

Final Management Response and Follow-up Note
Evaluation of the Danish Arab Partnership Programme (DAPP)
2003 – 2014

This note to the Programme Committee summarises the main findings, lessons-learned and recommendations from the final report of the Evaluation of the Danish Arab Partnership Programme (DAPP) from 2003 – 2014. It also includes the MFAs management response and intended follow-up to the evaluation. Preparation of the management response has been coordinated by the Department for the Middle East and North Africa (MENA). The evaluation itself was commissioned and managed by the MFAs Evaluation Department. The evaluation was conducted by an independent team of international and local consultants organized by NIRAS in collaboration with Integrity Watch.

1. Executive Summary

Background and rationale

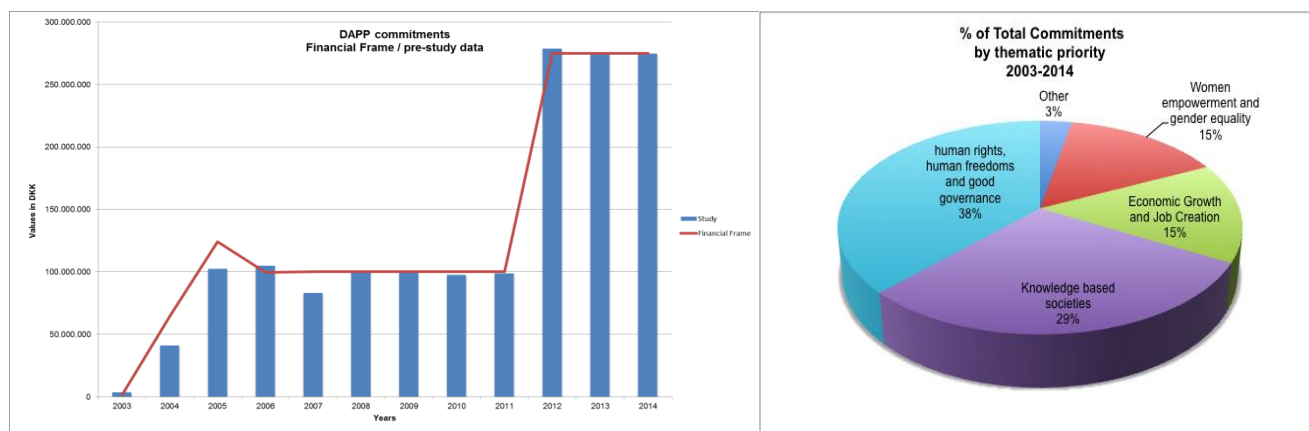
Since 2003, the Danish Arab Partnership Programme (DAPP) has been a central pillar of Danish foreign policy towards the Middle East and North Africa (MENA) region. The programme is designed to address the complex dynamics of reform and democratisation as well as Danish-Arab relations through a double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

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

DAPP is implemented through Danish-Arab partnerships, support to multilateral institutions and secondments of experts to key institutions in the European Union and MENA region. The geographical coverage has expanded over time. Between 2003-2014, DAPP has been active in 11 countries in the MENA region, with varying intensity. Key DAPP focus countries in terms of financial commitments and political priorities during the evaluation period are Egypt, Yemen, Jordan, Tunisia, Morocco, Syria and Libya.

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 as reflected in

the figure below. The total financial frame for DAPP during the evaluation period (2003-14) amounts to approximately DKK 1.5 billion¹



Based on the 2002 Arab Human Development Report, DAPP funding has been channeled to four thematic areas: 1) Human rights, human freedoms and good governance: 38% (of total commitments), 2) Women’s empowerment and gender equality: 15%, 3) Knowledge-based societies: 29% and 4) Economic growth and job creation: 15%.²

Since the launch of DAPP, a number of reviews, assessments, and partial evaluations have been carried out, but no overall evaluation of DAPP has been conducted. This evaluation constitutes the first extensive strategic evaluation of DAPP from 2003 – 2014 across all thematic areas. The evaluation provides answers to three overarching questions: (i) Is DAPP still relevant today? (ii) Has it achieved its objectives? And (iii) what lessons can be drawn from past experience with a view to informing future engagements?

The evaluation was conducted between March 2015 and September 2015. The methodology includes a desk study and collection of primary data through interviews with Danish Ministry of Foreign Affairs (MFA)/DAPP staff, DAPP partners, DAPP beneficiaries and DAPP stakeholders in Egypt, Jordan, Morocco, Tunisia and Denmark. These countries were selected by the MFA as they represent some of the programmatically largest, and anchor significant country-specific and regional engagements.

In order to cover the very large project portfolio of DAPP, an approach based on stratified sampling of projects across the four evaluation focus countries was applied. The evaluation uses the selected projects as case examples, which – supported by desk study of previous

¹ Evaluation pre-study 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.

² 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.

assessments, reviews, evaluations, project reports, etc. – gives a sound basis for assessing the strengths and weaknesses of the DAPP as such.

Relevance and achievement of objectives

Overall, DAPP has proved a relevant and adaptive foreign policy and development programme. Spearheaded by its twin objectives of reform and dialogue, working within the four identified thematic areas, DAPP has managed to target issues key to development and reform in the specific countries of intervention, as well as to the MENA region as a whole. DAPP has managed to respond timely and relevantly to challenges and emerging windows of opportunity – not least following the Cartoon Crisis (2005-6) and the Arab Spring. This is a particular feat, taking into consideration the challenging and highly dynamic conditions and great socio-cultural variation of the MENA region over the past 12 years.

Having a twin objective focusing on reform and dialogue is assessed to be a particular strength, as the programme has facilitated interaction, cooperation and knowledge exchange and, in turn, served as a platform to pursue progress towards reforms. Support for reform processes within the four thematic areas are in high demand amongst the groups that DAPP targets. The strong focus on dialogue further allows DAPP to function as an important policy tool for the Danish Government. DAPP has enabled Denmark to develop a presence in the MENA region that is perceived as beneficial, humble and forward-looking by stakeholders in the region because of the long-term, close partnership approach.

Taking into consideration that Denmark is a relatively small player contributing a limited amount of resources in a highly complex region, the DAPP objectives are, however, assessed to be too ambitious. The objectives would benefit from being clarified and reformulated to realistically match Denmark's current opportunities to contribute to reform in and dialogue with the region, taking note of the available resources.

Key Danish-Arab dialogue results

DAPP has successfully enhanced dialogue, understanding and cooperation between Danish and MENA organisations and individuals. Dialogue is a significant and integrated part of the partnership approach in the vast majority of projects evaluated. This approach is much valued by both Danish and MENA partners. MENA partners express that they have generated a wealth of understanding and adopted innovative ways to address challenges in their respective countries. They underline that they consider exchange visits among other things as important learning and capacity-building exercises. Danish partners have also strongly benefitted from knowledge of the MENA region built-up over the course of DAPP. For instance, dialogue

initiatives between youths in MENA and Denmark have been particularly effective in terms of increasing the sense of volunteerism among youth in Denmark through learning about the experiences of youth in the MENA region.

In this sense, a contribution has been made to one of DAPP's earliest principles, which was providing a basis for dialogue to help avoid and reduce prejudice and stereotypes and achieve a better understanding of "the other."

A challenge yet to be addressed fully by DAPP is defining and agreeing on a clear and shared understanding of what constitutes contributions to the dialogue objective, and how this in turn is measured. Evidence from the field showed a number of diverse understandings of the objective and how projects collectively are supposed to contribute to the same overall goal. The evaluation acknowledges that this process has been started - by commissioning several dialogue studies aimed at providing operational guidance – and encourages the MFA to make use of this evaluation and these studies taking DAPP's dialogue objective forward.

Key reform results

DAPP initiatives have in many instances contributed to reform and democratisation processes within the targeted areas, or facilitated an enabling environment for reforms to potentially take place in the future. Taking notice of Denmark's ambitions with DAPP as a political reform programme, it is essential that interventions collectively contribute to long term, sustainable reform processes at national scale. It is important to note that reform and democratisation are long-term goals, often influenced by a number of intertwined actors and factors outside the control of DAPP. When outcomes and impacts of DAPP projects are to be assessed, it is thus often more relevant to focus on determining levels of contribution rather than direct, causal attribution. At the same time, one has to take into consideration the relatively limited resources DAPP offers and the highly difficult and volatile context of operation.

Human rights, human freedoms and good governance:

Interventions have been most effective contributing to reform when harnessing the will of the host government at national and/or sub-national levels to implement reforms. This has produced tangible results in some countries in the form of constitutional changes and women's involvement in democratisation processes.

DAPP interventions have contributed to strengthening human rights and combating and responding to torture. Secondary partnerships with government counterparts, particularly in the

judiciary sector, have been effective in generating immediate and noticeable outcomes and leveraging long-term and sustainable change in the form of new legal provisions.

The evaluation saw several positive examples where DAPP has contributed to strengthening young people's participation in public life. This was for instance done through providing young beneficiaries with a requisite set of leadership and entrepreneurial skills to prepare them to successfully participate in economic and civic life and thereby improving marginalised youth access to social and political life.

Human rights, human freedoms and good governance: *Combatting torture in Tunisia*

Through DIGNITY's regional programme, "Freedom from Torture in MENA", DAPP has supported efforts targeting torture. The programme has achieved considerable success in improving capacity of Tunisian government and civil society to monitor, document and respond to instances of torture. Key outputs include:

- Signing of an agreement of cooperation btw. Dignity and the Tunisian Ministry of Justice (MoJ)
- Training of trainer courses for over 140 judges
- Creation of a team of civils society and MoJ representatives to monitor and investigate instances of torture
- Development of national register of torture cases and submission of legislative amendments regarding torture
- Establishment and management of the NEBRAS centre, the first rehabilitation institute for torture survivors in Tunisia

Women's empowerment and gender equality:

DAPP has been successful in contributing directly to legal reform advancing gender equality. This has been achieved through strong projects ensuring recognition of women's rights and gender equality in legal processes on a national level such as constitutional drafting.

DAPP projects have contributed to ensuring a greater political participation of women at national but particularly at subnational level. Projects have also addressed issues of lack of knowledge by informing civil society, private sector and policy makers on women's rights and gender equality thereby contributing to the internalization of new or existing legal frameworks in public life.

Projects combatting violence against women have yielded some successful results. This area is closely related to issues of improved gender-friendly legislation and increased political and social inclusion of women which both underpin an enabling environment to reducing violence against women. To contribute significantly to address the underlying causes of violence against

women requires strong national networks and increasing efforts to create meaningful synergies to legislation efforts and socio-political inclusion.

Women's empowerment and gender equality: *Supporting women's empowerment in Egypt*

DAPP has supported women's empowerment and gender equality in Egypt through a number of projects. Despite this being a sensitive area successful results have been reached in terms of promoting legislative changes and political participation. Key results include:

- Support for local organizations to hold de-centralized constitution meetings and contributing to key demands of women being voiced in the constitution drafting process
- Development of database documenting initiatives and activities of young women. The database has increased national awareness of women's situation
- Support for gender research and documentation

Knowledge based societies:

A significant contribution of DAPP projects towards reform in the area of knowledge based societies has been in terms of promoting a sound legal framework to enhance press freedom. Notable in this regard has been the ability of DAPP to identify critical intervention points and be a first mover, drawing other donors' support. DAPP has also contributed to strengthening the social contract at a sub-national level, and enhanced space for independent media to operate at local levels.

Partnering between Danish and Jordanian universities has produced results in terms of building a safe space for critical debate amongst students and providing a wider international platform for Jordanian research. However building genuine ownership of these changes in order to sustain the results is still in question.

Knowledge based societies: *New teaching methods in Jordanian universities*

A long term partnership between University of Southern Denmark and University of Jordan and Hashemite University has contributed to new ways of enhancing higher level learning in Jordan. Key results include:

- Establishment of joint accredited course entitled "Mediterranean Perspectives" for Danish and Jordanian students.
- Ongoing exchange programmes between Jordanian and Danish university students resulting in contact networks
- Introduction of interactive teaching methods like sketches and role plays

Economic growth and job creation:

DAPP projects promoting social dialogue have been effective in contributing to reform in the area of labour market reform by operating on a national scale and opening spaces for constructive dialogue between labour market parties. This is a niche area where Denmark has specific knowledge and approaches to offer but which needs translation to the local context.

Reducing unemployment is a broad and complex area that requires substantial resources to generate impact. It is therefore logical that DAPP support has partly been through the multi-lateral modality. The multi-lateral approach enables DAPP to work at scale and build on the momentum of other donors to provide larger scale impact than if operating solely with DAPP resources.

Economic growth and job creation: *Restarting social dialogue in Morocco*

DAPP has supported several projects focusing on labour market reform and social dialogue in Morocco. The projects have been implemented by the LO/FTF council, Confederation of Danish Industry and the Danish Ministry of Employment along with a number of Moroccan partners including the Moroccan Ministry of Employment (MoE) and a number of employers and workers unions. Key outputs include:

- Development of a model for cooperation btw. workers, employers and MoE within occupational safety and health
- Capacity development of the labour inspectorate and the involved workers and employers organisations
- Restarting social dialogue btw. Morocco's five largest workers and employers organisations including the Islamist union, 'Union Nationale du Travail au Maroc'

Key findings and recommendations

The evaluation has generated a set of findings and recommendations to inform future engagements. The findings and recommendations are framed to address the different components of DAPP that have been assessed during this evaluation.

DAPP strategy and programme logic

As mentioned above, the evaluation finds that the overall intervention logic, spearheaded by the twin strategic objective is relevant and a strength of the programme, however it is found that both strategic objectives should be formulated less ambitious and synchronised to resources and realities on the operational level. Moreover the relationship between the two SOs and how they supplement each other should be clarified in strategic DAPP documents.

The reform objective should be more humble and stress that DAPP seeks to *contribute* to reform within key areas perceived as necessary to address to generate meaningful reform in the MENA region.

The dialogue objective should more precisely underline the programme's focus on mutually benefiting Danish-Arab people-to-people and organisation-to-organisation relationships. This will make the dialogue objective clearer and underline that Danish – Arabic dialogue is an important aspect also contributing to DAPP as a political instrument.

All thematic areas are found to be relevant as areas of intervention and generally, interventions have contributed to the strategic objectives – albeit at different levels. However, it is found that the current programme logic of four thematic areas fails to capture the reality of synergetic interventions across thematic areas and also misses the critical area of youth participation which is key to progress and stability in the region and a key area of focus for several of the DAPP partners.

Therefore the evaluation recommends to:

- ***Keep DAPP's twin strategic objective focusing on reform in, and dialogue with the MENA region, but reformulate both into less ambitious and more achievable objectives and continue to clarify the relationship between them in strategic documents.***

DAPP as a Political Instrument

The political nature of DAPP is underlined in documentation and clear to the MFA but not to the same extent to all partners. *How* DAPP works as a political instrument and how it links with other (domestic and international) foreign policy initiatives in the region is not clearly stated in DAPP documentation. The comparative advantages of DAPP as a political instrument compared to other danish instruments should be clarified in order to justify the specific partnership approach and strong focus on Danish-Arab dialogue. The initiative will be strengthened if the MFA clearly explicate the way in which DAPP works as a political instrument by focusing on political reform and generating important contacts, networks and knowledge of the region for Danish politicians and MFA staff. This can be used to pursue a political agenda with a broader scope and on other levels than what is usually seen in bilateral development programmes. There is evidence that a challenge to fully exploit the potential of DAPP as a political instrument in the MENA region is the relatively limited involvement of the embassies and/or Technical Assistance Offices (TAO) in deciding the strategic direction and implementation of DAPP. If the embassies and/or TAO were more involved in setting the overall strategic direction of DAPP and if information collected through DAPP is

systematically shared with TAO and/or embassies it would give them more traction to use the programme as leverage in policy dialogue with MENA governments.

Therefore the evaluation recommends to:

- ***Clearly articulate how DAPP constitutes a Danish foreign policy instrument and how DAPP relates to other Danish and international instruments towards the MENA region and its comparative strengths and weaknesses.***
- ***Increase involvement of TAOs and embassies in the region, especially in the overall strategic planning of the DAPP programme.***

DAPP Implementation Modalities

DAPP works through 3 key modalities: 1) Strategic partnerships, 2) Project and programme support and 3) Secondments. Overall, the three modalities are considered as reasonably flexible and capable of addressing the changing situation in the MENA region.

1) Partnerships are the signature modality of DAPP and evaluation findings have shown that the interaction, transfer of knowledge and dialogue which is embedded in this way of working is a key strength of the programme. The evaluation finds that the selection of strategic partners is well aligned to the programme objectives and that the partner's diverse professional areas of expertise cover all four thematic areas. The strategic partners are strong and able CSO's (and self-governing institutions), the majority of which are well versed in managing international development interventions. The choice of Danish strategic partners who are present in the countries of implementation sustain robust long-term Danish-Arab partnerships. It is however important that the financing of the DAPP partnerships corresponds to the long term prospects of the programme. Although this is out of the hands of the MFA DAPP staff, the evaluation encourages continued work for longer appropriations. The one-year appropriations for most projects hampers the long - term planning, the sustainability of the projects and constitutes as such a stress factor for the implementation of DAPP.

It is key that DAPP target both state institutions and CSOs in order to stay relevant, ensure roll out at scale and push for national democratic reforms as well as to live up to basic principles of the Human Rights Based Approach of supporting both civil society and government institutions. The evaluation has identified a recent trend to favor partnering with established CSOs (as strategic and secondary partners) and downscaling partnerships with government and public institutions. This misses important opportunities provided by government-to-government partnerships, which are able to induce reforms at another level than CSOs.

The evaluation suggests that the current approach is complemented by scaling up twinning initiatives between Danish and MENA public authorities. It is found that twinning has been a successful mechanism to exchange learning between public institutions in Denmark and MENA countries. The evaluation has seen particular strengths in partnerships between public institutions at a sub-national level. Twinning would strengthen a multipronged approach towards reform in the MENA countries, working top-down and bottom-up.

2) Project and Programme support allows DAPP to react quickly to windows of opportunity, drawing on pools of international expertise and operating at scale through joined-up initiatives. This mechanism is efficient when support is given to multilateral organisations because this requires less administrative input than the strategic partnership modality. Furthermore, it allows Denmark to punch above its weight and work at scale when joining up with other larger donors. However, the evaluation also found that the Danish dialogue approach risks getting lost when supporting multi donor funds.

3) The evaluation finds that secondments to the World Bank and EU (both in Brussels and EU Delegations in the MENA region) are a useful modality to boost the capacity of those organisations to deal with topics relevant to DAPP - such as civil society support in MENA and at the same time promoting a Danish policy in international institutions. However, interviews and earlier reviews question whether this value is currently harnessed at its full potential.

Therefore the evaluation recommends to:

- ***Keep Danish-Arabic partnerships as the main implementation modality and hold Strategic Partners accountable for conducting systematic assessments to ensure the appropriate selection of secondary partners who can catalyse change at both duty-bearer and rights-holder level.***
- ***Strengthen work with public authorities, government and semi-governmental bodies in Denmark and in the MENA region when feasible and relevant, and include twinning between Danish and Arab public institutions as a modality to complement the CSO focussed strategic partnership modality.***

Management and coordination

The evaluation finds that there are strong arguments for managing DAPP centrally from Copenhagen given the political nature of the programme and the need for proximity to the headquarters of the Danish strategic partners. However, there is a clearly identified need to increase the role of the TAOs and embassies especially at the strategic level of DAPP. The TAOs and/or embassies are updated on the country context, are closer to the implementation

of the projects and have a potential to enter into a deeper political dialogue with host governments as well as ensuring a greater level of coordination and synergy between projects.

Coordination between DAPP staff and SPs primarily takes place in Copenhagen and to varying extents in the countries evaluated (Jordan, Tunisia, Morocco and Egypt). The strategic and secondary partners perceive their coordination with other DAPP partners to be good. However, there are examples of a lack of knowledge of other DAPP partners operating within the same areas. This negatively impacts on opportunities for programmatic synergy and sharing important lessons learned and good practices which in turn can make DAPP more effective. Regular synergy meetings organised by the TAOs in Jordan and recently started in Tunisia are highly welcomed by partners.

Therefore the evaluation recommends to:

- ***Continue to increase level of coordination especially at country level and institutionalise regular synergy meetings between partners, TAOs, embassies and secondees.***

2. General comments to the evaluation

At the very outset, it should be noted that the MFA has embarked on a process to formulate a new DAPP programme for the period 2017 – 2021. As such, the MFA welcomes this evaluation as a timely and important strategic input to inform the new phase of the DAPP. The evaluation underscores that DAPP is a flexible and adaptive instrument. It highlights DAPP's double strategic objective of reform and democratization as well as Danish-Arab dialogue is a particular strength, stating that “DAPP has managed to target issues key to development and reform in the specific countries of intervention, as well as to the MENA region as a whole.” The evaluation also particularly emphasizes the strategic partnership approach, especially in the successful enhancement of dialogue, understanding and cooperation between Danish and MENA organizations and individuals.

The MFA also acknowledges the evaluations findings that DAPP moving forward should carefully consider the level of ambition of its strategic objectives in light of the resources available. The MFA also welcomes the reflections on modalities, which will serve as an important contribution to inform the considerations in the next phase of the DAPP. The MFA also takes note of the need to enhance coordination at country level as well as strengthening the involvement of the DAPP TAO's and Embassies in the programme cycle.

In the following sections, the MFA will respond to the recommendations of the evaluation and provide some responses to how the different recommendations will be considered as part of the formulation process for the next phase of the DAPP.

Recommendation 1: Keep DAPP's twin strategic objective focusing on reform in, and dialogue with the MENA region, but reformulate both into less ambitious and more achievable objectives and continue to clarify the relationship between them in strategic documents.

The MFA expects to maintain reforms and democratization as well as dialogue as the main building blocks in the DAPP moving forward. The MFA will – in line with the recommendation of the evaluation – endeavor to formulate actionable and realistic objectives for the next phase of the DAPP while maintaining an overall long-term vision of the DAPP guiding the programme. The MFA will work to further clarify its application of dialogue in the next phase of the DAPP, building on lessons-learned and findings of the RUC dialogue study as well as this evaluation. The MFA will also host a series of consultations with DAPP stakeholders in Denmark and the MENA region on the subjects of reform and dialogue in order to obtain substantive input to define the understanding and use of these two concepts moving forward. Throughout this process, policy notes on the two concepts will be developed, including with an aim to obtain a clearer understanding of the relationship and complementarity between them.

Recommendation 2: Clearly articulate how DAPP constitutes a Danish foreign policy instrument and how DAPP relates to other Danish and international instruments towards the MENA region and its comparative strengths and weaknesses.

As stated above, DAPP constitutes a central foreign policy instrument for the Danish Government vis-à-vis the MENA region. In the Programme Document for the DAPP 2015 – 2016 the significance and complementarity of DAPP as part of the Danish government's comprehensive approach in the MENA-region is stated.

The DAPP, thus, is not a traditional aid instrument, but serves to complement and underpin other instruments applied as part of the Danish foreign policy objectives in the MENA-region. DAPP's significance as a tool to address long-term development and stability through its focus on promoting democracy and reform is seen as a key contribution, not just to improve decent living conditions in the region, but also to address the underlying causes of some of the main issues of the region today, including tackling the challenges of radicalization and migration. The MFA will work towards making a more detailed description of DAPP's comparative advantage as part of its comprehensive foreign policy vis-à-vis the MENA-region.

The MFA continues to ensure complementarity with other Danish and international instruments vis-a-vis the MENA-region. The MFA is also continuously identifying complementarities and synergies with other Danish aid instruments, including Danida Business instruments. A mapping exercise to this extent is currently ongoing. At country level, Denmark also actively cooperates with and aims to promote synergies with other countries instruments. This is done, for instance, as part of the regular interaction of the TAOs at country-level or through

HQ contacts or visits to capitals or donor embassies during visits to countries in the region. More emphasis will be placed on coordination with other international instruments as part of the above-mentioned mapping exercise. The upcoming DAPP Programme Document for 2017-21 will more explicitly clarify the DAPP's relations to other relevant Danish and international instruments.

The MFA secondments to the EU in Brussels and EU delegations in the region as well as to the World Bank in Washington, for instance, is a central tool to actively contribute to World Bank and EU processes relating to the MENA region. DAPP seconded staff has for instance contributed to processes regarding formulating status reports on the progress of the European Neighborhood Policy as well as tracking human rights developments in the region. DAPP seconded staff have also contributed to quality assurance of EU civil society support to the region. Throughout, the MFA have benefitted from a close dialogue with seconded staff, which has contributed to Denmark's overall knowledge of EU processes and interventions vis-à-vis the MENA-region. Through this, Denmark has been able to provide timely support or feed into those processes in a timely manner either at country-level or through the EU headquarters in Brussels.

Recommendation 3: Increase involvement of TAOs and embassies in the region, especially in the overall strategic planning of the DAPP programme.

The MENA Department regards the TAO's as an integral part of the DAPP team. It is the assessment of the MENA Department that there is a good and close dialogue with the TAO's in the region. The TAO's play an invaluable role in providing strategic input to programming processes and coordination, including vital knowledge on country specific developments, reform indicators, partner selection, quality assurance, coordination of activities and sparring on programme developments in the MENA countries. There are annual consultation meetings in Copenhagen with the TAO's. The TAO's are invited to comment on and contribute to all strategic documents as well as comment on specific project proposals. The TAO's are also involved in all review exercises. Most TAO's host regular synergy meetings at country level contributing to enhancing programmatic synergies and fostering lessons-learned.

DAPP coordinators in Cairo and Rabat are indeed involved in the programme cycle, and coordination of DAPP activities with the relevant Embassies is given high priority. A further involvement of Embassies in the execution of the programme will be limited by the resource constraints of the Embassies.

Nevertheless, the MFA will seek to increase the involvement of the TAOs moving forward. The MFA will specifically enhance its involvement of the DAPP-related embassies (Beirut, Cairo and Rabat primarily) in the formulation of the next phase of the DAPP programme. Specifically, the TAO's are invited to participate in a regional seminar in Jordan to discuss the next phase of DAPP. The MFA will work towards developing models for a more regular and structured involvement of both TAOs and embassies in the programme cycle.

Recommendation 4: Keep Danish-Arab partnerships as the main implementation modality and hold Strategic Partners accountable for conducting systematic assessments to ensure the appropriate selection of secondary partners who can catalyse change at both duty-bearer and rights-holder level.

The MFA agrees with the recommendation to keep the Danish Arab partnerships as a main implementation modality. However, while the Danish Arab partnerships, especially in the form of the Danish strategic partner organizations, is an effective mechanism demonstrating tangible results against DAPP strategic objectives, it is the view of the MFA that DAPP should also maintain other modalities to complement the strategic partnership approach to continue to serve as a flexible and adaptive instrument. This is in line with the finding of the evaluation, ref. below.

Given the enormous challenges in the region this would include support through multilateral institutions as part of Denmark's cooperation/harmonization and support for aid effectiveness in key strategic areas (including job creation) as well as enabling joint donor support for scaling up impactful interventions. This aspect was also highlighted in the evaluation of media support under DAPP from 2013, which stipulates that "the usage of non-Danish partners for reform-specific projects should be further explored by the MFA to ensure the best partner match possible in terms of competencies and needs. Inclusion of relevant international partners will also facilitate harmonization efforts and building on previous reform experiences."

Recommendation 5: Strengthen work with public authorities, government and semi-governmental bodies in Denmark and in the MENA region when feasible and relevant, and include twinning between Danish and Arab public institutions as a modality to complement the CSO focussed strategic partnership modality.

The DAPP programme has been designed to contributing to instigating reforms and democratization at the system level. As is also stated by the evaluation report, in fact the DAPP in its early years placed significant emphasis on working at and with government level. This approach was always supplemented by support to non-state actors, including with an emphasis on reform actors and key agents of change. As stated in the DAPP Strategic Framework Document (2013 – 2016), "the DAPP aspires to empower people to gain power and control over decisions and resources which determine their quality of life. This is relevant in transition countries, where new power structures and institutionalized practices of accountability are developed. Duty-bearers are also target of activities in particularly transition countries. In e.g. Tunisia the collaboration with the administration has developed rapidly in the past two years with inclusion of several ministries in concrete activities."

In the wake of the changes instigated by the popular uprisings in the region around 2011, the partner landscape in the MENA region somewhat changed. The DAPP focus countries were expanded from three to seven (the new countries being Egypt, Libya, Syria and Tunisia). The DAPP emphasized support to the new democratic regimes to attempt to provide timely support to the emerging democratic institutions. At the same time, DAPP supported change from the bottom-up by continuing the support to key non-state actors.

While the MFA acknowledges the finding of the evaluation team that systemic change to a large degree has a better chance of happening by working at systemic level, the MFA will continue to work with key agents of

change including with non-state actors as an important driver for change. The MFA understands that this is by no means contradicted by the evaluation team, but finds that the evaluation also should highlight the pathways for change facilitated by non-state actors, for instance through advocacy activities. It should also be noted that many of the strategic partners work with government or state entities as an integral part of their work.

While it is evident that working with government institutions can be an important instigator for laying the foundation for systemic change, the MFA notes that the current political environment in the MENA-region might not in all instances be conducive with promoting democratic reforms in certain areas (only) through working with public institutions.

Twinning has been part of DAPP for a number of years, including parliament support in Yemen, alternatives to prison punishment in Morocco and support to the enhancement of the dairy value chain in Tunisia. Another concrete example, which is also highlighted by the evaluation, is the fruitful cooperation between Irbid and Kerak municipalities in Jordan and Viborg and Høje-Tåstrup municipalities in Denmark.

The MFA agrees that twinning is a valuable instrument to foster Danish Arab cooperation and dialogue. It is a valuable tool for making Danish experiences available and ensuring that DAPP emphasize areas where Denmark has a comparative advantage. The twinning modality also enables Denmark – in line with a core principle of the DAPP programme – to integrate lessons-learned from the partnership into Danish models and procedures. Finally, it ensures that the DAPP has a broad anchoring and continued relevance among the Danish public sector institutions. This will also be thought in as part of the formulation process for the next phase of DAPP.

However, it is the experience of the MFA that twinning is a resource-heavy modality due to its need for a strong MFA involvement throughout the preparation process. It typically also requires the MFA to be more closely involved in hiring/facilitating technical assistance and provide guidance in terms of reporting and financial management structures as some government entities are not broadly accustomed to working with development funds. The MFA will carefully consider an effective use of resources when considering new twinning initiatives.

Recommendation 6: Continue to increase level of coordination especially at country level and institutionalise regular synergy meetings between partners, TAOs, embassies and secondees.

The MFA has a range of mechanisms in place to ensure coordination between partners. In Denmark, the MFA actively uses its bi-annual partner meetings to foster coordination, coherence and synergies. The MFA applies standardized formats to systematically address issues of coordination with partners during these meetings. In addition, the MFA facilitate partner meetings at regular intervals around topics of mutual interest. Furthermore, CKU hosts quarterly “network meetings” with all DAPP partners in Denmark to exchange information on upcoming events and coordinate strategic communication efforts around DAPP activities.

In the region, a key mechanism to ensure coordination at country level is the Technical Advisory Offices (TAO's) in Amman, Sana'a and Tunis as well as the two local DAPP coordinators at the Embassies in

Cairo and Rabat. The TAO's in Amman and Tunis host regular DAPP synergy meetings, a model which has now been copied in Rabat and contemplated in Cairo as well. The synergy meetings gather the strategic and direct DAPP partners as well as selected sub-partners in the country in question at regular intervals to exchange information between partners and the TAO/Embassy. The TAO's and Embassies also play a key role in fostering coordination at local level for instance in terms of feeding into programming processes and providing comments to rolling plans and states reports etc. This includes consultations with partner around the feasibility of establishing a permanent presence in the region through e.g. a local programme office.

With respect to Denmark's participation in multilateral cooperation (e.g. via Multi-Donor Trust Funds for job creation and governance reforms) Denmark participates in steering committee meetings to ensure oversight of results and donor coordination.

The MFA will explore options to strengthen coordination at country level in the next phase of the DAPP programme 2017 – 2021.