

# Evaluation of the Danish Arab Partnership Programme

## Country Report Egypt



October 2015

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# Abbreviations

Abbreviation	Description
<b>CAPMAS</b>	Central Agency for Public Mobilisation and Statistics
<b>CEOSS</b>	The Coptic Evangelical Organization for Social Services
<b>CEWLA</b>	Center for Egyptian Women's Legal Assistance
<b>CIHRS</b>	Cairo Institute for Human Rights Studies
<b>CSO</b>	Civil Society Organisation
<b>DAC</b>	Development Assistance Committee
<b>DAPP</b>	Danish Arab Partnership Programme
<b>DEDI</b>	Danish Egyptian Dialogue Institute
<b>DI</b>	Confederation of Danish Industry
<b>DIGNITY</b>	Danish Institute against Torture
<b>DIHR</b>	The Danish Institute for Human Rights
<b>DKK</b>	Danish Krone
<b>DUF</b>	Danish Youth Council
<b>EDA</b>	Egyptian Democratic Association
<b>ENPP</b>	Egyptian Network for Public Participation
<b>EU</b>	European Union
<b>FGD</b>	Focus Group Discussion
<b>GBV</b>	Gender-based violence
<b>HR</b>	Human Rights
<b>ICNL</b>	The International Centre for Not-for-Profit Law
<b>ILO</b>	International Labour Organisation
<b>IMS</b>	International Media Support
<b>KII</b>	Key Informant Interview
<b>KVINFO</b>	The Danish Centre for Gender, Equality and Diversity
<b>LIU</b>	Leaders for Interreligious Understanding
<b>LO/FTF Council</b>	The Danish Trade Union Council for International Development Cooperation
<b>MENA</b>	Middle East and North Africa
<b>MFA</b>	Ministry of Foreign Affairs
<b>MOSS</b>	Ministry of Social Solidarity
<b>NCHR</b>	The National Council for Human Rights
<b>NGO</b>	Non-Governmental Organisation
<b>OECD</b>	Organisation for Economic Cooperation and Development
<b>SFD</b>	Social Fund for Development
<b>SP</b>	Strategic Partner
<b>ToC</b>	Theory of Change
<b>ToR</b>	Terms of Reference
<b>UNDP</b>	United Nations Development Program
<b>WB</b>	World Bank

# Executive Summary

This report summarises country-specific findings from Egypt, one country out of four<sup>1</sup> selected for analysis as part of an evaluation of relevance, results and lessons learned of the Danish Arab Partnership Programme (DAPP). This evaluation was conducted in 2015 by NIRAS and Integrity for the Ministry of Foreign Affairs of Denmark.

Since 2003, DAPP has been a central pillar of Danish policy towards the Middle East and North Africa (MENA) region. The programme is designed to address complex dynamics of reform and democratisation as well as Danish-Arab relations through a double strategic objective:

- 1) *To promote reform and democratisation processes in the MENA region*
- 2) *To improve dialogue, understanding and cooperation between Denmark and MENA*

DAPP has been funding activities in Egypt since 2004 and has supported initiatives in Human rights, human freedoms and good governance, Women's empowerment and gender equality and Knowledge-based societies. Economic growth and job creation was added to DAPP programming in 2011. Egypt became a DAPP focus country after the eruption of mass demonstrations and the ousting of former Egyptian president Mubarak in 2011.<sup>2</sup> Denmark has not signed a bilateral government framework agreement to govern its work in Egypt.

Since the beginning of the disbursement of DAPP funds in 2004 to 2014, Egypt has been the largest recipient of DAPP funding in the region, receiving over DKK 200 million<sup>3</sup> of total DAPP commitments of approximately DKK 1.5 billion.<sup>4</sup> Commitments are mainly directed towards Knowledge-based societies and Economic growth and job creation, with a limited contribution to Human rights, human freedoms and good governance and Women's empowerment and gender equality.

## Overall relevance

The evaluation has found evidence that DAPP's four thematic areas are relevant to the Egyptian context and interventions are making contribution to reform processes.

## Reform objective

The context promoting reform and democratisation processes is currently challenging in Egypt. While reform initiatives are relevant to the context, the current political climate is not conducive to pursuing this objective in an overt fashion. Some DAPP stakeholders believe that public opinion following the ousting of Mohamed Morsi and the flare up of terrorism in Egypt, makes it difficult to support organisations with foreign funding and work on issues of reform and democratisation. Others stressed the importance of continued DAPP support to reform and democratisation processes in this time of restrictive actions and regulations.

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<sup>1</sup> The others are Jordan, Morocco and Tunisia.

<sup>2</sup> Ministry of Foreign Affairs of Denmark (2013). *Danish Arab Partnership Programme 2013-2016, Strategic Framework Document*.

<sup>3</sup> Excluding regional commitments.

<sup>4</sup> Evaluation Pre-study, (2015).

### **Dialogue objective**

The Cartoon Crisis highlighted the importance of DAPP's long-term relationships in Egypt resulting in the ability to promote understanding between Denmark and Egypt. During the crisis, DAPP beneficiaries and partners defended Denmark and worked to communicate to their networks that the individual actions of the illustrators did not represent the Danish Government's position. Furthermore, the exchange and partnering component on projects, are perceived (by partners and beneficiaries) as a real value added.

### **Results in the four thematic areas**

Findings of the country study include the following results in the four thematic areas:

#### **1) Human rights, human freedoms and good governance (4%<sup>5</sup> of the Egypt DAPP budget)**

The SPs working in this thematic area are: DUF, DIGNITY and DIHR. Other contract holders include: Arab Centre for the Independence of the Judiciary and the Legal Profession, Egyptian Association for Dissemination and Development of Legal Awareness (EADDLA), Organising Committee of the 56<sup>th</sup> Annual Pugwash conference on Science and World affairs.<sup>6</sup>

Socio-political polarisation has been increasing in Egypt. DAPP has been able to contribute to bridging these fault lines in terms of increasing the space for dialogue amongst Egyptian youth from different backgrounds and political standing. DAPP has also made a contribution to preparing national human rights bodies to play a role in the protection and promotion of human rights.

#### **2) Women's empowerment and gender equality (1% of the DAPP Egypt budget)**

The SP working in this thematic area are KVINFO and Women's Council in Denmark (and Danner and LOKK). Other contract holders include: The Centre for Egyptian Family Development, The Assiut Businessmen Association.

DAPP initiatives have contributed to laying the foundations of further legal reform to promote gender equity. Results have also been in terms of including women in constitutional discourses held in different governorates throughout the country that have connected regional constitutional debates to the national level. The approach of working with men, women and youth on political inclusion is an effective way to enhance not only women's political inclusion but also other groups of society too.

#### **3) Knowledge-based societies (72% of the DAPP Egypt budget)**

The SPs working in this thematic area are IMS and Danmission. The other contract holders include The Danish-Egyptian Dialogue Institute, and Denmark's Library School.

DAPP initiatives have been able to create space for the independent media to operate at local levels and helped to strengthen the social contract at a sub-national level. Target

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<sup>5</sup> Figures from Evaluation Pre-study (2015) (does not include regional commitments). Approximately 1% of commitments have not been classified under a thematic area.

<sup>6</sup> Evaluation Pre-study (2015) and interviews. Organisations often work across thematic areas but are in this report registered under the thematic area where their core work is assessed to fit best.

communities now have access to skills and outlets that allow them to take ownership of media production at the local level and have viable alternatives to the Cairo-centric media.

Results to strengthen inter religious and inter cultural dialogue are most notable at a regional level. The development of broad networks bound by a common cause can (in some circumstances) generate greater momentum for change than isolated organisations and projects.

#### 4) **Economic growth and job creation** (22% of the DAPP Egypt budget)

The SPs working in this thematic area are Confederation of Danish Industry and the LO/FTF Council. Other contract holders include: International Labour Organisation (ILO), Social Fund for Development (SFD), Federation of Egyptian Industries and The Multinational Force and Observers.

The multilateral approach enables DAPP to work at scale and build on the momentum of other donors to provide the potential to have a positive impact on reducing unemployment. The two multilateral initiatives evaluated in Egypt (SFD and ILO) have produced large outputs in terms of participants engaged in the employment generating schemes. Danish approaches to economic growth and job creation are promoted through bilateral partnerships.

#### **Recommendations:**

On **relevance and themes** the country recommends to:

- *It is recommended to provide core funding to Egyptian CSOs working on issues related to human rights, human freedoms, good governance and women's rights to support their survival. The space to work on these issues is currently shrinking in Egypt and it is crucial to continue to support CSOs willing and able to work on these issues.*

On **implementation approaches**, the country study recommends to:

- *Formalise the relationship between DAPP and the Egyptian Government to help alleviate suspicions on the part of the Egyptian Government – particularly in relation to reform objectives.*
- *Continue to work through both partnerships (with CSOs and public authorities) and multilateral initiatives.*

On **management and coordination**, the country study recommends to:

- *Appoint a dedicated DAPP technical advisor in Egypt. A permanent DAPP technical advisor could support stronger coordination among DAPP partners at the local and regional level. This will help ensure that the suggested interventions are context-appropriate.*

# 1 Introduction

This chapter provides the Danish Arab Partnership Programme (DAPP) context for the present country report analysis. Egypt was selected as one out of four countries for analysis as part of a comprehensive evaluation of DAPP carried out by NIRAS and Integrity in 2015. Separate country reports are available on parallel findings from Morocco, Tunisia and Jordan. Furthermore, an evaluation synthesis report of all findings is available.

DAPP, launched in 2003, is a key modality for cooperation between Denmark and the Middle East and North Africa region (MENA). The programme focuses on the twin objectives of promoting reform and democratisation processes in the MENA region and improving dialogue, understanding and cooperation between Denmark and the MENA region. DAPP has proven to be a remarkably adaptive mechanism, particularly in light of the profound changes and great contextual variations that characterize the region.

From small-scale funding for pilot projects supporting democracy and human rights, DAPP grew to DKK 100 million per year from 2006 to 2011. In 2012, following the Arab Spring, the annual commitment was nearly tripled to the current level of DKK 275 million. The total financial frame for DAPP during the evaluation period (2003-14) amounts to approximately DKK 1.5 billion<sup>7</sup> as reflected in the figure below.

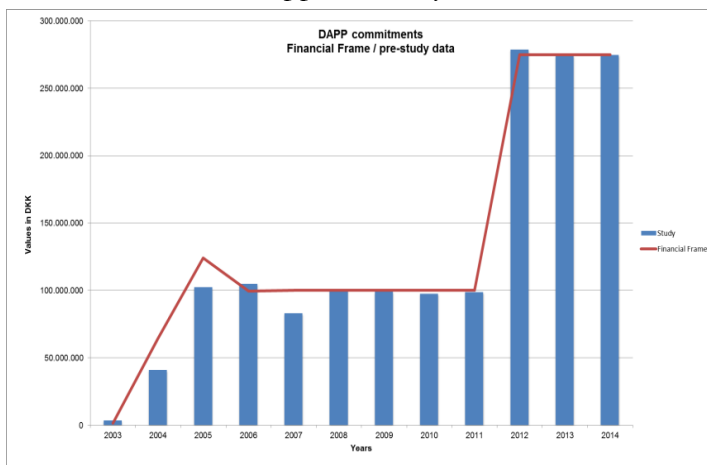


Figure 1: DAPP Annual Commitments<sup>8</sup>

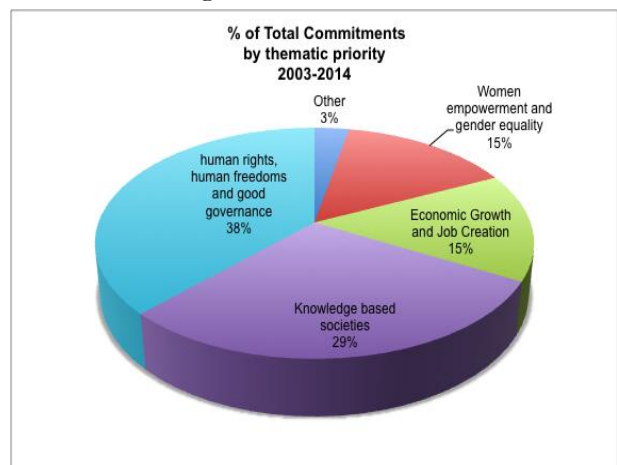


Figure 2: Thematic commitments

Taking the 2002 Arab Human Development Report (AHDR) as its point of departure, DAPP funding has been channelled to four thematic areas.<sup>9</sup> In the evaluation programme period, 38% of total commitments to all countries have been allocated to 1) Human rights, human freedoms and good governance, 15% to 2) Women's empowerment and gender equality, 29% to 3) Knowledge-based societies and 15% to 4) Economic growth and job creation.<sup>10</sup>

<sup>7</sup> Evaluation Pre-study (2015).

<sup>8</sup> Evaluation Pre-study (2015) and figures provided from MFA MENA department. In 2011 an additional DKK 99,949,810 were committed under the "Freedom pool" (Frihedspuljen) which worked under the same principles as DAPP.

<sup>9</sup> The fourth thematic area was not inspired directly from the Arab Human Development Report, but was added in 2011, following the strong demands for jobs and economic empowerment emanating from the Arab Spring protests.

<sup>10</sup> 3% of funds have been committed to activities that do not fall under any of the thematic areas. Evaluation Pre-study (2015).

DAPP is implemented through three main modalities: i) strategic partnerships, ii) project and programme support and iii) secondments of experts. The geographical coverage of DAPP has evolved over time and DAPP has been active in 11 countries, but with varying financial intensity. Key partner countries in terms of financial commitments and political priorities are: Egypt, Yemen, Jordan, Tunisia, Morocco, Syria and Libya.

In order to cover the very large project portfolio of DAPP, an approach entailing a sampling of projects across the four evaluation focus countries was applied. 10 projects for each country plus a number of regional projects were selected based on a selection matrix including the following criteria:

- Thematic areas covered
- Implementation modalities covered
- Nationality of contract holders covered
- Bilateral/multilateral projects covered
- Time period of implementation covered

The 10 projects sampled for Egypt are the main source of data informing this country report. These do not constitute the full portfolio of DAPP projects in Egypt. Based on the above selection criteria, the evaluation uses the selected projects as case examples, which – supported by desk study of previous assessments, reviews, evaluations, project reports, etc. – gives a sound basis for assessing the strengths and weaknesses of the DAPP in Egypt. The analysis draws on additional projects to the 10 sampled case projects to underline specific findings. The evaluation uses source and method triangulation to verify data and findings to the degree possible.<sup>11</sup>

## 2 Country Context Analysis

This chapter provides an overview of the current socio-political situation in Egypt as it pertains to DAPP objectives and thematic areas. The chapter focuses on the state of affairs relating to DAPP's four thematic areas.

After mass demonstrations in 2011 that led to President Hosni Mubarak's removal from power, the political landscape in Egypt has evolved dramatically. Since 2011, Egypt has seen rapid changes in government, street protests and disputed elections have roiled the country. A new constitution was drafted under an interim government and approved in a referendum in 2014. Egypt's former Army Chief, Abdel Fattah Al-Sisi (commonly known as "Sisi"), won a landslide victory in presidential election in May 2014, although a very low turnout of 27% of Egypt's more than 53 million eligible voters cast doubt on his mandate. According to The Anna Lindh Foundation the last four years of upheaval has increased political polarisation in the country.<sup>12</sup>

### **Human rights, human freedoms, and good governance**

Under Mubarak, human rights, human freedoms and good governance were extremely challenging issues to address. However, in spite of cumbersome legal restrictions and

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<sup>11</sup> The evaluation methodology can be found in Annex A.

<sup>12</sup> Anna Lindh Foundation. *Egypt: The crucial role of civil society in transition*.



heavy monitoring by the state, Egypt had one of the most active civil society sectors in the MENA region, with an estimated 15,000 to 21,000 Civil Society Organisations (CSOs) in 2010.<sup>13</sup> As long as the activities of organisations pushing for reform remained within the boundaries set by the Government, they were allowed to flourish.

The turbulent politics that followed the 2011 uprisings blurred ‘red lines’ earlier navigated by civil society actors. The first of several waves of crackdowns on CSOs came after a military council, the Supreme Council of Armed Forces, took power from February 2011 to June 2012. Authorities raided the offices of several prominent NGOs. Following back-to-back parliamentary and presidential elections dominated by the Muslim Brotherhood in January and May-June 2012, the space for CSOs remained constrained.

Alongside shifting power dynamics, ideological divisions have grown deeper between liberal, secular political activists and faith-based actors, including over the role of religion in politics. In September 2013, a Cairo court banned the Muslim Brotherhood and ordered its assets confiscated, while in December 2013 the Government designated it a terrorist organisation. Political activists and CSOs have faced legal hurdles, arrests and been labelled “traitors”, “foreign agents” and “Muslim Brotherhood sympathisers” by both state and non-state media.<sup>14</sup>

In 2014, a new draft law governing NGOs extended Mubarak-era restrictions requiring CSOs to register with the authorities.<sup>15</sup> It has caused an outcry among Egyptian NGOs, who say it is too tough and vaguely worded, handing the authorities a tool by which to ban, dissolve organisations and imprison their staff.<sup>16</sup> The regulation gives the Ministry of Social Solidarity (MOSS) oversight over NGO management and funding, requiring special permission for receiving funds from outside the country (Article 17 of Law 84/2002).<sup>17</sup> Faced with the threat of prosecution if they failed to register by a July 2014 government deadline, some groups chose to form as non-profit or law firms instead. Other organisations, including the Cairo Institute for Human Rights Studies (CIHRS), have moved regional activities out of Egypt.<sup>18</sup> In February 2015, the Government enacted sweeping counterterrorism legislation that human rights organisations fear could be used against CSOs engaged in political advocacy or peaceful protest.

Youths, who played a major role in the Arab Spring uprisings, have not gained the anticipated political influence they had hoped for.<sup>19</sup> Instead, they have suffered severe crackdowns from the regime, trying to ensure that they will not challenge them in the near future. Amnesty International, in a recent report, conclude that the detained include

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<sup>13</sup> This number includes associations, foundations, non-profit companies, and unions. Mahi Khallaf. “Civil Society in Egypt: A literature Review.” *Foundation for the Future*.

<sup>14</sup> See reports such as <http://www.albawabnews.com/1086769>

<sup>15</sup> Law on Non-Governmental Societies and Organisations (No. 84 of 2002) <http://www.icnl.org/research/monitor/egypt.html>

<sup>16</sup> The International Centre for Not-for-Profit Law (ICNL) warned that the draft law invited “the exercise of excessive government discretion,” (<http://www.icnl.org/research/monitor/egypt.html>), Human Rights Watch has dubbed it “criminal” (<http://www.hrw.org/news/2013/06/11/why-egypts-new-law-regulating-ngos-still-criminal>) and Amnesty International “draconian” (<http://www.amnesty.org.uk/press-releases/egypt-draconian-new-laws-ngos-and-protests-would-be-betrayal-revolution>).

<sup>17</sup> The name of the Ministry was changed after the issuance of the law to Ministry of Social Solidarity.

<sup>18</sup> [http://www.ifex.org/egypt/2015/07/29/civil\\_society\\_facing\\_challenges/](http://www.ifex.org/egypt/2015/07/29/civil_society_facing_challenges/) and [http://www.ifex.org/egypt/2015/05/12/civil\\_society\\_under\\_threat/](http://www.ifex.org/egypt/2015/05/12/civil_society_under_threat/)

<sup>19</sup> <http://www.aljazeera.com/indepth/features/2013/02/201321712247375525.html>

youth from the whole of Egypt's political spectrum, and might count as many as 41,000 youths, many of which are held on false charges or unlawfully detained.<sup>20</sup>

### **Women's empowerment and gender equality**

The 2014 Constitution established legal equality for all citizens. The State is obliged to ensure the achievement of equality between women and men in all civil, political, economic, social, and cultural rights.<sup>21</sup> However, discriminatory attitudes and practices towards women and girls continue to be a deep rooted Egyptian challenge. Egypt is ranked poorly as number 130 in the UNDP Gender inequality index in 2013.<sup>22</sup>

In 2009, a quota system was introduced to promote political participation of women, reserving 64 out of 518 seats in the Egyptian Parliament's lower house for women.<sup>23</sup> This was, however, cancelled in the first post-uprising elections. In 2013, women's share of seats in parliament was only 2.8%.<sup>24</sup>

A deeply entrenched culture of impunity for sexual and gender-based violence endures.<sup>25</sup> Egypt has seen an increase in gender based violence since the Arab Spring uprisings. Sexual assaults are deliberately used as political tools to intimidate women to deter them from participating in street protests and other political events.<sup>26</sup> Women in state custody or detention are particularly vulnerable to abuse, as evidenced in a 2015 Amnesty International report.<sup>27</sup> In 2014, the Government passed landmark legislation defining "sexual harassment" and criminalising it for the first time in the time in the country's history in a move applauded by the United Nations.<sup>28</sup>

### **Knowledge-based societies**

The polarisation of Egyptian society and political turmoil of recent years has created a difficult environment for the media. Journalists have faced criminal prosecution, defamation suits and physical harassment. Although the new constitution offers guarantees for freedom of expression and bans censorship and prison sentences for media offenses, it also allows a blanket suspension of these provisions in times of emergency or war.<sup>29</sup> A number of restrictive Mubarak-era press laws also remain, including tough sentences for reports in breach of a number of offenses such as insults to the army. In a move decried as a setback for press freedoms by the local journalists' union, a new anti-terrorism bill in Egypt would make publishing news that contradicts the authorities' version of terrorism-related cases a crime.<sup>30</sup>

Intimidation and heavy government restrictions on the media have also led to a near media blackout in regions like the Sinai Peninsula, where Egyptian security forces are battling militants. The clampdown has also led to rampant self-censorship and a loss of pluralism, with many media exhibiting obsequious praise for the Government by

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<sup>20</sup> Amnesty International. *Generation Jail - Egypt's Youth go from Protest to Prison*, 2015.

<sup>21</sup> OECD Social Institutions and Gender Index: [http://genderindex.org/country/egypt-arab-rep#\\_ftn99](http://genderindex.org/country/egypt-arab-rep#_ftn99)

<sup>22</sup> UNDP Gender inequality index.

<sup>23</sup> OECD Social Institutions and Gender Index: [http://genderindex.org/country/egypt-arab-rep#\\_ftn99](http://genderindex.org/country/egypt-arab-rep#_ftn99)

<sup>24</sup> UNDP Gender inequality index.

<sup>25</sup> Human Rights Watch (2013b). *Egypt: Epidemic of Sexual Violence*.

<sup>26</sup> CARE International. *Arab Spring or Arab Autumn? Women's political participation in the uprisings and beyond: Implications for international donor policy*, 2013.

<sup>27</sup> <https://www.amnesty.org/en/documents/MDE12/004/2015/en/>

<sup>28</sup> <http://www.unwomen.org/en/news/stories/2014/6/new-anti-sexual-harassment-law-in-egypt#sthash.QCzPj1zs.dpuf>

<sup>29</sup> <https://freedomhouse.org/report/freedom-press/2014/egypt#.VbI808b4tSU>

<sup>30</sup> <http://uk.reuters.com/article/2015/07/16/uk-egypt-security-law-idUKKCN0PQ0ND20150716>

pledging to refrain altogether from criticism in the wake of militant bomb attacks. Against this backdrop, the online sphere has so far remained a relative bastion of free speech. The Government's move to shut down the Internet during the 2011 protest was a marker of the influence of social media in the country. However, new draft cyber security legislation, under consideration in 2015, will likely curb those freedoms.<sup>31</sup>

### **Economic growth and job creation**

The years of political turmoil have taken its toll on Egypt's economy. Wealth is generally concentrated in the hands of a small elite group. Militant attacks on sites popular with tourists, a top economic driver, have also undermined confidence in the economy.<sup>32</sup>

On taking presidential office, Sisi has staked his credibility on creating jobs and improving living standards with a programme of economic development to drum up much-needed foreign investment. Some indicators are promising: economic growth rose to over 5% in the first half of 2015 – a figure roughly equivalent to when Mubarak was at the helm and a significant improvement of the 1.2% in the same period in 2014.<sup>33</sup> Experts have, however, argued that this is not an inclusive growth benefitting all of Egyptian society. Some big investors are showing signs of returning to Egypt, with BP and Siemens announcing multi-billion dollar energy projects.<sup>34</sup> However, bureaucratic red tape is still a major barrier, with Egypt ranking 112<sup>th</sup> on the World Bank's ease-of-doing business index.<sup>35</sup>

Unemployment is still high, hovering above 12%.<sup>36</sup> Egyptian youth (15-24 years) represent approximately 18% of the total population of almost 88 million.<sup>37</sup> The youth unemployment rate in percent of total labour force in 2013 was an alarming 38.9%.<sup>38</sup>

## **3 Analysis of DAPP Results in Egypt**

This chapter analyses and presents findings related to DAPP interventions in Egypt during the evaluation period. In accordance with the evaluation ToR, the main emphasis is placed on the period 2009 to 2014. The chapter starts out by giving an overview of the size and scope of DAPP engagements in Egypt. Thereafter an assessment of results in the four thematic areas is presented.

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<sup>31</sup> <http://www.madamasr.com/sections/politics/egypt-s-cyber-crime-bill>

<sup>32</sup> <http://uk.reuters.com/article/2015/06/11/uk-egypt-militants-tourism-idUKKBN0OR2J820150611>

<sup>33</sup> <http://www.euronews.com/newswires/3029439-insight-year-into-sisis-power-egyptians-lament-persistent-hardships/>

<sup>34</sup> <http://globalriskinsights.com/2015/07/fdi-is-returning-to-egypt-under-president-sisi/>

<sup>35</sup> <http://www.doingbusiness.org/rankings>

<sup>36</sup> Figures for January, February and March 2015.

<http://af.reuters.com/article/egyptNews/idAFL5N0Y80AC20150517>.

<sup>37</sup> Figures for 2015. CIA World Factbook: <https://www.cia.gov/library/publications/the-world-factbook/geos/eg.html>

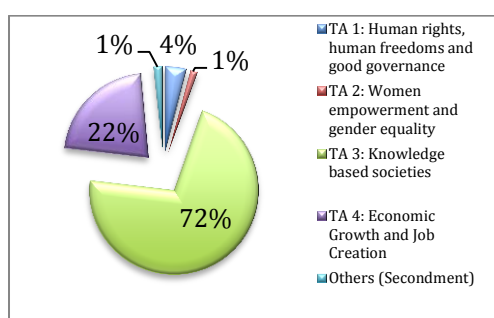
<sup>38</sup> World Bank latest figures for Egypt

[http://data.worldbank.org/indicator/SI.UEM.1524.ZS?order=wbapi\\_data\\_value\\_2013+wbapi\\_data\\_value+wbapi\\_data\\_value-last&sort=desc](http://data.worldbank.org/indicator/SI.UEM.1524.ZS?order=wbapi_data_value_2013+wbapi_data_value+wbapi_data_value-last&sort=desc)

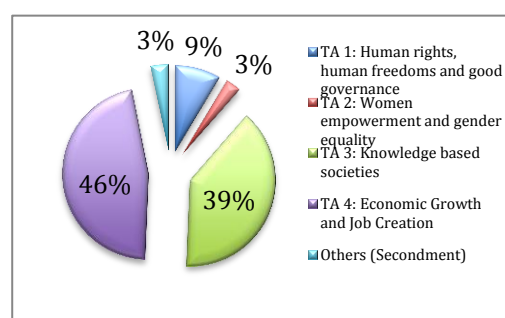
### 3.1 Overview

Egypt was a recipient of Danish development aid until the World Bank classified the country as a low-middle-income country in 2003. This led to a gradual withdrawal of Danida support from Egypt. From 2003 to 2011, Egypt benefitted from a portion of the up to DKK 100 million a year in DAPP funding to the region that was redirected in part from money originally earmarked for Danida funding to Egypt.<sup>39</sup> DAPP has funded Thematic Areas 1, 2 and 3. Thematic Area 4 was added to DAPP programming in 2011. Egypt became a DAPP focus country after the eruption of mass demonstrations and the ousting of former Egyptian president Mubarak in 2011.<sup>40</sup> Denmark has not signed a bilateral government framework agreement to govern its work in Egypt.

Since the beginning of the disbursement of DAPP funds in 2004 to 2014, Egypt has been the largest recipient of DAPP funding in the region, receiving over DKK 200 million<sup>41</sup> of total DAPP commitments of approximately DKK 1.5 billion.<sup>42</sup> Commitments are mainly directed towards Knowledge-based societies and Economic growth and job creation, with a limited contribution to Human rights, human freedoms and good governance and Women's empowerment and gender equality. The figures below give an overview of percentage of support to the four thematic areas in Egypt, with and without DEDI commitments.<sup>43</sup>



**Figure 3 With DEDI's allocations**



**Figure 4: Without DEDI**

**DAPP percentages of budget allocations in Egypt by thematic areas**

DAPP has used the following implementation modalities in Egypt:

1. Strategic Partnerships
2. Bilateral/Multilateral aid to government and international organisations;
3. Secondments to EU/WB.

DAPP provides support to CSOs, labour unions and employers associations, intergovernmental organisations, government institutions or quasi-government bodies such as the Social Fund for Development and the National Council on Human rights<sup>44</sup> and also UN agencies. As shown in the figures below (with and without DEDI's allocations) CSOs are the main beneficiaries of DAPP's funds, followed by

<sup>39</sup> Evaluation Pre-study (2015).

<sup>40</sup> Danish Arab Partnership Programme (2013-2016), Strategic Framework Document, Danish Ministry of Foreign Affairs: April 2013.

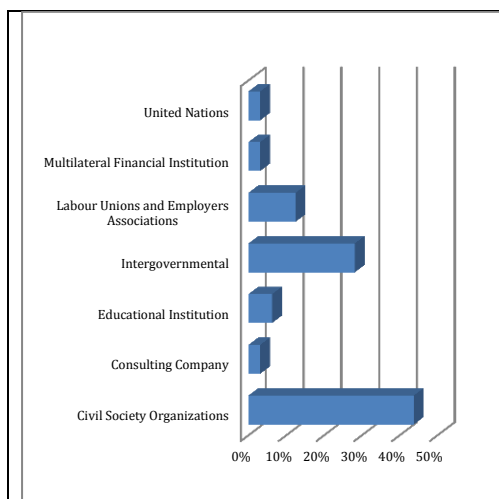
<sup>41</sup> Excluding regional commitments.

<sup>42</sup> Evaluation Pre-study, (2015).

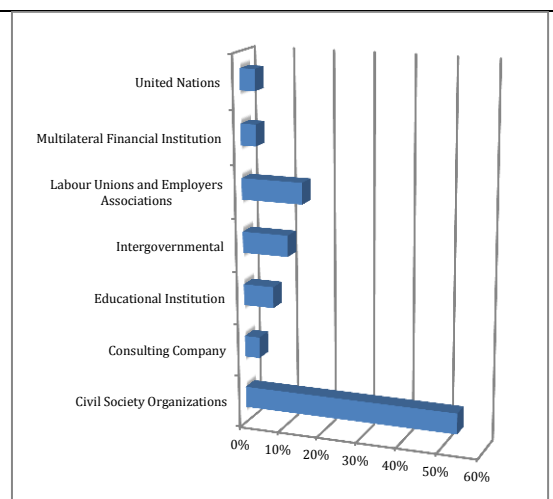
<sup>43</sup> This distinction has been done because of the very large commitments made to DEDI.

<sup>44</sup> Supported by the government but managed privately. In Egypt, quasi-government bodies go beyond being supported to almost being controlled by the government.

intergovernmental institutions. In August 2013, direct Danish bilateral interventions involving collaboration with Egyptian state partners were temporarily put on hold as a response to the violent dispersal of two mass demonstrations in Cairo. They were resumed in the Spring 2014 after the adoption of a new Egyptian Constitution in order to engage in a critical dialogue with the Egyptian Government on the country's development, including human rights.<sup>45</sup>



**Figure 5 With DEDI's allocations**  
DAPP percentages of budget allocations by type of organisation



**Figure 6: Without DEDI**

## 3.2 Results across Thematic Areas

The following section analyses and documents DAPP results across the four thematic areas. Results are synthesised across the 10 case projects and supported by assessments, project progress reports and reviews. Results from other DAPP projects implemented in Egypt also inform the analysis. This approach has been chosen to triangulate data collected through the field visits, thus improving the overall quality of the evidence available. Details about the objectives and outputs of each project evaluated can be found in Annex B to this report.

### Thematic Area 1: Human rights, human freedoms and good governance

*Overview of key DAPP contract holders:*<sup>46</sup>

Value of allocation: DKK 8,169,272

Strategic partners: DUF, DIGNITY and DIHR.

Others: Arab Centre for the Independence of the Judiciary and the Legal Profession, Egyptian Association for Dissemination and Development of Legal Awareness (EADDLA), Organising Committee of the 56<sup>th</sup> Annual Pugwash conference on Science and World affairs.<sup>47</sup>

#### Relevance

In Egypt, human rights, human freedoms and good governance are difficult areas for interventions, both prior to and after the regime change in 2011. Actors work against a

<sup>45</sup> Ibid.

<sup>46</sup> The overview is based on a combination of the evaluation Pre-study (2015) and interviews in Egypt. The overview does not include contract holders of regional programmes.

<sup>47</sup> Evaluation Pre-study (2015) and interviews. Organisations often work across thematic areas but are in this report registered under the thematic area where their core work is assessed to fit best.

backdrop of violence and sanctions from the incumbent regime. Although very delicate, there is much need for (discretely) supporting change under this thematic area.

### **Achievements and results**

The immediate objectives are:

- a) To strengthen processes of democratic transition<sup>48</sup>
- b) To strengthen human rights and to combat torture
- c) To strengthen young people's participation in public life

While the 2014 Constitution safeguards fundamental human rights and freedoms including freedom of association, expression, and access to information, practice shows that several laws have been enacted to limit these rights and freedoms, such as the Law Regulating the Right to Protest. In addition, human rights have been and continue to be violated. Therefore the context in Egypt has been significantly less enabling than for example, Tunisia, for DAPP partners to engage in projects relating to human rights. The 'Human rights actors in the MENA region' project implemented by DIHR has been challenged by a problematic relationship with the Government,<sup>49</sup> which at times sees interventions in the area of human rights as "political."

Despite these contextual restraints, the DIHR project is ***poised to potentially play a role in strengthening national human rights institutions***. DIHR is supporting The National Council for Human Rights (NCHR), a body that has been known for its lack of independence. It is a large entity that represents a broad spectrum of Egyptian society, however the outreach and legitimacy of the Council is limited among the broad public. The NCHR has an opportunity to reform itself and its way of working, to set a new agenda of the Council and to revamp its role in the human rights protection system in Egypt. In June 2015, DIHR signed a Memorandum of Understanding with NCHR, providing a formal entry point for cooperation on human rights issues.

Despite setbacks whereby DIHR suspended activities in 2013, ***a contribution has been made to public participation in human rights protection in Egypt***. During the first phase of the project implementation (2012), the focus was on conducting research and increasing the knowledge base around public participation. Following the conclusion of this research, the project supported the establishment of the Egyptian Network for Public Participation (ENPP). The ENPP aims to strengthen and promote public participation in Egypt and to consolidate efforts of civil society and Government to establish a sound democracy and achieve good governance. Led by the Egyptian Democratic Association (EDA) and supported primarily by DIHR, ENPP comprises 26 Egyptian non-governmental organisations many of which are grassroots-based. The network itself is trying to formalize its standing by registering as a union for public participation, which will be the first of its kind, if approved.<sup>50</sup> In seeking to create an enabling environment where free, informed and active participation of citizens becomes possible; the ENPP has the potential to become an effective mechanism to initiate dialogue on human rights at local and national levels depending on its institutional strength and active engagement of member organisations.

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<sup>48</sup> These immediate objectives are taken from the Programme Document p. 40 (and not from p. 13 of the same documents which provides different descriptions for the immediate objectives).

<sup>49</sup> DIHR CSO partners in Egypt have come under sustained pressure from the government and one of its founding members has been ordered not to leave the country by the authorities over allegations of receiving funds without permission.

<sup>50</sup> It is important to note that ENPP is not a registered body in Egypt. The law does not recognize "networks" but only NGOs.

In Egypt, tensions following the ousting of former president Morsi have contributed to an increase in polarization both at the political level and at a broader societal level. This has pointed to an urgent need for facilitating dialogue between youth from differing groupings of Egyptian society.<sup>51</sup> In this regard, tangible results have been achieved in terms of ***increasing the space for dialogue amongst Egyptian youth from different backgrounds and political standing*** through the ‘Ambassadors for Dialogue’ project implemented by DUF. While the first phase of the project focused on increasing understanding and dialogue between Egyptian and Danish young people, the project evolved to include a national component wherein Egyptian-Egyptian dialogue was also initiated amongst young people from different socio-economic backgrounds and from different governorates. Furthermore, the project contributes to networking and dialogue across borders – between Egypt, Jordan and Denmark.

The project has had an impact in increasing youth participation in dialogue. Evaluation interviewees reported that programme outreach already averages 2,000 participants per year.<sup>52</sup> In Egypt, the Ambassadors for Dialogue’s dialogue method is used in associations at universities and other youth organisations as a way to enhance mutual understanding between youth across ethnic, religious, ideological and other divides.<sup>53</sup> The ambassadors have contributed to the annual DEDI forums for youth – specifically the 2013 Dialogue Forum titled “Effective Leadership in a Politicized World”. These results indicate ***high project outputs and coherence with other DAPP interventions in Egypt*** i.e. DEDI. It is yet unknown as to whether the participating youth will act as agents of change sustaining and replicating the results in the long term.

#### **Lessons learned:**

- In Egypt the SPs and DAPP have to navigate a fine line on issues that the government may perceive to present either as a challenge to its authority or threatening national security.
- Cultivating cadres of “youth ambassadors” can generate high outputs and catalyse networks and sharing at a regional level. However, these results are typically only realised in the presence of on-going coaching and mentoring of the individuals.

## **Thematic Area 2: Women’s Empowerment and Gender Equality**

*Overview of key DAPP contract holders*

Value of allocation: DKK 2,763,854

Strategic partners: KVINFO.

Others: The Centre for Egyptian Family Development, The Assiut Businessmen Association.

### **Relevance**

In Egypt, the Government has been active in closing gender gaps in fields like health and education and in revising gender discriminatory legislations.<sup>54</sup> However, Egypt still performs poorly on the achievement of Millennium Development Goal 3, ‘Promote gender equality and the empowerment of women’, especially when it comes to women’s

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<sup>51</sup> Rulleplan 2015.

<sup>52</sup> Interview, 14/5/2015.

<sup>53</sup> Comments to draft country report.

<sup>54</sup> “Social, Economic and Legal Empowerment of Egyptian Women,” (United Nations Egypt, November 2014), p. 4.

education, wage employment and political participation.<sup>55</sup> Of particular concern is ensuring that gender equality is taken into account at all levels of governance. DAPP's activities focusing specifically on women's participation in political life (particularly at sub-national level) is highly apposite.

#### **Achievements and results:**

The immediate objectives are:

- a) To promote legislative changes that enhances gender equity
- b) To increase women's participation in social, political and economic life
- c) To combat violence against women (VAW)

Two projects have ***contributed to laying the foundations for further legal reform to promote gender equality***. The 'Gender friendly legislation' project implemented by KVINFO promoted the inclusion of women in a constitutional drafting committee in 2014 and also involved women in a series of constitutional discourses held in different governorates throughout the country. This project was therefore important in ***connecting regional constitutional debates to the national level***.

A second project, also implemented by KVINFO, 'Enhancing Research and Documentation of Women's History in Egypt and Across the Arab Region' sought to strengthen the quality of gender research by improving access to and connecting knowledge on gender produced in academia and other institutions such as public policy organisations, so as to inform policy makers tasked with crafting future legal reform.<sup>56</sup> Specifically in 2012, the project has focused on research and documentation of issues related to women and Islam. The research and subsequent launching of series of research papers took place in Egypt and in Denmark at a difficult time during the 18 months of the Muslim Brotherhood rule. ***Accurate and timely information was critical to developing international dialogue as well as to the activities of local CSO's and NGOs***. As such, the project proved to be highly relevant and responsive to the evolving situation and needs on the ground.

***A clear contribution has been made to enhancing women's political participation at a sub-national level***. The KVINFO project, 'Women and Youth within Democratic Transition in Egypt' aimed at offering support to women and young people wanting to run in local councils elections. Operating under the slogan "We participated in the fight, it's our right to decide," its goal is to help political activists transition into political office. The project supported the development of leadership and social media outreach skills among 93 participants (57 females and 36 young men) in the Qena, Sohag and New Valley governorates. The 2015 participants took part in the seminars, the plays and meetings with the media. The project has built the capacity of women and youth who participated in the project and their level of engagement in the community. In common with KVINFO's 'Gender friendly legislation' project, the focus on women and men at a sub-national level has contributed to ***promoting democratic transition at local government levels***. An example of this is the contribution to ensuring a 25% women quota in local councils in 2014 constitution.

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<sup>55</sup> Ibid.

<sup>56</sup> 'Enhancing Research and Documentation of Women's History in Egypt and Across the Arab Region'.



### Lessons learned:

- It is evident that there is some level of political will to improve the situation of women in Egypt. DAPP, for the most part, is supporting this process by using a bottom-up approach to instigating inclusion and change.
- The KVINFO approach to working with men, women and youth on political inclusion is an effective way to enhance not only women's political inclusion but also other groups of society too.

### Thematic Area 3: Knowledge-Based Societies

*Overview of key DAPP contract holders:*

Value of allocation: DKK 145,404,717

Strategic partners: IMS and Danmission.

Others: The Danish-Egyptian Dialogue Institute (DEDI), Denmark's Library School.

### Relevance

The current media environment in Egypt is characterised by paucity in media coverage of local news and local media outlets. State-controlled media has traditionally dominated the Egyptian mass communication market, whether in print or television. Therefore, initiatives that focus on supporting new media endeavours to report on local matters are relevant to the current context.

According to the Anna Lindh Foundation “The one-year rule of President Mohammed Morsi ended with his overthrow on 30<sup>th</sup> June 2013 on the back of a ‘popular revolution’ according to many people, and a ‘military coup’ according to others. For many, the recent events increased polarizations and social tension in the Egyptian streets, taking the country back to square one and prolonging the transitional period...”<sup>57</sup> Therefore, DAPP interventions that seek to overcome increasing polarization and further intra-national dialogue are highly important.

### Achievements and results

The immediate objectives for TA3 are:

- a) To strengthen quality and independent media
- b) To strengthen critical and independent academia.
- c) To strengthen knowledge-based intercultural and interreligious dialogue.

***DAPP initiatives have been able to create space for the independent media to operate at local levels and helped to strengthen the social contract at a sub-national level.*** International Media Support's (IMS) regional project 'Media Cooperation Programme in the Middle East and North Africa' focuses on the establishment of independent media outlets and provides support to advocacy efforts regarding freedom of the press. The project is demand driven and implemented through a bottom-up approach. The project established a local complaint and feedback mechanism. The *Shifinkom* (We can See you) initiative enabled citizens to place complaints in a box that would then be read by the governor and reported on in the local newspaper. Furthermore, the project participants interviewed for this evaluation suggested the project was ***effective in offering communities access to skills and outlets that allow them to take ownership of media production at the local level and providing alternatives to national media outlets concentrated in Cairo.*** The potential for

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<sup>57</sup> <http://www.annalindhfoundation.org/ar/report/egypt-crucial-role-civil-society-transition>

sustainability will ultimately depend on public interest and readership. In a poor example for the future, the print edition of the local newspaper in Alexandria was halted due to lack of readership – although it will be published online. The shift to more online reporting may prove more sustainable in the long run.

The ‘Media Cooperation Programme in the Middle East and North Africa’ project is a good example whereby **youth are mainstreamed in DAPP programming** with a clear focus on building the capacity of youth in different areas i.e. journalism, videotaping, writing proposals, and media production.

The project to ‘Support to the Establishment of a Branch of the Mubarak Public Library in the El-Zawya El-Hamra area in Cairo<sup>58</sup>’. The trainings and exchange component of the project has resulted in a **transfer of knowledge and skills to Egyptian library staff**. One interviewee noted, “We believe that the Danish are one of the best people in the digital library. They introduced us to the ‘Ask Librarian’ tool, which facilitated the progress in the library”.<sup>59</sup>

The evaluation has found that **results to strengthen inter religious and inter cultural dialogue are most notable at a regional level**. The Leaders for Interreligious Understanding (LIU) project implemented by Danmission is a cross-cultural approach to dialogue and training offered to young professionals in the fields of politics, media, religion, education, and civil society from Arab (Egypt, Lebanon, and Syria) and Danish societies.<sup>60</sup> The programme has created a platform to join regional networks that further their goals. **The development of broad networks bound by a common cause can generate greater momentum for change than isolated organisations and projects.**

At a country level, the LIU programme has been able to **reach different segments of society thus contributing to overcoming an increasing social and political polarisation of recent years**. Partner staff – The Coptic Evangelical Organisation for Social Services (CEOSS) – highlighted in interviews how LIU had expanded their networking capacity and advocacy work by integrating youth into the programme after the 2011 uprising and reaching groups outside the urban-based intellectual community.

The ‘Cartoon Crisis’, highlighted the **importance of DAPP’s long-term relationships in Egypt resulting in an ability to promote understanding between Denmark and Egypt**. During the crisis beneficiaries and partners defended Denmark and worked to communicate to their networks that the individual actions of the illustrators did not represent the Danish government’s position. Because the beneficiaries knew and respected Danmission, they were a strong voice supporting Denmark. Danmission further responded by collaborating with the Church of Denmark and the MFA, forming a committee that visited Cairo to explain issues with Al-Azhar, an influential Sunni university.

#### **Lessons learned:**

- Although supporting local media is relevant to the context in Egypt, success is largely contingent on a readership demand for printed media. The shift to more online reporting may prove more sustainable on the long run.

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<sup>58</sup> Zawya El-Hamra has an estimated population of 2 million, dominated by young people (42% between 0-15 years); 30% of the population over 15 years are illiterate. No library had existed in the area previously.

<sup>59</sup> Interview, 5/24/2015.

<sup>60</sup> <http://www.liuprogram.net/Program/About.aspx>

- The Danish-Egypt exchange approach can transfer tangible technical skills, for example in the Library in the El-Zawya El-Hamra project.
- The regional aspects of LIU enabled both CEOSS and Danmission to use the DAPP platform to join regional networks that further their mission. The development of broad networks bound by a common cause can (in some circumstances) generate greater momentum for change than isolated organisations and projects.

## Thematic Area 4: Economic Growth and Job Creation

*Overview of key DAPP contract holders:*

Value of allocation: DKK 44,087,614

Strategic partners: Confederation of Danish Industry (DI) and the LO/FTF Council.

Others: International Labour Organisation (ILO), Social Fund for Development (SFD) Federation of Egyptian Industries (FEI), The Multinational Force and Observers (MFO).

### Relevance

Unemployment – particularly youth unemployment – is high in Egypt and wealth is concentrated in the hands of a small elite group. Egypt's 'youth bulge' has become a major predicament as job growth has failed to keep up with increases in the working-age population. As one respondent noted: "If Egypt doesn't give youth real opportunities to work, they will migrate and do as happened with the Syrian youth who have now the highest contribution to Da'ash".<sup>61</sup>

### Achievements and results

The immediate objectives are:

- To promote job creation and lowering unemployment
- To promote micro and small enterprises and entrepreneurs
- To promote labour market reform and social dialogue

Promoting job creation and lowering unemployment in Egypt is a broad objective requiring substantial resources to generate impact. It is therefore logical that DAPP support in this objective has partly been through a multilateral modality. ***The multilateral approach does enable DAPP to work at scale and build on the momentum of other donors to provide the potential to have a positive impact on reducing unemployment.*** For example, 'Support for Labour Intensive Employment in Infrastructure and Social Services' implemented through the Social Fund for Development (SFD) has reported very high outputs and participant involvement. The project has generated more than 270,000 workdays, of which more than 2/3 involved are women. More than 500 NGOs were also engaged.<sup>62</sup> However, the evaluation was not able to assess what impact the intervention will have on the long-term prospects of youth to find work as a result of being involved in the programme.

SFD interviewees felt that the ***DAPP is a flexible and responsive funding mechanism, which enables them to respond to relevant community needs.*** For instance, following the DAPP funding freeze post-revolution, the total funding amount was transferred to SFD. As a result, SFD was able to continue job creation activities whilst capacity building activities were suspended.<sup>63</sup> However, given the SFD's

<sup>61</sup> Interview, 5/25/2015.

<sup>62</sup> Ibid.

<sup>63</sup> Interview, 26/5/2015.

government ties, the DAPP funding freeze itself was seen as a political move that created tensions in the relationship and affected the project's effectiveness with respect to DAPP's dialogue objective.

The 'Decent Jobs for Egypt's Young People in Qalyoubia and Menoufia' implemented by the ILO was built on ILO's years of experience in the country, in the region, and above all, in the subject matter. It is an "ambitious multi-dimensional and integrated approach to stimulating youth employment over a three year period in two Egyptian governorates."<sup>64</sup> The project aims at increasing decent employment opportunities for young men and women, especially vulnerable groups. This is highly appropriate to the current context whereby Egypt's already high youth unemployment rate has grown from 19% in 2010 to 29% in 2012. The present phase of the ILO supported project ends by October 2015 and final figures for how many, or what kind of jobs the initiative have created are thus not available. The latest status report (December 2014) states that it is probable that 5,000 unemployed young men and women will benefit from the project. In addition it is estimated that 1,000 new businesses will be created. The project also reports very high outputs and participant involvement. However, the actual impact on the participant's future livelihoods of the project is unclear and could well be further explored.

It has been noted by various implementers working in the area of economic empowerment that the ILO project did not always take advantage of opportunities to coordinate or collaborate. For example, one implementing partner pointed out, that whilst they have worked with Danish funding previously, the project did not contact them or make use of their extensive network and database. Similarly, a UN agency noted that the lack of coordination was exacerbated by the limited presence of a DAPP representative at the monthly 'Development Partner's Group' (DPG) meeting. ILO recognized this lack of coordination and compared Egypt and Tunisia regarding the process of implementing the economic empowerment thematic area. It was noted that unlike in Tunisia, DAPP did not develop a strong synergy between the different economic empowerment projects in Egypt. The interviewees from the ILO believed that the synergies in Tunisia produced a more coherent approach to the thematic area in comparison to the implementation process in Egypt.

In terms of supporting labour market reform and social dialogue the LO/FTF Council and Confederation of Danish Industry (DI) have supported partner unions and employers in Egypt. Egyptian partners include the independent trade unions, Egyptian Federation of Independent Trade Unions (EFITU) and Egyptian Democratic Labour Congress (EDLC) and the Federation of Egyptian Industries (FEI).<sup>65</sup>

These partnerships promote positive aspects of the Danish model such as stability on the labour market and inclusive dialogue between labour market actors. There is room to increase the Egyptian State's awareness of these vital aspects for economic growth and a stable labour market. This requires a strong Danish political focus to make it a key part of policy dialogue with the Egyptian State and further development of close cooperation between key Danish and Egyptian labour market actors as well as cooperation with key multilateral actors.

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<sup>64</sup> ILO 20121105 Project document.

<sup>65</sup> LO/FTF Council 20140225 Annual Report, Status report.

### **Lessons learned**

- Working with quasi-governmental bodies, for example the SFD, is a double-edged sword. It helps increase the credibility of funding. On the other hand, it can lead to complications including a halt in activities during times of political instability.
- Working in multilateral initiatives is a good way to build on momentum established by other donors and can lead to impact at scale.
- There is room to increase cooperation between labour market actors in Egypt.

## **3.3 Programming**

**DAPP objectives:** Perceptions and knowledge of DAPP varied amongst the stakeholders interviewed during the course of this evaluation. Generally, local partners understand that the projects are implemented by Danish funding but DAPP and its key strategic objectives are not clear to all. Some interviewees have never heard of DAPP; others know DAPP, but did not know of its two objectives. The majority of stakeholders interviewed only know Danida and DEDI and in fewer cases they know DAPP but not as a programme of the Danish MFA. The evaluation is aware that there has been a recent deliberate shift to increase the degree of communication on DAPP and its objectives. A stronger effort could thus be made in terms of informing local partners of the objectives of DAPP.

**DAPP as a political instrument:** Many CSOs interviewed during the course of this evaluation have expressed concern at receiving funds that are perceived to be used as a “foreign policy instrument”. They explained that this could be considered “political money” and not “development money” and as such, it can have a negative impact on their work in Egypt. They were particularly concerned with their credibility vis-à-vis the Government and other local partners. It could serve a positive purpose to underline that DAPP supports is given to demand-driven reform processes, already in motion, which are in line with Danish policy priorities.

## **3.4 Partnerships and Outreach**

In all but one case examined during this evaluation, funding through SPs led to strong and highly-valued and flexible partnerships. Interviewees of this evaluation suggest that SPs have built strong, long-term strategic relationships with local partners, an issue that was highly commended by local partners acknowledging SPs as their “backbones” (particularly those working on human rights and governance issues). A majority of interviewees believed working with Danish CSOs was the best modality because it allows exchange between CSOs of the two countries without the visibility of the Danish Government. Others saw such partnerships as providing Egyptian CSOs with a shield of security.

## **3.5 Management and Coordination**

There is no formal agreement governing the Egyptian-Danish relationship to facilitate the implementation of DAPP funded projects in Egypt. Interventions in the areas of human rights and women’s rights and gender equality are at times seen by the Egyptian Government as “political” and in turn potentially harmful to national security. These are

highly important areas in urgent need of continued support. The limited governmental support implies that programming in these areas have to be sensitive.

In Egypt there is no DAPP TAO but there is an acting focal point that dedicates an estimated 25% of her time to DAPP. Activities of the DAPP focal point usually do not go beyond providing comments/recommendations on SPs' rolling plans. The lack of a dedicated focal point leads to lost opportunities. For example, interviews with local implementing partners indicated that they felt that the absence of a DAPP physical presence in Egypt led to a lack of nimbleness in taking the lead in shaping a debate on issues such as Gender-Based Violence (GBV). Furthermore, key informants noted unused potentials for coordination between DAPP partners and DAPP's absence from the monthly Donors Group Meeting. Through this meeting, donors have the opportunity of exchanging information, integrating efforts, and updating strategies collaboratively for the provision of holistic programs, maximizing their impact and sustaining each other's achievements.

## 4 Conclusions

### Relevance

This country study finds that the context for the reform objective is currently quite challenging in Egypt. A majority of the evaluation interviewees explained that while reform initiatives are relevant, this support should not necessarily be through direct action or in an extremely "overt" fashion. Some interviewees explained that the public opinion following the ousting of Mohamed Morsi and the flare up of terrorism in Egypt, is not ready to support entities receiving foreign funding and working on issues of reform and democratisation. Others stressed the importance of continued DAPP support to reform and democratisation processes in this time of restrictive actions and regulations.

DAPP interventions have been identified by this evaluation to be particularly relevant in the following areas:

- Ensuring that gender equality is taken into account at all levels of governance. DAPP's activities focusing specifically on women's participation in political life (particularly at sub-national level) is highly apposite.
- Getting state institutions involved in human rights work and making strong CSO networks which can push for change.
- State-controlled media has traditionally dominated the Egyptian mass communication market. Therefore initiatives that focus on supporting new media endeavours to report on local matters are relevant to the current context. DAPP interventions that seek to overcome increasing polarization in the country are highly relevant.
- Given the scale of the challenge of youth unemployment in the country, DAPP multilateral initiatives to address this issue are apposite.

### Contributions to reform objectives

It is important to note that direct attribution of the results of DAPP interventions is to be addressed with great caution due to the external factors and complex processes leading to progress or setbacks in reform areas. However, based on primary and secondary sources, the evaluation has found evidence that DAPP's four thematic areas

are relevant to the Egyptian context and interventions are making contribution to reform processes in the following key identified areas:

- DAPP initiatives are poised to potentially play a role in strengthening national human rights institutions.
- Tangible results have been achieved in terms of increasing the space for dialogue amongst Egyptian youth from different backgrounds and political standing.
- A clear contribution has been made to enhancing women's political participation at a sub-national level – promoting democratic transition at local government levels and connecting regional constitutional debates to the national level.
- DAPP initiatives have been able to create space for the independent media to operate at local levels and helped to strengthen the social contract at a sub-national level.

As important as the results are for signalling the impact of DAPP, the evaluation has also sought to identify implementation strategies that have led to successful results:

- The KVINFO approach to working with men, women and youth on political inclusion is an effective way to enhance not only women's political inclusion but other groups of society too.
- Youth mainstreaming has been a strong component in some DAPP programming. For example in International Media Support's regional project 'Media Cooperation Programme in the Middle East and North Africa'.
- The multilateral approach does enable DAPP to work at scale and build on the momentum of other donors to provide the potential to have good impact in job creation.

### **Contribution towards dialogue objective**

The exchange and partnering component of DAPP projects are a real value added and have resulted in a transfer of knowledge and skills between Danish and Egyptian counterparts. Especially the Cartoon Crisis highlighted the importance of DAPP's long-term relationships mediating the understanding between Denmark and Egypt. During the crisis beneficiaries and partners defended Denmark and worked to communicate to their networks that the individual actions of the illustrators did not represent the Government's position.

Still there remains a lack of clarity on DAPP's definition of 'dialogue' in the program's background documents reviewed as well as among partners. A clearer definition on what dialogue entails would strengthen the programme.

## 5 Recommendations

This chapter presents recommendations emanating from the Egyptian country study. The recommendations are presented in three categories for easy overview. Along with the three other country studies of Tunisia, Morocco and Jordan, these recommendations feed into the overall Synthesis Report of the DAPP evaluation.

On **relevance and themes** the country recommends to:

- *It is recommended to provide core funding to Egyptian CSOs working on issues related to human rights, human freedoms, good governance and women's rights to support their survival. The space to work on these issues is currently shrinking in Egypt and it is crucial to continue to support CSOs willing and able to work on these issues.*

On **implementation approaches**, the country study recommends to:

- *Formalise the relationship between DAPP and the Egyptian Government to help alleviate suspicions on the part of the Egyptian Government – particularly in relation to reform objectives.*
- *Continue to work through both partnerships (with CSOs and public authorities) and multilateral initiatives.*

On **management and coordination**, the country study recommends to:

- *Appoint a dedicated DAPP technical advisor in Egypt. A permanent DAPP technical advisor could support stronger coordination among DAPP partners at the local and regional level. This will help ensure that the suggested interventions are context-appropriate.*



# Annex A: Evaluation Methodology

This annex outlines the evaluation's applied methodology.

## Evaluation Purpose and Scope

The overall purpose of the evaluation, as laid out in the ToR, is to:

Document achievements and results across thematic areas as well as focus countries;  
Assess whether strategic objectives and thematic areas continue to be relevant given the dynamic, rapidly changing and fragile context of the MENA region; and  
Provide lessons learned and recommendations for preparing a new strategy for DAPP (2017-21).

The period evaluated covers the years 2003 to 2014, but as per ToR and as agreed in consultations with the MFA, focus is on the period from 2009 to 2014. The evaluation covers all four thematic areas of 1) Human rights, human freedoms and good governance, 2) Women's empowerment and gender equality, 3) Knowledge-based societies and 4) Economic growth and job creation, with particular weight on Thematic Areas 1 and 2.

Four countries have been selected by the MFA for evaluation: Morocco, Tunisia, Jordan, and Egypt<sup>66</sup>. These countries represent some of the largest programmatically and anchor significant country-specific and regional engagements.

## Data Collection and Analysis – Egypt

The Egypt evaluation team allocated an average of 30 working days for in-country assessment; field research took place from May 3 to June 9, 2015. The team's Egypt Expert carried out the assessment in Egypt, supported by a Research Assistant. The overall DAPP evaluation Team Leader was present for the first working week of each country assessment to conduct an internal briefing and to participate in the meetings scheduled for the first week, including those with Danish officials, SPs, and key governmental and non-governmental partners, to secure that the same overall methodology was applied for the four different country visits, as well as to enhance information and experience sharing between the field studies.

The analysis has been framed to clarify pathways within the overall DAPP logic and analyse the intended/assumed links between inputs, outputs, outcomes and overall impact(s) of the DAPP logic, and how, in what way and to what extent the activities of DAPP reach the objectives, both political and developmental. Thus to guide the overall programme assessment, the DAPP intervention logic was used based on the Theory of Change (ToC) "light" presented in the DAPP Programme Document<sup>67</sup>.

## Evaluation methods

The evaluation has used the following methods:

- *Qualitative key informant interviews with DAPP stakeholders* – these included Head of DAPP office in Tunisia, Strategic and secondary partners, representatives of

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<sup>66</sup> According to the ToR, Yemen was one of the four countries targeted within the scope of this evaluation, but given the security situation the MFA/EVAL decided to replace Yemen with Egypt.

<sup>67</sup> DAPP Programme Document, pp.12-13.

ministries involved in DAPP activities, key donors working in the thematic areas relevant for DAPP, as well as other stakeholders from civil society, private sector and the media.

- *Desk review* – Desk review of key DAPP documents relevant for Tunisia including strategies, project documents, project rolling plans, monitoring and progress reports, external and internal evaluations and reviews, studies and assessments.
- *Lessons learned workshops (LLW)* – These were held in all four evaluation countries. Participants included in-country DAPP partners, MFA staff and the evaluation country team. The purpose of the LLWs was for the evaluation team to present, discuss, test and elaborate country findings in a participatory process. As an integrated part of the LLW, a ToC workshop focussing on identifying and qualifying presumed links and assumptions between DAPP activities and objectives was also conducted
- *Surveys*<sup>68</sup> – survey questionnaires were distributed to partners and MFA staff. Topics covered: DAPP objectives, thematic areas and modalities; results and impacts; reporting modalities; sustainability of partnerships; programmatic cross-cutting issues; knowledge-sharing and cooperation with other partners; communication; contact and relational quality with Danish MFA; challenges, benefits; recommendations; additional information. The surveys were composed of closed and open-ended questions to provide a high degree of information and nuance in responses while still keeping them analytically manageable.

### Sampling of projects

In order to cover the very large project portfolio of DAPP, an approach entailing a sampling of projects across the four evaluation focus countries was applied. 10 projects for each country plus a number of regional projects were selected based on a selection matrix including the following criteria:

- Thematic areas covered
- Implementation modalities covered
- Nationality of contract holders covered
- Bilateral/multilateral projects covered
- Time period of implementation covered

The projects covered by this country evaluation do not constitute the full portfolio of DAPP projects in Egypt. Based on the above selection criteria, the evaluation however uses the selected projects as case examples, which – supported by desk study of previous assessments, reviews, evaluations, project reports, etc. – gives a good basis for assessing the strengths and weaknesses of the DAPP in Egypt. The analysis also draws on projects outside of the 10 sampled case projects to underline specific findings.

One of DAPP's key projects in Egypt, the Danish Egyptian Dialogue Institute (DEDI), was not selected because of an ongoing review of DEDI.<sup>69</sup>

The list below gives an overview of the ten projects sampled for the Egypt evaluation:

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<sup>68</sup> The surveys are not country specific and have as such not been used in the country evaluations but rather in the final synthesis report.

<sup>69</sup> DEDI receives 53% of DAPP funds allocated to Thematic Area 3 in Egypt. DEDI provides funds to several initiatives and activities that are similar to the DAPP thematic areas.

**Table of sampled projects - Egypt**

<b>Project Title</b>	<b>Contract holder/ Partner(s)</b>	<b>Period</b>
Leaders for Interreligious Understanding	Danmission	2011-2012
Support to the Establishment of a Branch of the Mubarak Public Library in the El-Zawya El-Hamra area in Cairo	Denmark's Library School	2005-2011
Decent Jobs for Egypt's Young People in Qalyoubia and Menoufia	International Labour Organisation (ILO)	2012-2015
Human rights actors in the MENA region – Egyptian Democratic Association	Danish Institute for Human Rights (DIHR)	2012-2013 2014-2015
Support for Labour Intensive Employment in Infrastructure and Social Services	Social Fund for Development	2012-2015
Enhancing Research and Documentation of Women's history in Egypt and Across the Arab Region	The Danish Centre for Gender, Equality and Diversity (KVINFO)	2014-2017
Women and Youth Within Democratic Transition In Egypt	The Danish Centre for Gender, Equality and Diversity (KVINFO)	2012-2013
Access to Justice and Political Empowerment	The Danish Centre for Gender, Equality and Diversity (KVINFO)	2013-2014
Ambassadors for Dialogue	DUF	2009-2015
IMS' Media Cooperation Programme in the Middle East and North Africa – Egypt (Providing local news in the provinces)	International Media Support (IMS)	2013-2015

### **Key Informant Interviews**

The evaluation is based on interviews with project staff and other key informants.

<b>Interviews</b>
Danish Embassy Cairo
CEWLA
CEOSS
Ambassadors of Dialogue
Women and Memory Forum
Welad El-Balad
Mubarak Public Library
UNDP
ILO
National Council for Women
Social Fund for Development

#### Verification and triangulation of data

The evaluation team has verified and triangulated collected data to the degree possible. Source and method triangulation was used for this. Source triangulation correlated data from different stakeholders, preferably from different groups identified: (i) (former or present) MFA staff, (ii) strategic and non-strategic partners and (iii) MENA knowledge persons. Method triangulation compared information obtained through different methods: (i) interviews, (ii) desk review and (iii) surveys. The evaluation strived to combine source and method triangulation so that findings and assessments are triangulated and confirmed by a combination of sources and methods.

#### Reporting

The analysis and reporting has been conducted in a participatory process including presentation of key findings and submission of draft reports to stakeholders before finalisation. Feedback from stakeholder meetings and written comments from strategic partners, MFA staff and the evaluation reference group has contributed to the analysis and detailed and qualified the evaluation reporting.

An initial, in-country briefing on the results was provided on June 2<sup>nd</sup>, 2015, in the Danish embassy premises.

The team benefited throughout from the valuable support of the acting DAPP representative at the embassy.

# Annex B: Objectives and outputs of sampled projects in Egypt

The projects below are presented according to the key thematic areas and strategic partners.

## I. Human Rights Actors in the MENA region

Contract Holder	Years Active	DAPP Immediate Objective	Thematic Area(s)	Implementation Modality
<b>Danish Institute for Human Rights (DIHR)</b>	2012-2015	To strengthen human rights and to combat torture	Human rights, human freedoms and good governance	Partnerships Denmark/MENA

In Egypt, DIHR co-operates with the National Council for Human Rights (NCHR) and the Egyptian Network for Public Participation (ENPP).

The project seeks to respond to the changes and challenges brought about as a result of the Arab spring uprisings. The focus of the project is based on requests for assistance and on-going consultations with existing and potential partners in the region. While each of the country interventions addresses specific context and situation in the individual countries, the overall programme is based on a common rationale aimed at addressing human rights reform opportunities.<sup>70</sup>

The overall objective is to support the development of societal structures and mechanisms relevant and necessary for the institutionalization and internalization of the human rights agenda. Specifically the programme aims to promote dialogue and understanding on human rights and mechanism for their promotion and protection among key state and civil society actors and initiate partnerships and collaboration with key national structures relevant for the human rights agenda.

The primary activities are:

- Support to national human rights institutions
- Support to human rights focal points
- Support to public participation through interaction with state actors

Sub-objectives include:

- Human rights standards are increasingly met through the established human rights infrastructure (NCHR);
- The performance of ENPP is enabled by a solid organisational infrastructure and transparent implementing structures;
- ENPP implements its advocacy strategy to institutionalize the protection of public participation.

<sup>70</sup> J.nr. 104.Arabiske lande.5-39.

## Key outputs

During the first phase of implementation of the project in Egypt (2012), the focus was on conducting research and increasing the knowledge base around public participation. Following the conclusion of research, the project supported the establishment of the Egyptian Network for Public Participation (ENPP). The Network aims to strengthen and promote public participation in Egypt and to consolidate efforts of civil society and government to establish a sound democracy and achieve good governance. Led by the Egyptian Democratic Association and supported primarily by DIHR, the Network comprises 26 Egyptian NGOs many of which are grassroots-based.

In 2013, a decision was taken to cease activities in Egypt. The established network continued its activities on a smaller scale. DIHR decided to resume work in Egypt in 2014 by increasing the level of participation of the network and supporting it to become a catalyst for public participation. The network itself is trying to formalize its standing by registering as a union for public participation, which will be the first of its kind if approved.<sup>71</sup>

In June 2015, DIHR signed a MoU with the NCHR. The MoU provides a legitimate entry point for working with human rights issues. This is particularly important in light of the shrinking political space.

## II. Ambassadors for Dialogue

Contract Holder	Years Active	DAPP Immediate Objective	Thematic Area(s)	Implementation Modality
DUF	2009-2015	To strengthen young people's participation in public life.	Human rights, human freedoms and good governance	Partnerships Denmark/MENA

The Danish Youth Council in close cooperation with the WE Center in Jordan and the Egyptian Youth Federation (EYF) has an overall objective to foster a dialogical culture among Egyptian, Jordanian and Danish youth, and to enhance mutual understanding between youth across ethnic, religious, ideological and other divides.

Whilst the first phase of the project in Egypt focused on increasing understanding and dialogue between Egyptian and Danish young people, the project developed to include a national component wherein Egyptian-Egyptian dialogue was also initiated amongst young people from different backgrounds and different governorates. The objectives are to:

- Foster a dialogical culture among youth (primarily in Jordan and Egypt)
- Enhance mutual understanding between youth across ethnic, religious, ideological and other divides internally in Egypt and Jordan
- Enhance mutual understanding between youth in Denmark and the MENA region (Egypt and Jordan), and between youth in Jordan and Egypt

<sup>71</sup> ENPP is not a registered body in Egypt. The law does not recognize “networks” but only NGOs.

- Strengthen DUF's member organisations' international work and partnerships (funded by DUF)<sup>72</sup>

### Key outputs

The partnership began in May 2009 with the launch of the Ambassadors for Dialogue (AFD) project, and has built on and around the implementation and development of the AFD, which entered its fourth phase in 2014.<sup>73</sup> Ambassadors were selected via a 'Call for applications'.<sup>74</sup>

Since 2009, a total of 95 international "ambassadors for dialogue" have been trained. In addition, approximately 100 national ambassadors have been trained in Egypt and Jordan.<sup>75</sup> Approximately 40 of these are currently actively engaged in the programme.<sup>76</sup>

The programme outreach already averages 2,000 per year.<sup>77</sup> Since 2009, the (international and local) ambassadors have implemented dialogue workshops for approximately 13,000 youth in Egypt, Jordan and Denmark.<sup>78</sup> The ambassadors contributed to the annual DEDI forums for youth, specifically the 2013 Dialogue Forum titled "Effective Leadership in a Politicized World".

### III. Enhancing Research and Documentation of Women's History in Egypt and Across the Arab Region

Contract Holder	Years Active	DAPP Immediate Objective	Thematic Area(s)	Implementation Modality
<b>The Danish Centre for Gender, Equality and Diversity (KVINFO)</b>	2014-2017	To promote changes in legislation in favour of gender equality	Women's empowerment and gender equality	Partnerships Denmark/MENA

KVINFO aims at strengthening the quality of gender research by improving access to and connecting knowledge on gender produced in academia and other institutions such as public policy organisations, so as to improve the quality of gender equality policies. The project targets international researchers and academics on gender and women' studies in Egypt and across the Arab Region, Women's rights advocates and activists, Students at national universities in Egypt, the media and general public.<sup>79</sup>

The project has three objectives:

- To improve access to information on work and lives of pioneer women in Egypt and across the Arab Region;

<sup>72</sup> ToR for Ambassadors for Dialogue Impact Study.

<sup>73</sup> Rulleplan 2016.

<sup>74</sup> Interview, 14/5/2015.

<sup>75</sup> Comments to draft report.

<sup>76</sup> ToR for Ambassadors for Dialogue Impact Study.

<sup>77</sup> Interview, 14/5/2015.

<sup>78</sup> ToR for Ambassadors for Dialogue Impact Study.

<sup>79</sup> <http://kvinfo.org/mena/shedding-light-womens-history-egypt>

- To increase knowledge of gender studies and women's history in Egypt and across the region;
- To maintain a fruitful dialogue between Egyptian and Danish organisations regarding gender studies and women's history.<sup>80</sup>

KVINFO works primarily with the Women and Memory Forum (WMF), an Egyptian NGO focusing on gender research and documentation. WMF has worked together with KVINFO on several occasions. WMF in collaboration with KVINFO launched the web database 'Who is She' in Egypt in 2010.

### Key outputs

Project activities include:

- Publishing printed and digital versions of the memoirs of Hawa Idris, a pioneer Egyptian feminist.
- Series of gender training workshops open to postgraduate students, emerging scholars as well as staff of women's organisations and other NGOs.
- Study visit to Denmark, including KVINFO and the Women's Museum in Denmark, in order to develop the staff members of Women and Memory Forum in terms of contemporary and up-to date methods for documentation, preservation and exhibition of material on women's history.
- Updating, maintenance and outreach expansion of the 'Who is She' Database that Women and Memory Forum is running in Egypt.

In Egypt, specifically in 2012, the project has focused on research and documentation of issues related to women and Islam. The research and subsequent launching of series of research papers took place in Egypt and in Denmark.

In the wake of the 2011 revolution, the database turned its attention to documenting the history of young female political activists.

In 2012 a book about Islamic Feminism was published "Feminism and Islamic Perspectives: New Horizons of Knowledge and Reform", which was followed by a conference of the same title in 2012. The conferences took place in Denmark and Egypt, and participants came from around the MENA region.

## IV. Women and Youth Within Democratic Transition In Egypt

Contract Holder	Years Active	DAPP Immediate Objective	Thematic Area(s)	Implementation Modality
<b>The Danish Centre for Gender, Equality and Diversity (KVINFO)</b>	2012-2013	To increase women's participation in social, political and economic life.	Women's empowerment and gender equality	Partnerships Denmark/MENA

<sup>80</sup> <http://kvinfo.org/mena/shedding-light-womens-history-egypt>



The project aimed at offering support to women and young people wanting to run the local councils elections. Operating under the slogan "We participated in the fight, it's our right to decide," its goal was to help political activist transition into political office.

The project had three objectives:

- Raise the societal awareness of the importance of political participation of women and youth in three different governorates;
- Empower women and youth cadres to be able to participate in the next local council's elections;
- Having a proposal for Elections High Commission with specific formation and competencies that manage the electoral process professionally, transparently and fairly.

### Key outputs

Project activities include:

- Raising awareness among women and youth of the potential for political participation in local elections through seminars and training activities;
- Advocacy campaigns and drafting policy proposals, including for a national election commission, in favour of legislation supporting the participation of women and youth in elections.

The project worked on increasing the political participation of women and youth in three governorates, through capacity building and raising awareness on the importance of political participation. It also conducted a study regarding forming a national commissary for elections.

## V. Access to Justice and Political Empowerment in Egypt

Contract Holder	Years Active	DAPP Immediate Objective	Thematic Area(s)	Implementation Modality
<b>The Danish Centre for Gender, Equality and Diversity (KVINFO)</b>	2013-2016	To increase women's participation in social, political and economic life	Women's empowerment and gender equality	Partnerships Denmark/MENA

KVINFO's program work within the focus area 'Access to justice' operates from two main principles:

- The legal framework; with a focus on ensuring that the proper legal rights are enshrined within the law, and that existing codes do not discriminate or fall short in protecting women's rights.
- Access to justice; although a legislation is adopted, there is no guarantee that citizens will be able to benefit from it. Reasons that legislation is not always implemented are numerous and vary greatly. Part of the explanation can be lack of qualifications and skills in the judiciary; another can be lack of knowledge among citizens about the rights that are granted and how exactly to claim them.<sup>81</sup>

<sup>81</sup> <http://kvinfo.org/mena/access-justice>

The local project partner is Centre for Egyptian Women's Legal Assistance (CEWLA) who also receives funding from Women's Council in Denmark and Danner.<sup>82</sup>

This project has two phases; 1/1/2013 to 31/12-2014 and 1/1/2015 to 31/12/2016.

The project focuses on two main themes;

- women rehabilitation; and
- governorates law.

The project mainly works on increasing women participation and presentation in the legislative entities on the governorates level. The project does as well serve youth.

CEWLA met other NGOs in Jordan, Morocco, Yemen and Tunis working on the area of political reform only once during meeting arranged by KVINFO.<sup>83</sup>

## VI. Leaders for Interreligious Understanding

Contract Holder	Years Active	DAPP Immediate Objective	Thematic Area(s)	Implementation Modality
<b>Danmission</b>	2011-2012	To strengthen knowledge-based intercultural and interreligious dialogue	Knowledge based societies	Partnerships Denmark/MENA

The Leaders for Interreligious Understanding programme is an integrative and cross-cultural approach of dialogue and training offered to young professionals in the fields of politics, media, religion, education, and civil society from Arab (Egypt, Lebanon, and Syria) and Danish societies.<sup>84</sup> Danmission works with local CSOs through regional projects focusing on media and press freedom and promotion of interreligious dialogue.

The programme works regionally in Denmark, Syria, Jordan, Egypt and Lebanon, approaches these objectives through three activities: training, networking, and advocacy. The program aims at promoting an enhanced role of religion as an integral factor on promoting mutual understanding, social cohesion and peace-building within and between Danish and Arab societies under the title: Management of religious and cultural diversities to promote an inclusive and intercultural citizenship. The overall objectives are to promote:

- Religious and cultural diversity that is socially and politically accepted and well-managed;
- Religion and religious actors contribute to building rights-based societies with social cohesion, peace building and mutual understanding within and between Arab and Danish societies.

The sub-objectives include:

<sup>82</sup> Interview May 10, 2015.

<sup>83</sup> Interview May 10, 2015.

<sup>84</sup> <http://www.liuprogram.net/Program/About.aspx>

- Religious institutions and civil society actors are supporting and engaging in management of religious, political, cultural and ethnic diversity and work for an intercultural citizenship;
- Youth, leaders and professionals jointly engage in diminishing extremism related to religion and sectarian violence by fostering reconciliation, integration and political participation and advocate for dialogue across religious and cultural gaps;
- Increased awareness of religion and religious leaders' impact on communities and individuals;
- Increased understanding in Denmark on the role of religion in the Middle East in relation to citizenship, social cohesion and political reforms.<sup>85</sup>

In Egypt, the primary partner is The Coptic Evangelical Organization for Social Services (CEOSS). CEOSS has been working on poverty reduction, community development, intercultural dialogue, peace building and promotion of democracy and good governance for many years.<sup>86</sup> Apart from the main office in Cairo, CEOSS has regional offices in Upper Egypt, and works in rural areas of both Upper and Lower Egypt, which provides CEOSS with significant reach and access beyond urban centers.

### Key outputs

The program involves 40 participants: 10 each from Egypt, Denmark, Syria, and Lebanon. Initially the program targeted only intellectuals, and then the focus was shifted to include more diverse beneficiaries completing the 'Equal Citizenship' curriculum, acquiring their certification after being examined. Beneficiaries are selected from this network with consideration of two important criteria: gender and diversity.<sup>87</sup>

CEOSS' dialogue activities are being expanded to include work in some Asian and sub-Saharan African countries (Cambodia, India, Kenya, etc.) to support peace building. Danmission has itself joined the Arab-European Dialogue Forum.<sup>88</sup>

## VII. Support to the Establishment of a Branch of the Mubarak Public Library in the El-Zawya El-Hamra area in Cairo

Contract Holder	Years Active	DAPP Immediate Objective	Thematic Area(s)	Implementation Modality
<b>Denmark's Library School</b>	2005-2011	To strengthen critical and independent academia	Knowledge based societies	Partnerships Denmark/MENA

A new branch for Mubarak Public Library (MPL) was planned at El Zawia El Hamra, a low-income area in the north-eastern part of Cairo. Zawya El-Hamra has an estimated population of 2 million, dominated by young people (42% between 0-15 years); 30% of the population over 15 years are illiterate. No library had existed in the area previously.

The aim of the library is to serve as a cultural centre, providing information sources, intellectual activities, and educational services addressing all ages. The library is expected

<sup>85</sup> Rulleplan Danmission, 2015-17.

<sup>86</sup> [www.ceoss.org.eg](http://www.ceoss.org.eg)

<sup>87</sup> Interview 5/12/2015.

<sup>88</sup> Partner's Survey, pp. 50-51.

to contribute to raising literacy levels in the local area and to engage youth in constructive social conditions in their spare time.<sup>89</sup> The project consists of three components:

- The physical structure of the MPL branch in El Zawya Electricity Hamra
- Establishment of a material collection and support to the operations of the library
- Training of librarians

### Key outputs

The Egyptian Ministry of Culture was initially responsible for the physical construction of the library, with ownership eventually transferred to MPL. The operation was taken over completely by MPL after three years. The project established a project management committee with Egypt's Ministries of Culture, IT, Communications, International Cooperation, as well as the MPL, ICS, Governor of Cairo and the Danish Embassy in Cairo.

The Governor allocated 2,500 m<sup>2</sup> in a strategic location, surrounded by primary and secondary schools, youth centres and sports facilities. The library consists of a building of 3,000 m<sup>2</sup> and a garden with a café, playground, theatre space, and marketplace for locally produced crafts. The design of the MPL branch was the result of an architectural competition.<sup>90</sup>

Over three years the project established a collection of material (100,000 books, audio-visual materials, newspapers, and magazines), registered by MPL's main library. MPL works with local businesses to sponsor free membership cards to the poorest users.

Four-week training seminar in Denmark (eight trainers for three weeks), field visits to other libraries inside and outside Copenhagen, daily lectures in the Royal Danish School, with follow-on support from MPL coaches holding 8- to 10-week courses over three years.<sup>91</sup>

The library opened and began operations on the 30<sup>th</sup> of March 2014.

## VIII. IMS' Media Cooperation Programme in the Middle East and North Africa – Egypt (Providing local news in the provinces)

Contract Holder	Years Active	DAPP Immediate Objective	Thematic Area(s)	Implementation Modality
<b>International Media Support (IMS)</b>	2013 - 2015	To strengthen critical and independent academia	Knowledge based societies	Partnerships Denmark/MENA

<sup>89</sup> Project document MELA j.nr.:104.Arabiske Lande.1.MRD.49.

<sup>90</sup> Progress report 2012\_104.Arabiske Lande.1.MRD.49.

<sup>91</sup> MELA j.nr.:104.Arabiske Lande.1.MRD.49.

International Media Support projects focus on the establishment of independent media outlets and provide support to advocacy efforts regarding freedom of the press. DAPP funding supported the establishment of two independent media outlets, one of which is solely focused on reporting news from the provinces and providing training to young journalists in the governorates as well as centrally in Cairo.

This project works mainly on building the capacity of youth in different areas i.e. journalism, videotaping, writing proposals, and media production. They have a signed MOUs with; Al-Ahram newspaper (the largest national newspaper in Egypt) to train their journalists, Ministry of Education to train teachers and supervisors, and the Fayoum National University to train their students. In addition, they issue local newspapers on the governorate level, engaging and encouraging community members to raise their voices.

### Key outputs

The project supported the establishment of a local complaint and feedback mechanism. The *Shifinkom (We can See you)* initiative allowed citizens to place complaints in a box that would then be read by the governor and reported on in the local newspaper.

The project supports the objectives of developing independent professional media in the region capable of reporting citizens' grievances. The implementing organisation has partnered with DEDI in Cairo to support the on-the-job training of 12 Egyptian journalists who conducted a study tour to Denmark to learn about local news reporting and how to develop effective and efficient networks.

## IX. Decent Jobs for Egypt's Young People in Qalyoubia and Menoufia

Contract Holder	Years Active	DAPP Immediate Objective	Thematic Area(s)	Implementation Modality
ILO	2012-2015	To create jobs and lower unemployment	Economic Growth and Job Creation	Project and programme support – Support to economic growth and job creation

“Decent Jobs for Egypt's Young People in Qalyoubia and Menoufia” is a multi-dimensional and integrated approach to stimulating youth employment over a three year period in two Egyptian governorates.<sup>92</sup> The project aims at increasing decent employment opportunities for young men and women, especially vulnerable groups.

The project extends the framework of the CIDA-funded “Decent Jobs for Egypt’s Young People – tackling the challenge together”. The CIDA project framework has been specifically designed to tackle the youth employment problem both at the national level and at the regional level in three selected Egyptian governorates. Australian Aid also funded a fourth governorate, Aswan. DAPP funding thus extends the programme by focusing on two additional governorates, Qalyoubia and Menoufia. These two governorates were selected as a result of the CIDA project’s governorate selection competition.<sup>93</sup>

<sup>92</sup> 104.Arabiske Lande.5-33 20121105 Projektdokument.

<sup>93</sup> 104.Arabiske Lande.5-33 20121105 Projektdokument.

A two-pronged intervention logic was adopted for the project, which combines:

- Strengthening of regional and local level capacity of relevant institutions related to youth employment;
- And improving the supply and demand of the labour market, as well as the matching between both entities.<sup>94</sup>

The project functions on three levels (sub-objectives):

- The policy level – The project aims to help the Governorates of Qalyoubia and Menoufia to design and implement Regional Action Plans through capacity building of relevant institutions and partners at the regional and local levels.
- The partnership level – Many organisations and institutions act in the field of youth employment in Egypt. However, many of these activities lack coherence and are not well connected to overall strategies. Some of them are not strong enough to have a real impact.
- The “on-the-ground” level – To give examples of how the situation for young people can be changed and what activities and programs can make this difference, the project will work on the ground a) through pilot projects and b) through assistance of implementing entities.

The project works through six activities:

- The creation and implementation of Regional Action Plans for Youth Employment in the governorates through developing the capacities of relevant institutions at the regional level.
- Building the capacities of the governorates and local partners to effectively deliver youth employment related services.
- Creating a sectorial jobs pact for agriculture and food industries based on market needs.
- Increasing the employability of young people, including 100 people with disabilities (PWD) through improving the modern apprenticeship scheme in 200 enterprises for 200 employees; improving the skills of 1000 young people enrolled in VTCs; and providing employability skills to 1500 young beneficiaries.
- Enabling young people to profit from the improved matchmaking process between labour market supply and demand by identifying employers’ needs; having school-to-work transitions; introducing job clubs; and establishing Youth Employment Units that reach out to at least 1000 young people.
- Promoting enterprise development and self-employment through a promotional campaign, improved policy environment, and strengthened business services.<sup>95</sup>

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<sup>94</sup> “Decent Jobs for Egypt’s Young People – Tackling the Challenge Together in Qalyoubia and Menoufia,” Project Document, ILO.

<sup>95</sup> 104.Arabische Lande.5-33 20121105 Project Document.

## X. Support for Labour Intensive Employment in Infrastructure and Social Services

Contract Holder	Years Active	DAPP Immediate Objective	Thematic Area(s)	Implementation Modality
<b>Social Fund for Development (SFD)</b>	2012-2015	To create jobs and lower unemployment	Economic Growth and Job Creation	Project and programme support - Support to economic growth and job creation

DAPP provides funds to support a World Bank initiated project focusing on promoting labour intensive schemes. These funds are channelled through the Social Fund for Development (SFD) – a quasi-governmental body focusing on job creation and the promotion of SMEs. The project works through local NGOs targeting unemployed and unskilled youth.

The project has two (/three) objectives:

- Public works program funds small-scale public works programs in partnership with communities and local government, which are executed by small local private contractors. Projects funded include construction, rehabilitation and repair of irrigation and drainage canals, water supply and sewerage systems, rural roads and streets, and public buildings. Maintenance includes canal cleaning, public buildings, and solid waste collection and disposal.
- Community development program will support the development of community support infrastructure and services, in partnership with local groups, to reduce poverty and improve the quality of life, and to promote community and NGO participation.<sup>96</sup>
- Capacity building – added by the DAPP following 2013 discussions and covering three levels: SFD HQs staff, SFD field offices staff, and NGOs staff, focusing mainly on financial management and communication.

The project had the following thematic areas:

- Environmental support
- Health
- Employability initiatives
- Early childhood education

### Key outputs

It is reported that the project outputs can be quantified as having generated more than 270,000 work days, of which more than 2/3 involved women. More than 500 NGOs were also engaged.<sup>97</sup>

<sup>96</sup> Social Fund For Development Project: <http://www.worldbank.org/projects/P052705/social-fund-development-project-03?lang=en>

<sup>97</sup> Social Fund For Development Project: <http://www.worldbank.org/projects/P052705/social-fund-development-project-03?lang=en>

## Annex C: List of projects in Egypt 2004-2015

Project/Programme Title <sup>98</sup>	Year	Contract holder
<b>Human rights, human freedoms and good governance</b>		
Supporting the 56 <sup>th</sup> Annual Pugwash conference on Science and World affairs "A Region in Transition: Peace and Reform in the Middle East"	2006 - 2007	Organising Committee of the 56 <sup>th</sup> Annual Pugwash conference on Science and World affairs
Training Courses for Lawyers and Human Rights Activists in Egypt and the Arab Region	2007-2008	The Arab Centre for the Independence of the Judiciary and the Legal Profession
Empowering youth and promoting democratic practices within Egyptian Political Parties	2007-2008	The Egyptian Association for Dissemination and Development of Legal Awareness (EADDLA)
Freedom from torture in the Middle East and North Africa – Egypt	2013-2016	Danish Institute Against Torture (Dignity former RCT)
Political Party Youth Network	2011-2015	Danish Youth Council (DUF) and DEDI
The Ambassadors for Dialogue	2009-2015	Danish Youth Council (DUF) and the Egyptian Youth Federation
Human rights actors in the MENA region - Egypt	2012-2015	Danish Institute for Human Rights (DIHR)
Review of the Danish - Egyptian Dialogue Institute	2014-2014	
<b>Women Empowerment and Gender Equality</b>		
Women Legal Empowerment	2007-2008	The Centre for Egyptian Family Development
Supporting Women Participation in Political Life	2007-2008	The Egyptian Association for Dissemination and Development of Legal Awareness (EADDLA)
Women Leadership in Community	2007-2008	The Assiut Businessmen Association
Women and Youth Within Democratic Transition In Egypt	2012-2013	The Danish Centre for Gender, Equality and Diversity (KVINFO)
Access to Justice and Political Empowerment	2013-2014	The Danish Centre for Gender, Equality and Diversity (KVINFO)

<sup>98</sup> Evaluation Pre-study (2015) and comments from partners.



<b>Project/Programme Title<sup>98</sup></b>	<b>Year</b>	<b>Contract holder</b>
Enhancing Research and Documentation of Women's history in Egypt and Across the Arab Region	2014-2017	The Danish Centre for Gender, Equality and Diversity (KVINFO)
Strategic Partnership with KVINFO - Egypt	2014-2014	The Danish Centre for Gender, Equality and Diversity (KVINFO)
<b>Knowledge based Societies</b>		
Danish - Egyptian Dialogue Institute (DEDI)	2004-2016	The Danish-Egyptian Dialogue Institute (DEDI)
Fund to support Egyptian civil Society projects	2011-2013	The Danish-Egyptian Dialogue Institute (DEDI)
Danish Church delegation visit to Egypt	2006-2006	Danmission
Cross Cultural and multi-faith dialogue: Promotion of peace - building, social cohesion and mutual understanding through inter religious dialogue 2013-2015 – Egypt	2013-2015	Danmission
Leaders for interreligious understanding	2011-2012	Danmission
Support to the Establishment of a Branch of the Mubarak Public Library in the El-Zawya El-Hamra area in Cairo	2005-2011	Denmark's Library School
IMS' Media Cooperation Programme in the Middle East and North Africa 2013 - 2015 – Egypt	2013-2015	International Media Support (IMS)
<b>Economic Growth and Job Creation</b>		
Strengthening of Egyptian Industries	2006-2009	Federation of Egyptian Industries (FEI)
Project between the Federation of Egyptian Industries (FEI) and the Confederation of Danish Industry (DI)	2009 - 2013	Confederation of Danish Industry (DI)
Support for Labour Intensive employment in Infrastructure and Social Services	2012 - 2015	The Social Fund For Development
Beduin Employment Programme	2012 - 2014	The Multinational Force and Observers (MFO)
Decent jobs for Egypt's young people in Qalyoubia and Menoufia	2012 - 2015	International Labour Organisation (ILO)
Strategic Partnership with the Confederation of Danish Industry (DI)	2014	Confederation of Danish Industry (DI)
Support to Democratic Trade Union Development and Social Dialogue in the Mena Region	2012 - 2015	LO/FTF Council
<b>Other</b>		
Secondment of national expert to the Delegation of the European Union to Egypt (post 180121)	2012 - 2015	Delegation of the European Union to Egypt

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