTEXT	5
2.3 OPPORTUNITIES.....	7
2.4 DANISH POLITICAL PRIORITIES, PAST ACHIEVEMENTS AND STRATEGIC CONSIDERATIONS	8
2.5 DANISH ENGAGEMENTS IN THE REGIONS	10
3 VISION AND STRATEGIC OBJECTIVES	13
3.1 STRATEGIC OBJECTIVES FOR THE DANISH ARAB PARTNERSHIP	14
4 OUTLINE OF THE PROGRAMME.....	18
4.1 EMPLOYMENT AND ENTREPRENEURSHIP	18
4.2 HUMAN RIGHTS AND INCLUSION.....	19
4.3 ADDITIONAL SUPPORT INITIATIVES	21
4.4 OVERALL BUDGET.....	23
5 MONITORING, EVALUATION, ACCOUNTABILITY AND LEARNING (MEAL)	24
6 OVERALL MANAGEMENT ARRANGEMENTS	25
6.1 ORGANIZATION	25
6.2 TECHNICAL ASSISTANCE AND PUBLIC TENDERS	26
ANNEX 1 – CONTEXT ANALYSIS	28
ANNEX 2 – PARTNER ASSESSMENT.....	29
ANNEX 3 – CONSOLIDATED RESULTS FRAMEWORK	30
ANNEX 4 – RISK MANAGEMENT	34
ANNEX 5 – BUDGET	37
ANNEX 6 – PROCESS ACTION PLAN.....	38

LIST OF ABBREVIATIONS

CSOs	Civil Society Organisations
DAPP	Danish Arab Partnership Programme
DDD	Doing Development Differently
DEDI	Danish Egyptian Dialogue Initiative
DIIS	Danish Institute for International Studies
DKK	Danish Kroner
ENP	European Neighbourhood Policy
FDI	Foreign Direct Investment
GBV	Gender Based Violence
GDP	Gross Domestic Product
HRD	Human Rights Defender
HRO	Human Rights Organisation
IFU	Investment Fund for Developing Countries
ILO	International Labour Organization
IMF	International Monetary Fund
LGBT+	Lesbian, Gay, Bisexual and Transgender +
MEAL	Monitoring, Evaluation, Accountability and Learning
MFA	Danish Ministry of Foreign Affairs
MEII	Middle East Investment Initiative
MENA	Middle East and North Africa
MoU	Memorandum of Understanding
MSMEs	Micro-, Small-, Medium-sized Enterprises
NAP	National Human Rights Action Plan
NGO	Non-governmental Organisation
NHRI	National Human Rights Institutions
RoHA	Just and Humane Asylum System (Retfærdigt og Humant Asylsystem)
SDG	Sustainable Development Goal
Sharaka	Sharaka Capital Fund
SMART	Specific, Measurable, Achievable, Realistic, and Timely
SMEs	Small and Medium-sized Enterprises
SNE	Seconded National Expert
SRHR	Sexual and Reproductive Health and Rights
TA	Technical Assistance
ToC	Theory of Change
TOR	Terms of Reference
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund

1 INTRODUCTION

The Danish-Arab Partnership Programme (DAPP) has been an important instrument in Denmark's foreign policy in the Middle East and North Africa since its establishment in 2003. The new DAPP, building on the positive experiences of the past and focusing on jobs and human rights and inclusion, will continue to support Danish policy priorities in the region, and in particular policies addressing migration. Recognizing that youth are central to the demographics of migration, DAPP adopts youth as the main target group. The four DAPP countries; Morocco, Tunisia, Egypt and Jordan, are key countries of migrant origin, transit and destination, and DAPP is designed to address some of the root causes of youth migration towards Europe.

The DAPP vision is to contribute to building a better life for young people in the Middle East and North Africa. Every young person is entitled to a decent and meaningful job, individual freedom, and the chance to participate as an active member in society, free from violence, harassment and discrimination. DAPP is building the steppingstones to achieve this.

The new DAPP seeks simplicity and flexibility to adapt quickly and build on successful and innovative initiatives, and alignment with other donors for greater impact. The programme maintains the strategic partnership focus of the current DAPP. It engages Danish organizations able to deliver Danish value policy, innovation and know-how while at the same time having the pre-requisite international experience needed to operate effectively in the region. As a new dimension, the programme will integrate Danish organizations with experience in private sector growth, an important driving factor in creating jobs for young people.

There are two programmes under the new DAPP, with complementary strategic objectives aimed at improving young people's lives. The Employment and Entrepreneurship Programme aims to increase the number of young people with jobs in the DAPP countries through entrepreneurship and enterprise development. Unemployment and lack of opportunity is an important driving force for migration and DAPP will counter this by targeting youth specifically and supporting pathways for transformational change based on a solid understanding of the dynamics of job creation, especially for the young. The employment programme hopes to create 54.000 new jobs and support growth in 1.400 small and medium enterprises by the end of the programme.

The Human Rights and Inclusion programme merges the many rights-oriented development engagements of the previous DAPP into one single programme that will promote and protect human rights with a focus on youth. The new DAPP will increase efforts in engaging duty-bearers (state institutions¹) with human rights responsibilities in order to strengthen dialogue and cooperation between them and human rights defenders. It also adopts a more focused and systemic approach, aiming to foster dialogue and trust between human rights defenders and state authorities. These efforts are expected to engage youth as active citizens and agents of change. The programme continues to build on the important achievements of the past relating to reform, prevention of torture, victim treatment and gender-based violence, free media and gender equality.

DAPP implements the key principles of Doing Development Differently (DDD) including adaptive learning and implementation according to context, underpinned by frequent dialogue between the MENA DAPP team and Danish partner organizations. To help in operationalising

¹ These include national and human rights institutions, courts and tribunals, law enforcement and security services, parliament, and local governments and administrations.

the adaptive approach, DAPP will include two special funds, one to *accelerate* activities where things are going well, and a second to support *innovation*, where this is deemed to be strategic and necessary. These funds will be allocated depending on need and opportunity.

The new DAPP will adopt a holistic approach for all activities, which includes coordination with other Danish instruments in the region as well as carefully considered alignment, coordination and cooperation with like-minded donors, including the European Union (EUEU) to upscale and multiply efforts and ensure mutual benefits, where relevant.

2 CONTEXT, CHALLENGES, RISKS AND OPPORTUNITIES

2.1 Regional and country context

The new Danish-Arab Partnership 2022–2027 will be implemented in a vulnerable region severely marked, as the rest of the world, by the COVID-19 pandemic. Economic downturns in even the strongest economies of the region, disillusionment and disappointment with the outcomes of the Arab spring, disaffected youth unable to engage productively in society and increasingly seeking solutions beyond their borders, and the on-going reverberations from the protracted conflicts in Iraq, Syria, Yemen and Libya are just a few of the serious challenges confronting the region. It is against this backdrop that DAPP will need to carefully seek out the opportunities that exist — and there are many, despite the challenges — building on achievements and lessons of the past while developing and applying the right modalities and mechanisms for transformational change within the programme’s selected thematic areas.

Developing economies with significant disparities and inequalities. Morocco, Tunisia and Egypt are lower middle-income countries while Jordan is middle income. Although there have been moderate improvements in **economic** performance in some countries (at least pre-COVID-19), notably Morocco and Egypt, wealth and income inequality continue to prevail across the MENA region, with significant geographical, urban–rural and gender disparities. The COVID-19 pandemic has further revealed existing structural weaknesses, and crucial economic sectors in the DAPP countries have been impacted, with significant job losses, adding to the already persistently high levels of unemployment, disproportionately affecting youth.

A way to go in achieving the SDGs. Globally, the DAPP countries do not fare so badly in the overall SDG ranking² but all four countries continue to face major or significant challenges and only moderate or stagnating progress in achieving the SDGs of most relevance to DAPP: good health and well-being (SDG 3), quality education – lifelong learning opportunities (SDG 4), gender equality and empowering women (SDG 5), productive employment and decent work (SDG 8), and access to justice and building effective, accountable and inclusive institutions (SDG 16), and partnerships (SDG 17).

Stability, but with underlying tensions and conflicts. Although the four countries demonstrate relative stability and cannot be considered fragile, tensions and conflicts exist, often driven by geographical and socio-economic disparities, or friction between Islamic and more moderate/secular political groups, and frequently originating in the more marginalized and underserved regions. **Morocco** has experienced protests, strikes and social tensions, but has avoided more significant upheaval by committing to a reform agenda, one which will have to

² Tunisia ranks highest (#63 out of 193), with Morocco a close second (#64) followed by Egypt (#83) and Jordan (#89)

demonstrate results to appease the youth in the country who are demanding change. The trajectory towards democratic transition in **Tunisia** has been slow and uneven; the pre-revolutionary power structures remain relatively intact, and inertia to engage in the long-term systemic change process needed to ensure advances in the political, economic and social reform agenda. The recent (2021) civic unrest is emblematic of the youth-related challenges the country has to address to ensure continued peace and stability. In **Egypt**, conflict can potentially be driven by structural issues (unemployment, water and food insecurity) as well as the restrictive political system and military control. Although scoring low on the democracy and human rights index, Egypt is considered largely politically stable. While **Jordan** is also largely stable, it faces threats from regional conflicts (Syria and Iraq). A dearth of space for dialogue and economic and political exclusion can breed dissatisfaction and radicalization, especially for youth, and young men. The risk of water-related conflicts is prevalent across the MENA region, as all countries, Jordan in particular, suffer from severe water scarcity that will only increase over time.

Democratic development, political legitimacy, and change. Despite some glimmers of hope, democratic development and real political change continues to be a major challenge.³ The political space in the DAPP countries and in the MENA region in general, is dominated by an older generation of men, while the youth and women are largely left out. For the youth, protest becomes one of the only means of political engagement. Throughout the region, politics is dominated by the rift between secular leaning and faith-based groupings, which stalls not only the unfolding of a pluralistic democracy but also many reform initiatives including in relation to human rights. In **Morocco**, political parties are viewed as opaque and citizens lack avenues for engagement in civic life; this has a particular impact on youth, who represent a third of the population. Despite recent attempts at reform, existing power structures continue to dominate and remain a challenge for real progress. In **Tunisia**, the noteworthy democratic transformation in the decade after the revolution of 2011 has been negatively impacted by recent stalemates and conflicts among key political actors and institutions, effectively impeding possibilities for much needed political and economic reforms. In **Egypt**, recent steps have cemented the likelihood of continued authoritarian state control, which maintains stability but also hinders political opposition. In **Jordan**, political parties tend to be weak, and voting for tribally affiliated independents is common.⁴ Recent elections were marred by allegations of vote rigging — although the election was deemed satisfactory in the end. Efforts towards political and administrative decentralization lack the vision and supporting policies needed for effective implementation. Trust in government is consistently low or moderate in all DAPP countries, ranging from 20% in Tunisia to 66% in Egypt.⁵

Individual freedoms and human rights. Despite some important steps towards democratic reforms, the MENA region is still far from free, with only one country, **Tunisia**, ranked as a free democracy and the regional front-runner in terms of democratic governance.⁶ However, even in Tunisia there are increasing pressures on a wide array of liberties coinciding with an increasing influence of socio-conservative political actors. Despite this, Tunisia has a reasonable civic space and mature civil society skilled at raising rights aspects, albeit limited in their ability to reach youth in the more marginalized communities. **Morocco** has taken some steps to align to international human rights standards, including an on-going process of revising the constitution, but challenges remain at the practical implementation level. **Egypt's** progress on human rights remains slow, with restricted opportunities for civil society and journalists to comment on or influence state policies and legislation and limited space for civil society groups and human rights defenders. **Jordan**

3 Progress on SDG 16 (access to justice and building effective, accountable and inclusive institutions, is discouraging, with major or significant challenges remaining in all four countries and only Jordan showing moderate improvements.

4 Jordan: Freedom in the World 2020 Country Report. <https://freedomhouse.org/country/jordan/freedom-world/2020>.

5 <https://www.arabbarometer.org/2020/06/the-arab-worlds-trust-in-government-and-the-perils-of-generalization/>

6 <https://freedomhouse.org/countries/freedom-world/scores>.

continues to try to strike a balance between ensuring security on the one hand (there continues to be terror threats from returning ISIS fighters) and progress on human rights on the other. The security focus has priority over effective progress on human rights. The political context also limits the space in which CSOs are able to operate especially in relation to human rights issues.

Lack of transparency and deep-rooted corruption. Corruption, lack of transparency and low accountability is widespread across the regions and is an important driving force for emigration; 16% in the region cite this as a reason for wanting to leave.⁷ There is very little transparency in **Egypt**, and in **Morocco**, corruption remains a challenge in state institutions and across the economy. In **Tunisia**, the post-revolutionary development process prioritised eliminating corruption, but progress has been slow, with the public sector unable or unwilling to implement its mandate. CSOs play an important role in fighting corruption, by e.g. launching investigations into alleged cases of corruption. Systemic economic malpractice is a critical concern for the younger generation, with 66% of young Tunisians identifying widespread corruption in their country; this is the highest in the region. In **Jordan**, there have been some efforts to combat corruption but effective follow-up to allegations is rare and, as in Tunisia, it is the civil society that is most active.

Climate change and environment. Water scarcity is widespread in the MENA region and is a major barrier to development. It can also lead to water-related conflicts, likely to increase over time given the region's vulnerability to climate change. Agriculture-related jobs, often employing women, are closely tied to water resources, and effective water management is of particular importance for the agribusiness sector. The DAPP countries lag behind in terms of renewable energy supply and fossil fuel-based energy imports account for significant portions of their GDPs. However, **Egypt** is currently advancing its renewable energy capacity with Danish cooperation. **Morocco** stands out as being a world leader in solar energy and has several green economy initiatives. These advances present opportunities for job creation, if the necessary and appropriate technical support is forthcoming.

Increasingly a hub for migrants and asylum seekers. The MENA region as a whole is seeing increasing arrivals of both economic and climate migrants and refugees fleeing conflicts in neighbouring states. **Morocco** has in recent decades transformed from a transit to also being a destination country for migrants, from mainly sub-Saharan Africa, and refugees, from mainly Syria, as well as a departure point for people using the Western Mediterranean Route as a pathway to Europe. **Tunisia**, which has not traditionally been a hub for refugees or asylum seekers, is seeing a growth in arrivals, primarily from Syria and Cote d'Ivoire. Tunisian migrants represent the largest group to Italy (13.000 illegal migrants in 2020) and ambitions to migrate is prevalent among the youth of Tunisia. **Egypt** is becoming an increasingly important hub for economic migrants and asylum seekers. **Jordan** is home to around 1.36 million Syrian refugees⁸ of which roughly half are registered by UNHCR, as well as nearly 100,000 Iraqi, Yemeni, Sudanese, Somali and other refugees, registered with UNHCR.⁹

Limited opportunities are driving people and especially the young, to 'vote with their feet'.

Across the MENA region, the young, and young men in particular, are seeking to emigrate in search of a better life. While most would only do this legally,¹⁰ an increasing number are willing to risk the

⁷ According to the Arab Youth Survey 2020.

⁸ According to the Jordan Response Plan. See also:

https://www.europarl.europa.eu/RegData/etudes/BRIE/2017/599258/EPRS_BRI%282017%29599258_EN.pdf

⁹ <https://www.unhcr.org/jo/12449-unhcr-continues-to-support-refugees-in-jordan-throughout-2019.html>

¹⁰ In Morocco, Jordan and Tunisia respectively, 70%, 59% and 56% of young people between the age of 18 and 29 say they want to emigrate. Illegally, the percentages are 38%, 18%, and 40%, and 26% in Egypt (Arab Youth Survey, 2020)

consequences of doing so illegally. The young cite many reasons for wanting to leave, but economic opportunities or the lack thereof is the main driving force. Dissatisfaction with corruption and the impact this has on daily life and the lack of individual freedoms¹¹ are also deciding factors. Those who cannot leave risk becoming increasingly angry, frustrated, and marginalized.

2.2 Programme context

The assessment of context reveals similar challenges across the four countries for the employment and human rights programmes.

Employment and entrepreneurship

The young can't find jobs. Capacity to create decent employment in the MENA region remains low, and when jobs are created, it doesn't always coincide with where jobs are most needed.¹² While prior to COVID-19, private sector growth was at decent levels in Egypt and Morocco, the supply of labour from the youth far outweighs demand. The new DAPP is likely to take off in a sluggish economic environment with demand for skilled and unskilled labour at a low point. Unemployment is often concentrated in the lower value sectors (such as agriculture) where the least new jobs are created. However, unemployment among the large number of university graduates also continues to rise. The youth population is broadly affected, regardless of education or location. This leads to frustration and dissatisfaction and increasingly, the young cannot envision a future in their home countries.

Job skills mismatch limits growth. Striking the right balance between job supply and demand is an on-going challenge in all countries. Effective, efficient vocational and other training that ensures the correct skills and match between supply and demand does not yet exist or is only slowly emerging in most countries. This means that even if some jobs are created, finding the people to fill these vacancies is not easy. Nearly 40% of employers in the region indicate that skill gaps are a major impediment to business growth. And when jobs are available — often in Small and Medium-sized Enterprises (SMEs) in the private sector — few of these companies can offer attractive employment in terms of remuneration, working conditions, or employee relations that appeal to the young. Across the region, high population growth rates with an increasing proportion under the age of 30 will only mean more youth unemployment, unless concrete and effective actions are urgently taken.

Enabling SME's needs to pick up. SMEs are a cornerstone of MENA economies, accounting for over 90% of all businesses and providing a major source of new job creation. Recognizing the important role of SMEs in delivering inclusive and youth targeted growth, governments are developing policies and strategies targeting SMEs development. Progress, however, is slow and does not address the informal economy, which represents a significant proportion of the private sector. Business entry into the formal sector is low, and while many young people dream of starting their own businesses, the enabling environment for doing so is only just beginning to evolve. Access to finance is particular a problem for small and new businesses in the Arab World; it is estimated that up to 8 million jobs could be created if SMEs had easier access to finance.¹³

Business environments not conducive to growth. Heavy bureaucracy, high taxes and the hidden costs of corruption are disincentives to private sector growth. If it is too complicated and

¹¹ According to the Arab Youth Survey (2020) 24% leave for better economic opportunities, 16% are driven away by corruption, while 8% cite political factors including lack of individual freedom.

¹² The four DAPP countries face major challenges in achieving SDG 8 (productive employment and decent work) although recent trends show slight improvements. Only Egypt is ranked as 'on track for achievement'.

¹³ IMF 2019. Enhancing the role of SMEs in the Arab World – Some key considerations

costly to start and run a business, new entrepreneurs will rather avoid formalization. While small start-ups, often involving youth, are becoming increasingly common in the region, as they are in the rest of the world, support to this sector is limited. Without the needed incentives for scaling up of emerging and promising innovative businesses, opportunities are lost. At the macro scale, slow implementation of anti-monopoly policies, ineffective market competition regulation, and slow and insufficient structural reforms are additional impediments.

Human Rights and Inclusion

Signs of structural human rights improvements limited. Promotion and protection of human rights is a sensitive and difficult topic across the region, limiting meaningful dialogue and cooperation between duty bearers and right holders. Governments are insufficiently committed to implementing international human rights obligations and national legislation or are stalling advances in the field. Space for civil society is either shrinking or remains insufficient, particularly during the COVID-19 pandemic, which has implications for youth-focused Human Rights Organizations (HROs) and Human Rights Defenders (HRDs). These rights holders voice the concerns of the region's youngest generations, who remain largely disenfranchised and frustrated as they see their human and individual rights disrespected.

National Human Rights Institutions (NHRIs) still struggle. Present in all four DAPP countries, these national institutions hold the mandate to address the full range of human rights, including civil, political, economic, social and cultural rights and are integral to the countries' human rights systems. They vary significantly in their historical legacies, institutional capacities, and the legal frameworks under which they operate. In all countries, however, there is room for improvement in their ability to perform methodologically stringent including in human rights monitoring and reporting within their respective national context.

Harassment, violence including Gender-based Violence (GBV) and torture remain widespread. Physical and non-physical violence continues to be prevalent, and young people are subject to arbitrary detentions, harassment, GBV, police brutality, and torture. This erodes their trust and willingness to cooperate with authorities. Inadequate access to redress and rehabilitation of victims of violence and torture further diminishes youth's access to a decent life. Rectifying this situation is urgent but complicated, as the responsibility rests both with the state as well as within all levels of society.

Independent and diverse media under pressure. According to the 2020 World Press Index, DAPP countries were ranked as either being in a problematic situation (Tunisia), a difficult situation (Morocco and Jordan), or in a very serious situation (Egypt). Independent media outlets remain rare and critical journalists are under scrutiny by the authorities, at times resulting in detentions. This limits engaged and critical voices across society, particularly marginalized youth and minority groups. It also affects reporting on human rights violations, leading to further frustrations.

Gender equality is still a long way off. Constitutional and legislative progress on gender equality (in both Morocco and Tunisia¹⁴) must be balanced against the real impediments to operationalization of these legislative changes and tangible benefits on the ground. Progress towards gender equality is slow.¹⁵ Across all four countries, there are similar patterns of

¹⁴ In Morocco this includes a new family law (2004), inclusion of gender equality in the 2011 constitution, and more recently, a new law on domestic violence (2018). In Tunisia women had a significant influence on the 2014 constitution.

¹⁵ According to the Global Gender Gap Index, which tracks the magnitude of gender-based disparities and their progress over time, the DAPP countries rank as follows: Tunisia (124 out of 153), Egypt (134), Jordan (138) and Morocco (143). Trends are worsening (in Morocco and Tunisia), unchanged (in Jordan) and improving slightly (in Egypt).

discrimination with respect to employment, property and inheritance rights, Sexual and Reproductive Health and Rights (SRHR) and GBV. Young women and minority groups are disproportionately impacted through limited access to adequate facilities. Feminist and gender sensitive CSOs and civil society actors struggle to engage in meaningful dialogue with duty bearers. They lack the capacity to influence legislative reforms in support of enhanced gender equality and women's empowerment as well as to monitor whether legal advances are adequately implemented.

And it's not just about women and girls. In many areas of the world, and the MENA region is no exception, gender equality is most often equated with a focus on women and girls. There is still little effort and understanding on how to integrate men into the gender equality dialogue. It is after all men, whose role in society, politics and in the home help to cement inequalities between men and women. Similarly, with the exception of Tunisia, there is little if any traction on securing equal rights for and acceptance of the LGTB+ community.

2.3 Opportunities

While it would be easy to conclude that the challenges faced by the MENA region and the DAPP countries are overwhelming and that little can be done, the experience of the last two phases of DAPP has clearly shown that much can be achieved and that there are many opportunities for contributing to positive results.

Despite the turmoil in the region and the repercussions of the COVID-19 pandemic, the four DAPP countries are expected to continue having a relatively stable context for cooperation and partnerships. The large youth population, interested, engaged and eager to work for a better future if given the opportunity, undoubtedly represents the single most important social and economic development potential in the region. If engaged on their terms, and if steered in the right direction, the young can become important agents for change and positive development. However, this requires that they have some hope for the future; that they see opportunities for jobs, for participating in political life and in influencing the direction of their lives. In spite the many challenges, there is a strong interest by governments and other stakeholders in the DAPP countries to promote an inclusive socio-economic agenda, one that considers youth, women and all vulnerable groups.¹⁶ The opportunities for DAPP to engage are there.

A post COVID-19 economic upturn. COVID-19 has brought many MENA economies to their knees. In a post COVID-19 scenario, macro-economic stimulus and revitalization of the economies will be needed in order to put private sector growth back on a positive track in the DAPP countries. Without private sector growth, there will not be an increase in jobs. Thus, the need for development financing from public and private financial institutions including FDIs is huge. The ambitions of creating employment under the new DAPP rests on the assumption that an economic upturn slowly starts already in 2022.

There are a number of entry points – young people are ready. With respect to youth employment, there are already young people who have the entrepreneurial spirit and the interest and commitment to start their own businesses and supporting the enabling environment to facilitate this process would be an important first step. There are young entrepreneurs and small start-ups across the region, but without access to new technology and with low innovative capacity, their ability to realize their full potential is limited. Existing SMEs are also an important entry point because they are so vital to the DAPP countries' economy and have the potential to create many

¹⁶ European Institute of the Mediterranean, April 2020 survey on opinions in the EU and EU's southern neighbours regarding future cooperation.

jobs, but they also need access to technical support, innovation and finance to grow. Formal recognition in some DAPP countries of the critical importance of jobs, especially for the young, and commitment to a prioritized agenda, as is the case in both Morocco and Jordan¹⁷ are positive developments that establish an important framework for targeted support at the policy level.

Human rights and inclusion - building on lessons learned and capturing the energy of youth. Steps towards improved human rights, gender equality and reform have already been taken in some of the DAPP countries. The previous DAPP phase has played its part resulting in important lessons learned and steppingstones towards further change under the new DAPP. Openings exist to nudge progress in the right direction building on CSOs or NGOs working on gender equality, human rights, free media and torture prevention, and with the engagement of more progressive state apparatus empowered to deliver on the rights enshrined in legislation. The energy of youth-led social movements challenging the political decision makers and demanding better protection can be harnessed and built on.

There are good reasons for Denmark to be involved. Denmark has a longstanding presence in the region, developed through several DAPP phases. This presence has fostered well-established cooperation between Danish and local NGOs and to some extent state partners. The lessons and experiences of the past provide a realistic and pragmatic starting point for developing a new DAPP that builds on the opportunities and entry points described above. Denmark has a comparative advantage given the expertise and high levels of specialization of Danish NGOs working on torture prevention, media freedom and gender equality. It also has a high credibility and is perceived (along with other Nordic countries) to be ‘leading by example’ in DAPP-related areas. Danish businesses have high levels of entrepreneurial spirit, technical know-how and innovative capacity that, if connected to the right partners, could generate significant mutual benefits. Civil society and private sector actors in the DAPP countries are generally open and willing to engage in international partnerships and this is both an important pre-requisite and entry point for collaboration.

2.4 Danish political priorities, past achievements and strategic considerations

DAPP is rooted in Danish foreign and development policies and promotes the four strategic development aims reflected in Denmark’s policy for international development, ‘The World 2030’¹⁸.

Addressing migration is a key Danish policy priority. Denmark places great importance on ensuring stability in the EU’s Southern Neighborhood, and the increasingly unsustainable pressure from refugees and irregular migrants, which in the medium to long run risks overwhelming several potential host countries¹⁹ in the region. Denmark is focusing on identifying new and sustainable approaches that can break down current barriers between long-term development aid and short-term humanitarian efforts to strengthen the Humanitarian-Development-Peace Nexus.²⁰ North Africa constitutes a particular Danish priority of ensuring stability along the EU’s southern border. As North Africa is considered as a bulwark against migration, Denmark is committed to

17 In Morocco, the King has recently established a commission of renowned experts to identify a new development model for the country and has made employment generation a top priority. In Jordan, the government has a set of policy reforms prioritized and sequenced to deliver on the government’s priorities on jobs, youth and growth.

18 The World 2030, Denmark’s strategy for development cooperation and humanitarian action, four strategic aims of (1) peace stability and protection, (2) migration and development, (3) inclusive sustainable growth and development and (4) democracy, human rights and gender equality. Note: a new policy is being prepared; it is likely to be approved by mid-2021.

19 The Four-Year Plan of the Minister of Foreign Affairs

20 The Four-Year Plan of the Minister for Development Cooperation

strengthening bilateral relations with North Africa. Denmark's **youth focus** is tied to addressing the lack of prospects and opportunities – especially jobs – that cause young people to leave their home countries. Denmark seeks to improve the living conditions in the countries of origin and transfer, thus reducing the need for irregular migration, especially for young people. *In support of this process, the priorities of DAPP — employment and human rights— aim to address the root causes of migration.*

Denmark continues to apply a **human rights-based approach** and the promotion of **gender equality**, including improving the rights of women and girls. Denmark has placed particular emphasis on collaboration with, and inclusion of, young people and youth-led organizations.²¹ This emphasis is in recognition of youth disenfranchisement and lack of opportunity to participate as active members of society cause frustration, anger and can lead to radicalization. *DAPP is built around these principles, and prioritizes efforts to promote human rights, democracy, the rule of law, gender equality and to strengthen the role and capacity of civil society.*

Denmark seeks to raise **global climate ambitions** by promoting international climate cooperation and using strategic partnerships to move the green agenda forward, including for North Africa. A particular focus will be on the creation of sustainable and green solutions and the creation of green jobs²² as part of the overall transition to more sustainable economies. *DAPP will support this agenda through the focus on green growth when the latter presents a potential for job creation.*

Denmark's development cooperation seeks to **achieve the SDGs** by 2030. *DAPP prioritizes SDGs related to good health and well-being (SDG 3), quality education – lifelong learning opportunities (SDG 4), gender equality (SDG 5), decent work and economic growth (SDG 8), sustainable inclusive and safe cities – (SDG 11), peace, justice and strong institutions (SDG 16) and partnerships (SDG 17).*

The achievements and lessons learned from the on-going and previous DAPP phases, combined with the Danish policy priorities described above have been instrumental in informing the narrative and contents of the new DAPP, which include:

(1) A stronger focus on addressing the social, economic and human rights causes of migration. While these themes are being addressed under current activities, the focus has been quite broad, resulting in diluted and scattered efforts and less tangible results. The new DAPP will therefore seek to establish more direct links to what drives migration and identify how this can be more effectively targeted and measured.

(2) A more focused and streamlined programme. There will be two programmes as opposed to the current six²³; one programme on employment and job creation and a second on human rights and inclusion. Both of these programmes will involve public tenders, as under the previous DAPP.

(3) Fewer Danish organizations will be included. The large number of partners, including the many smaller NGOs, under the previous DAPP has resulted in many scattered interventions and been difficult to manage effectively. Moreover, it has been difficult to measure results and benefits of some partner activities. The African Development Bank and the Youth Innovation Grant Facility will no longer be supported.

²¹ The World 2030.

²² Global Climate Action Strategy, aim # 5, cooperate with the private sector on green solutions and aim 3, The World 2030.

²³ These are called engagements under DAPP 2017–2022 but will now be called 'programmes' in line with the revised Aid Management Guidelines for Country Strategic Frameworks, Programmes and Projects.

(4) Regional efforts will be significantly reduced, as they have not yielded the results expected under the previous DAPP phase. The new DAPP will rather focus efforts at the individual country level, where better results can be demonstrated.

(5) Youth employment and job creation will receive more funding than human rights and inclusion, in line with the increased Danish policy focus on job creation and migration. Under the previous DAPP the case was the opposite.

(6) Funds will be available to accelerate successful activities, to promote innovation and ensure flexibility. The two DAPP funds - Acceleration Fund and Innovation Fund - are in line with the principles of Doing Development Differently and adaptive management.

(7) Support to human rights defenders will be more focused; fewer and larger organizations are expected to be involved. Work with human rights defenders has previously been very broad at both regional and national levels, resulting in the desired results being difficult to trace and document. Support to human rights defenders under the new DAPP will be more focused by: i) selecting local partner organisations with youth as a specific target group; ii) defining clearer and easier-to-measure targets; iii) reducing support to regional activities; and iv) involving fewer Danish partner organisations.

(8) There will be a focus on strengthening dialogue and trust between human rights defenders and state authorities. Under the previous DAPP, the systemic approach to human rights involving both human rights duty bearers and rights holders, as well as the dialogue and civic space in between the two, is not strongly adhered to. The new DAPP will increase efforts in engaging duty-bearers (state institutions) with human rights responsibilities in order to strengthen dialogue and cooperation between them and human rights defenders. These efforts will contribute to widening the space for active citizenship not least for young people as agents of change.

(9) Interreligious dialogue will not be a focus area. Interreligious dialogue under the previous DAPP has not been a good fit under the human rights agenda and will not be an outcome area in the new DAPP. According to the rights-based approach, religious minorities will instead be included, as will other minorities, under the human rights and inclusion of minorities agenda.

(10) The focus on job creation will be increased and extended to include growth and job creation in small and medium-sized enterprises. This is in response to the challenge of youth unemployment in the DAPP countries, the significant role SMEs play in the economy and in relation to employment, and the available opportunities to support SMEs in the DAPP countries.

(11) Algeria still under consideration. Under the previous DAPP, Algeria was a pilot country with a budget of DKK 28 million) Three Danish partners have started preparatory activities in Algeria now on hold due to COVID-19. Continuation of these activities will be considered and a decision to continue or not will be taken by the end of the six-month inception phase (31 December 2022).

2.5 Danish engagements in the regions

Denmark engages in the MENA region through a number of different modalities, aimed at supporting Danish policy objectives. Although not directly linked to these, DAPP will contribute to furthering Danish efforts where it makes sense and is practicable to do so.

Within the area of **migration/ border security and humanitarian assistance**. Denmark is a key contributor to the *Multi Trust Fund for Migration* and provides support to the *International Labour Organization's* regional project on modernizing apprenticeships, development of skills for green transitions and addressing challenges linked to migration in Africa, which includes Morocco. In the area of border support, Denmark funds activities on *integrated border management* in the southern region of Tunisia (DKK 26 million) to establish a training center and provide education material and plans for Tunisian border authorities. The *Multi-donor European Regional Development and Protection Programme*, to which Denmark is a key contributor and which includes Jordan (DKK 215 million²⁴), comprises support to 1) livelihoods, 2) protection, 3) research and advocacy. Priorities for selection of partnerships are the engagement principles of humanitarian-development nexus, innovation and localization. The *Global Concessional Financing Facility* receives DKK 70 million (until 2023) to improve social service delivery, economic opportunities and improved access to and quality of infrastructure for host and refugee populations in Jordan. Strengthening of the Jordanian health services through DKK 60 million (until 2023) to the *Joint Health Fund for Refugees* aims to improve capacity to deliver primary and secondary health services as well as increase the utilization of services by Syrian refugees. Finally, the EU Regional Trust Fund in Response to the Syrian Crisis (the Madad Fund, in Jordan) receives DKK 100 million (until end 2021) to support a range of activities targeting Syrian refugees and vulnerable host communities.

Within the area of **green growth, renewable energy and environment**, Denmark provides support to development projects in North Africa (DKK 200 million) to further strengthen Danish engagement in the region. Commencing in 2021, support will focus on enhancing the *COVID-19 response*, strengthening *green growth initiatives*, and *climate change mitigation*. There is an obvious scope for cooperation with DAPP on green growth and job creation. In Egypt, the 'Partnering with Denmark' initiative includes Strategic Sector Cooperation on *renewable energy* and involvement of the Danish Energy Authority. In Morocco, there is Strategic Sector Cooperation on *reliable data sources to facilitate transparent and knowledge-based decisions* between Statistics Denmark and the Moroccan statistics institution, HCP (DKK 9.5 million). Also in Morocco, a one-year inception project is currently underway under the Strategic Sector Cooperation to assess assistance to Morocco in the area of *water governance and water management* as well as water and wastewater services. Denmark also supports UN agencies and strategic NGO partners in Jordan, including UNFPAs engagement in the region through the regional office in Amman.

Alignment with donors and NGOs

In line with the DDD principles, the new DAPP will adopt a holistic approach for all activities. This will include, inter alia, alignment and coordination with like-minded donors, including the EU, in the MENA region, where relevant, in order to upscale efforts.

There are a number of specific opportunities to do this. The EU cooperation with its Southern Neighbourhood takes place within the framework of the European Neighbourhood Policy (ENP) and includes the four DAPP countries. ENP has a suite of programmes including on good governance, socio-economic development and migration. In the area of **human rights and inclusion**, alignment with the ENP could add value to the duty-bearer agenda, based on the ENP's unique toolbox and possibility to create dialogue with duty-bearers. It could also strengthen the strategic human rights agenda and its policy elements, including the human rights dialogue with the intervention countries. **Job creation** is a priority shared by other bilateral donors and development banks in the MENA region, including ENP, which has had some success in previous engagements such as start-ups and entrepreneurship. On work with **civil society**, alignment and cooperation would most likely be with like-minded donors and large NGOs, the key focus being partnerships

²⁴ The total RDPP budget is EUR 54 million

with those who can demonstrate particular niche advantages and comparative values. To ensure synergy and avoid duplication of efforts, DAPP will of course always align with relevant donors and others, but this will be based on a careful assessment of specific value-added opportunities at the country level, to minimize transaction costs.

Partnerships with the EU Southern Neighbourhood are under renewal for the period 2021–2027 and the nature of these have not yet been agreed on. Possible cooperation between ENP and DAPP will be clarified in the third quarter of 2021 and will be reflected in the DAPP tender documents for Danish partner organisations.

There has been successful bilateral cooperation with a few other donors²⁵ on previous DAPP phases and this will continue under the new DAPP where value can be added. The form that this cooperation will take will depend on the particular scope of the individual country engagements (specifically, at partner and project level).

²⁵ The Netherlands, Germany, the United Kingdom and the United States.

3 VISION AND STRATEGIC OBJECTIVES

The vision of the new Danish Arab Partnership is:

A better life for young people in the Middle East and North Africa

DAPP considers that every young person is entitled to having a decent and meaningful job, individual freedom, and the opportunity to participate as an active member of society, free from violence, torture, and harassment.

DAPP recognizes youth as central to the demographics of migration. Youth is driven to migrate because they are dissatisfied with the living conditions in their countries, the lack of meaningful employment especially for college and university graduates, exclusion from decision-making processes, dissatisfaction with democratic and governance institutions, and lack of individual freedoms. Unfulfilled life-ambitions among young people often translate into frustration, anger, protests and ultimately migration. The result, especially when the educated leave, is a brain drain and loss of development potential. The young should not be driven to migrate because they have no hope for the future.

DAPP seeks to address the root causes of migration by creating better lives for young people. The set of problems faced by youth in the MENA region will be addressed through programmes for support to human rights, inclusion (including gender equality) and employment generation.

Youth is the target group of the new phase of DAPP. Overall, the programme targets mainly young women and men from 15 to 35 years. It is recognized that there are different categorisations of youth among countries and international donors, such as the UN that defines youth as 15-24 years. The youth target group is obviously diverse, and the categories of youth targeted by the programme will have multiple levels of capacity, challenges, and needs according to gender, education, location, class, and age sub-group, as well as varying ambitions. DAPP will therefore address different subsections of youth, and college and university graduates will be one of the priority target sub-groups. This youth subgroup is large in the middle-income DAPP countries, where around a third of the population has been enrolled in tertiary education, and profoundly aware of their limitations in terms of lack jobs matching their skills and education, inclusion as equal citizens, and democratic participation. This sub-group has a strong potential to engage in human rights work and active citizenship under the new DAPP. They are also obvious candidates for digital and technology-related jobs requiring technical and academic skills – so-called ‘decent jobs’.

DAPP will continue to be founded on strategic partnerships. This will include Danish institutions and organizations, experienced in the region and DAPP countries and able to deliver Danish value policy, innovation and know-how. The current model of partnerships between Danish and local organisations, primarily NGOs and CSOs, has yielded good results and will be continued.

DAPP implements the key principles of Doing Development Differently. DDD comprises two main strands to strengthen the relevance and effectiveness of Danish development cooperation: 1) reinforcing the holistic approach; and 2) introducing an adaptive approach with an increased emphasis on learning. DAPP implements adaptive learning and adaptive implementation according to context, underpinned by frequent dialogue between the MENA DAPP team and Danish partner organizations. Throughout the five-year period, DAPP will seize strategic

opportunities, build on a realistic understanding of where the partners are in the development process, and seek tangible results, in other words, doing what makes the most sense and learning from what does not work. To help in operationalising the adaptive approach, DAPP will include two special funds, one to *accelerate* activities where things are going well, and a second to support *innovation*, where this is deemed to be strategic and necessary. These funds will be allocated depending on need and opportunity. High level DAPP strategic monitoring will inform the adaptive management process, and DAPP will ensure that all partners have the necessary management set-up and Monitoring, Evaluation and Learning (MEAL) system to ensure close coordination and learning between the different projects. This will also help to ensure complementarity between the interventions.

3.1 Strategic objectives for the Danish-Arab Partnership

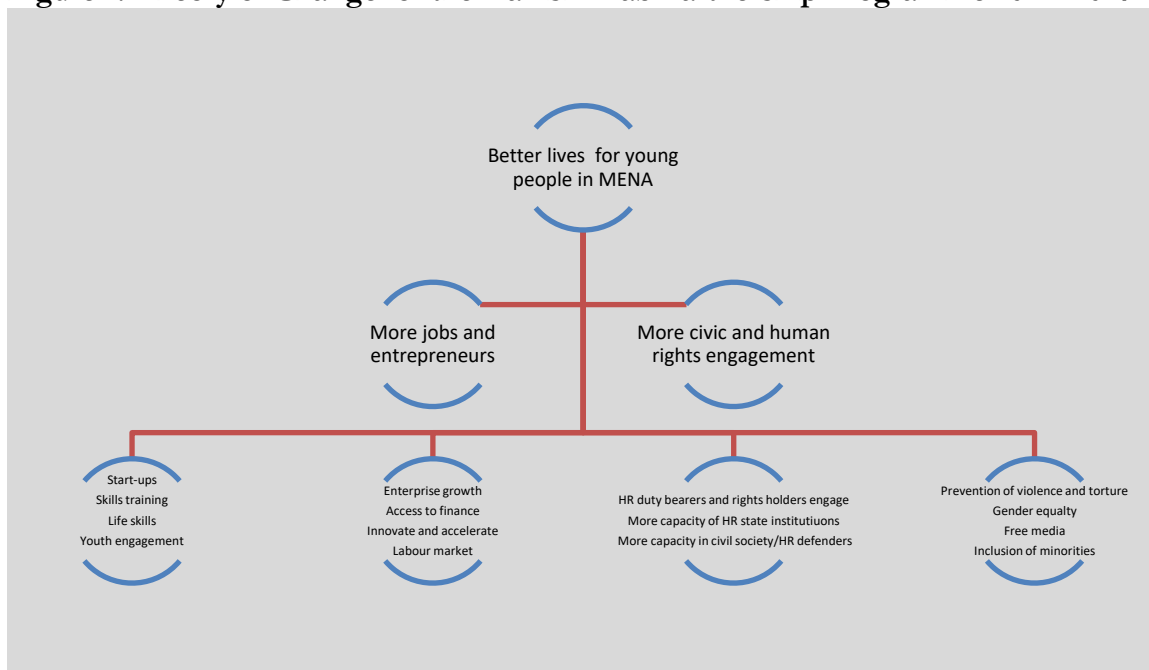
DAPP will have one overall objective and two strategic programme objectives. The following section unfolds these objectives and describes the main pathways that DAPP will pursue towards achieving the strategic objectives.

The overall DAPP strategic objective

*Youth have better opportunities for employment and civic/ human rights engagement
– thus more likely create a future in their own countries and less likely to migrate*

The strategic objective will be achieved through the objectives for the *employment* and *human rights* programmes.

Figure 1: Theory of Change for the Danish Arab Partnership Programme 2022–2027



Employment and Entrepreneurship

Objective: *Increased employment of young people through entrepreneurship and enterprise development*

To achieve the objective, the youth employment programme will target two distinct groups of young people: 1) those who are aware of opportunities for self-employment and might have experience with entrepreneurship and starting a business in the formal or informal economy; and 2) young people in search of employment opportunities who have limited exposure to the labour market and lack the necessary skills that match employer's needs. A third target group, by far the most important in terms of number of potential new jobs, are Small- and Medium-Sized Enterprises (SMEs). Success in creating jobs for youth in SMEs will mean success for the programme.

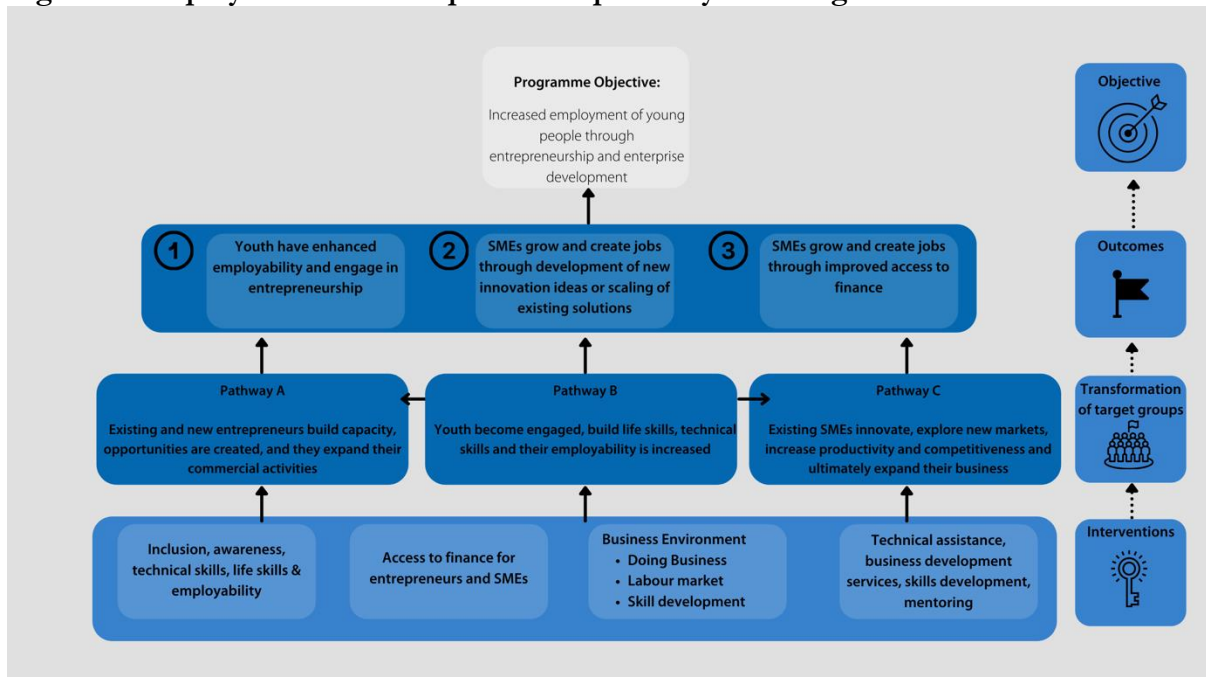
The recognition of meaningful employment as essential to an individual's well-being is at the core of the employment programme, and in this sense, it also supports the human rights and SDG agenda in the four DAPP countries. While the ILO definition of decent employment may be overly ambitious in its entirety in the current context, the programme will nonetheless seek to ensure a transition towards better and more secure employment and ultimately, decent jobs. The youth employment programme will also seek to promote better business conduct among participating enterprises, through social dialogue and promotion of the United Nations Principles on Business and Human Rights.

The programme envisions three different pathways of transformations to achieve its goals, corresponding to the target groups described above. The **first pathway (A)** will focus on giving individuals with an entrepreneurial spirit the opportunity to influence their own future. These youth need to acquire better skills, ranging from *life skills* to more *technical skills*, and they will receive mentoring services and support to take responsibility for their own career path and to get their commercial/business ideas kick-started. Already established entrepreneurs will not be forgotten; they will also get the business development service support they need to help ensure a more conducive business environment. Through these interventions, *the individual entrepreneur is expected to have a more stable and possibly higher income but also that he/she might be able to employ others in the business thereby contributing to job creation.*

The **second pathway (B)** takes as a starting point the considerable mismatch between demand and supply in the labour markets both in terms of number of jobs and of skills. To be integrated in the labour market, youth first need to be engaged and included. For some youth, their starting point will be low capacity, little education, and minimal stable employment experience. Others may have some level of education and experience from different types of employment but no success in finding employment where their skills meet the demand of possible employers. This pathway recognizes that *youth need to become more attractive in the labour market and the skills gap be closed.*

The **third pathway (C)** works through the already established SMEs, supporting their growth paths to stimulate job creation in the enterprises. Technical assistance, business development services, mentoring support and access to finance will ensure that the SMEs are able to innovate, explore new markets, *increase their productivity and competitiveness and ultimately expand their business, create jobs and employ more people.*

Figure 2: Employment and entrepreneurship Theory of Change



Human Rights and Inclusion

Objective: *Promotion and protection of human rights by duty bearers and rights holders with focus on youth.*

The objective of the programme includes both duty bearers (state institutions) and rights holders (human rights defenders/civil society) with a particular focus on youth. Merging all elements of human rights, relative to different and independent engagements from the existing programme, the new DAPP envisions a systemic approach to human rights supporting greater linkages between all human rights actors, public and private, youth and minority groups with the purpose of *strengthening the social contract between duty bearers and rights holders*. The programme will have a particular focus on promoting SDG 5 on Gender Equality and SDG 16 on Peace, Justice and strong Institutions in the four DAPP countries.

The programme will take its point of departure from the pathways for change established under the previous DAPP 2017–2022. However, with a stronger systemic approach and with youth as target group, pathways will take new turns. The **overall pathway** involves a journey of addressing and engaging youth through the support portfolio of the programme: human rights, gender equality, prevention of violence and torture and free media. The journey involves **two specific pathways** of engagement with/support to both duty bearers and rights holders. It then moves on to supporting dialogues and interlinkages between duty bearers and rights holders focusing on strengthening trust and the social contract between duty bearers and especially youth rights holders. A strengthened social contract is expected to create a larger space for youth engagement and active citizenship thereby opening one of several pathways towards DAPP's vision of a better life for young people.

Duty Bearers pathway

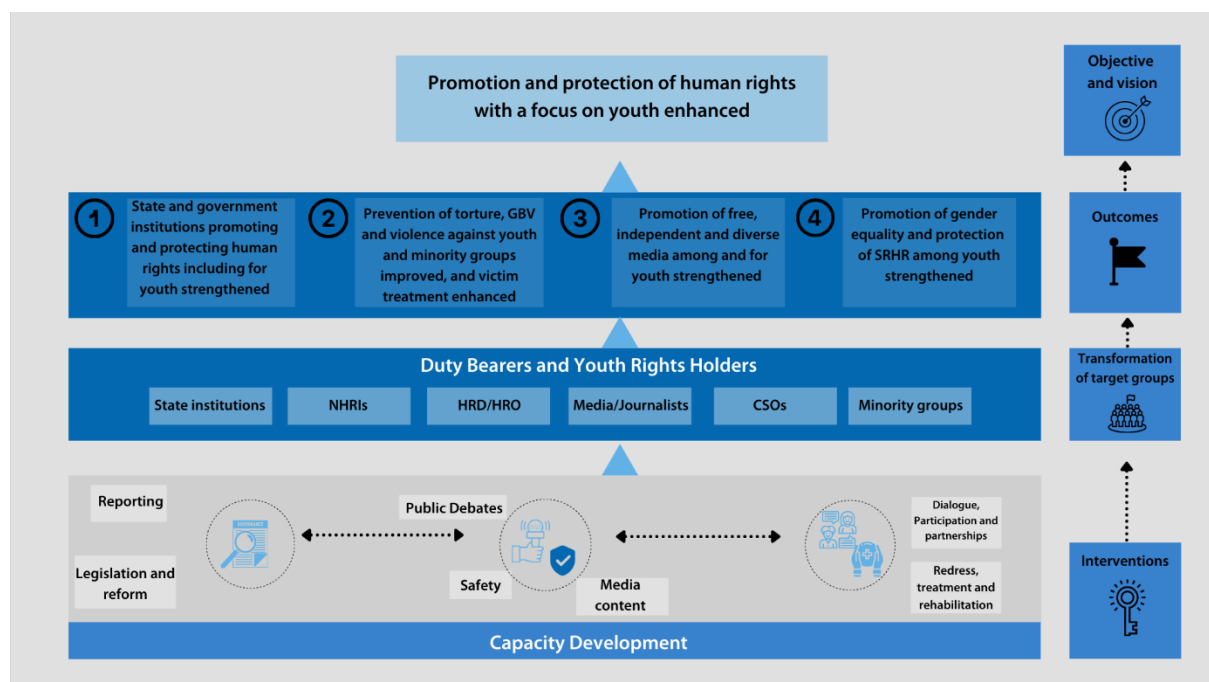
This pathway involves capacity building and awareness raising among staff in NHRIs to better engage with key state institutions responsible for upholding and implementing human rights, consult with civil society rights holders, and monitor and report on the promotion and protection

of youth human rights. With the particular focus on different youth groups, the new DAPP will support the development of e.g. National Human Rights Action Plans (NAPs), National Human Rights Reporting, and Follow Mechanism. Further, the programme will engage directly with government, institutions (e.g. Ministries of Justice, Public Prosecutor) to enhance their capacities, support reform and promote dialogue with rights holder including youth organisations.

Rights Holders pathway

This pathway involves capacity building and technical support to CSOs/youth CSOs, media outlets and human rights defenders as well as minority groups experiencing violations of their human rights. The rights holders' pathway will include targeted support to youth groups enabling their participation in civil society's engagement with duty bearers. The support to civil society and youth groups will be in areas considered imperative to enhance youth and civil society's social contract with duty bearers. These areas include support to dialogues, public debates, establishing civic spaces as well as participation in legislative and policy work on e.g. prevention of violence and torture, gender equality and rights of minority and marginalised groups.

Figure 3: Theory of Change for the Human Rights and Inclusion programme



4 OUTLINE OF THE PROGRAMME

The Danish Arab Partnership comprises the two main programmes, Employment and Entrepreneurship and Human Rights and Inclusion, as well as some additional support initiatives, designed to complement and contribute to achieving the programme outcomes.

4.1 Employment and Entrepreneurship

The Employment and Entrepreneurship Programme has taken as a starting point the many important lessons from the previous DAPP phases and used these to build a **more focused and targeted programme**. Focused, in the sense of fewer and larger engagements but seeking to create a larger number of jobs overall and adopting job creation as a common denominator across all outcomes. Targeted, in the sense that interventions will be directed at young men and women and designed around a solid understanding of the characteristics of that target group, to enhance their employability, entrepreneurship and access to finance. Interventions will also be more directly related to preserving and/or creating new jobs in order to reach young men and women at a larger scale. This has led to a stronger focus on employment and growth in the private sector and to the introduction of a new **private sector** intervention area on **SME development** in order to harness their significant job creation potential. At the same time, the programme will seek implementation modalities that foster stronger and more institutionalised linkages between different job creation interventions.

Partnerships will continue to be an important implementation modality, and the engagement of a variety of Danish organizations, including Danish enterprises, is foreseen, the latter with a view to identifying commercial opportunities in the region with the ultimate aim of developing further economic activities, growth and more job creation.

The programme has three specific target groups:

- A. Young people who are aware of opportunities for self-employment and might have experience with entrepreneurship and starting a business in the formal or informal economy.
- B. Young people in search of employment opportunities who have limited exposure to the labour market and lack the necessary skills that match employer's needs.
- C. Small- and Medium-Sized Enterprises

Three outcomes will contribute to achieving the strategic programme objective:

Outcome 1: Youth have their employability enhanced and engage in entrepreneurship

Outcome 1 focuses on enabling that young people are inspired and included in economic life. Both youth target groups A and B (upcoming entrepreneurs and youth in search of employment) are targeted in this outcome. For the first group, they will be supported through building of life skills and inclusion into relevant business ecosystems in order to establish themselves as entrepreneurs and make a living by bringing their ideas to life. For the second group, the youth will build their technical skills to ensure that they have the qualifications needed in the labour market. All of this will aim at ensuring that their employability is enhanced as the same time as their own capacity to secure a job is enhanced.

Outcome 1 will be implemented by a Contractor consisting of one or a consortium of Danish organisations implementing activities in close partnership with organisations in the four DAPP countries. The Contractor will be selected through a public tender process further described in section 6.2.

Outcome 2: Entrepreneurs SMEs grow and create jobs through development of new innovative ideas or scaling of existing solutions

This outcome focuses on existing SMEs. For youth to get a job, jobs need to be created in enterprises. To address the challenges related to lack of opportunities for already established entrepreneurs and SMEs in growing their business, ‘SDG Accelerators for Job Creation’ facilities will be established in the countries. The Accelerator facilities will be based on the proven concept by UNDP’s Nordic representation office (UNDP Nordic). Under the new DAPP, the UNDP Accelerators will engage local (and Danish) companies and work with them to support their efforts to innovate and grow through tailored support in targeted time bound ‘business innovation journeys’. UNDP Nordic has developed an innovative and adaptable methodology and has been successfully implementing similar Accelerator concepts in a range of other countries and contexts. UNDP Nordic will engage closely with UNDP country and regional offices as well as private service providers in the four countries. A key element and value-driver of the proposed initiative is that it harnesses the various innovation and growth ecosystems in Denmark, the MENA region and globally, into the Accelerators.

Outcome 3: SMEs grow and create jobs through improved access to finance

Outcome 3 is also concerned with enterprise development but takes another approach with a strong focus on ensuring that access to finance is available for SMEs to facilitate their growth plans, expansion and ultimately job creation, with a particular focus on recruitment of youth. DAPP will engage with the Investment Fund for Developing Countries (IFU), to strengthen access to finance for SMEs in the target countries. IFU will contribute by capitalizing the Sharaka Capital Fund (Sharaka) established by the Middle East Investment Initiative (MEII), a US-based NGO. Sharaka will provide loan capital to SMEs combined with Technical Assistance. Sharaka is IFU’s selected capital fund mechanism for the MENA region.²⁶

4.2 Human Rights and Inclusion

The Human Rights and Inclusion Programme builds on the good results achieved under the previous DAPP and has been informed by the important lessons already described in section 2.4.

The programme will adhere to some important guiding principles. It adopts **a more systemic approach**, aimed at strengthening the linkages and social contracts between multiple sets of duty bearers and youth rights holders — bringing all stakeholders into one system. **Spaces, civic engagement and partnerships** are key elements for linking duty bearers and youth rights holders and the programme will build on existing opportunities and pathways for youth CSOs and HRDs to **engage and participate** in civic spaces, media, and government spaces for dialogue. Danish partners will be expected to identify and create opportunities for engaging less vocal or empowered youth groups and create new civic spaces and platforms to ensure their voice and participation in the protection of their human rights.

In practical terms, this means that the programme combines activities on human rights, gender equality, and media into one joint programme with four outcomes. The outcome areas are tailored to the region’s challenging context with more substantial interventions in fewer areas. Support to human rights defenders will be more focused involving fewer organizations, targeting countries rather than regionally, and with youth as a target group. This also means the previous thematic areas such as interreligious dialogue is replaced with a focus on rights of religious minority groups. Smaller initiatives for HRD and regional cooperation are replaced with broader national

²⁶ Other donors including Sweden has successfully used Sharaka as financing mechanism for enterprise development in the region.

interventions. An increased focus on dialogue and trust implies increased efforts in engaging duty-bearers (state and government institutions) with rights holders (HRDs/HROs). These efforts will engage youth as active citizens and agents of change.

Four outcomes will contribute to achieving the strategic programme objective:

Outcome 1: Capacity of State and government institutions to promote and protect human rights strengthened. This outcome will centre on strengthening of capacity of reform agents within state and national institutions that promote and protect human rights. This will focus specifically on the capacity of state reform agents to improve legislation and implement reforms, to report on human rights and to engage in dialogues with youth HRDs including CSOs and representatives of minority groups. Activities implemented under Outcome 1 will centre on ensuring a systemic approach across all outcome areas where the various stakeholders, duty bearers, and rights holders operate in the same sphere and will aim at gradually strengthening the social contract between rights holders and duty bearers and creating space for youth to engage as active citizens.

Outcome 2: Prevention of torture, GBV and violence against minority groups

Capacity development of state institutions to strengthen legal frameworks, reforms, and practices for the prevention of torture will be the focus here. The capacity developed is expected to further enable dialogue between duty bearers and right holders, including victims of torture, and enhance civil society's capacity to conduct advocacy work on torture prevention. Interventions will also support preventive measures to address GBV and violence against youth and minority groups and will include elements of access to redress, and rehabilitation for victims of torture and violence. Interventions will support preventive measures to address GBV and violence against youth and minority groups and will include elements of access to redress and rehabilitation for victims of torture and violence. Interventions will also focus on both improving legislation and reforms as well as strengthening CSOs to participate in and engage with state institutions to plan, implement, monitor, and enforce preventive measures for violence.

Outcome 3: Promotion of free, independent, and diverse media among and for youth strengthened

This outcome will strengthen framework conditions and advance legal and structural reforms for independent media. The safety of young journalists will be addressed by enhancing partnerships and dialogue between media outlets and CSOs and government bodies. With a focus on youth and young journalists, the capacity of media outlets and content producers will be strengthened. Similarly, the capacity of CSOs using media to contribute to public debates and report on violations of human rights, gender inequality, torture, GBV, rights of youth, LGBT+, religious groups, and other minority groups will be strengthened.

Outcome 4: Promotion of gender equality strengthened

Interventions under this outcome will include support to legal and structural reform securing gender equality in economic, political, and social rights. The capacity of state institutions in promoting, enforcing, and monitoring gender equality and non-discrimination will be strengthened. The capacity of CSOs to engage with duty bearers on legislative reform as well as monitoring of and reporting on the implementation of legal frameworks will be strengthened. There will be focus on CSO capacity to support youth SRHR through dialogues and partnerships with duty bearers. CSOs' capacity to report on violations of SRHR and engage on public debates will be strengthened. Outcome 4 will also include support to equal participation of young men and women in political life, and public debates on gender equality.

The Human Rights and Inclusion Programme will be tendered through an open tender procedure described in section 6.2, similar to the tender for engagements under the previous DAPP. A Danish partner or consortium of partners will implement the programme. Hence, the Danish partner(s) will first be known after completion of the Tender.

4.3 Additional support initiatives

In addition to the two programmes described above, funding will be provided for complementary initiatives that will contribute to achieving the overall DAPP strategic objective.

Danish Egyptian Dialogue Initiative

The Danish Egyptian Dialogue Initiative (DEDI) was established in 2004 to promote relationship building between the two countries through dialogue and partnership projects. As of 2019, DEDI is supported by a bilateral agreement between Denmark and Egypt (their respective ministries of foreign affairs) under the 1972 Danish-Egyptian cooperation agreement on culture. DEDI has a Danish-Egyptian governing board with alternating Danish-Egyptian chairs. DEDI generates an element of political goodwill and diplomatic opening of doors in a strategically important region. DEDI facilitates a unique space for dialogue between Egyptians and Danes including officials and civil society stakeholders on DAPP related areas in an otherwise challenging context. DEDI has been receiving funding over the last two DAPP phases with results in the areas of civic education, art and culture and independent media.

For the new DAPP phase, DEDI is proposing to refocus activities and concentrate on culture, environment, gender equality and digitalization within a budget of DKK 30 million. Public meetings, called DEDI ‘Talk and Events’ will profile DEDI projects and Danish-Egyptian cooperation. DEDI will also continue to act as implementing partner for some Danish NGOs.

The proposed DEDI focus themes will be linked to **job creation** wherever possible. As the themes are popular among young people in both Denmark and Egypt, activities will be designed with a focus on developing soft skills as well as professional qualifications, thereby establishing links to DAPP’s employment and entrepreneurship programme as well as to the labour market in general. Partnerships are being considered with both educational institutions as well as with NGOs.

A detailed proposal from DEDI for activities under the new DAPP will be subject to an appraisal by MENA in the fourth quarter of 2021. The proposal will present a justification for the proposed thematic areas comprising culture, environment, gender equality and digitalization as well as activity-based budgets, results frameworks and risk matrix. The appraisal will also decide on the future legal status of DEDI in order to align with MFA rules and guidelines.

Seconded National Experts

The previous phase of DAPP comprised funding of **Seconded National Experts (SNEs)** to the EU and this will continue under DAPP 2022–2027. The SNEs are an important multilateral engagement in support of EU Southern Neighbourhood instruments and establish a good link for mutual exchange of experience with DAPP and EU perspectives on the MENA region. The presence of SNEs in the EU NEAR Directorate General and in two of the four DAPP countries also provide opportunities for synergy both in terms of DAPP priority areas and in terms of donor coordination at county level.

The total budget allocated will be *DKK 10 million*. SNEs will be funded at the European Commission in Brussels (1) and in one or two of the four DAPP countries. The SNEs refer to the heads of their respective department at the European Commission and Delegations in the four

DAPP countries. Key SNE functions include monitoring and reporting, analysis and advice, networking, information and communication and contribution to the ENP action plans.

Acceleration and innovation funds

To operationalize the adaptive management approach and ensure financial flexibility when promising activities emerge meriting additional attention and support, DKK 250 million will be set aside for two special funds.

Acceleration funds (*DKK 150 million*) will support upscaling and acceleration of successful initiatives on both thematic programmes (DKK 90 million and DKK 60 million to the youth employment and human rights programmes respectively). The Danish partners will manage these funds, which will be allocated based on decisions by MENA reviews in 2023 and 2024.

Innovation funds (*DKK 100 million*) will be provided across DAPP to fund innovative ideas, ranging from emerging entrepreneurs and small-scale start-ups to creative solutions to important social challenges related to human rights and youth. The Danish partners will manage these funds, which will be allocated based on decisions by MENA reviews in 2023 and 2024.

Activities in Algeria may also be considered for innovation funding. Under DAPP 2017–2022, DKK 28 million is allocated for pilot activities in Algeria. Some examples of promising activities have emerged, but political disturbances and COVID-19 have stalled further development and pilot activities have yet to gain a foothold. Should prospects improve, some of the successful pilot activities could be considered for innovation funding proposals.

Communication

Communication of results and learning from DAPP will underpin the programme's approach to Doing Development Differently and adaptive learning. Moreover, sharing of information about the 'ins and outs' of the programme will be important in ensuring that young people in MENA countries are made aware of the opportunities that exist in their own countries for a better life, thereby reducing their incentives to emigrate. Visibility of DAPP results will also support Danish public diplomacy and help to create awareness of Denmark's engagement partners in the region as well as in Denmark.

DAPPCOM is currently responsible for providing technical support on communication to the MENA DAPP team. DAPPCOM is a dedicated unit located at the Danish Institute for International Studies (DIIS) with two professional staff producing communication for a variety of media including SoMe, newspapers, films and Podcasts. DAPPCOM also arranges seminars and events as well as produce education materials for secondary schools. Its location at DIIS is intended to create synergy with the Middle East and North Africa knowledge bank driven by DIIS researchers and joint organization of MENA and DAPP-related public events.

Under the new DAPP, DAPPCOM will continue to provide communication services to the MENA DAPP team. In addition, the MENA DAPP team will be directly responsible for special thematic events with a strategic foreign policy and development policy orientation. DAPPCOM will cooperate closely with the TA MEAL unit, further described below. The MEAL unit will also be assigned some communication tasks such as on lessons learned, publication of annual reports and impact studies.

The total budget allocated for communication will be DKK 14 million, of which DKK 10 million will be allocated to DAPPCOM and DKK 4 million will be included in the TA MEAL tender for communication tasks, which will be clearly defined in the tender Terms of Reference for the TA

MEAL unit. The MENA DAPP team will manage overall communication planning and DAPPCOM Meal unit communication activities will be implemented based on annual plans.

4.4 Overall budget

The summary budget for the programme is presented in Table 1. In the Danish Finance Act for 2022 and henceforth, the total allocation of DKK 1 billion for the new DAPP will count as stakes from migration, neighbourhoods and fragile states.

Of the total DKK 1 billion, the largest portion of the budget (66%) is allocated to the two programmes, with the employment and entrepreneurship programme receiving the largest overall share of all budget lines (36%). To support the principles of adaptive management and ensure funds for this, 25% (DKK 250 million) is set aside for the acceleration and innovation funds. Support functions account for a relatively low 6% of total. Since the programme is subject to annual appropriation in the Finance Act, the total budget is by nature an estimate, and the annual figures (presented in the budget annex) are estimates only.

Table 1 DAPP budget 2022 – 2027 (DKK)

HUMAN RIGHTS AND INCLUSION	300 million
State government institutions (outcome 1)	65 million
Prevention of torture and violence (outcome 2)	65 million
Free independent and diverse media (outcome 3)	65 million
Gender equality (outcome 4)	65 million
Support budget	40 million
EMPLOYMENT AND ENTREPRENEURSHIP	360 million
Tender	220 million
UNDP Nordic	65 million
IFU	75 million
ACCELERATION AND INNOVATION SUPPORT	250 million
Acceleration human rights and inclusion	60 million
Acceleration employment and entrepreneurship	90 million
Innovation entire programme (MENA)	100 million
DANISH EGYPTIAN DIALOGUE INITIATIVE	30 million
SUPPORT FUNCTIONS	60 million
Technical assistance (currently advisors)	31 million
Communication	14 million
Seconded National Experts	10 million
Reviews	5 million
GRAND TOTAL	1.000 million

5 MONITORING, EVALUATION, ACCOUNTABILITY AND LEARNING (MEAL)

DAPP will be monitored according to Monitoring, Evaluation, Accountability and Learning (MEAL) principles,²⁷ and the MENA DAPP team in the Ministry of Foreign Affairs (MFA) will have the overall responsibility for maintaining a comprehensive overview of the programme progress towards achieving outcomes and impacts. Monitoring will be implemented at two levels, **programme results-based monitoring** (at the programme level, for each of the two programmes) and **strategic monitoring**.

Programme results-based monitoring will provide the information needed to assess whether programme performance is as expected. The focus will be on measuring the progress towards achieving outputs and outcomes and will include the compilation, assessment and presentation of monitoring information according to the agreed results-based frameworks and SMART indicators defined for each programme.

This level of monitoring will be implemented by each programme Secretariat. A designated Programme Coordinator will be responsible for managing programme results-based monitoring, assisted by MEAL officers.

Strategic monitoring will provide the information and analysis needed for strategic level decision-making by the MENA DAPP team. It will be instrumental in supporting adaptive management, as the strategic monitoring team will have a more holistic overview of the programme and can provide input in terms of how the different interventions might be adjusted for better results or greater impact.²⁸ Strategic level monitoring will also include special studies providing further insight into DAPP outcomes and strategic objectives, for example related to the programme's impact on migration. The programme results-based monitoring, and specifically the outcome level progress monitoring, will provide important inputs to the strategic level monitoring.

DAPP will produce an annual summary progress report for the UPR on key results and progress towards achieving outcomes and strategic objectives. Progress will be measured against baseline conditions established during the programme Inception Phase.

The MENA DAPP team will be responsible for strategic monitoring, supported by external Technical Assistance (MEAL), to be procured through an open tender. The TA (MEAL) will be a crucial link between the implementation level on the ground and the MENA Department's oversight function. Further details on this TA are provided in section 6.2.

The detailed methodologies for implementing MEAL will be developed as part of the tender proposals by the future Danish partner organisations (programme results-based monitoring) and the TA MEAL unit (strategic monitoring) and further refined during the six months Inception Phase. The MEAL teams at both the programmatic and strategic level will have part- or full-time physical presence in the region and maintain regular dialogue with the partners.

²⁷ These five principles include (1) tracking real-time progress, (2) continuous learning and identifying needs for adjustments, (3) ensuring the information exists for adaptive management, (4) documenting unintended effects, both positive and negative, and (5) assessing real impact on the ground.

²⁸ The DDD approach entails a programme design where space is created for adaptive and iterative processes leading to adjustment of the intervention logic over time.

6 OVERALL MANAGEMENT ARRANGEMENTS

6.1 Organization

MENA Department

The MENA department of the Ministry of Foreign Affairs has the overall management responsibility for DAPP. A dedicated DAPP team is responsible for setting strategic direction, monitoring risks, maintaining strategic dialogue, coordinating with Danish partners and taking day-to-day decisions on regional and country level aspects of programme implementation.

The **MENA DAPP Team** is headed by a Team Leader, assisted by a desk officer and a Chief Technical Adviser. The DAPP Team liaises closely with MENA country desks as well as Danish embassies; Denmark currently has embassies in two of four DAPP countries, Morocco and Egypt.

Under DAPP 2017–2022 there were three Senior Technical Advisors (STAs) recruited to support DAPP activities in the four countries. These positions will no longer exist under the new DAPP. Instead, a **TA MEAL team**, contracted (through public tender) engaged to provide assistance to the strategic level monitoring and information sharing will incorporate some of the tasks previously assigned to the STAs. Full TA responsibilities are described in section 6.2. Responsibilities of a more political and strategic nature that cannot be implemented by the TA will be assumed by the MENA DAPP team.

The **Innovation Fund** will be managed by the MENA DAPP team. The details on how this fund will be managed will be developed during the programme Inception Phase.

Youth Sounding Boards will be established in each of the four partner countries. These boards will function as a consultative group of young people, to give them a voice in relation to policy, implementation, monitoring and evaluation of the two programmes.

Two programmes — employment and human rights

The organizational set-up for the two programmes will be similar, with minor variations due to the different partnership structure. One of the lessons from the DAPP 2017-2022 programme is that a programme with multiple stakeholders requires effective coordination mechanisms. In the design of the new programme steps have been taken to strengthen coordination.

Employment programme

A **Programme Coordination Board** will be established to provide the overall coordination and guidance. The three partners (Outcome 1 contractor, UNDP Nordic and IFU) will sign an MoU concerning coordination and working relationships, with the common aim of achieving the programme outcomes. A **Programme Secretariat** will be established to assist the Programme Coordination Board and to also serve as a link between the partners and the third-party monitoring to be engaged directly under the MENA DAPP team as well as for communication and coordination with the MENA DAPP team. The Secretariat will include an externally recruited **Programme Coordinator** as well as two **MEAL officers**. The Programme Secretariat will be included as part of the Outcome 1 (Entrepreneurships, Skills and Employability) project tender. Further details of this overall management structure are presented in the Employment programme document.

Human rights programme

The human rights and inclusion programme will be managed by one or a consortium of Danish partner(s) winning the tender. In the case of a consortium, a **Programme Coordination Team**

will be established with representatives from each partner; this Team will appoint a chair who will be responsible for all communication and coordination with MFA through the **Programme Secretariat**, which will also support the Team. The Secretariat will have an externally recruited **Programme Coordinator**, not affiliated to any of the consortium member, as well two **MEAL officers**.

6.2 Technical assistance and public tenders

Technical and management assistance will be tendered out under three separate contracts described below. In addition, under the Employment and Entrepreneurship Programme, agreements will be signed (based on agreed proposals) with the United Nations Development Programme (UNDP) Nordic Representative Office for Outcome 2 (Accelerators for job creation) and with the Danish Investment Fund for Developing Countries (IFU) for Outcome 3 (Improved access to finance).

Employment programme

Outcome 1 (Enhanced employability and entrepreneurship) will be subject to public tender where one or a consortium of Danish organisation(s) will be invited to submit proposals. The Programme Secretariat will be included as part of the tender. Focus will be on **capacity building and training including** engagement of youth, capacity building of youth organizations; skills development and partnerships with training institutions; training and TA on rights and responsibilities in the labour market; and entrepreneurship training, incubators, technical support for setting up a business. There will also be initiatives focused on **informal economy skills development**. In the area of **access to finance**, the TA will assist in helping to establish linkages between entrepreneurship and start-ups and commercial banks and micro-finance institutions and facilitating access to seed capital.

Human rights programme

The entire human rights programme including all four outcomes and the Programme Secretariat will be subject to public tender where one or a consortium of Danish organisation(s) will be invited to submit proposals. Focus will be on ensuring overall management and coordination of the intervention areas, as well as providing specific technical assistance, as a strategic partner, related to activities under each of the four outcome areas. This could include inter alia support to legal and institutional reform, providing capacity to CSOs in monitoring and reporting on HR violations, supporting skills development in public debates, and support to preventive measure to address GBV, violence, and torture.

Technical assistance MEAL

Technical Assistance for a MEAL unit will be procured through an open tender. The TA (MEAL) will be a crucial link between the implementation level on the ground and the MENA Department's oversight function.

Tasks that will be implemented by the TA (MEAL) include: advising the MENA DAPP team on the results and outcome of monitoring efforts as evidence for decisions on strategic redirections and/or innovations (adaptive management); implementing third party monitoring focusing on quality assurance, strategic and impact monitoring, including visits to local partners for first-hand observations/spot checks and learning; carrying out in-depth analyses of partner reporting; undertaking specific impact monitoring to assess whether and how the programme is evolving towards delivering the expected outcomes and overall objectives; preparing specific studies as needed and as identified; this could include updated regional context analyses, ad-hoc thematic studies, or studies for the Mid-term Review; planning and implementing MEAL-related learning

Danish-Arab Partnership Programme (DAPP) 2022–2027
Strategic Framework Document

events, coordinating with the Programme Coordinators, and; provide strategic guidance to the Programme Coordinators and programme MEAL officers.

The full details on the TA to be provided will be included in the tender materials.

ANNEX 1 – CONTEXT ANALYSIS

Please see separate file.

ANNEX 2 – PARTNER ASSESSMENT

DAPP has two identified partners, UNDP Nordic and IFU. These are described in the Employment and Entrepreneurship Programme Document. The Human Rights and Inclusion Programme does not have any identified partner(s) yet, as these will be procured through public tender. A list of existing country partners is presented in the Human Rights and Inclusion Programme Document.

ANNEX 3 – CONSOLIDATED RESULTS FRAMEWORK

Strategic level	Danish Arab Partnership 2022–2027
Vision statement	<i>A better life for young people in the Middle East and North Africa</i>

Programme	Employment and entrepreneurship (for young people)
Programme Objective	Increased employment of young people through entrepreneurship and enterprise development
Impact Indicators	SDG 8.5 By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value SDG 8.6 (By 2020) substantially reduce the proportion of youth not in employment, education or training SDG 8.3 Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises, including through access to financial services

Project Title – <i>tender</i>		Youth Inclusion and Employment	
Outcome 1		Youth engage in entrepreneurship and have enhanced employability	
Outcome indicators		Number of young women and men who become employed Number of young women and men who have established themselves as entrepreneurs Number of young people who have enhanced their employability	
Baseline	Year	2022	0
Target	Year	2027	20,000 young people are employed or have established themselves as entrepreneurs 100,000 young people have enhanced employability

Project Title - UNDP		SDG Accelerators for Job Creation	
Outcome 2		MSMEs grow and create jobs through development of new innovative ideas or scaling of existing solutions	
Outcome indicators		Number of new jobs created in MSMEs that have been part of an Accelerator initiative Number of MSMEs who report an increase in turnover two years after having been part of an Accelerator initiative Number of local actors in the business development ecosystem who adopt the tools and methodology of the Accelerator for Jobs	
Baseline	Year	2022	0
Target	Year	2027	4,000 new jobs are created in MSMEs

Project Title - IFU		Establishment of Sharaka Capital Fund	
Outcome 3		SMEs grow and create jobs through improved access to finance	
Outcome indicators		Number of new jobs created or improved (sustained) in targeted SMEs	
Baseline	Year	2022	0
Target	Year	2027	30,000 new jobs are created or sustained in SMEs

Programme		Human Rights and Inclusion
Programme Objective		Promotion and protection of human rights with a focus on youth enhanced
Impact Indicator		<ul style="list-style-type: none">• Social contract between youth/citizens and States enhanced• SDGs 5 and 16 promoted
Baseline (general for all four countries)	Year 2022	Youth is prevented from acting freely and democratically in civic spaces and experiences use of police brutality, torture, and gender-based violence (GBV), severely restrained freedoms of media and expression as well as lack of gender equality and protection of minorities.
Target (general for all four countries)	Year 2027	Youth experiences strengthened participation in free and democratic civic spaces, reduced use of police brutality, torture, and gender-based violence, improved and diversified media as well as enhanced gender equality and protection of minorities.

Danish-Arab Partnership Programme (DAPP) 2022–2027
Strategic Framework Document

Outcome 1		State and government institutions promoting and protecting human rights strengthened	
Outcome indicator		<ul style="list-style-type: none"> Inclusive legislation and reforms enhanced Inclusive human rights reporting with a focus on youth Capacities of NHRIs enhanced Government institutions promoting inclusive dialogue with youth and citizens MoV: Human rights situation reports, treaty body reporting, no. of spaces and dialogues	
Baseline	Year 2022	Morocco	Some constitutional revisions yet to be translated into changes in the practical administration of justice. NHRI and human rights reporting with limited inclusion of youth. Youth lack avenues of engagement in civic life and in the traditional political system.
		Tunisia	The traditional NHRI reports infrequently on human rights, including youth. The new NHRI, as foreseen in the constitution, has not been established. Youth subject to arbitrary police violence, torture, and corruption. Sizeable civic space limited inclusion of youth from the most marginalized communities.
		Egypt	Poor human rights record. The NHRI publishes infrequently and without a specific youth focus. Independent NGOs struggle to operate amid increasing pressure from security forces. Intensifying activism among youth outside established organisations and structures.
		Jordan	The NHRI publishes infrequently and without a specific youth focus. Decreasing space for CSOs to engage with human rights issues. CSOs with limited ability to reach out to key demographics such as youth. Youth lack incentives to participate in CSO empowerment projects.
Target	Year 2027	Morocco Tunisia Egypt Jordan	<i>To be determined in the results framework to be developed by the partner or consortium of partners winning the tender. The detailed results framework will be approved by the MFA's MENA Department and be part of the agreement to be signed with the partner or consortium of partners.</i>

Outcome 2		Prevention of torture, GBV and violence against youth and minority groups improved, and victim treatment enhanced	
Outcome indicator		<ul style="list-style-type: none"> • Human rights standards for prevention of torture strengthened • Capacities and spaces for dialogue and advocacy on torture prevention strengthened • Prevention of GBV and violence against youth and minority groups enhanced • Prevention of urban violence enhanced • Access to redress, rehabilitation, and treatment of victims of torture and violence strengthened <p>MoV: Universal Periodic Reviews, Human Rights situation reports, civil society reports on evidence-based cases, no. of pace and dialogues, etc.</p>	
Baseline	Year 2022	Morocco	The practice of torture continues to occur and victims are not sufficiently rehabilitated. Problem of overcrowding in prisons. Law on GBV adopted in 2018 but challenged in terms of practical implementation. Existing youth vulnerability to violent extremism and radicalization present.
		Tunisia	Torture remains a major concern in prisons with insufficient rehabilitation of victims. GBV addressed through adoption of so-called 'Law 58', but comprehensive implementation remains to be ensured. Radicalization targeting youth is specifically present in the country's southern regions.
		Egypt	Forced disappearances, torture, harsh and life-threatening prison conditions, and arbitrary arrest and detention are prevalent. Domestic violence and sexual harassment are acute problems. Societal resistance and poor enforcement hinder progress. Prisons continue to be a fertile environment for terrorist recruitment and radicalization.
		Jordan	Torture remains an issue with numerous cases reported. Increasing cases of GBV, including domestic violence. Existing youth vulnerability to radicalization due to political and economic pressures.

Danish-Arab Partnership Programme (DAPP) 2022–2027
Strategic Framework Document

Target	Year 2027	Morocco Tunisia Egypt Jordan	<i>To be determined in the results framework to be developed by the partner or consortium of partners winning the tender. The detailed results framework will be approved by the MFA's MENA Department and be part of the agreement to be signed with the partner or consortium of partners.</i>
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Outcome 3		Promotion of free, independent and diverse media among and for youth strengthened	
Outcome indicator		<ul style="list-style-type: none"> • Framework conditions and institutional reforms for independent media and protection of young journalists enhanced • Capacity of youth driven media outlets reporting on human rights among youth strengthened • Media content on human rights guided by public interest among youth enhanced • CSOs contributing to public debate on human rights among youth strengthened MoV: Human Rights situation reports, UPRs, no. and diversity of media stories, etc.	
Baseline	Year 2022	Morocco	The state dominates the broadcast media. The independent press enjoys some freedom when reporting on economic and social policies but less on issues specific to red lines such as Islam and the Monarchy.
		Tunisia	Substantial degree of press freedom and a variety of media outlets in comparison with rest of the MENA region. Journalists report facing pressure and intimidation from government officials. Concerns about enhanced political influence over private media outlets.
		Egypt	Independent media operates in a repressive context. The media sector is dominated by pro-government outlets while most critical or opposition-oriented outlets have been shut down. The legal environment threatens press freedom.
		Jordan	The agency of independent media actors is significantly constrained. Media laws are restrictive, vague, and arbitrarily enforced while journalists frequently practice self-censorship.
Target	Year 2027	Jordan Tunisia Morocco Egypt	<i>To be determined in the results framework to be developed by the partner or consortium of partners winning the tender. The detailed results framework will be approved by the MFA's MENA Department and be part of the agreement to be signed with the partner or consortium of partners.</i>

Outcome 4		Promotion of gender equality strengthened	
Outcome indicator		<ul style="list-style-type: none"> • Legislative reforms and institutions responsible for securing equality in economic, political and social rights strengthened. • Implementation and monitoring of legal frameworks and reforms on gender equality strengthened. • Strengthening of civil society organisations and youth movements promoting gender equality in politics and civic life enhanced. • Sexual and reproductive health and rights (SRHR) enhanced. MoV: Human Rights situation reports, UPRs, national statistics, civil society reports and evidence-based studies, etc.	
Baseline	Year 2022	Morocco	Important advances in legislative and institutional reforms, yet legal provisions discriminating against women persist e.g. in the family law (last revised in 2004) and in the penal code and implementation lags behind. Improvements in SRHR but lack of financial resources and geographical disparities in relation to access to services. Morocco has a high proportion of child marriages.
		Tunisia	Important advances in legislative and institutional reform regarding gender equality make Tunisia a front-runner in the MENA region. CSOs focus on maintaining rather than expanding results. Tunisia lacks SRHR policies and institutional mechanisms that ensure broad access to services and education.
		Egypt	Legislative and institutional reforms implemented, but persistence of discriminatory laws. Coverage of maternal health services has expanded

Danish-Arab Partnership Programme (DAPP) 2022–2027
Strategic Framework Document

		Jordan	substantially, yet serious SRHR issues of concern remain. Female Genital Mutilation (FGM) prevalent and enjoys wide social acceptance. Legislative and institutional reforms implemented, yet personal status code and the nationality law remain discriminatory. SRHR for youth insufficiently covered in national policy documents.
Target	Year 2027	Morocco Tunisia Egypt Jordan	<i>To be determined in the results framework to be developed by the partner or consortium of partners winning the tender. The detailed results framework will be approved by the MFA's MENA Department and be part of the agreement to be signed with the partner or consortium of partners.</i>

ANNEX 4 – RISK MANAGEMENT

Contextual risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
Overall risk factor					
Worldwide pandemic or health crisis.	Likely – Almost Certain	Significant	Activities carried out digitally or with few participants respecting sanitary measures.	Short-term risks are reduced substantially due to commitment to health and safety measures. However, general risk of curbing of rights and potential unrest prevails if crisis is prolonged.	The COVID-19 pandemic is leading to economic recession and causes higher levels of unemployment, potential unrest, and limitation of rights and liberties. Governments have enforced full or partial lockdown, impeding and delaying activities.
Bilateral/diplomatic relations between Denmark and DAP countries worsen.	Very unlikely	Major	Danish government and representatives to ensure and foster bilateral relations with all DAP countries.	The risk is minor and actions can be taken by Denmark to mitigate the situation.	Denmark has longstanding relations with all DAP focus countries.
Political					
Increasing political instability with potential for civil unrest.	Likely	Major	Significant deterioration could lead to a reduced scope of activities in affected countries.	Risk continues to be substantial. The situation will be carefully monitored and appropriate actions taken as needed in close collaboration with other development partners.	Risk varies considerably from country to country, but overall political context remains prone to destabilisation.
Increasing authoritarian rule, repression of minorities, and abuse of power by security apparatus.	Likely	Major	The Human Rights and Inclusion Programme aims to address these issues through collaboration with duty bearers and right holders.	Risk remains but varies among the DAP countries. Mitigation through the programme is limited to engagement of government stakeholders on specific human rights	Affects possibilities of strategic partners to collaborate with most critical parts of civil society and may deter new potential local partners from civic engagement.

Danish-Arab Partnership Programme (DAPP) 2022–2027
Strategic Framework Document

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
				and youth employment issues.	
Continued presence of private and public sector corruption.	Likely	Major	Difficult to mitigate through instruments available to the programme.	Short- and long-term risks remain.	Corruption is pervasive in focus countries and affects many sectors, including hampering the business environment.
Economic					
Potential international economic crisis affects main trading partners (such as the EU) and has a negative impact on trade, remittances and FDI to the focus countries.	Likely	Major	DAP aims to improve economic conditions, especially for youth. However, difficult to mitigate this risk solely through DAP.	Residual risk remains. However, actions taken by programme and other donors can mitigate the situation.	The economic downturn in the EU following the financial crisis had a direct impact on the DAP partner countries.
Worsening economic situation and further polarization of wealth is leading to increased poverty and migration.	Almost certain	Major	DAP aims to mitigate economic and social exclusion of youth.	Risk not substantially reduced by DAP alone. However, actions taken by programme and other donors can mitigate the situation.	Risk in all focus countries. Bleak outlook for economic growth and redistribution of wealth. However, IMF programmes under the Extended Fund Facility (EFF) provide incentives to ensure that macro-economic and financial policies remain sound, reforms on track and that fiscal buffers and reserves remain adequate.
Partial or complete breakdown of financial institutions and banking systems or impediment of cross-border financial transactions.	Unlikely	Major	While DAP aims at improving economic condition in its focus countries, developments in currency and financial markets are difficult to mitigate.	Short- and long-term risks remain but are unlikely.	DAP focus countries have varying degrees of stable financial infrastructures and access to international credit markets. The MENA region has in recent years witnessed either severe depreciation or near collapse of national currencies and rising inflation, all of which puts pressure on the livelihood and wealth of their respective populations.
Societal					
Increasing conflict between population groups; social and religious tension.	Unlikely	Major	DAP is sensitive towards the inclusion of various social /urban/rural (youth) groups and minorities. The programme has an inclusive approach to various population groups, but cannot	The short-term residual risk is not reduced. However, DAP aims at including youth and minorities and will in the medium and long-term contribute to bridging divides between	Social tension and unrest already seen in several focus countries. High risk of persecution of religious and other minorities.

Danish-Arab Partnership Programme (DAPP) 2022–2027
Strategic Framework Document

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
			mitigate these risks through tools available to the programme.	urban/rural groups and minorities.	
Generational gap widens with a growing youth population that rejects tribal/communal/age hierarchies leading to less social cohesion and possible youth-led protests.	Likely	Major	DAP aims to promote the inclusion of youth – socially, politically and economically by addressing their specific challenges and needs.	Residual risk is not reduced in the short term. However, DAP will address youth needs and challenges and in the long term contributing to reduce youth frustration.	Youth are not included and experience a growing frustration and lack of trust in institutions.
Environment					
Environmental degradation, increased water scarcity, etc. might lead to internal migration e.g. rural exodus which puts pressure on large cities.	Likely	Minor	DAP will support job creation and growth in the green sector and seek to address root causes of migration.	The short-term risk is minor and can be mitigated by the inclusive approach of DAP.	All focus countries are considerably prone to water scarcity and vulnerable to climate change.
Security					
Deterioration of domestic security context and occurrence of terrorist acts.	Likely	Major	DAP and partners to have strong focus on safety, maintain situational awareness, prepare contingency plans, and ultimately phase out projects.	Short term risk is reduced due to safety measures and contingency plans, but overall risk prevails.	Terrorist attacks against public experienced in several focus countries. Extremist tendencies might be catalysed through spill over from regional conflicts in e.g. Syria, Iraq, and Libya.
Increased instability in border regions due to violent conflicts in neighbouring countries.	Unlikely	Major	DAP and partners to maintain situational awareness, prepare contingency plans, and ultimately phase out projects. Projects to be implemented in geographical areas deemed as relatively safe.	Residual risks reduced by selecting safe areas. However, the risk is outside the sphere of influence of DAP.	Conflicts in neighbouring countries to DAP focus countries, such as Syria, Iraq, and Libya, create regional instabilities. While border regions to these countries might experience spill-over by conflict and violence, borders are likely to remain intact.

ANNEX 5 – BUDGET

DANISH ARAB PARTNERSHIP BUDGET 2022 – 2027 <i>(DKK million)</i>								
	2022	2023	2024	2025	2026	2027	Total	%
HUMAN RIGHTS AND INCLUSION	20	50	70	70	70	20	300	30,0%
State and government institutions (outcome 1)	5	10	15	15	15	5	65	6,5%
Prevention of torture and violence (outcome 2)	5	10	15	15	15	5	65	6,5%
Free independent and diverse media (outcome 3)	5	10	15	15	15	5	65	6,5%
Gender equality (outcome 4)	5	10	15	15	15	5	65	6,5%
Support budget		10	10	10	10		40	4,0%
EMPLOYMENT AND ENTREPRENEURSHIP	65	75	80	60	50	30	360	36,0%
Tender	30	40	40	50	40	20	220	22,0%
UNDP Nordic	10	10	15	10	10	10	65	6,5%
IFU	25	25	25				75	7,5%
ACCELERATION AND INNOVATION SUPPORT			75	90	85		250	25,0%
Acceleration human rights and inclusion			10	25	25		60	6,0%
Acceleration employment and entrepreneurship			30	30	30		90	9,0%
Innovation entire programme (MENA)			35	35	30		100	10,0%
DANISH EGYPTIAN DIALOGUE INITIATIVE	1	5	9	9	5	1	30	3,0%
SUPPORT FUNCTIONS		11	13	13	12	11	60	6,0%
Technical assistance (currently advisors)		6	6	7	6	6	31	3,1%
Communication		2	3	3	3	3	14	1,4%
Seconded National Experts		2	2	2	2	2	10	1,0%
Reviews		1	2	1	1		5	0,5%
GRAND TOTAL	86	141	247	242	222	62	1.000	100,0%

ANNEX 6 – PROCESS ACTION PLAN

To be developed for the final document version.

Annex 1 Regional and country context analysis

1. Overall Development Challenges, Opportunities and Risks

The **Moroccan** economy has performed relatively well in the past two decades and notable economic and social strides have been made in poverty reduction (from 15.3 percent in 2001 to 4.8 percent in 2014), access to education, health care and services, and infrastructure development. However, these positive developments have not benefitted all geographical areas and population groups, as there are important regional and gender disparities and large wealth and income inequality. While the growth rates in Morocco had already been losing momentum prior to the covid-19 pandemic, the latter has pushed the Moroccan economy into recession for the first time in 25 years. According to the World Bank GDP is expected to contract by 6.3 percent in 2020 and a return to pre-covid-19 levels in 2022 and the public debt is expected to exceed 76 percent of GDP . The Moroccan economy relies on performance in the agricultural sector, which accounts for nearly 15 percent of GDP and employs around 40 percent of the workforce. Efforts have been made to attract FDI and to diversify the economy by supporting industries such as the automotive and aeronautics sector and the industry now accounts for approximately 25 percent of GDP.

Morocco is classified as a so-called “late-dividend” country, meaning that it has a declining share of working age population between 2015 and 2030, yet can continue to benefit from the first demographic dividend. The unemployment rate has increased from 9.2 percent in 2019 to 11.9 percent in 2020, and has disproportionately affected youth (15-24 years) with an increase from 24.9 percent in 2019 to 31.2 percent in 2020. Well aware of these challenges, the Moroccan government is seeking to address them through a number of national development plans. Of most prominence, is the establishment in December 2019 by King Mohamed VI of a commission of renowned Moroccan experts who are tasked to identify a new development model for the country, through a large consultation process with key stakeholders in Morocco.

In connection to progress related to SDGs, the country faces major challenges regarding gender equality (SDG 5) mainly due to the ratio of male-female labour participation, where Morocco has one of the lowest in the MENA region, and decent jobs and economic growth (SDG 8) although both are moderately improving. In relation to peace, justice and strong institutions (SDG 16) significant challenges remain with a stagnating trend (with the exception of e.g. the press freedom index, which is decreasing), while challenges remain for partnerships for the goals and there has even been a decrease in performance (SDG 17). Morocco’s ranks 64th in the world in terms of SDG progress.

According to Freedom House, Morocco is partly free. Indeed, the constitutional reform in 2011 has given the government wider authority in that the prime minister is appointed by the King from the party that has won most seats in the regular multiparty parliamentary elections, yet the King retains substantial power and a number of civil liberties remain constrained.

In terms of government accountability, corruption is widespread in state institutions and in the economy and transparency remains limited.

Of the four focus countries, youth in **Tunisia** have the least positive outlook on their economic situation. Classified as a demographically ‘late-dividend’ country, Tunisia will within the next ten years face a slowly declining work force. Even if Tunisia’s population is growing at a relatively modest rate (fertility rate close to replacement level) when compared the MENA region as such, its youth

unemployment at 36.6% (against a general unemployment of 14.9%) is among the region's highest. Ranking 96 of 157 in the World Bank Human Capital Index, Tunisia's systemically fragile economy further deteriorated in light of the Covid-19 pandemic, leading international rating agencies to downgrade Tunisia's credit rating. Its GDP (USD 3,380 per capita) is estimated to contract by 8.1 per cent in 2020 and to bounce back by (only) 4.5 per cent in 2021. Consequently, the IMF warned in early 2021 about Tunisia's increasing public debt against GDP, which is forecasted to rise from 72.2% of GDP in 2019 to a peak of 86.6% of GDP in 2020.

Among the sectors most negatively affected by the Covid-19 crisis are the economically important areas of tourism, transport, manufacturing, construction, textiles, and trade. The pandemic has thereby further catalysed existing weaknesses of the Tunisian private sector, which, particularly since 2013, has been in a steady decline: SMEs and larger enterprises are investing less, they are less innovative, less export oriented and therefore, less productive. Net job creation is low and most newly created jobs have not corresponded to the areas with highest unemployment levels – in terms of sectors and geographical areas. This is leading to increased frustration in the population, especially among youth. Tunisia ranks 63 in the world in terms of SDG progress. For the DAPP programme it is worth noting major challenges regarding 'decent work and economic growth' (SDG 8), 'reduced inequalities' (SDG 10), and 'sustainable cities and communities' (SDG 11).

Beginning its democratic transition in the years after the revolution of 2011, Tunisia has experienced numerous successes and setbacks in terms of implementing the provisions of its new constitution and consolidating its political institutions. The country is perceived as a regional front-runner in terms of democratic governance; Freedom House categorises Tunisia as the only "free" democracy in the MENA region. Its most recent presidential and parliamentary elections of 2019 were considered as well-administered elections with calm and orderly voting, and results being confirmed by independent civil society observers, all granting legitimacy to the Tunisian parliament as a representative body of law-making. However, developments since these elections have portrayed how severe tensions within and between executive and legislative branches, as well as among key political actors, pose risks of systemic deadlocks and decreasing public support. Combined with the ongoing failure to set up a Constitutional Court (as stipulated in the new constitution) as well as malpractice in the at times arbitrary judicial system, the apparent difficulties for Tunisia's key institutions to work together in accountable and effective manners might enhance the fragility and decrease public support for Tunisia's democratic transition.

The disruptions caused by the Covid-19 pandemic in **Egypt** have interrupted a period of macroeconomic stability, characterized by relatively high growth, improved fiscal accounts and a comfortable level of foreign reserves. Yet, the pandemic also hit as longstanding challenges continued to persist, notably Egypt's elevated debt-to-GDP ratio, slow revenue mobilization and a below-potential performance of non-oil merchandise exports and non-oil Foreign Direct Investment. While the average real growth has remained positive over the course of the year and foreign reserves continue to be sufficient, the COVID-19 pandemic has inevitably caused job and income losses, posing additional strains on the livelihoods of Egyptian households, and is exacerbating the long-standing challenge of job creation in Egypt. While the Egyptian economy has been shifting towards having an economy with a larger share of private sector, the latter has not been able to provide improved job opportunities for Egyptians. In recent years, the main drivers of growth have been gas extractives, tourism, wholesale and retail trade, real estate and construction. Employment remains concentrated in low value-added sectors such as private sector agriculture (including subsistence) and public social

services. The inadequate productive and job creation capacity of the economy has prevented Egypt from tapping into the country's large young population. Few companies (large, small or medium-sized enterprises) are in a position to offer employment that is attractive in terms of remuneration, working conditions and employee relations. Furthermore, Egypt has seen a negative correlation between productivity and employment in which the sectors that have shown the largest shares of employment increases have seen only limited growth in productivity. These sectors include private sector construction, ICT and both wholesale and retail trade. The failure of high-value sectors to raise their productivity constrains their ability to expand and create more jobs. There is currently little technology transfer and established companies, particularly SMEs, have limited capacity for innovation. Their access to professional consulting and implementation services is also insufficient. Business start-up owners are often highly innovative but they still have to contend with a state and private sector support system that is unconsolidated and largely inadequate. State processes for setting up new companies, particularly those with innovative business models, are cumbersome and lack transparency.

Growth declined from 5.6% in fiscal year 2019 to 3.5% in fiscal year 2020. Under a scenario that the pandemic will persist through early-2021, growth is projected to decline further to 2.3% in fiscal year 2021 before rebounding in fiscal year 2022. The challenges of enhancing growth and sustainable job creation strongly manifest themselves in regions outside Cairo such as Upper Egypt, a grouping of governorates that lag significantly behind the rest of the country in terms of economic growth, employment generation, connectivity, and access to services.

Egypt ranks 83 out of 193 in terms of progress on the SDGs. In terms of the SDGs of most relevance to the DAP (e.g. SDG 5, 8, 16 and 17), major challenges remain in i) achieving gender equality and empowering women and girls, ii) promoting economic growth, productive employment and decent work, and iii) providing access to justice and building effective, accountable and inclusive institutions. Significant challenges also remain in ensuring the means of implementation and revitalizing the Global SDG partnership .

During the 2000s, Egypt became an increasingly important transit and destination country for economic migrants and asylum seekers. According to UNHCR, Egypt hosts refugees and asylum-seekers from 57 different countries of origin as of 2020. A growing population of concern is stranded in the most overcrowded and poorest neighborhoods of its largest cities such as Cairo and Alexandria.

Freedom House has ranked Egypt as "Not Free". Since taking power in 2013, President al-Sisi has governed Egypt in an increasingly authoritarian manner and dominated the policymaking process. Meaningful political opposition is virtually nonexistent, as expressions of dissent can draw criminal prosecution and imprisonment. The Sisi administration has provided very little transparency regarding government spending and operations. Civil society groups and independent journalists have few opportunities to comment on or influence state policies and legislation. The parliament plays a modest role in forming and debating laws, but it does not provide a meaningful check on executive power. The 2019 constitutional amendments further consolidated Sisi's authority, in part by permitting him to appoint one-third of the new Senate. The changes increased the military's already considerable independence from civilian oversight and its constitutional role in civilian governance. The amendments allow the Supreme Council of the Armed Forces to permanently control the appointment of the defense minister, who is also the commander in chief.

Jordan faces structural economic development challenges that include stagnating growth, lack of enterprise competitiveness, persistent high unemployment, dependency on overseas remittances, difficulties in reversing negative trade balances, and persistent regional instability. Efforts to contain the spread of the COVID-19 pandemic have reaffirmed structural weaknesses, led to production disruptions and forced enterprises to suspend or scale down operations, with enormous negative consequences on the economy and jobs. The World Bank has forecast a -3.5% GDP growth rate in 2020. With a saturated public sector, the private sector constitutes the main avenue for driving growth and innovation, particularly through the Micro, Small and Medium Enterprises (MSMEs) that comprise the vast majority of enterprises in the country. Jordan has been selectively open to Foreign Direct Investment (FDI) in sectors such as mining, manufacturing, energy, tourism and ICT. In 2017, FDI inflows in Jordan increased by 8%, a reversal from the declining trend observed since 2014 but remaining below levels recorded in 2006-2009. Jordan's Five-Year Reform Matrix includes a set of crosscutting and sectoral policy reforms prioritized and sequenced over five years to deliver on the Government's priorities on jobs, youth, and growth. The Ministry of Planning recently provided an update on the Government Indicative Executive Program for 2021-2024, which has been developed during the pandemic. Priorities of the programme include supporting macroeconomic and fiscal stability, improving public sector performance, fostering an enabling business environment, increasing FDI and exports, access to finance, labor market imbalances, expanding social safety nets, public transportation, financial stability the energy sector, water sector, agribusiness and the tourism sector.

High population growth rate and the gender dimensions of the labour force pose particularly difficult challenges for Jordan. Over 63% of the population is under 30 years of age and there are not enough jobs for the large number of young people that enter the labour force every year. In 2019, only 14.4% of women were economically active in Jordan compared to the global average of 52%. Obstacles to further economic empowerment of women include existing societal and household norms, the general business enabling environment and specific constraints to women's economic activity such as access to care provisions and transport. Universities are not oriented towards the needs of the labour market which has resulted in low employability of graduates and a high unemployment rate among academic youth. In addition, Jordan's vocational training system is not well-aligned with the needs of the economy. The vocational training infrastructure, equipment, curricula and the qualification of teaching staff are generally outdated and fall far behind private providers while "on-the-job" training by private sector enterprises remains limited and unsatisfactory, with some sources indicating that a mere 3% of enterprises in Jordan provide such training. Support to the emergence of start-ups is developed to some extent, but there is inadequate support for rapid scaling up of high-potential innovative businesses. Innovation and entrepreneurship in Jordan are also hampered by insufficient networks, connections and infrastructure among key stakeholders including entrepreneurs, universities, risk capital providers, Government, SMEs and large corporations.

Since 2011, Jordan alone has provided refuge to more than 1.36 million Syrians. Around 90% of the Syrian refugees are living in host communities, mainly in Amman and the northern governorates, while nearly 10% live in camps. Out of the 1.36 million, nearly 655,435 Syrian refugees have registered with UNHCR. The presence of Syrian refugees across the country continues to place pressure on Jordan's economy, scarce natural resources and infrastructure.

Jordan ranks 89 in terms of progress on the SDGs. In terms of the SDGs of most relevance to the DAP (e.g. SDG 5, 8, 16 and 17), Jordan continues to face major challenges in achieving gender equality and decent work and economic growth while significant challenges remain in promoting a peaceful

and inclusive society. Significant challenges also persist in strengthening the means of implementation of the Global SDG partnership .

Freedom House has ranked Jordan as “Partly Free”. The king continues to play a dominant role in politics and governance. He appoints and dismisses the prime minister and cabinet and may dissolve the bicameral National Assembly at his discretion. The parliament’s lower house is elected but the chamber wields little power in practice. Rural and tribal voters, who make up the base of support for the regime, continue to be heavily overrepresented in the parliament at the expense of urban voters including many voters of Palestinian origin. Both voters and candidates are heavily influenced by tribal affiliations. Against the backdrop of mounting protests, authorities have stepped up arrests of activists and journalists, aided by the enactment of the Defence Law due to Covid-19. Jordan remains stable despite instability in the region and a worsening domestic economic and social situation. Regional challenges include the stalemate in the Middle East Peace Process, the Syria conflict and broader regional tensions. Because of its geographical position, Jordan has continued to play an important role in international efforts to tackle the Syria crisis and has maintained its push for a political solution to resolve the conflict.

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2. Political Economy and Stakeholder Analysis

Morocco has experienced several waves of protests, strikes and social tension since the Arab uprisings in 2011. The protests have been spread across the country and have often originated in marginalized and underserved regions. These social tensions are fueled by the large geographic and socio-economic disparities and by youth unemployment. Nevertheless, there are no indications of threat to overall stability or regime breakdown in Morocco.

Being well aware of unemployment as a key source to frustration, potential unrest and youth becoming prone to recruitment by extremism groups and illegal immigration, the government has made employment generation a top priority. There are, however, a number of major challenges to youth employment. The public sector does not create sufficient jobs to absorb the growing number of youth

entering the job market each year and the private sector faces a number of constraints. According to the World Bank, Morocco is behind other countries concerning anti-monopoly policies and market competition regulations. Policy weaknesses are having a negative impact on companies entering the economy and their ability to grow and create jobs. Moreover, limited educational outcomes and labour force skills that are not aligned with the labour market's demands and a business climate that has deteriorated in the past five years due to labour regulations, lack of access to credit, and to corruption.

Extraction of rents, especially corruption, continues to be pervasive and affect many sectors in Morocco ranking 86th out of 180 countries on the Corruption Perception Index. A majority of Moroccans (74 percent) do not believe that the government measures to fight corruption are effective. In general, Moroccans display low levels of trust in politics, in national governance and in elected institutions. Only 25 percent trust trade unions and 69 percent do not trust political parties. A high percentage trust non-elected institutions such as the military (83 percent) and police (78 percent), as these are perceived to function well. In other opinion polls, youth call for immediate political change and are far less positive in their view of the government (18 percent) than the older generations.

In terms of participation of women or minorities in the political arena, there are no limitations in the law. In the 2016 elections, a record number of women were elected in Morocco. However, these numbers were not matched by high-level positions as government ministers or presidents of parliamentary commissions. As regards the equal distribution of economic resources, Moroccan women have a very low labour market participation and men are favoured in the law on inheritance.

Even if successes in **Tunisia's** ten years of democratic transition are both notable and impressive, the uneven trajectory towards a legitimate, accountable, and effective relationship between political actors and institutions may, looking forward, further impede possible advances on political, economic, and social reform agendas, which are crucial also to DAPP's focus areas. Stalemates and conflicts in the highest levels of the political system have proven to generate negative trickle effects on the work of relevant duty bearers in ministries, agencies, and regional/local governance structures, particularly in terms of these duty bearers' abilities to engage in long-term systemic attempts of change and to take crucial decisions in a timely and accountable manner.

In regional comparison, Tunisia's youth shows little interest in politics and is less interested in political issues than older generations. The dominant positions of influential elites not only hinders the access of youth to the political sphere, but also hampers economic participation and success. The country's economic structures remain impacted by the pre-revolution legacy of elitisms and crony capitalism, adding to the more general problem of the both demographically and geographically uneven distribution of economic and financial resources. Tunisia remains a country with widespread economic malpractices, ranking 69 in Transparency International's Corruption Perception Index, having only witnessed slight improvements since 2012. The World Bank concluded in 2014 "that Tunisia's policy environment offers a fertile ground for cronyism and other anticompetitive practices, which hamper private sector growth and jobs creation in Tunisia", and highlighted how these structures are negative legacies from before the revolution. Common practices of rent extraction include restrictions in access to markets, import protection and, discretionary enforcement of regulations, abuse of access to public assets, etc., issues that might have direct relevance for foreign investment support. Today, extensive and systemic economic malpractice remain critical concerns for Tunisia's youth, indicating that the overall situation in the field has not significantly improved. According to the Arab Youth Survey 2020,

66 per cent of young Tunisians identify widespread corruption in their country, a higher percentage than in any other Maghreb country.

Tunisia has, in the past ten years, witnessed a slow and insufficient frequency of structural economic reforms. Social dialogue remains a key aspect of the Tunisian labour market, which in the 2010s has been subject to strong increases of strikes and sit-ins. Around half of Tunisia's youth have formal employment, and only half hereof are on permanent contracts. Observers assess this being partly due to the sectoral collective agreements in Tunisia, setting starter rates at significantly higher levels than the statutory minimum wage. There is a low participation of women in the labour force, which both challenges the inclusiveness of the Tunisian economy and manifests itself as a major bottleneck in terms of skills mismatch for the private sector. According to the EBRD, shortcomings include the quality of public education, rigidity of entry-routes to vocational training and from vocational training to employment, informality, discrimination, lack of competencies among university graduates, low private sector capacity to drive skills demand, and an underutilisation of women's skills.

In **Egypt**, the president is elected by popular vote for up to two terms. Sisi, who originally seized power in 2013 while serving as Egypt's defense minister and armed forces commander, won election in 2014 and reelection in 2018 with 97 percent of the vote. The balloting did not offer voters a genuine choice. In 2018, legitimate opposition candidates were pressured to withdraw, and Sisi ultimately faced an approved challenger who had campaigned on the president's behalf before entering the race. The vote was also marred by low turnout, the use of state resources and media to support Sisi's candidacy, voter intimidation, and vote buying. The electoral commission threatened non-voters with fines in an attempt to increase participation. While the electoral laws themselves provide some basis for credible elections, electoral authorities largely fail in practice to ensure an open and competitive campaign environment.

The 2019 constitutional amendments added two years to Sisi's current term, extending it through 2024, at which point he would be allowed to seek an additional six-year term. The 2019 amendments to the constitution also reestablished the Egyptian parliament as a bicameral body. The upper house was restored as a 180-member Senate. Members will serve five-year terms, with two-thirds elected and one-third appointed by the president. The amendments reduced the number of seats in the House of Representatives from 596 to 450. The drafting and passage of the 2019 constitutional amendments featured direct intervention by leaders of the General Intelligence Directorate. By tightly controlling the electoral process, intimidating presidential candidates into withdrawing, and denying credible opposition parties the space to function effectively, the government makes it nearly impossible for the opposition to gain power through elections. The extension of presidential term lengths and limits in 2019 only exacerbated the problem. Against this backdrop, neither regime breakdown nor any form of transition of power seems likely.

Women enjoy legal equality on many issues, and their court testimony is equal to that of men except in cases involving personal status matters such as divorce, which are more influenced by religious law. In practice, women face extensive discrimination in employment and are at a legal disadvantage in property and inheritance matters. Societal biases also discourage women's ownership of land. Under the 2019 constitutional amendments, at least a quarter of the seats in the new House of Representatives are reserved for female representatives.

In **Jordan**, the King holds broad executive powers. He appoints and dismisses the prime minister and cabinet and may dissolve the bicameral National Assembly at his discretion. The King also appoints the 65 members of the upper house of the parliament, the Senate. The lower house, the 115-seat House of Representatives, is elected for four-year terms or until the parliament is dissolved. Its members win office through races in 23 multimember districts, with 15 seats reserved for the leading women candidates who failed to capture district seats. Twelve of the district seats are reserved for religious and ethnic minorities. The electoral system favours rural and tribal voters. The largest and most popular opposition party, the Islamic Action Front, holds only about 12 percent of the lower house, and the political system limits the ability of any party-based opposition to make significant gains. With continued flow of foreign aid and loyalty of the Armed Forces, there is low risk of regime breakdown.

Jordan's long-term reform process has been implemented within a system of rent-seeking and privileges and have preserved a network of state-business relations. The regime's survival considerations during the reform process have encouraged the development of a system that allows political and business elites to block certain reform policies and manipulate others to fit their own interests.

The last parliamentary election was marred by accusations of vote buying and interference but was considered satisfactory from a technical standpoint. Political parties continue to be weak and in recent parliamentary elections, most seats have gone to independents who are often tribal figures and businesspeople that are considered loyal to the monarchy.

Jordan's political and administrative system is characterised by a high degree of centralisation. For decades, the national planning and development process has been directed by the government in Amman. The approval of the 2015 Decentralisation Law and Municipality Law constituted an attempt to address this situation and promote a more bottom-up approach to the identification of service needs and policy priorities in accordance with the role of newly elected councils in municipalities and governorates. However, many have noted that the roll-out of the decentralization process has lacked a clear, shared vision and a national policy on the subnational governance system reform required to allow local authorities to fulfil their role in promoting local development. As it stands, sub-national administrative divisions have only been able to exercise the powers that the central government chooses to delegate.

Women ostensibly have equal political rights and female candidates have in the past won seats beyond the legal quotas set for the parliament and subnational councils. However, cultural prejudices remain an obstacle to women's full political participation. In the last parliamentary election (2020), additional female candidates were not elected beyond the quota. In recent years, women have generally performed better at the municipal and local levels but none have won mayoral posts. A total of nine seats in the House of Representatives are reserved for Christians and three for ethnic Circassians and Chechens. Christians are not permitted to contest nonreserved seats. Citizens of Palestinian origin, who tend to live in urban areas, make up a majority of the overall population but remain underrepresented in the political system. While "East Bank" Jordanians dominate politics, the public sector and security forces, Jordanians of Palestinian origin dominate the private sector and also include outspoken civil society activists.

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3. Fragility, Conflict and Resilience

Morocco is not in a situation of fragility or conflict and the country has avoided much of the political upheaval and harm to its economy following the Arab uprising in 2011, mainly by pledging to step up economic reforms. However, persisting high unemployment rates, economic hardship for an important part of the population, and the high proportion of young Moroccans wishing to emigrate are all adding a sense of urgency to the situation. Opinion polls among Arab youth reveal that in Morocco 46 percent of youth consider or actively try to emigrate. Their main reason is to improve their economic opportunities followed by dissatisfaction with corruption. Other opinion polls reveal that up to 70 percent Moroccans wish to emigrate. The impact of the covid-19 pandemic has further exacerbated this tendency.

Morocco has not been spared by violent extremism and radicalization with the murder of the two Scandinavian tourists in end 2018 by jihadi extremists as the most recent example. The country continuously faces threats by terrorist cells that are affiliated or claim affiliation with ISIS, that are regularly and effectively dismantled by the security services.

While less fragile than other countries in the MENA regions, **Tunisia's** relative political stability since the days of the revolution are not without concerns. Despite its democratic transformation, Tunisia is subject of radicalisation from jihadists and other extremist groups. The country has suffered numerous jihadist terrorist attacks and Tunisians formed one of the largest national groupings of foreign fighters engaged in fighting for the so-called Islamic State in Syria and Iraq as well as for extremist groups in Libya. Radicalisation targeting youth is specifically present in the country's southern regions. While ideological radicalisation already had a strong foothold in Tunisia's pre-revolutionary period, the underlying causes for continued radicalisation – such as extremism in prisons, ineffective or absent state structures and service provisions as well as socioeconomic frustrations – remain matters of great concern. Acknowledging how economic hardship might affect negatively on the country's path to inclusive stability, and particularly responding to the 1325 agenda, Tunisia in 2018 adopted its National Action Plan, particularly focusing on women's economic inclusion and empowerment, particularly in the country's economically marginalised geographical areas.

Traditionally not being a country hosting large amounts of refugees and asylum seekers, total numbers of these population groups have increased in recent years. In January 2021 UNHCR registered a total of 6,744 refugees and asylum seekers, most of whom originated from Côte d'Ivoire and Syria. In terms of emigration, Tunisians currently make up the largest national group of migrants arriving to Italy via the Central Mediterranean route. In 2020, approx. 13,000 Tunisians arrived illegally to Italy,

representing a significant rise compared to 2018 (5,200) and 2019 (2,654). Ambitions to migrate, both legally and illegally, are particularly prevalent among Tunisia's youth.

Proximate causes of conflict in **Egypt** include the repressive political system and military control over the judiciary as well as migration. The economy and challenge of unemployment, water insecurity, food insecurity and rapid urbanisation constitute structural causes of conflict while transboundary water issues and the conflict in Libya are some of the external pressures that contribute to conflict.

Egypt is a member of the Global Coalition to Defeat ISIS whose affiliate ISIS-Sinai Province (ISIS-SP) continues to fight security forces in the North Sinai region. Both terrorist attacks and military operations have consistently resulted in civilian casualties. Egypt continues to extend a 2014 state-of-emergency in the North Sinai region, where ISIS-SP primarily operates. In 2019, nearly all terrorist attacks in Egypt took place in the Sinai Peninsula and largely targeted security forces, but terrorist attacks targeting civilians, tourists, and security personnel in mainland Egypt remained a concern. Increases in water demand are likely to be exacerbated by significant population increases both within Egypt, which is expected to be home to 111 million people by 2025 and in the countries along the Nile River, which are expected to host around a billion people by 2050. The combination of population growth and increased water demand could result in increased internal conflict among water uses.

Egypt has not yet adopted a UNSCR 1325 National Action Plan (NAP). However, the government of Egypt announced its intention in 2019 to develop a 1325 NAP. Given that Egypt is an important contributor to UN peacekeeping missions and a significant geopolitical actor engaged in several on-going peace processes, including the Libyan conflict, Egypt could thereby play an important role in furthering the Women, Peace and Security Agenda regionally.

Jordan continues to be stable, despite the current instability in the region and the impact of the Covid-19 pandemic. The potential trigger points for instability include the stalemate in the Middle East Peace Process, the Syria conflict and broader regional tensions and the deterioration of the domestic economic and social situation. Although territorially defeated in Syria and Iraq, Da'esh and Al Qaeda remain a threat for Jordan, especially in the context of the return of foreign fighters. Jordan continues to attempt to strike a balance between maintaining security and stability on the one hand and enabling progress in human rights on the other.

Regional turmoil has strongly impacted the Jordanian economy, reduced trade opportunities and increased youth unemployment. The arrival of numerous Syrian refugees in Jordan has created a new bottom tier of workers with few formal labour market opportunities. Without other opportunities, many Syrian refugees in Jordan have resorted to work in the informal economy, which is characterised by low wages and indecent working conditions.

The Jordanian National Action Plan (JONAP) for advancing the implementation of UN Security Council resolution 1325 on Women, Peace and Security (UNSCR 1325), and its subsequent resolutions, was developed to respond to the country's latest security and military challenges. It is in line with Jordan's commitments to promote and respect human rights, justice, equality and participation. The JONAP for advancing the implementation of UNSCR 1325 aims to integrate a gender-based approach towards women's participation in prevention and protection processes during conflicts, as well as in peace building, and maintaining stability and sustainable security.

Between 2,000 and 4,000 Jordanians fought as foreign terrorist fighters with ISIS, making Jordan one of the world's highest per capita contributors of foreign fighters. The roots of ISIS can be traced back to al-Qaeda in Iraq (AQI), which was founded and led by Zarqa-born Abu Musab al-Zarqawi. While Jordan has been successful at thwarting large-scale terrorist plots, smaller scale terrorist attacks have been carried out in recent years. Among a number of motivations, the absence of community identity and belonging and a dearth of spaces for open and productive dialogue have been attributed to youth vulnerability to radicalization in Jordan. Furthermore, one study suggests that the economic and political exclusion, particularly of youth, that exists in Jordan breeds dissatisfaction among citizens, which may increase the appeal of violent extremism. Furthermore, areas that host large numbers of Syrian refugees may also be areas where dissatisfaction and frustrations are particularly significant.

Several studies show that young Jordanians are contemplating emigration. According to the results of a 2020 Konrad Adenauer Stiftung survey, when asked whether they have considered migrating in the past 12 months, 36% of young respondents (aged 18 to 29) in Jordan want to leave their homeland. The majority of those in Jordan, of all age groups, who express a desire to emigrate say it is due to economic considerations (86%) while a small percentage cite political reasons (5%). Unlike Tunisia and Morocco, only a small percentage (11%) of those that want to emigrate from Jordan list Europe as a destination. The 2021 Arab Youth Survey found that 56% of respondents in Jordan were either actively trying to emigrate or had considered emigrating, which is the highest percentage when compared to the remaining DAP countries.

The influx of large numbers of refugees exacerbates challenges Jordan has faced for many years – competition for jobs, overburdened infrastructure and strained social services such as healthcare and education. The economy has declined due to the crisis and subsequent closure of foreign markets in Syria and Iraq, as well as a decrease in Foreign Direct Investments. The Jordan Government response to the refugee crisis is guided by the Jordan Response Plan. Around 70% of Syrian refugee households in host communities are either food insecure or vulnerable to food insecurity and are almost completely dependent on food assistance from the international community. More than 80 percent of Syrian refugees live below the poverty line and despite the easing of access to the labour market for refugees, unemployment rates remain high and many struggle to find decent employment opportunities that provide fair wages and working condition. While a number of Danish engagements directly address short and medium term needs emanating from the Syria Crisis by applying a humanitarian-development-peace nexus approach, DAP will not be directly linked to the Syria Crisis response but complement these efforts by building stability and promoting good governance.

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4. Human Rights, Gender, Youth and applying a Human Rights Based Approach

The past two decades, **Morocco** has taken several steps to bring the country in line with international human rights and gender equality standards. A process of revision of the Constitution was initiated in 2011, which introduced a number of rights, including in terms regards gender equality. This was followed by the adoption of a new migrant policy in 2013 and the ratification of the UN Option Protocol to the Convention Against Torture in 2014. The National Human Rights Institution (CNDH) was designated as the National Preventive Mechanism in 2018. Morocco also participated in launching the Convention against Torture Initiative aimed to achieve universal ratification and implementation of the UNCAT by 2024. Challenges remain, however, at the level of practical implementation. A number of constitutional revisions are yet to be translated into law and into changes in practices of persons involved in the administration of justice. Morocco faces a problem of overcrowding in prisons, and while reported by government representatives not to be systematic, the practice of torture continues to occur. Morocco also has a low ranking in the World Press Freedom Index, ranking 133rd out of 180 countries, ahead of Algeria, yet far behind Tunisia.

In terms of Gender Equality, a new family law was adopted in 2004 enhancing women's rights, the nationality code was amended in 2007 , and reservations on CEDAW were partially lifted in 2011. Reforms that are more recent include the adoption of the law on domestic workers in 2017 (many of whom are young and female), and the adoption of a law on Gender Based Violence (GBV) in 2018. Despite these legislative improvements, a number of provisions continue to discriminate against gender equality and the operationalization of the laws is lagging behind, as are societal norms, making realities on the ground much less promising. Morocco has a low score on most gender related parameters, also by MENA standards, and ranks 143 out of 153 countries in the Global Gender Gap Index. A few figures to illustrate this: only 21 % of women are (formally) working, twice as many women are illiterate (41,9%), 46,9% work in the agricultural sector, 1% of women own agricultural land, 54,4% of women are victims of violence (2019), 10% of all marriages are child marriages (2015).

The Universal Periodic Review of Morocco was conducted in May 2017 and 61 out of 244 recommendations addressed gender equality issues. A number of them were rejected, including on equal inheritance, banning of polygamy and of child marriage, and LGTBT rights on the grounds that too quick changes of the family law would threaten the social fabric. The penal code continues to criminalize adultery, sex outside of marriage and same sex relations.

Youth, which make up one third of Morocco's population, lack avenues of engagement in civic life and in the traditional political system. Less than one percent of youth are active in political parties and trade unions. They are perceived as opaque, undemocratic and inaccessible. Large formalized NGOs do not have much appeal to youth either as many of them do not enjoy much legitimacy among youth or are perhaps not focusing on the priorities which youth find important. Issues that are important to youth, such as individual and sexual freedoms, are only beginning to be addressed by large feminist NGOs. Cumbersome administrative procedures are also preventing youth from forming new NGOs and instead youth is participating through other means, notably via social media.

Compared to the high spirits of **Tunisia's** post-revolution years after 2011, the human rights situation has development in an uneven, and at times deteriorating, manner. On the one hand, Tunisia stands out as a regional role model in terms of its openness and willingness to address HR concerns, including

its welcoming attitude to relevant UN bodies as well as its commitment to engage in dialogues on HR issues with the EU and its Member States. On the other hand, over the past years, pressures have steadily mounted on a wide array of rights and liberties, including on freedoms of expression, equal access to justice, and socio-economic rights. These developments conjure with a general strengthening of socio-conservative political actors in both the executive, legislative, and judicial branches of government as well as reoccurring reform impasses due to increasing mistrust across political institutions and parties.

The civil unrests and demonstrations of early 2021 were emblematic of the systemic, youth-related challenges Tunisia continues to face. Particularly young people – and often minors – from marginalized communities took to the streets, expressing their frustrations over the lack of economic opportunities for those outside the prosperous and elitist circles. With a fragile economy, only further weakened by the Covid-19 pandemic, Tunisian youth continue to express their discontent over lacking economic and social investments in marginalized areas as well as in excessive and arbitrary police violence, torture, and corruption. Given that Tunisia remains a country with a sizeable civic space and a vocal and a mature civil society, well-established Tunisian CSOs have been relatively successful in raising concerns about these rights aspects. At the same time, many well-established CSOs have experienced limitations in their ability to create networks among youth from the most marginalized communities. Consequently, while traditional civil society actors have proven their capability of forming new ties, the situation reflects the demand for working more actively on enlarging their outreach to particularly marginalized youth groups.

Tunisia's recent UPR took place early 2017. Acknowledging its important post-revolution progress on the broader HR agenda, the UPR pointed to Tunisia's limitation in a number of areas relevant to the DAPP: reforms of the judicial system and the combat of torture, the establishment of constitutional bodies, corruption, reducing extreme poverty and raising employability, and the development of national human rights policies across sectors such as education, health, and the environment. In 2014, Tunisia withdrew all its reservations against CEDAW and its advances in the realm of gender equality are unquestionably notable when compared to other countries of the MENA region. International observers concluded that Tunisia's constitution of 2014 was drafted through a significant influence of women. Among recent tangible examples of enhanced gender equality progress is the 'Law 58', which aims at ending violence against women, a widespread problem as around half of Tunisia women between 18 and 64 report having experienced violence at one point in their lives. Tunisian women are among the few in the MENA not targeted by national laws that constrict their access to land and water. Yet, against the backdrop of a politically and socio-economically extremely challenging post-revolution decade, gender activists and CSOs have, in some cases, in recent years shifted focus on maintaining the achieved results rather than expanding their platforms. Scepticism is particularly directed against the socio-conservative agenda of certain political actors, also fuelling negative political campaigns against LGBTQI+ communities, who continue to be subject of arbitrary police arrests and violence.

Egypt has a poor human rights record. Issues of concern include – but are not limited to – unlawful or arbitrary killings, forced disappearances, torture, arbitrary detention, harsh and life-threatening prison conditions, arbitrary arrest and detention, arbitrary or unlawful interference with privacy, undue restrictions on freedom of expression including the press and internet, substantial interference with the rights of peaceful assembly and freedom of association, government control over registration and financing of NGOs, restrictions on political participation, use of the law and violence targeting minority groups and use of forced or compulsory child labor. The government has inconsistently

punished or prosecuted officials who committed abuses, whether in the security services or elsewhere in government. In most cases, the government has not comprehensively investigated allegations of human rights abuses, including most incidents of violence by security forces, contributing to an environment of impunity. Last year, Egyptian authorities carried out an extensive campaign of arrests and prosecutions against women social media influencers, in violation of their rights to privacy, freedom of expression, and non-discrimination. This has resulted in arrests and sentencing on the basis of vague charges of violating “public morals” and “undermining family values.”

Authorities have continued to severely curtail space for civil society groups and target human rights defenders. The government has not issued implementing regulations for the draconian NGO law approved in August 2019. The law prohibits a wide range of activities, allows authorities to dissolve organizations for a wide range of “violations” and imposes fines of up to one million Egyptian pounds (US\$60,000) for organizations that operate without a license or send or receive funds without government approval. Authorities continue to arbitrarily detain human rights lawyers and defenders without trial and has continued to criminalize peaceful assembly and punish peaceful critics. In late 2020 alone, authorities arrested nearly 1,000 protesters and bystanders before and after scattered anti-government protests in towns and villages in 21 governorates. Authorities continue to silence journalists, bloggers, and critics on social media amid escalating use of the repressive 2018 cybercrimes law and have blocked hundreds of news and human rights websites without judicial authorization since 2017. The number of journalists in prison in Egypt at a given time in 2020 was between 30 and 60, one of the highest numbers in the world.

Well established, independent domestic human rights NGOs struggle to operate amid increasing pressure from security forces throughout the country. Online censorship has diminished the roles of internet activists and bloggers in publicizing information concerning human rights abuses. Authorities have sometimes allowed CSOs not registered as NGOs to operate but such organizations often report harassment along with threats of government interference, investigation, asset freezes or closure. The government has continued and intensified investigations into the receipt of foreign funding by human rights organizations. Independent CSOs in Egypt are also threatened by the presence of Government Organized Non-governmental Organizations (GONGOs) that have been co-opted to defend Egypt’s human rights record and to divert attention away from “politicized” issues raised by independent organizations. However, the severe clampdown on NGOs has begun to encourage very loosely organized civic activity on what resembles an underground basis. Most activist initiatives in Egypt are self-consciously local and secretive with exchanges deliberately kept ad hoc in order to evade regime repression. Emerging student and youth groups, professional associations and workers have been more active especially on the deteriorating human rights situation, as reformers increasingly lose hope in opposition political parties while the latter become less critical of the regime. Alternative forms of activism have intensified, such as petitions, strikes, assemblies, sit-ins, campus protests, vigils, competition around student elections, and some momentary eruptions of citizen anger in response to killings perpetrated by the security services. The Muslim Brotherhood (MB) remains Egypt’s most powerful movement at community level, and is now focused on helping MB prisoners. However, the organisation has splintered and local, community-level circles linked to the MB run very practical service-related activities, with little meaningful connection to any over-arching political organisation.

Egypt was reviewed by the UPR in 2019 and 294 out of 372 recommendations received. The bulk of the accepted recommendations pertained to legal and general framework of implementation issues, civil and political rights and women’s rights.

Jordan continues to prioritize security concerns and maintaining stability in the midst of an economic downturn and, particularly with the added weight of the pandemic, this has come at the expense of ensuring progress in human rights in collaboration with civil society. The activation of the Defense Law in March 2020, and the subsequent issuance of 24 Defense Orders over the course of 2020, led to the curtailment of personal freedoms and at times served as justification for clampdowns and censorship of civil society actors. Over the course of last year, gag orders were issued to the media on several occasions regarding the teachers' protests and the normalization agreements with Israel. Prominent media executives, journalists and cartoonists were arrested and, while they were released, this has likely reinforced self-censorship in the media. Torture remains an issue with numerous cases reported by CSOs of abuse, torture and inhumane treatment by the authorities in detention and correctional facilities and the lockdown has reportedly caused an increase in Gender Based Violence (GBV) and child labor. In response to growing conservatism among youth and multiple waves of protests since 2011, including a surge of protests by youth-led activist movements after 2018, the Jordanian state has worked hard to establish and enforce red lines in order to rein in the potential impact of unified protests across the country.

Against this backdrop, the political context in Jordan continues to limit the space in which civil society and Civil Society Organizations (CSOs) are able to operate, particularly those dealing with human rights. This influences the scope of the work of CSOs as well as their ability to reach out to key demographics such as youth. One clear example of the shrinking space for CSOs is the increasing number of laws and bylaws regulating these organizations. CSOs fall under the Law on Societies and the Law on Non-Profit Organizations and these and other laws curtail CSOs' engagement in public life and support to national development efforts. Key challenges for CSOs include the imposition of limitations on receiving foreign and domestic funding and restrictions on the freedom of assembly. CSOs also face challenges in ensuring coordination and coalition-building due to legislative and procedural hindrances, as well as bureaucratic procedures put in place by governmental authorities. The lack of sustainable funding often leads to competition among CSOs over available funds and drives the lack of cooperation and coordination of activities and policies. The lack of an effective and efficient mechanism for the exchange of knowledge and information between CSOs inhibits evidence-based lobbying and advocacy. This confines the role of CSOs to service providers and charities, rather than effective stakeholders in decision and policy-making. Despite this, the number of CSOs has increased noticeably over the last years, particularly after the Syrian refugee crisis. In 2018, the number of registered organizations reached 6136 CSOs and 1180 NGOs. The credibility of a number of these organizations have been questioned and there are marked regional differences between them, particular with regards to access to social and financial resources. Syrian refugees are mainly present in the Northern and Middle regions of Jordan, which gives CSOs in these areas an advantage in terms of access to resources. CSOs in the South have expressed frustration at being overlooked in terms of opportunities for funding and networking with donors. This presents a barrier to reaching youth in marginalized areas. Furthermore, the presence of Royal Non-Governmental Organizations (RONGOs) distorts competition between CSOs. These organizations do not operate under the Law on Societies but under Royal patronage and are exempted from various procedures required for other CSOs while enjoying easier access to government and foreign funding. In addition to these constraining factors, there are many challenges that hinder genuine youth participation in civil society activities. While youth are often the beneficiaries of government and civil society programmes, they are rarely engaged as partners in organizing activities for youth. CSOs and government agencies working with youth tend to repeat the same activities, which hinders motivation and participation of

youth in empowerment and participation programmes. Youth lack incentives (financial or other) to participate in CSO empowerment projects and lack access to safe spaces which prevents them from being able to freely express opinions.

The Universal Periodic Review of Jordan took place in 2018. Out of 226 recommendations received, Jordan supported 149. Most of the supported recommendations pertained to the legal and general framework of implementation, civil and political rights and women's rights. Two recommendations submitted by Denmark were noted (not accepted) by Jordan. One recommended that Jordan "ratify the Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment" and the other recommended that Jordan "ratify the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women".

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4. Inclusive sustainable growth, climate change and environment

Much like other countries in the MENA region, **Morocco** belongs to one of the most water scarce environments in the world, making it vulnerable to climate change and to desertification. Morocco's economic performance is dependent on rainfall, given that its economic growth is highly dependent on the performance of the agricultural sector, which uses 80 percent of the country's water resources. Water scarcity is also closely linked to potential social tensions, which became apparent by some of the protests a few years ago in Southern Morocco because of lack of access to water. Furthermore, Morocco is importing approximately 95 percent of its energy. The government has thus taken important steps to reduce this dependency and towards energy transition. A number of green economy initiatives have been rolled out, making Morocco top the Germanwatch' Climate Change Performance Index. There are many opportunities to create links between DAP's job creation for youth and Morocco's ambitious programs regarding green and sustainable growth.

Green growth is a key aspect of **Tunisia's** future, not least because of country's significant exposure to climate threats. Among various areas of intervention, Tunisia will particularly require improved integrated water resources management, particularly in the agribusiness sector. Tunisia relies heavily on imported fossil energy resources, yet energy subsidies and constraints to third-party access continue to pose key obstacles to mitigate its foreign energy dependency, only aggravated by the fact that its primary energy consumption has more than doubled from 1990 to 2015. Even if it ranks as one of the region's least energy and carbon intensive economies, only a 1/10 of its primary energy supply comes from renewable sources. Tunisia remains ambitious in transforming its energy mix in a green direction, though requirements for foreign direct investments to advance this process are yet to be met.

Egypt is one of the most populous countries in the world. Between 1990 and 2015, the population grew by 30 million inhabitants, with an annual growth rate of 2.2%, and a total increase of 30% compared to 1990 census. High population growth rates and densities impose huge pressures on the economic, social, and environmental dimensions of sustainable development. Because rainfall is scarce in much of Egypt, the Egyptian population and economy rely on the Nile River for about 95 percent of all water needs. There is significant uncertainty regarding the anticipated impacts of climate change on the flow of the Nile River. Some studies suggest increased evaporation due to rising temperatures could decrease water availability in the Nile River by up to 70%. The vast majority of the Egyptian population lives in close proximity to the Nile River, leaving them highly exposed to floods. The urban poor and marginalized communities are particularly vulnerable to flood impacts. Projected increases in temperature and potential decreases in rainfall throughout Egypt will likely increase water demand, particularly by the agricultural sector, which consumes about 80 percent of all freshwater resources. Tourism is a key economic sector in Egypt and widespread economic impacts result from tourism downturns. Erosion and inundation of beaches affected by sea level rise and coastal storms may adversely impact the attractiveness of Egypt as a beach destination. Sea level rise can also impact coastal tourism infrastructure and hotels. Nearly half of the area dedicated to the tourism sector in Alexandria's tourism industry could be underwater with only 0.5 meters of sea-level rise. The fertility of the Nile Basin has allowed for robust agriculture along the river's banks for millennia and agriculture remains an important part of the Egyptian economy. Agriculture accounts for 12 percent of the GDP and around 30 percent of employment in Egypt, with many more engaged in informal or unpaid agriculture work, particularly women. The increased water demand combined with increased variability and potential overall decreased flow of the Nile River leave agriculture particularly vulnerable to changing climate conditions.

Jordan is beset by a scarcity of natural resources (in particular water) and a small industrial base within the service sector, which contributes around 70% of GDP and dominates the economy. The rapid growth in economic activity and population as well as successive influxes of refugees over the last decade have imposed additional demands on energy resources. Jordan imports about 97% of its energy requirements, which includes mainly crude oil, oil derivatives and natural gas. Local sources cover the remaining 3% of requirements, with renewable energy contributing only a small proportion to this mix. The import of energy accounts for almost 20% of the GDP, which makes the country completely reliable on and vulnerable to the global energy market. Climate change is expected to affect economic growth in Jordan, which will be significantly vulnerable to gradual increases in air temperature, decreases in annual precipitation and increases in heat waves, drought events, dry days and potential evaporation. Scarcity of water resources is one of the major barriers facing sustainable development in Jordan. Water scarcity will be further magnified by climate change as decreased rainfall and evaporation may result in reduced replenishment of surface water and groundwater reserves.

The EU and EBRD have recently announced the launch of green investments in Jordan's private sector. Eligible investment categories include energy efficiency, renewable energy, water savings, waste reduction and sustainable land management. Target borrowers are primarily SMEs in the agribusiness, manufacturing and services, logistics & distribution, and ICT sectors.

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