

Evaluation of the Danish Arab Partnership Programme

Country Report Tunisia



October 2015

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Abbreviations

Abbreviation	Description
ACAT	Actions by Christians Against Torture
CILG VNGi	International Centre for Innovative Local Governance
CJD	Centre des Jeunes Dirigeants d'Entreprise
CTLP	Centre Tunisien pour la Liberté de la Presse
DAPP	Danish Arab Partnership Programme
DI	Confederation of Danish Industry
DIGNITY	Danish Institute Against Torture
FGD	Focus Group Discussion
GBV	Gender-Based Violence
HRBA	Human Rights Based Approach
ILO	International Labour Organisation
IMS	International Media Support
KII	Key Informant Interview
KVINFO	The Danish Centre for Gender, Equality and Diversity.
LO/FTF Council	Trade Union Council for International Development Cooperation
MENA	Middle East and North Africa
MFA	(Danish) Ministry of Foreign Affairs
OEP	Office de L'élevage et des Pâturages
OMCT	Organisation Mondiale Contre la Torture
OSI	Open Society Institute
PPP	Public Private Partnership
SPs	(DAPP) Strategic Partners
TA	Thematic Area
UGTT	Union Générale Tunisienne du Travail
UTICA	Union Tunisienne de L'industrie, du Commerce et de l'Artisanat
VAWG	Violence against women and girls
WOAT	World Organisation Against Torture

Executive Summary

This report summarises country-specific findings from Tunisia, one country out of four (the others being Jordan, Morocco and Egypt) selected by the Ministry of Foreign Affairs of Denmark for analysis as part of an evaluation of relevance, results and lessons learned of the Danish Arab Partnership Programme (DAPP). The evaluation was carried out in 2015 by NIRAS and Integrity for the Ministry of Foreign Affairs of Denmark.

DAPP, established in 2003, is the primary modality for development cooperation between Denmark and the Middle East and North Africa (MENA). In light of the profound changes characterising the region, DAPP has proven a remarkably adaptive mechanism in delivering results on its two interrelated strategic objectives:

- I. *To promote reform and democratisation processes in the MENA region; and*
- II. *To improve dialogue, understanding and cooperation between Denmark and MENA.*

DAPP has supported projects in Tunisia since 2011¹. This has mainly been through civil society organisations (CSOs) and a number of international, multilateral institutions. Support has increased significantly adapting to swift and structural changes in Tunisia after the Arab Spring.

DAPP has committed a total of approx. DKK 94 million to Tunisia by end 2014. This is in light of a total budget of approx. DKK 1.5 billion for the DAPP as a whole. This makes Tunisia the fifth largest recipient of DAPP funds behind Egypt, Yemen, Jordan and Morocco.²

DAPP in Tunisia works across all four thematic areas of the programme³. The vast majority of DAPP commitments to Tunisia have been in the areas of Economic growth and job creation (58%) and Human rights, human freedoms and good governance (31%). The figure below shows the distribution of commitments to the thematic areas⁴:

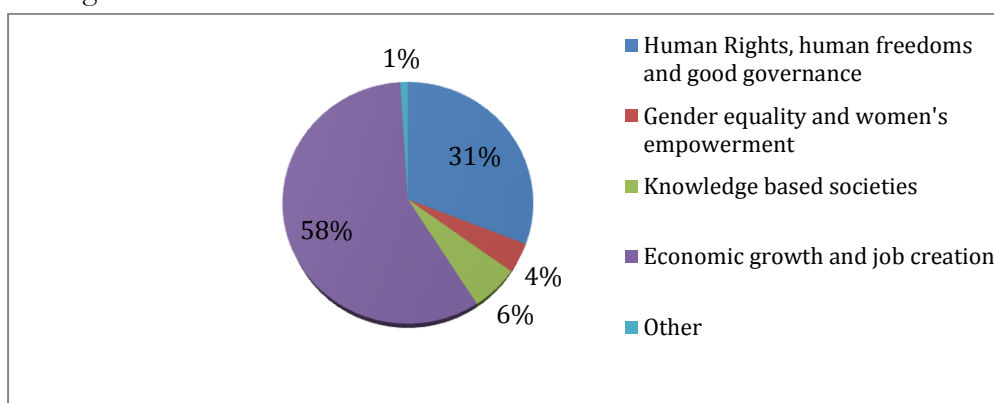


Figure 1: Commitments to DAPP Thematic Areas in Tunisia 2011-14

¹ A few projects including a scouts project and IMS support for an internet radio project (as well as limited participation in regional activities) were implemented before 2011. For a full list of projects and partners working under DAPP in the period 2011-14 see Annex C.

² If commitments for 2015 are included Tunisia passes Morocco and becomes the fourth largest recipient

³ Human Rights, Human Freedoms & Good Governance', 'Women's Empowerment and gender Equality', 'Knowledge-Based Societies', and 'Economic Growth and Job Creation'.

⁴ Evaluation Pre-study (2015). The figure does not include commitments to regional projects.

Overall relevance

The evaluation finds justification of Tunisia as a relevant country to work towards both objectives of DAPP because of evidence that Tunisia has:

- Since the Arab Spring showed tangible commitment to democratic transition.
- Extensively introduced and amended laws to ensure amongst other things the legal framework for gender equality and women's rights. There is still a need to rollout and embed these laws in society at large.
- Is experiencing a growing disparity in economic progress and employment opportunities between different regions.

Reform objective

Tunisia is perhaps the most promising of the post-Arab Spring countries and has experienced significant progress in specific areas such as constitutional reform, gender equality, justice and media sector and economic empowerment. In light of this positive trajectory, DAPP's reform objective is found to be relevant and in line with the general course of the country. However, stakeholders interviewed find the reform objective very ambitious and in need of further clarification and alignment to opportunities on ground.

Dialogue objective

Exchange and dialogue components in a number of projects contributed to a better mutual understanding between Danish and Tunisian stakeholders. Cultural exchanges of professionals between Tunisia and Denmark provided platforms to share lessons learnt and best practices in a collegial environment. The dialogue and exchange is central to many projects implemented by DAPP and proved highly successful in exchange of experiences that have been adapted afterwards to the Tunisia context.

However, the country study also revealed that there is no clear, shared understanding of the specific aims of the dialogue objective and how DAPP projects collectively contribute to dialogue results.

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** (31%⁵ of DAPP Tunisia budget)

The Strategic Partners (SPs) working in this thematic area are: DUF, EMHRN, DIGNITY, DIHR. Other partners include: KADEM, UNDP, CILG VNGi, Centre for Humanitarian Dialogue, Danish Red Cross, Cross Cultures Project Association, UNOPS.⁶

Key results include successfully harnessing and building on the momentum of democratic reform processes that have already been initiated by the host government, for example, in the sphere of decentralisation. DAPP has supported constitutional processes and election law reforms. DAPP support to reform processes have also borne fruit in terms of enhancing rights holders and duty bearers capacity to monitor and respond to

⁵ Figures from evaluation Pre-study (2015) (does not include regional commitments).

⁶ Evaluation pre-study (2015) and evaluation interviews in Tunisia. 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.

human rights violations and torture. Furthermore, DAPP has made a notable contribution to equipping youth with a requisite set of leadership and entrepreneurial skills to prepare them to participate in economic and civic life.

2) **Women's empowerment and gender equality** (4% of DAPP Tunisia budget)

The SPs working in this thematic area are: KVINFO, Danish Women's Council (and Danner and LOKK). Other partners include UNDP.

The evaluation did not sample any projects that fall directly within this thematic area (TA) in Tunisia. However, progress reports and reviews indicate that key results have been in terms of supporting the democratic processes related to gender inequality, e.g. training of women parliamentarians of whom seven were elected in to Parliament, as well as addressing the root causes of gender inequality while also seeking to respond to the outcomes of violence against women (VAW). Responding to VAW requires a very sensitive approach that is carefully tailored to specific needs.

3) **Knowledge-based societies** (6% of DAPP Tunisia budget)

The SP working in this thematic area is IMS⁷. The other partner is Fondation Hirondelle.

DAPP has made a clear contribution to promoting a sound legal environment to enhance press freedom. A notable point regarding DAPP's support to independent media is the ability to identify critical intervention points and be a first mover in supporting emerging key organisations. DAPP support in the media area in Tunisia has proven quick and flexible and has achieved noteworthy results in building the capacity of the media to help promote political accountability.

4) **Economic growth and job creation** (58% of DAPP Tunisia budget)

The SPs working in this thematic area are: DI, LO/FTF Council. The other partners include: Centre des Jeunes Dirigeants d'Entreprises, World Bank, IFC, ILO, AfDB, SEGES, and CILG VNGi.

Key results include the social contract concluded in 2013 by the government, UGTT and UTICA designed to promote sustainable solutions and labour market reform such as ensuring inclusion of workers' rights in the constitution. DAPP has also contributed to creating employment in economically marginalised areas of the country, with a key focus on the challenge of unemployed youth. DAPP strategies to address economic growth and job creation have responded to a clear Tunisian demand. Implementing through both bilateral and multilateral modalities has been a useful strategy for contributing to this broad thematic area. The multilateral projects indicate strong output level results but the sustainability and replicability of these results needs to be monitored in the medium/longer term to assess the net job creation impact.

⁷ IMS is a long-time DAPP partner in Tunisia. The regional Media Cooperation Programme (MCP) under TA3 has been implemented in Tunisia before it became a DAPP focus country in 2011.

Recommendations

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

- *Keep Tunisia as a priority country due to the relatively favourable opportunities for advancing the two strategic objectives of DAPP (reform and dialogue).*
- *Continue to focus on all four thematic areas as they are well aligned to perceived country needs. It is recommended that youth perspectives continue to be strongly mainstreamed throughout the other thematic areas or addressed as a stand-alone theme in future DAPP strategies.*

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

- *Continue to support duty bearers and rights holders such as public institutions, CSOs and the private sector and, where possible, facilitate cooperation between them on identified challenges in order to effectively support reform processes.*
- *Continue to target marginalised areas and demographic groups addressing significant on-going regional economic disparity in Tunisia.*
- *Maintain a high degree of risk willingness to respond to emerging windows of opportunity*
- *Continue to effectively use a mix of modalities of multilateral and bilateral approaches, particularly when addressing macro change such as job creation and reducing unemployment*

On **management and coordination**, the country study recommends ensuring that:

- *Strong coordination of DAPP partners – strategic and secondary – at regular synergy meetings is further consolidated. The DAPP seconde⁸ should participate in these meetings.*
- *Where feasible, SPs prioritise country presence to enhance their local knowledge, deepen relationships with secondary partners and strengthen their ability to react quickly to emerging crises or windows of opportunity.*

⁸ The DAPP includes, at present, six secondments to the World Bank in Washington, the External Action in Brussels as well as to EU Delegations in Egypt, Tunisia and Jordan and Morocco.

1 Introduction to DAPP

This chapter provides the Danish Arab Partnership Programme (DAPP) context for the present country report analysis. Tunisia 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, Egypt and Jordan. Furthermore, an evaluation synthesis report of all findings is available.

DAPP, launched in 2003, is the primary 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 vicissitudes 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 DKK 275 million. The total financial frame for DAPP during the evaluation period (2003-14) amounts to approximately DKK 1.5 billion⁹ as reflected in the figure below.

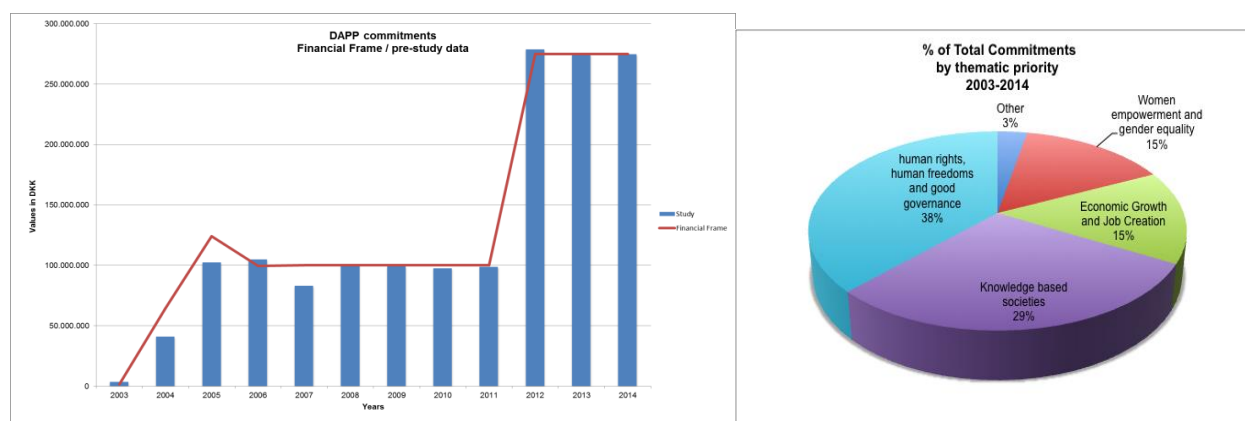


Figure 2: DAPP annual commitments and commitments to thematic areas¹⁰

Taking the 2002 Arab Human Development Report (AHDR) as its point of departure, DAPP funding has been channelled to four thematic areas.¹¹ 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.¹²

⁹ Evaluation Pre-study (2015).

¹⁰ 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.

¹¹ 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.

¹² 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 key modalities: (i) strategic partnerships, (ii) project and programme support and (iii) secondments of experts. The geographical coverage of DAPP has evolved over time. In the evaluation period 2003 to 2014 DAPP has been active in 11 countries in the MENA region, but with varying financial intensity. Key DAPP partner countries in terms of allocation 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 Tunisia are the main source of data informing this country report. These do not constitute the full portfolio of DAPP projects in Tunisia. 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 Tunisia. 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.

2 Country Context Analysis

This chapter analyses the socio-political context in Tunisia as it pertains to DAPP engagement in the country. The section focuses on the state of affairs relating to DAPP's four thematic areas.

After over 50 years of relative stability, the self-immolation of Mohamed Bouazizi in Sidi Bouzid, prompted mainly peaceful protests, starting in the phosphate mining towns but spreading to the entire country, leading in turn to the downfall of the Zine El Abidine Ben Ali regime, and the beginning of the region-wide 'Arab uprisings'. The upheavals in 2011 have been labelled as the 'bread revolutions', the argument being that limitations on political and civil freedoms were bearable as long as the economy is strong and unemployment is low.

Tunisia's transition, and the move toward pluralism has been marred by pockets of violence including the 2013 assassinations of high profile opposition leaders Mohamad Brahmi and Chokri Belaid as well as the attack on a tourist resort in June 2015. These incidents, however, remain infrequent and Tunisia is regarded as the most successful of the post Arab uprising countries.

Before 2011, Tunisia was considered by DAPP as one of the more difficult countries in which to undertake programmes focussing on democracy, human rights and gender equality. After the revolution, DAPP quickly capitalised on opportunities offered by the upheaval to support Tunisia in various areas such as the constitutional process, justice reform, gender equality, the media sector as well as several initiatives supporting economic development. Indeed, the DAPP thematic areas appeared to map easily against the new, yet dynamic national context.

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

Post-independence, Habib Bourghiba, the first president of the Republic of Tunisia (presidential period 1957-1987), established a highly centralised party system increasingly merged with a centralised state apparatus. Zine El Abidine Ben Ali (presidential period 1987-2011) took power in November 1987. Any optimism about this transition within opposition groups were short lived as the *Rassemblement Constitutionnel Democratique*¹³ took every seat in the legislature. The consolidation of power continued until protests broke out across Tunisia in December 2010. The increasing protests led to the ousting of long-term President Ben Ali, and sparked the region-wide ‘Arab Spring’. In October 2011 democratic elections were held for the Constituent Assembly and presidential and parliamentary elections in 2014 resulted in a peaceful handover of power.

The adoption of the January 2014 democratic constitution¹⁴, following a peaceful and inclusive process seeing engagement and dialogue from a wide political spectrum,¹⁵ has marked an increased commitment to good governance, gender equality and the protection of human rights, including adoption of new laws that combat torture. The right to freedom of speech and association, freedom of movement, fair trials, and the right to form political parties are all guaranteed in the constitution. There are over 100 registered political parties in Tunisia. In December 2013, a transitional justice law was adopted, which allowed for the establishment of Special Judicial Chambers to investigate and prosecute former state human rights violations. Furthermore, a Truth and Dignity Commission was established to investigate human rights violations and arbitrate on cases of official corruption.¹⁶

Although Tunisia has come a long way in only four years, the constitution is yet to garner broad trust amongst Tunisians. Many Tunisians are in fact concerned that draconian laws are being reintroduced.¹⁷ Reports confirm that state repression and torture, an integral part of the old regime, still represents a significant challenge in Tunisia today.¹⁸

According to a 2014 survey, 75% considered Tunisia to be a flawed democracy or not a democracy at all with 50% stating that they would rather have a stable and prosperous

¹³ Recently renamed to replace a reference to socialism with one to democracy - (Democratic Constitutional Rally).

¹⁴ 2014 Tunisian Constitution <http://bit.ly/1OI0ItD>

¹⁵ UNDP <http://www.undp.org/content/undp/en/home/presscenter/articles/2014/01/27/new-constitution-a-historic-landmark-on-journey-to-democracy-for-tunisia.html>

¹⁶ Amnesty International Report 2014/15 The State of the World's Human Rights p372 <http://bit.ly/1JdjK8q>

¹⁷ An example of this is a clause in the constitution prohibiting “attacks on the sacred. It is feared that this could be used to limit freedom of speech. Another example is a draft law, banning attacks on armed forces. This has sparked great controversy amongst CSOs in Tunisia as it opens for criminalising the conduct of journalists, whistle-blowers, human rights defenders, and others who criticize the police, and would allow security forces to use deadly force when it is not strictly necessary to protect lives. The law is yet to be voted in parliament (*Draft Law Banning Attacks on Armed Forces*, Agence Tunis Afrique Press <http://bit.ly/11x3jSc>, <https://www.brv.org/news/2015/05/13/tunisia-drop-or-amend-security-bill>)

¹⁸ <http://www.aljazeera.com/programmes/peopleandpower/2015/09/torture-tunisia-150902130506308.html>

Tunisia with an authoritarian government than a democracy that resulted in insecurity.¹⁹ Faith in anti-corruption measures is also low with 66% respondents in a 2013 survey stating that they felt Tunisian political parties were corrupt and 43% recording that they had paid a bribe to the police in the last eight months.²⁰

Thematic Area 2: Women's empowerment and gender equality

In the past 50 years, legislation affecting women has become increasingly progressive with positive amendments to the Personal Status Code, the minimum legal age for marriage set at 18 and the removal of stipulations that women are to obey their husbands. In 2013 Tunisia ranked 48 out of 149 countries in the Gender Inequality Index.²¹

Tunisian women played a crucial role in the revolution, standing alongside men as equals calling for change. Women are represented in parliament, holding 26.7% of seats. Article 21 of the 2014 constitution states that: *"All citizens, male and female, have equal rights and duties, and are equal before the law without any discrimination"* This is the first time in Tunisian history that the sexes have had constitutional equality.²²

Domestic violence has been a criminal offence since 1993. However, many view it as a personal matter and according to a 2011-2012 MICS4 survey, 30.3% of women agreed that wife beating can be justified in certain cases. This indicates that although the law may have progressed there is still work to be done in amending societal acceptance. Violence against women is a frequent problem in Tunisia and has for long been a taboo. This has changed following the revolution and is now recognised and addressed by both state and civil society.²³

Family planning is not an unfamiliar practice in Tunisia and the UN reports that 51.5% of women questioned were using a modern form of contraception. The National Office of the Family and the Population is specifically dedicated to the promotion of reproductive rights and abortion is available on demand.

The disparity between male and female participation in the labour market is stark, with participation of women at 25.1% compared to 70.6% for men, indicating that despite nearly a third of women (32.8%) obtaining secondary education, there remain barriers to economic empowerment beyond ability.²⁴

Thematic Area 3: Knowledge-based societies

At one time a highly restricted sector, the media has changed drastically since the fall of Ben Ali, with an increased number of media outlets. Setting the trend for the other regional uprisings, Facebook and Twitter were used extensively to organise demonstrations and to publicise the revolution in real time.²⁵ However, as with any sector opening up after years of oppression, the skills needed to excel are still limited and Tunisia lacks a cadre of professional journalists.²⁶

¹⁹ International Republican Institute Survey of Tunisia Opinion 2014 <http://bit.ly/1OWrcQn>

²⁰ <http://www.transparency.org/gcb2013/country/?country=tunisia>

²¹ Gender Index <http://bit.ly/1gzVXre>

²² Gender Index <http://bit.ly/1gzVXre>

²³ Evaluation interview.

²⁴ Human Development Report 2014 <http://bit.ly/1DiF5ze>

²⁵ *How Social Media Accelerated Tunisia's Revolution*, Huffington Post 02/13/2011 <http://huff.to/1IRAczi>

²⁶ *Tunisia Media in Transition*, Fatima el-Issawi, The Carnegie Papers July 2012 <http://bit.ly/1M4FOXH>

Freedom House rates Tunisia's media as 'partly free' and with a score of 48 it received the best score of any Arab country in over a decade.²⁷ Articles 31 and 32 of the 2014 constitution provide for freedom of opinion, expression and access to information, stating that 'these freedoms shall not be subject to prior censorship'. A number of organisations have been established to monitor press freedoms, including The National Syndicate of Tunisian Journalists and the Tunis Centre for Press Freedom who, in 2013 recorded 277 assaults against journalists.²⁸ Under the banner of increased security as a response to terrorist attacks, journalists have been questioned and detained by police.²⁹ Some journalists report continued limitations to their access and preferential treatment for state owned media outlets and the international press and salaries are prohibitively low, despite there being a legal minimum wage.³⁰

Literacy rates in Tunisia are high at 79.1 % and primary school enrolment is 99.4%, attendance rates at secondary school remain high at 69% for boys and 77% for girls.

Thematic Area 4: Economic growth and job creation

The Tunisian economy performed consistently well during the 1980's and 90's, with annual GDP growth regularly at 4-5%. However, the Ben Ali regime was characterised by corruption and nepotism, high unemployment rates and regional disparity. By late 2010, just 220 firms pocketed an extraordinary 21% of *all* private sector profits despite the fact that they only represented 3% of private sector output.³¹ Although the Tunisian Penal Code criminalises corruption, it is not robustly enforced.³²

High regional poverty rate disparities remain between coastal areas and the marginalised interior. In 2012, poverty rates in the interior were four times higher than on the coast. Establishing equilibrium will require substantial long-term efforts.

Tunisia's strong economy did not result in significant growth in skilled employment opportunities. Although the labour force grew from under three million in 1994 to four million in 2010 this was mostly low skilled labour that did not appeal to an educated population.³³ There remains a deficit in quality job creation. Unemployment remains at 15.3% and although this is an improvement from 16.7% in 2011 it is still significantly higher than the pre-revolution level of 13%.³⁴

Tunisia operates under a protectionist regulatory framework which limits competition and private investment, notably foreign direct investment. More than half of Tunisia's

²⁷ *Freedom of the Press 2015*, Freedom House <http://bit.ly/1gzWnOa>

²⁸ *Tunisian journalists face intimidation and low wages*, Middle East Eye, 30/04/15.

²⁹ Examples include, political blogger Yassine Ayari who was jailed for six months in March 2015 for defaming the army but was later released after serving half his sentence; Yasmine Ryan a well-known freelance journalist was questioned after a fellow louage (taxi) passenger deemed her conversation suspicious; Wasim Larissi an entertainer, and Muaz Ben Gharbia a TV host were arrested amid claims they had insulted the president (*Tunisia: a return to a police state?* Al Araby al Jadeed, 2/04/15 <http://bit.ly/1hcQEOM>).

³⁰ *Tunisian journalists face intimidation and low wages*, Middle East Eye, 30/04/15 <http://bit.ly/1IRAu9l>

³¹ *Corruption: the Tunisian transitions worst enemy*, Open Democracy, 27/03/15 <http://bit.ly/1D50Ulg>

³² The World Bank estimated that if corruption and nepotism were abolished, Tunisia's growth rate could rise by three percentage points, taking growth above the 4% annual average (*Tunisia's Job Creation*, Jordanian Business, November 2011 <http://bit.ly/1OWs7sc>)

³³ *Tunisia's Job Creation*, Jordanian Business, November 2011 <http://bit.ly/1OWs7sc>

³⁴ <http://www.worldbank.org/en/country/tunisia/overview>

economy is open to only a limited number of firms.³⁵ The economy has suffered as a result of difficulties in the mining and oil and gas sectors and production of phosphate fell from eight million metric tons a year to 2.7 million metric tons in 2012 resulting in losses of USD 1.82 million a day, USD 1.22 billion in 2011 and 2012.³⁶ Although the economy continues to grow in 2014, this is largely due to services, manufacturing and agriculture.³⁷ The prime minister has promised transparency and has announced that he will join the Extractives Industries Transparency Initiative.

Tunisia has also been affected by the Eurozone crisis, with the EU representing 80% of Tunisia's exports and instability on Tunisia's borders and terrorist attacks are likely to reduce confidence from outside investors and tourists.³⁸

3 Analysis of DAPP Results in Tunisia

This chapter analyses and presents findings related to DAPP engagements in Tunisia during the evaluation period. In line with significant DAPP engagements in Tunisia, main emphasis is placed on the period 2011 to 2014. The chapter starts out by giving an overview of the size and scope of DAPP engagements in Tunisia. Thereafter an assessment of results across the four thematic areas is presented. The analysis in the sections below is primarily based on the evaluation of the 10 case projects selected, but will also draw on an assessment of the wider DAPP portfolio in Tunisia.

Interview findings are supported by assessments, project progress reports and reviews. This approach has been chosen to triangulate data collected through the field visits, thus improving the overall quality of available evidence.³⁹

3.1 Funding Overview – Scope and Modalities:

Between 2011 and 2014, the DAPP financial commitments to Tunisia (excluding regional funding) were approximately DKK 94,000,000. This represents approximately 14% of DAPP's total funds allocated for the MENA countries (including regional initiatives) in this period. Project funds were at their peak in 2013 and 2014, mirroring the country's steady reform trajectory, post Arab Spring.⁴⁰

DAPP in Tunisia works across all four thematic areas. The vast majority of DAPP commitments to Tunisia have been in the areas of Economic growth and job creation (58%) and Human rights, human freedoms and good governance (31%). The figure below shows the distribution of commitments between the thematic areas⁴¹:

³⁵ The World Bank has predicted that this lack of competition costs the economy over 2 billion dollars per year, nearly 5% of the wealth of the country (*The Unfinished Revolution. Bringing Opportunity, Good Jobs and Greater Wealth to All Tunisians*. World Bank Group <http://bit.ly/1LY2l6I>).

³⁶ *What Tunisia's phosphate crises says about its state of affairs*, Al Monitor, 29/05/13 <http://bit.ly/1gzXai5>

³⁷ The growth rate in 2014 was 2.4%, (African Economic Outlook, Tunisia <http://bit.ly/1VUuH6G>)

³⁸ CIA World Factbook, Tunisia <http://1.usa.gov/1sFn4UJ>

³⁹ See methodology Annex A.

⁴⁰ Evaluation Pre-study (2015).

⁴¹ The figure does not include commitments to regional projects.

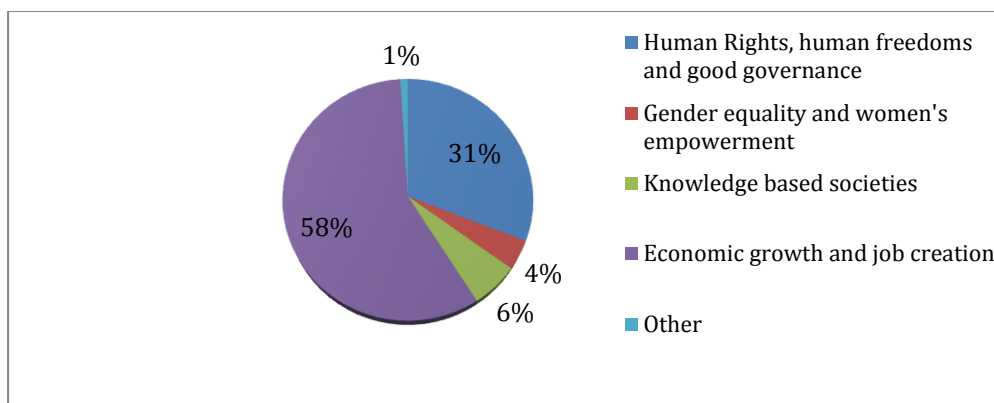


Figure 3: Distribution of commitments to DAPP thematic areas 2011-14

There is no bilateral agreement between Tunisia and Denmark for the implementation of DAPP. DAPP is implemented through three distinct yet interrelated modalities:⁴²

- a) Strategic partnerships between organisations and institutions in Denmark and in Tunisia;
- b) Project and programme support, including direct democratisation assistance and support to economic growth and job creation, implemented either through international organisations, other Danish partners or Tunisian partners;
- c) Secondment of an expert to the EU Delegation to Tunisia.

In the period 2011-2014 almost 48% of total DAPP commitments to Tunisia have been channelled through the direct support for economic growth and job creation (under the modality project and programme support). 30% of commitments went to Danish-Arab (Strategic) partnership projects, 5% to direct democratisation assistance (under the modality project and programme support) and approximately 1% to secondments.⁴³

Currently, nine strategic DAPP partners work in Tunisia.⁴⁴ SPs have shown a holistic approach to their local partnerships, working with government institutions, CSOs and the private sector.⁴⁵ Partners – SPs and non-SPs – receiving the majority of funds include (in descending order): the International Development Centre for Innovative Local Governance (CILG VNGi); the International Labour Organisation (ILO); DIGNITY, Danish Youth Council (DUF); SEGES; the Danish Institute for Human Rights (DIHR).

3.2 Results in the Thematic Areas

The following section analyses and documents DAPP results across the four thematic areas. Details about the objectives and outputs of each case project evaluated can be found in Annex B to this report.

⁴² The concept of implementation modalities was only officially introduced in the DAPP SFD in 2013. However, the evaluation Pre-study (2015) has classified previous interventions according to these modality types.

⁴³ Evaluation Pre-study (2015). App. 16% of total DAPP commitments to Tunisia have not been classified according to implementation modality. The figures do not include regional programmes covering Tunisia.

⁴⁴ Review of the DAPP 2014.

⁴⁵ For a full list of projects and partners working under DAPP in the period 2011-14 see Annex C.

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

*Overview of Key DAPP Contract Holders in Thematic Area 1, 2011-14:*⁴⁶

Value of allocation: DKK 29 million⁴⁷

Strategic partners: DUF, EMHRN, DIGNITY, DIHR,

Others: KADEM, KFUM, UNDP, CILG VNGi, Centre for Humanitarian Dialogue, Danish Red Cross, Cross Cultures Project Association, UNOPS.

Relevance

Tunisia's 2011 revolution opened the door for initiatives and debates on how to address a history of widespread political repression and human rights violations. Tunisians have demonstrated a strong commitment to transitional justice as the country works to increase the adherence to the rule of law and increase the respect for human rights of its citizens. The country study revealed that DAPP interventions implemented in Tunisia generally are aligned well with and relevant to the country context and needs within this Thematic Area (TA). Whereas the projects are targeted at different levels and have been implemented through public authorities, international organisations and CSOs at both national and sub-national levels, it is the evaluation's assessment that all projects evaluated are relevant and contribute to the immediate objectives set up under TA1 and in turn to DAPP's overall strategic objectives.

Achievements and results

The immediate objectives for this thematic area are:

- a) To strengthen processes of democratic transition⁴⁸
- b) To strengthen human rights and to combat torture
- c) To strengthen young people's participation in public life

DAPP results in Tunisia have been most effective in harnessing the momentum of democratic processes that have already been initiated by the host government. The interventions have employed effective top-down and bottom-up approaches to strengthening democratic transition. Ensuring accountable and transparent local governance and linking up with civil society is key to democratic transition. Despite Article 139 of the new constitution arguing clearly for an effective participation of citizens in local development issues⁴⁹, the process of decentralisation remains one of the biggest challenges of the country. This challenge has been addressed in the project "Support for Urban Democratic Governance and Local Economic Development in Tunisia (PAGUDEL)", managed by the International Development Centre for Innovative Local Governance (CILG VNGi). Overall, PAGUDEL supported local governments in their relation and interaction with emergent civil society. It has contributed to preparing municipal governments for greater devolution of authority and also incremental legislative reform, particularly in relation to the decentralisation process, and laws governing municipal elections. 12 local governments benefited from the project.

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

⁴⁷ Evaluation Pre-study (2015).

⁴⁸ 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).

⁴⁹ "Local authorities shall adopt the mechanisms of participatory democracy and the principles of open governance to ensure broader participation by citizens and civil society in the preparation of development programmes and land management and monitoring of their implementation, in accordance with law" (constitution of Tunisia, 2014).

The project further supported government representatives to adopt a new, common strategy on local governance and decentralisation that was incorporated into the new constitution.⁵⁰

At the national level, DAPP has supported the UNDP project: ‘Support to Constitutional, Parliamentary Process and National Dialogue in Tunisia’. The UNDP project has, inter alia, completed trainings of parliamentarians and CSOs, initiated public constitutional dialogue meetings and provided constitutional expertise when requested by the National Constituent Assembly. This initiative is a good example of where *DAPP multilateral initiatives can be reinforced by bilateral interventions*. For example, KVINFO has, through DAPP, supported women’s engagement in the Constitution making process. DIHR has through its regional programme “human rights actors in the MENA region” helped to strengthen the national human rights system enshrined in the new laws⁵¹. A significant result of the DIHR project is the signing of an agreement between the Tunisian Ministry of Justice⁵² (MoJ) and DIHR on trainings in human rights. This is the first of its kind the MoJ has signed and has resulted in increased human rights knowledge in the MoJ, development of a strategy for the MoJ human rights engagements and development of human rights status reports to the UN.⁵³

Interventions to strengthen human rights and combat torture have been well framed around a Human Rights Based Approach. The Tunisian component of DIGNITY’s regional programme, ‘Freedom from Torture – in the Middle East and North Africa’ achieved considerable success in improving capacity of duty bearers and civil society to monitor and respond to instances of torture. This is largely attributed to the carefully nurtured relations with the Tunisian MoJ. A second project also implemented by DIGNITY in Tunisia⁵⁴ achieved positive results in the field of combatting torture through supporting the establishment of NEBRAS, the first rehabilitation institute for torture survivors in Tunisia. A memorandum of understanding (MoU) has now been signed with the Ministry of Health. Another MoU is in preparation with the Ministry of Social Affairs.

DAPP has made a notable contribution to equipping youths with a requisite set of leadership and entrepreneurial skills to prepare them to successfully participate in economic and civic life. The project ‘Future Leaders of the World (FLoW)’ implemented by Danish YMCA Scouts and Les Scouts Tunisiens has emerged out of a long-term partnership. The project has resulted in 75 entrepreneurial training courses with approximately 600 participants – both scouts and non-scouts– and the establishment of 10 companies with 50 ready to be launched.⁵⁵ The partnership has resulted in internal reforms in Les Scouts Tunisiens in terms of new democratic procedures, new statutes and the introduction of election processes. The curriculum also evolved to incorporate a greater focus on youth participation in parliamentary and presidential elections in Tunisia.⁵⁶ However, large outputs (in this instances numbers of youths trained) do not necessarily predicate clear results. The longer-term impact of this programming will be determined on whether the participating

⁵⁰ Interviews and Project Progress Report 2013-2014.

⁵¹ Yet to be adopted by the Assembly of the Representatives of the People.

⁵² Ministry of Human Rights and Transitional Justice (MoHRTJ, 2013); Ministry of Justice, Human Rights and Transitional Justice (MoJHRTJ, 2014).

⁵³ Interviews and Dansk-arabiske partnerskaber i øjenhøjde - Resultater af DAPP 2011-14 (Nov. 2014).

⁵⁴ ‘Freedom from Torture - in the Middle East and North Africa – NEBRAS.

⁵⁵ Interviews and Dansk-arabiske partnerskaber i øjenhøjde - Resultater af DAPP 2011-14 (Nov. 2014).

⁵⁶ Interview.

youth can act as ‘agents of change’ replicating and sustaining progress towards this immediate objective.

Lessons learned:

- Supporting democratic transition, even in countries such as Tunisia that are tangibly moving forward on this trajectory is a long term and non-linear process. Cultural constraints and resistance inside the Tunisian administration remain. Therefore objectives should be tailored accordingly in order to reflect this reality.
- DAPP interventions can be especially effective when a combination of (multilateral and bilateral) interventions work on a common identified goal e.g. support to the Constitution making process.
- Large quantitative output measurements do not predicate clear impact. Iterative and innovative M&E processes also need to measure if youth target groups can act as ‘agents of change’ replicating and sustaining progress towards DAPP intervention objectives.

Thematic Area 2: Women’s Empowerment and Gender Equality

Overview of Key DAPP Contract Holders in Thematic Area 2, 2011-14

Value of allocation: DKK 4 million⁵⁷

Strategic partners: KVINFO, Danish Women’s Council (and Danner and LOKK)

Others: UNFPA, Danner.

Relevance

In recent years Tunisia has made significant progress towards gender equality, extensively amending family and electoral laws, and gradually reducing gender-based discrimination in relation to health, education and employment.⁵⁸ Interventions that support the rollout and implementation of these laws aimed at protecting and advancing gender equality are highly relevant to the Tunisian context.

Achievements and results:

The immediate objectives for this thematic area⁵⁹ 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)

DAPP support for women’s empowerment and gender equality is carried out by 2 strategic partners (KVINFO and The Women’s Council in Denmark, see Annex 3). Activities by KVINFO include support to women’s political participation and engagement in drafting national policies and strategies, as well as advocacy regarding the reflection of women’s rights in the constitution. Tunisian female politicians have visited Denmark at several occasions, taking part in knowledge sharing and dialogue.

DAPP has also supported the participation of women in the constitutional process through a basket fund managed by the UNDP. Several seminars on the sensitization of

⁵⁷ Evaluation Pre-study (2015)

⁵⁸ “Building momentum: women’s empowerment in Tunisia,” (Development Progress, November 2014)

⁵⁹ The evaluation has not sampled any projects that fall directly within this TA in Tunisia.

women and training sessions were organised involving both international and Tunisian expertise. Although it is not possible to precisely single out DAPP attribution, “The new Constitution has been hailed as a landmark document in the Arab region, not only for its progressive approach to religion and the state, but also its strong commitment to human rights and the promotion of gender equality.”⁶⁰ Through CILG VNGi’s PAGUDEL project DAPP has supported actions to increase women’s participation in local governance.⁶¹

Responding to violence against women requires a very sensitive approach that is carefully tailored to specific needs. Activities in the project ‘Combating violence against women in Tunisia’ (implemented by Danner and LOKK) are specifically developed and implemented by the Tunisian partners, while Danner and LOKK support the local partners with facilitation processes and professional expertise. A valuable lesson learned from this project reiterated in numerous interviews is the importance of being physically present in the country of implementation. As noted in a 2014 Danner progress report, “By hiring a consultant based in Tunisia, we are now able to be represented in forums and coordinating meetings for institutions and organisations involved in the field of Gender Based Violence (GBV), and to be updated on the latest developments within this field. This has made it easier to identify new possibilities for cooperation and to support ad hoc activities”.⁶² The project supports cooperation between public authorities and NGOs on issues from Tunisia’s national strategy on GBV. The project has, among other things, resulted in strengthened networking among NGOs working on GBV and contributed to the creation of national minimum standards for the country’s shelters at the Tunisian Ministry for Women and Family (MAFF).⁶³

Thematic Area 3: Knowledge-Based Societies

Overview of Key DAPP contract holders in Thematic Area 3, 2011-14:

Value of allocation: DKK 5 million⁶⁴

Strategic partners: IMS⁶⁵

Others: Fondation Hirondelle.

Relevance

A previous assessment has highlighted that, “the sudden openings in freedom of expression and opportunities for a friendlier media environment in Tunisia coupled with the low capacities and needs of the media stakeholders,” created relevant opportunities to engage with the media in Tunisia.⁶⁶ DAPP has been particularly proactive in seizing these emerging opportunities to enhance press freedoms.

Achievements and results

The immediate objectives for this thematic area are:

⁶⁰<http://www.undp.org/content/brussels/en/home/presscenter/articles/2014/02/14/celebrating-the-first-bloom-of-the-arab-spring-tunisia-adopts-its-new-constitution.html>

⁶¹ Rapport d’avancement PAGUDEL (2014) p. 4.

⁶² Danner Status report (September 2014).

⁶³ <http://www.danner.dk/help-counseling/facts-violence/projects/?lang=en>

⁶⁴ Evaluation Pre-study (2015).

⁶⁵ The regional Media Cooperation Programme (MCP) under TA3 has been implemented in Tunisia before it became a DAPP focus country in 2011.

⁶⁶ Review of International Media Support (IMS): Final Report, (June 2015), p. 53.

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

DAPP has made a clear contribution to promoting a sound legal environment to enhance press freedom. A notable point regarding DAPP's support to independent media is the *ability to identify critical intervention points and be a first mover drawing other donors' support.* International Media Support (IMS) has supported the establishment of The Tunis Centre for Press Freedom (TCPF). The centre aims to document, publicise and investigate attacks on media professionals and violations of journalists' rights. Additionally, IMS has supported two key initiatives: (1) The participation of the TCPF in the discussions on media sector reform and, (2) Training young journalists in various key issues linked to professional ethics.

The evaluation finds that the value added of DAPP has been to support an emerging institute working in a highly sensitive area where few organisations and/or donors initially wanted to engage. According to the IMS completion report, "from the outset, the Tunis Centre played an important role in raising awareness and helping reverse the trend of increasing violence and impunity."⁶⁷ A 2015 assessments indicates that, "achievements have been made with regard to safety specifically TCPF's monitoring unit, in investigating, documenting and publicising cases."⁶⁸

A previous evaluation of DAPP media cooperation concludes that e.g. the quick development of the Media in Transition programme in Tunisia evidenced a quick and flexible response to emerging opportunities and changing contexts following the Arab Spring.⁶⁹ The evaluation identified noteworthy results in building the capacity of the media to *help ensure political accountability.* For example, providing NGOs with valuable tools for monitoring of the elections in Tunisia in 2004-2005. The ensuing election monitoring report became an important source for the formulation of the EU Neighbourhood Policy for Tunisia⁷⁰.

Lessons learned:

- Although responding to a clear window of opportunity, it can be a risky endeavour to invest in a media with low capacity and in an environment unaccustomed to high levels of freedom of expression. However, this risk has been validated by the encouraging results of the programming and the evidence of increasing support from other donors in this intervention area.

Thematic Area 4: Economic Growth and Job Creation

Overview of Key DAPP contract holders in Thematic Area 4, 2011-14:

Value of allocation: DKK 54 million⁷¹

Strategic partners: DI, LO/FTF Council,

⁶⁷ IMS completion report: Media in Transition on project "Tunis Centre for Press Freedom".

⁶⁸ Review of International Media Support (IMS): Final Report, (June 2015), p. 54.

⁶⁹ Evaluation of media cooperation under the DAPP 2005-12 (May 2013), p. 106.

⁷⁰ Evaluation of media cooperation under the DAPP 2005-12 (May 2013), p. 44.

⁷¹ Evaluation Pre-study (2015).

Others: Centre des Jeunes Dirigeants d'Entreprises, World Bank, IFC, ILO, AfDB, SEGES, CILG VNGi.

Relevance

Tunisia is experiencing large economic disparities between different geographic regions. Youth unemployment is also a challenge. Therefore, DAPP interventions that specifically target economically marginalised areas suffering from high rates of unemployment are particularly appropriate.

Achievements and results

The immediate objectives for this thematic area are:

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

The evaluated projects aimed at job creation and lowering unemployment have demonstrated a *demand driven approach and strategies to reach economically marginalised areas and population groups*. The project 'Economic development and job creation in the Tunisian dairy sector' implemented by SEGES⁷² targeted job creation in rural areas. This project (planned for further DAPP funding) capitalised on Denmark's niche in dairy producing technology and resulted in a successful transfer of dairy processing expertise. As with other DAPP projects, exchange visits were an important contributor to enhanced dialogue and communication. However, the broader impact on economic growth and job creation was not immediately apparent at the time of the evaluation given the relatively small number of farmers engaged through the initiative. Another DAPP project implemented by The Centre des Jeunes Dirigeants d'Entreprise specifically aimed to motivate and support unemployed, educated youth to find jobs. According to interviews conducted as part of the evaluation as well as in previous assessments, the 'Wajjahni' web platform was particularly successful in attracting engagement from Tunisian youth seeking livelihoods or career opportunities.⁷³

DAPP has supported a multilateral project implemented by the ILO targeted at job creation and lowering unemployment. The 'Decent jobs in Tunisia' particularly targets vulnerable youth who are at risk of labour market exclusion in the regions of Beja, Jendouba, El Kef and Siliana. Working through ILO has enabled DAPP to build on strong networks and solid relations to key ministries.⁷⁴

In common with the objective of lowering unemployment, promoting micro and small enterprises and entrepreneurs requires substantial resources to generate positive results at scale. DAPP is contributing to a multilateral project implemented by the African Development Bank (AfDB). A unique feature of this project is the Souk At-Tanmia partnership, which is the largest known mobilization of partners in Tunisia gathering 19 international and national partners. According to the mid-term evaluation report (2014), the project has yielded strong outputs such as 71 funded projects, creation of 471 jobs during the first phase of the project and with 33% of beneficiaries being women.⁷⁵

⁷² Formerly, The Danish Knowledge Centre for Agriculture.

⁷³ La réduction du chômage des jeunes diplômés- Projet de sensibilisation PHASE 2 (2013-2014) : Document d'Appui au Projet, p. 6.

⁷⁴ ILO project document (2014).

⁷⁵ <http://www.youth-employment-inventory.org/inventory/view/1197/>

Although these results indicate *strong output level results* the sustainability and replicability of the results should be closely monitored to assess the net creation of jobs.

DAPP has furthermore contributed to social dialogue and labour market reform in Tunisia through the LO/FTF Council's partnership with Union Générale Tunisienne du Travail (UGTT)⁷⁶ and Confederation of Danish Industry (DI) partnership with Union Tunisienne de l'Industrie, du Commerce et de l'Artisanat (UTICA). Despite difficult circumstances, UGTT and UTICA have proved instrumental in Tunisia's reform process. UGTT has ensured inclusion of workers' rights in the constitution and made it an integrated part of the national social dialogue platform. The tripartite agreement in 2013 by the Government, UGTT and UTICA is the first of its kind in Tunisia and is a first step towards designing countrywide solutions and improvements in areas such as labour legislation, industrial relations, and employment policies. Additionally, youth exchange programme between members of Danish and Tunisian and Egyptian trade union organisations have been initiated including study tours to Denmark and Tunisia, thus enhancing dialogue.⁷⁷

Lessons learned:

- In Thematic Area 4, the immediate objectives require substantive technical and financial resources to achieve impact. It is therefore logical that DAPP has engaged in multilateral initiatives to be able to work more at scale. However, bilateral partnerships with a specific focus and target group also play an important part in contributing to results in this thematic area and can contribute with Danish experience and know-how.
- Regional economic disparity remains an ongoing challenge in Tunisia, therefore continued targeting of excluded areas and groups should continue to be an important part of DAPP strategy.

3.3 Programming

Implementation modalities: Tunisian secondary partners, who were interviewed during the evaluation, see the *strategic partnership modality as appropriate and flexible*. It allows them to work on innovative issues, learn from Danish experiences and build up long-term relations without huge administrative or financial constraints. This is viewed as an advantage compared to tender mechanisms and Calls for Proposals used by many other donors in Tunisia.

DAPP engagements through the *Project and programme support modality are generally seen as effective*. Supporting multilateral institutions has given an opportunity to work at scale and enable DAPP to punch above its weight.

In addition to Egypt, Jordan and Brussels (EU HQ), there is a DAPP *secondee* in the political section of the EU Delegation to Tunisia, working as political officer. The secondee is in regular contact with the Danish embassy in Rabat covering Tunisia as well as with the MFA's Tunisia desk. Several stakeholders interviewed during the evaluation requested closer dialogue through regular meetings with the secondee in Tunisia.

⁷⁶ Representing around 500,000 members this is by far the largest confederation in Tunisia.

⁷⁷ LO/FTF Council Annual status report 2014.

Knowledge of DAPP objectives: While most SPs were aware of the objectives and nature of DAPP, several secondary partners and other stakeholders were generally not conversant with the specific objectives and political nature of the programme. Secondary partners to a large extent saw their project as a partnership with the SP around aims that had been agreed upon in the partnership, and not as part of a larger programme. When the objectives were presented and discussed with secondary partners they generally viewed them as relevant, yet very broad and hardly achievable with the level of resources available.

3.4 Partnership and Outreach

Partnership approach: SPs have high flexibility in their choice of secondary partners. SPs and international partners have in general adhered to an inclusive approach to secondary partner selection working with public institutions, CSOs and the private sector.

Joint planning of activities and opportunities to adapt content to local needs are generally adopted by most of the SPs and international partners. There are several cases of great willingness of Danish partners to invest in capacity- and knowledge-building of the secondary partners in their targeted areas. The evaluation saw several cases where systematic complementarities have been searched for to ensure better design of activities and involvement/interaction with other relevant donors.⁷⁸

Long-term commitment: While the short granting periods is not seen as a major problem by SPs, several secondary partners stressed the need for funding periods that correspond to the long-term processes of contributing to reform in sensitive areas. The short term funding periods contributes to an unnecessary stress on the projects and the implementing partners.

Partner coordination: The evaluation notes that there is room for developing stronger mechanisms for coordination and knowledge sharing among local and strategic partners. Secondary partners receiving funding from the same SPs should be aware of each other's work and attempts at creating synergies and partnerships should be encouraged. The recently initiated synergy meetings involving DAPP partners are effective and appreciated among partners.

Permanent presence of SPs: Secondary partners see the permanent staff presence in the country of strategic partners as highly positive and supportive of improving performance and results. Physical presence makes it easier for the secondary partners to engage with the SPs and enhances the SPs local knowledge and ability to react quickly to emerging crises or windows of opportunity.

3.5 Management and Coordination

Donor coordination: Despite the existence of several donor coordination mechanisms with regular participation of the TAO in Tunisia, interviewees have highlighted that there is no real willingness of the Government to take the lead on the coordination. Most of the local stakeholders interviewed were very sceptical about these mechanisms, describing them as “formal” and to a large extent, dysfunctional.

⁷⁸ Interviews.

TAO: All interviewees mentioned the positive role of the DAPP TAO, which includes contribution to donor and partner coordination, facilitates the search for complementarities with other key players working within the thematic areas, and which provides a single point of contact. The DAPP TAO has an overview of the entire DAPP portfolio in Tunisia and is actively contributing to monitoring work.

4 Conclusions

Relevance

The country study finds justification of Tunisia as a relevant country to advance both the reform and dialogue objectives of DAPP because of evidence that Tunisia:

- Since the Arab Spring has showed tangible commitment to democratic transition.
- Has extensively amended and introduced new laws to ensure gender equality and women's rights. There is still a need to rollout and embed these laws in society at large.
- Has generated openings in terms of freedom of expression and opportunities for an increasingly free media environment while also building the capacity of media organisations to adapt to this new context.
- Indicates a growing disparity in economic progress and employment opportunities between different regions – potentially driving future grievances.

The evaluation found that DAPP's strategic objectives remain largely relevant to the current Tunisian context. However, stakeholders felt that they are quite broad and would benefit from being specified further to align to current opportunities and challenges.

DAPP's four thematic intervention areas are all relevant in Tunisia. Working in governance issues such as transitional justice, fighting against torture, gender equality, decentralisation, media freedom and labour market reform is well tailored to Tunisian demands and in line with the Tunisia's own transition agenda.

Contribution towards reform objective

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, the evaluation has found evidence that DAPP interventions in the four thematic areas are making contributions to reform processes in the following key identified areas:

- Harnessing and building on the momentum of democratic processes that have already been initiated by the host government, e.g. constitution processes, combatting torture, election law and gender equality.
- DAPP support to reform processes have borne fruit in terms of enhancing rights holder and duty bearer capacity to monitor and respond to human rights violations and torture.
- DAPP has made a notable contribution to equipping youth with a requisite set of leadership and entrepreneurial skills to prepare them to successfully participate in economic and civic life.

- Contribution to job creation; particularly focused on marginalised geographic areas and population groups.

The evaluation has sought to identify implementation strategies that have led to successful results:

- Combining DAPP multilateral and bilateral initiatives on a targeted intervention can provide greater scope for impact in a discrete intervention area. For example, support to the Constitution making process.
- Taking a risk and responding to a new opportunity, for example in supporting press freedoms, can enable Denmark to be a forerunner for this work and encourage larger international commitment.
- Democratic reform requires mutually supportive interventions and changes at both a national and sub-national level. DAPP has provided this through a combination of the PAGUDEL project and support to the national Constitution process.

Contribution towards dialogue objective

Exchange and dialogue experiences in a number of projects contributed to a better mutual understanding between Danish and Tunisian stakeholders. Cultural exchanges of professionals between Tunisia and Denmark provided platforms to share lessons learnt and best practices in a collegial environment. The dialogue and exchange model is central to many projects implemented by DAPP and proved highly successful in exchanging experiences that have been adapted afterwards to the Tunisia context. Especially younger Tunisian interviewees mentioned the excellent treatment, the generosity, long-term reflection and the positive coaching they received through DAPP.

However, the country study also revealed that there is no clear shared understanding of the specific aims of the dialogue objective and how the DAPP projects collectively contribute to dialogue results in a coordinated fashion.

5 Recommendations

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

- *Keep Tunisia as a priority country due to the relatively favourable opportunities for advancing the two strategic objectives of DAPP (reform and dialogue).*
- *Continue to focus on all four thematic areas as they are well aligned to perceived country needs. Although youth is not a separate thematic area it is recommended that it continues to be strongly mainstreamed throughout the other thematic areas or addressed as a stand-alone theme in future DAPP strategies.*

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

- *Continue to support duty bearers and rights holders such as public institutions, CSOs and the private sector and, where possible, facilitate cooperation between them on identified challenges in order to effectively support reform processes.*
- *Continue to target marginalised areas and demographic groups due to significant on-going regional economic disparity in Tunisia.*
- *Maintain a high degree of risk willingness to respond to emerging windows of opportunity.*
- *Continue to effectively use a mixed modality of multilateral and bilateral approaches, particularly when addressing macro change such as job creation and reducing unemployment.*

On **management and coordination**, the country study recommends ensuring that:

- *Strong coordination of DAPP partners – strategic and secondary – at regular synergy meetings is further consolidated. The DAPP secondee should participate in these meetings.*
- *Where feasible, SPs prioritise country presence to enhance their local knowledge, deepen relationships with secondary partners and strengthen their ability to react quickly to emerging crises or windows of opportunity.*

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. With the exception of a few minor engagements, proper DAPP engagements in Tunisia started in 2011. 2011-14 is thus the main focus of this country study. 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 Egypt⁷⁹. These countries represent some of the largest programmatically and anchor significant country-specific and regional engagements.

Data Collection and Analysis – Tunisia

The Tunisia evaluation team allocated 15 working days for the field research. Field research took place between May 10 and May 23, 2015. The team's North Africa Regional Expert carried out the assessment in Tunisia, 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 programme 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 TOC "light" presented in the DAPP Programme Document⁸⁰.

⁷⁹ 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.

⁸⁰ Programme Document, pp.12-13.

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 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*⁸¹ – 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.

Below is a list of interviews and lessons learned workshop conducted:

Interviews and lessons learned workshop

Organisations interviewed

DAPP Tunisia

EU Delegation to Tunisia

UNDP

Embassy Switzerland

Embassy of Finland

Consulate of Norway

ILO

CILG VNGi

Euro-Mediterranean Human Rights Network (EMHRN) – Tunis

Euro-Mediterranean Human Rights Foundation (EMHRF) Tunis

Danish Institute Against Torture – DIGNITY

Ministry of Interior

Ministry of Women, Family and Children

Ministry of Vocational Training and Employment

Ministry of Sport and Youth

Municipality of Beja

⁸¹ The surveys are not country specific and have as such not been used in the country evaluations but rather in the final synthesis report.

North Central Dairy – Group Delice "Boussalem"
Ministry of Foreign Affairs
Tunisian Institute for Rehabilitation of Torture Survivors – IRST
Tunis Centre for Press Freedom – TCPF
The Tunisian Scouts
Centre des Jeunes Dirigeants d'Enterprise

Focus group interviews

Office d'Elevage et Patûrage (OEP)
Ministry of Justice
<u>CSOs in Béja governorate</u>
Conseil des Jeunes Leaders
Association Béja Lovers
Association Renouveau et Appartenance,
Association des Patriotes Libres
Association Jeunes artistiques
Association créativité et Art
Association Nationale de créativité dans l'Industrie Artisanale

Lessons learned workshop and ToC seminar

Head of DAPP office
DAPP Administrative assistant
Dignity
LO/FTF Council
Danner/Women's Council
EMHRF
DIHR
CILG VNGi
UNDP
MFA/DAPP Team leader (Skype)

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 study do not constitute the full portfolio of DAPP projects in Tunisia. (A comprehensive list of DAPP projects 2011-2014 can be found in Annex 3). 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 Tunisia. The analysis also draws on projects outside of

10 sampled case projects to underline specific findings. The list below gives an overview of the 10 projects sampled for the Tunisia evaluation:

Table of Case Projects Tunisia

Project Title	Contract holder/ Partner(s)	Period
Freedom from Torture - in the Middle East and North Africa (Project A) – Collaboration with Ministry of Justice	DIGNITY, Ministry of Justice, La Ligue Tunisienne des Droits de l'Homme, OCTT, NEBRAS and other civil society organisations.	2013-2015
Freedom from Torture - in the Middle East and North Africa (Project B) – Rehabilitation project with NEBRAS	DIGNITY, Ministry of Justice, La Ligue Tunisienne des Droits de l'Homme, OCTT, NEBRAS and other civil society organisations.	2013-2016
Urban Democratic Governance and Local Economic Development in Tunisia (PAGUDEL)	CILG VNGi, Local government and civil society in 12 municipalities/Ministry of Interior/Ministry of Employment/ Ministry of Regional Development/Ministry of Women's Affairs.	2013-2015
Tunis Centre for Press Freedom	International Media Support (IMS)	2013-2015
Reduction of unemployment of educated youth – pilot project aiming at motivation and job search	Centre des Jeunes Dirigeants d'Enterprise, Ministry of employment, Television Tunisienne, private TV channels and other	2012-2013
Youth and Volunteers as agents of change in the Middle East – Future leaders of the World	Danish YMCA scouts (KFUM), Les Scouts Tunisiens	2012-2014
Economic development and job creation in the Tunisian Dairy Sector	SEGES, Office d'Elevage et des Pâturages Beja/Tunisian Ministry of Agriculture.	2013-2015
Decent jobs in Tunisia	ILO	2014-2016
Support to the Constitution process in Tunisia	UNDP	2012-2015
Facilitating and supporting development of a strong civil society that can build democratic institutions	EMHRN	2014-2015

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.

The team benefited throughout from the valuable support of Head of the DAPP office in Tunis and her administrative assistant.

Annex B: Objectives and outputs of sampled projects

I. Freedom from Torture – in the Middle East and North Africa (Project A) – Collaboration with Ministry of Justice

Contract Holder	Years Active	Objective	Thematic Area(s)	Implementation Modality
DIGNITY-Danish Institute Against Torture	2013-2015	To strengthen human rights and combat torture	Human rights, human freedoms and good governance	Partnerships Denmark/MENA

This component of the regional “Freedom from Torture” project aimed to strengthen ties between Denmark and the Tunisian government to jointly address human rights issues by empowering national institutions to prevent, identify, and mitigate instances of torture. DAPP aimed to achieve this through funding of a collaborative partnership between the Danish Institute Against Torture (DIGNITY) and the Ministry of Justice (MoJ) in order to develop concrete mechanisms within the ministry to create awareness of abuses, establish preventative legislation, and provide legal support to victims.⁸²

At the regional level, objectives include:

- Independent systems of regular monitoring of places of detention with civil society organisations;
- Criminal justice institutions (prosecution and prison services) will take preliminary steps to prevent and investigate acts of torture and ill-treatment;
- Victims of torture will have their cases documented and referred to rehabilitation and redress;
- Rehabilitation services are improving the situation of victims of torture.⁸³

In January 2013, the MoJ and DIGNITY signed an agreement and began working together to track cases of torture. The main purpose of the project has been to contribute to the elaboration by the Ministry of Justice of concrete mechanisms and tools for monitoring and fighting torture cases in Tunisia. In Tunisia, five areas were identified as priority points for intervention:

1. Development of a standardised framework through which to identify and diagnose instances of torture either reported or investigated through the MoJ;
2. Planning and organisation of high level seminars and forums in which to develop and establish a joint work plan that set out concrete steps to address torture and related human rights abuses in Tunisia;
3. Design and development of a standardised guide for relevant judges and prosecutors within the MoJ documentation and investigation tools;

⁸² Project Rolling Plan 2015-2017.

⁸³ <http://um.dk/en/~media/UM/English-site/Documents/Danida/About-Danida/Danida%20transparency/Documents/Grant%20committee/2013/Ext%20doc/DAI%20REV.pdf>

4. Development and delivery of training courses (including Training of Trainers) for all magistrates to enhance their understanding of the “fight against torture” and tools available;
5. Establishment of a national registry for the revealed cases of torture.⁸⁴

Key Outputs

Training of trainers courses for more than 140 judges were conducted and the project facilitated an adoption of best practices around torture prevention.⁸⁵

The project organised roundtable discussions and consultations to feed into the creation of a trilingual (English, French, Arabic) formal guide for the identification of torture, which was circulated among relevant ministerial bodies involved in processing alleged cases of torture. The project organised roundtables in Tunis, Sousse, and Sfax, in particular to discuss and consult on how to develop the guide; more than 60 judges participated.⁸⁶

Moreover, a national team of civil society representatives and counterparts within the MoJ, with expertise in relation to prevention of torture, was created to monitor and investigate cases where instances of torture had been reported.⁸⁷

The project further organised international seminars with European partners and relevant ministries to present the guide, and designed a training course to train trainers - of seven scheduled trainings five were conducted in Sousse (2), Sfax, Tozeur, Hammamet, and Tunis. The trainings were given in Arabic and also followed-up with additional support as well as carefully tracked through post-training reporting.⁸⁸

Additionally, a national register of cases of torture, reporting in detail activities and making available concrete statistics, was developed. In light of this, recommendations for legislative amendments to the penal code linked to the prevention of torture in Tunisia were submitted.

The project was in coordination with other relevant donors including the EU, and other anti-torture international actors such as World Organisation Against Torture (OMCT) and Actions by Christians Against Torture (ACAT).

II. Freedom from Torture - in the Middle East and North Africa (Project B) – Rehabilitation project with NEBRAS.

Contract Holder	Years Active	Objective	Thematic Area(s)	Implementation Modality
DIGNITY – Danish Institute Against Torture	03/2015-03/2016	To strengthen human rights and combat torture	Human rights, human freedoms and good governance	Partnerships Denmark/MENA

⁸⁴ Project Rolling Plan 2015-2017.

⁸⁵ Interview, 20/05/2015.

⁸⁶ Interview, 12/05/2015.

⁸⁷ Interview, 12/05/2015.

⁸⁸ Interview, 12/05/2015.

This project originated when DIGNITY implemented a pilot intervention in 2012, in collaboration with several civil society activists and professionals in the health sector. During this pilot period an assessment of local needs was made in order to define a suitable model of rehabilitation for Tunisia.

The project supported the creation and management of the NEBRAS centre to treat Tunisian and Libyan survivors of torture. The establishment and management of NEBRAS (in which Ministry of Public Health (MoH) became the primary service provider) was guided by collaborative partnerships and based on dialogue and consultations between MoH, DIGNITY and the Tunisian Institute of Rehabilitation of Survivors of Torture (IRST).

Additionally, the project adopted a participatory approach to consult partners and adopt final decisions on initiating activities.

The project implemented a skills training programme for NEBRAS staff to participate in treatment of survivors of torture. This training (located in Jordan) enabled participants to implement a specific method called “the narrative exposé therapy”.⁸⁹ NEBRAS staff participated in the rehabilitation of victims of the terrorist operation in the Bardo Museum in March 2015.⁹⁰

Additionally, NEBRAS staff went on exchange visits to similar centres in Denmark, and received support from experts from the MENA region. Today, NEBRAS is recognized as a unique rehabilitation institute in Tunisia and has signed a convention with the MoH.

III. Urban Democratic Governance and Local Economic Development in Tunisia (PAGUDEL)

Contract Holder	Years Active	Objective	Thematic Area(s)	Implementation Modality
International Development Centre for Innovative Local Governance (CILG VNGi)	2013-2015	To strengthen processes of democratic transition	Human rights, human freedoms and good governance	Project and programme support – Direct Democratisation Assistance

The project is intended to support (interim or emergent) local governments in their relations and interaction with emergent civil society. The project pays special attention to female and young (interim) administrators, councillors, and staff in support actions such as coaching and mentoring.

⁸⁹ "The narrative exposé therapy" is an evidence-based approach for the treatment of trauma-related psychological disorders. Given its focus on the autobiographical elaboration of traumatic experiences, it is particularly suited for populations affected by multiple and continuous traumatic experiences. It has been developed as a standardised, short-term approach.

⁹⁰ Interview, 16-21/05/2015.

The PAGUDEL aims to achieve five key objectives:

1. Capacity building of municipalities in terms of urban democratic governance;
2. Capacity building of municipalities in terms of local economic development favouring job creation;
3. Capacity building of local civil society associations in terms of support to democratic transition, gender equality and youth participation;
4. The support to decentralisation and democratic transition;
5. The strengthening of cross-border Tunisian-Libyan cooperation.⁹¹

The project also supported learning and dialogue between Tunisian and Libyan local governments in the border area. Two activities are to be reached by this cooperation:

1. Allow the exchange between cities in which similar situations are met (as the emancipation of the civil society and the need for participation processes);
2. Allow a know-how transmission, in particular in the domains of management of the urban services.

Key outputs

12 local governments in Tunisia, alongside relevant national-level institutions, benefitted from the project while numerous trainings were provided to municipal officials and to civil society representatives, in e.g.: i) Delivery and facilitation, ii) Conflict management, iii) Strategic urban planning, iv) Crisis management and v) Project management.⁹² All participating towns were engaged in small projects, dealing with participation and communication, basic services, local security, or the facilitation by local authorities of local economic development.

Periodic meetings were held with key institutional actors and municipalities who worked together on support arrangements to decentralisation and the national dialogue.⁹³ The programme organised two regional workshops on strategic planning and institutional strengthening of associations for the North West and West Central regions. Both workshops were attended by members of the executive offices of the partner associations and targeted actors working on issues of gender equality and participation, and the strengthening of local democratic institutions. Regional training workshops around youth participation and citizenship were held in 12 of the intervention cities.⁹⁴

The regular workshops and seminars assisted government representatives to adopt a new common strategy on local governance and decentralisation reform that were incorporated into the new constitution.⁹⁵

Working sessions were also held to focus on the future projects and explore possibilities of further support, including the establishment of a participatory budgeting process at the local level.⁹⁶ A financing plan for civil society was formulated in collaboration with

⁹¹ CILG VNGi Progress Report February 2014.

⁹² Interview, 12/05/2015.

⁹³ Interview, 18/05/2015.

⁹⁴ Project Progress Report 2013-2014.

⁹⁵ Interview, 12/05/2015.

⁹⁶ Interview, 18/05/2015.

NGOs and other actors of civil society and women in an attempt to encourage the discussion of the Electoral Code with citizens.

The project facilitated Tunisian-Libyan border cooperation through the development of communication platforms and forums for engagement. The creation of a steering committee between Libyan and Tunisian towns was supported. This decision was taken in consultation between municipalities and the CILG VNGi.⁹⁷

IV. Facilitating and supporting development of a strong civil society that can build democratic institutions

Contract Holder	Years Active	Objective	Thematic Area(s)	Implementation Modality
Euro-Mediterranean Human Rights Network (EMHRN)	2014-2015	To strengthen human rights	Human rights, human freedoms and good governance	Partnerships EMHRN/ Tunisian civil society organisations

EMHRN is working to promote and protect Human Rights and Democratisation in the South and East Mediterranean Region. The general objective of this program, in Tunisia, is the promotion of a vibrant civil society in all governorates/regions of Tunisia capable to influence human rights agendas at national side and act on the international level. EMHRN is stressing that civil society organisations and defenders are key actors in guaranteeing respect for fundamental rights and creating spaces for dialogue that are conducive to the implementation of democratic reforms in their countries, and their actions prove to be crucial for building and maintaining the rule of law, especially in Tunisia.⁹⁸

The specific objectives are to facilitate capacity building of Tunisian human rights organisations and networking among these while monitoring the human rights situation in the country; as well as to establish working links to regional/international organisations and bodies.⁹⁹

The activities include conducting regular human rights and capacity building activities for emerging CSOs;

- Continue focusing support on women, youth groups and the marginalised regions of the country;
- Facilitate networking among Tunisian associations including in monitoring the human rights situation in Tunisia;
- Develop interfaces between Tunisian and European institutions, including the strengthening of Tunisian civil society capacity to bring human rights concerns to the attention of the EU and other international bodies when relevant;
- Provide financial support to reinforce networking and advocacy efforts of emerging CSOs, acting mainly in remote areas, to raise awareness about respect of human rights at the grassroots level and to promote constitutional, legislative

⁹⁷ Interview, 12/05/2015.

⁹⁸ 104.Arabiske Lande.6-17 20140901 Short_narrative_EMHRN-EMHRE_Final.

⁹⁹ 104.Arabiske Lande.6-17 20140901 Short_narrative_EMHRN-EMHRE_Final.

and institutional reforms as well as dialogue initiatives in the field of human rights at the national level.

V. Youth and Volunteers as agents of change in the Middle East - Future Leaders of the World.

Contract Holder	Years Active	Objective	Thematic Area(s)	Implementation Modality
Danish Youth Council (DUF) (KFUM)	2012-2014	To enhance the leadership and dialogue skills of young Tunisians	Human rights, human freedoms and good governance	Partnerships Denmark/MENA

Future Leaders of the World (FLoW) was established to contribute to the process of democratisation. The initiative emerged out of a protracted partnership between the Danish YMCA Scouts and Les Scouts Tunisiens who had collaborated on previous activities.

The intervention aimed at:

- strengthening a spirit of entrepreneurship
- enhancing the leadership and dialogue skills of young Tunisians
- strengthening young people's participation in public life

The project involved strengthened capacity of youth to participate in formal and informal decision making processes as well as provide a platform for them to establish their own private enterprises.

The activities implemented by the project were primarily directed toward skills training and training of trainer courses. Additionally, there was a specific focus on advocacy and business creation and management. Members of the Scouts, as well as non-members, were invited to join the programme and decision makers chose to include individuals from rural and urban areas in the north and south of the country.¹⁰⁰

Key output

The first activities began in July 2008 and ultimately led to the creation of an exchange programme in 2012 that has enabled over 200 Tunisian youth to receive training in Denmark.

Over 600 individuals were trained in leadership, entrepreneurial skills and communication methods with the aim to enable them to build their own businesses and make a difference in their society.

The curriculum also evolved to incorporate a greater focus on youth participation in parliamentary and presidential elections in Tunisia. The DAPP, UNDP and EU are now the primary supporter of the Tunisian scouts.¹⁰¹

¹⁰⁰ Project Rolling Plan.

¹⁰¹ Interview, 19/05/2015.

VI. Support to the constitution process in Tunisia.

Contract Holder	Years Active	Objective	Thematic Area(s)	Implementation Modality
UNDP	2012-2015	To strengthen processes of democratic transition	Human rights, human freedoms and good governance	Project and programme support - Direct Democratisation Assistance

The main objective of this project is to obtain a widely accepted Constitution reinforcing the legitimacy of state institutions.

The project was financed through a multi-donor basket fund managed by the UNDP, which allows the international community to jointly support a highly political and sensitive area such as the constitutional process.

The activities consist of capacity building of the Assembly's secretariat, transfer of expertise to the assembly members, and training and technical advocacy to reinforce skills of collaboration with other key actors in particular media institutions and CSOs.

During the course of 2012 and 2013, UNDP supported a dialogue process between the members of the National Constituent Assembly (NCA) citizens, and civil society organisations across the country. The project supported significantly the work of a working group established by the NCA, with the mandate of engaging with citizens and civil society. This group led the consultation process on the Constitution, through hearings with (i) civil society organisations, (ii) youth and (iii) citizens across the country. Six Constitutional commissions were created within the NCA in February 2012 and assigned to draw up the draft of the new Constitution.¹⁰² In January 2014 the constitution was approved.

VII. Tunis Centre for Press Freedom (CTLP)

Contract Holder	Years Active	Objective	Thematic Area(s)	Implementation Modality
International Media Support (IMS)	2013-2015	To strengthen quality and independent media	Knowledge-based societies	Partnerships Denmark/MENA

The Tunis Centre for Press Freedom (CTLP) aims to support the establishment of a sound legal environment for the media. The main ambition is to support a legal framework that protects and promotes free, independent and strong media in Tunisia, as well as to train journalists, particularly the young and female journalists from the interior regions.

CTLP investigates, documents and publicises attacks on media professionals and violations of journalists' rights. Besides that, the project has also supported i) the participation of the CTLP in the process of elaboration of the media sector reform; and ii) training of young journalists in various key issues linked to the professional ethic.

¹⁰² Annual Progress Report 2013.pdf.

Key outputs

One of the first activities undertaken by the CTLP in August 2012 was the organisation of a workshop on ethical media practices. As both the CTLP and IMS are members of the IFEX network of organisations united by a common determination to defend and promote freedom of expression, this was a core component of the activities undertaken with DAPP support.¹⁰³

The project supported the establishment of an observation unit to identify and document cases of abuse against individuals working in the Tunisian media sector as well as a legal forum in which those targeted could avail legal advice and support from qualified lawyers.

CTLP trained 14 journalists in how to observe and document cases of media abuse and persecution. Project reports highlight that between October 2013 and December 2014, the unit documented 333 violations against journalists in Tunisia. Of these abuses, 58% were recorded in Tunis alone.¹⁰⁴

The CTLP acted as conduit to communicate the concerns and perspectives held by Tunisian journalists on national press freedoms. The project developed a questionnaire to collect and consolidate feedback from a thousand journalists from multiple sectors. Their views were then shared with legislators as a relevant critique of the existing laws and proposed amendments.¹⁰⁵ The Ministry of Information has adopted suggestions for greater press freedom advocated for by the CTLP.¹⁰⁶

CTLP contributed to the creation of a cadre of lawyers to defend journalists who were victims of abuse. This committee receives periodic legal training in order to council journalists about their rights and provisions as part of decree 2011-115/116 and give advice on how to argue their case.

CTLP in partnership with IMS was engaged in regional cooperation as part of DAPP funded activities. In Egypt the CTLP worked closely with the Union of Egyptian Journalists on regulation issues and sent 20 Tunisian journalists to participate in a joint training in Cairo focusing on regional issues impacting press freedom. In Libya the CTLP collaborated with the Libyan Press Institute on similar thematic areas, leveraging its experience from its work inside Tunisia.¹⁰⁷

VIII. Reduction of unemployment of educated youth – pilot project aiming at motivation and job search.

Contract Holder	Years Active	Objective	Thematic Area(s)	Implementation Modality
Centre des Jeunes Dirigeants d'Entreprise (CJD)	2012-2015	To create jobs and lower youth unemployment	Economic growth and job creation	Project and programme support

¹⁰³ Interview, 19/05/2015.

¹⁰⁴ CTLP Final Narrative Report 2015.

¹⁰⁵ CTLP Final Narrative Report 2015.

¹⁰⁶ Interview, 19/05/2015.

¹⁰⁷ Interview, 19/05/2015.

The project seeks to implement an innovative approach to reducing unemployment. Implementation began in November 2012 and gained funding to undertake a second phase (Phase II) on the basis of achievements realised during the first iteration. The Wajjahni.com platform is developed in 2013 through a partnership formed between the CJD and the Ministry of Employment. The project was youth led and implemented by CJD, with the subcontractor 'New Age' (a communication company) who designed a website and online TV mechanism.¹⁰⁸

The platform's main objectives are to:

- Help and support young people to find their career path;
- Guide entrepreneurs in the creation of their own businesses;
- Work as a "laboratory" for establishment of partnership projects;
- Allow quick and easy access to information through a dynamic web portal and intuitive multisite.

The project consists of three main components:

- Television vignettes on employment and entrepreneurship based on evidence produced in the various governorates of Tunisia and broadcasted free on the Tunisian national channels Al Wataniya and private television channels;
- An integrated web site featuring a video library of testimonials that were distributed, along with a description of responsibilities, links to support programs and vocational training as well as support tools;
- Media and public relations activities to enhance the visibility of the content of television vignettes and website and ensure greater project scope.¹⁰⁹

IX. Economic development and job creation in the Tunisian dairy sector.

Contract Holder	Years Active	Objective	Thematic Area(s)	Implementation Modality
SEGES (The Danish Knowledge Centre for Agriculture)	2013-2015	To create jobs and lower unemployment	Economic growth and job creation	Project and programme support

The project supported improvements in the production and supply chain of milk in the Beja Governorate located in north western Tunisia. The activities were intended to specifically target farmers in disadvantaged and low economic production areas of the country. In order to implement the project, the Danish Knowledge Centre for Agriculture (SEGES) partnered directly with Office d'Elevage et Patûrage housed within the Ministry of Agriculture (MoA).

Sub-objectives include:

¹⁰⁸ Project Document phase II.

¹⁰⁹ Project Document phase II.

- Increased clean milk production of improved hygienic quality at small and medium sized farms for increased profitability;
- Improved collection and preservation of the collected milk until delivery to the processing plant;
- Improved quality management and better contact with dairy farmers/collection centres for payment according to quality;
- Increased and improved institutional and organisational interaction and support to progressive development of dairy value chain from farmer to marketing and consumer.¹¹⁰

Key Outputs

Visits by Tunisian farmers to Denmark represented a key element of the partnership enabling Tunisian farmers to attend skills training workshops and receive support to the development of individual business plans.

The project supported improvements to agricultural infrastructure such as testing laboratories, collection mechanisms and storage facilities.

Other activities were innovation workshops for agricultural personnel as well as established connections with other sources of funding such as GIZ, FAO and the Inter-Arabe Institution of Micro-finance (ENDA) for farmers to finance their business plans more sustainably. Consequently, a value chain forum was created, chaired and facilitated by a SEGES coordinator, in order to promote regular meetings of key stakeholders within the Tunisian dairy production sector in the Governorate.¹¹¹

X. Decent jobs in Tunisia

Contract Holder	Years Active	Objective	Thematic Area(s)	Implementation Modality
International Labour Organisation (ILO)	2014-2016	To create jobs and lower unemployment	Economic growth and job creation	Partnerships ILO/Government agencies/Private sector.

The main objective of the project is to contribute to increased productive employment and decent work opportunities for young women and men in Tunisia, particularly targeting vulnerable youth facing compounding labour market challenges and risk of labour market exclusion. The project seeks to support new actors especially among young graduates to establish their own income generating activities at levels governorate of Beja, of Jendouba, of El Kef and of Siliana.

There are two linked immediate objectives:

1. Labour market institutions and the social partners design and deliver relevant policies and services for youth employment;
2. Vulnerability of youth in the labour market is reduced through employability and job creation programmes in three targeted governorates.

¹¹⁰ Project Document phase II.

¹¹¹ Interview, 11/05/2015.

There are two strategic axes: i) expertise for employment in Tunisia, and ii) Create employment by value chain in the Tunisian northwest, through the application of ILO operational tools such as Starting my own small business and Labour-intensive approach. The project supports local authorities, social partners and civil society, to identify and address short- to medium-term challenges and opportunities for youth employment promotion. The project aims to pursue institutionalisation of youth employment promotion within the local administration's strategic plans and public financing through decentralised local resources.

The social partners and other key civil society stakeholders will be engaged in these processes. More efficient and systematic interactions between local and national policy levels will be supported and capacities built accordingly, at national and local levels. The preparation of a National Action Plan on Youth Employment will allow institutionalising these efforts. The National Employment Strategy will be the springboard for this work.¹¹²

¹¹² Project Document.

Annex C: Overview of key implementing partners in Tunisia 2011 to 2014

Thematic areas	Title of Programme	Description of activities in Tunisia	Grant-holder	Danish and Tunisian partners	Regions
Human rights, human freedoms and good governance	Youth and Volunteers as agents of change in the Middle East - Future leaders of the World	Regional programme with one specific project in Tunisia: Future Leaders of the World, a collaboration between the Danish YMCA scouts and Tunisian scouts.	Danish Youth Council (DUF)	Danish YMCA, Les Tunisian Scouts.	Urban and rural parts of the country.
	Promoting and Protecting Human Rights and Democratization in the South and East Mediterranean Region.	The general objective of the program in Tunisia is the promotion of a vibrant civil society in all regions of Tunisia capable of influencing national human rights' agendas and act on the international level	EMHRN	Tunisian civil society organisations	Tunis + most regions
	Freedom from Torture - in the Middle East and North Africa.	1) To support the establishing of a civil society mechanism for monitoring places of detention and to build the capacity of civil society organisations. 2) To build the capacity of Public Prosecution: to raise awareness and develop skills within the public prosecution to document and investigate acts of torture and/or to reduce the excessive use of pre-trial detention, hereby reducing the risk of torture and ill-treatment. 3) To build the	DIGNITY – Danish Institute Against Torture	Ministry of Justice, La Ligue Tunisienne des Droits de l'Homme, OCTT, NEBRAS and other civil society organisations.	Tunis

	capacity of civil society in order to ensure that cases of torture are properly documented and that redress are pursued in the judicial system. 4) Partnerships in rehabilitation: to establish rehabilitation services that are supported by broader partnerships in the community/country.			
Support to Constitutional Building Process in Tunisia	The main objective of the project is to obtain a widely accepted Constitution reinforcing the legitimacy of state institutions. The activities consist of capacity building of the Assembly secretariat, transfer of expertise to the assembly members and training and technical advocacy to partner structures incl. media-institutions and CSOs.	KADEM	KADEM is collaborating with the ANC and the UNDP	Tunis
Appui au Processus Constitutionnel et Parlementaire et au Dialogue National en Tunisie	The overall objective of the project is to support the Constituent Assembly and the constitutional process incl. the reinforcement of the support and contribution of citizens and in particular young citizens to the democratic transition through transparent processes of political representation and inclusive dialogue with respect for	UNDP	Nat Const. Ass/Tunisian CSOs/ Danish Parliament and others	Tunis and all governorates

	gender equality.			
Consolidating the democratic transition in Tunisia: Support to the Tunisian Parliament	The intervention aims to support Tunisia's parliament in its central role in the implementation of the country's new democratic constitution so that the principles enshrined in the constitution are realised within an accountable, responsive, and transparent governance system.	UNDP	The Danish Parliament	Tunis and all governorates
Urban Democratic Governance and Local Economic Development in Tunisia (PAGUDEL)	The project addresses the needs of the local communities and civil society associations in support of the process of democratic transition, decentralisation and local economic development. The project will assist 12 municipalities and civil society in the following areas: Democratic urban governance, local economic development, decentralization processes, peace and stability, establishment of a favourable election climate, gender equality and youth, crisis management and proximity with the citizens.	CILG VNGi	Local government and civil society in 12 municipalities/ Ministry of Interior, Ministry of Employment/ Ministry of Regional Development/Ministry of Women's Affairs.	Tunis, Sidi Bouzid, Regueb, El Kef, Kasserin, Sers, Siliana, Thala, Medenine Dhehiba, Gabes, Ben Guerdane
Prevention, mediation and resolution of political conflicts in Tunisia	The HD Centre facilitates discussions between key political actors to tackle potentially conflict inducing issues in a protected, non-public space.	Centre for Humanitarian Dialogue	Tunisian political parties	Primarily Tunis
Youth and	The project focuses	Danish Red	Tunisian Red Crescent	Tunis and

Volunteers as Agents of Change in the Mena Region	on strengthening civil society and provides youth with opportunities and capacities to be active citizens in their local and national community. This requires creation of spaces for youth to engage in civil society that gives youth experience with democratic organisations, participation in decision-making, cooperation and deliberation.	Cross		different Tunisian Red Crescent governorates
The Future Sports Education Tunisia	The project aims at enhancing a democratic governance structure within the sport-for-all sector, which are advocating, promoting, training and facilitating network activities for young women and men all over Tunisia. The project will introduce and implement The Future Sports Leadership Education and encourage the formation of minimum 24 youth associations inspired by 'the Danish association model' that are driven by young leaders and that are organising sport-for-all and other social activities for children and youth in local communities on a day-to-day basis. The project also facilitates network and joined activities between youth-sport-for-all	Cross Cultures Project Association (CCPA)	Dansk Idrætsforbund, Federation Tunisa, Tunisian Ministry of Culture, Youth and Sport	All regions

		programs in Tunisia and Denmark.			
	Human rights actors in the MENA region - Tunisia	Regional project contributing to support for national human rights institutions	DIHR	Ministry of Human Rights and Transitional Justice	Tunis
Women's empowerment and gender equality	Women's Societal Empowerment - A Path to Gender Equality.	1) Gender Research and Documentation. 2) Political Empowerment. 3) Economic Empowerment.	KVINFO	Danish School of Design, CREDIF, Tunisian Association for Management and Social Stability (TAMSS), Ligue des Electricites Tunisiennes (LET), Association de Soutien à l'auto-développement (ASAD), Association des Femmes Artisanes (AFA)	Tunis, Menzel Bourguiba, El Kef, Kairouan, Sfax.
	Promotion of initiatives to combat Violence Against Women in MENA and Denmark.	1) Promotion of awareness raising initiatives and advocacy in cooperation with local actors. 2) Capacity building of women shelters and organisations providing support to and empowerment of victims of VAW. 3) Establishment of new and innovative support services (treatment, hotlines etc.) adjusted to the local circumstances and needs of local women.	Danish Women's Council	Danner, Danish Federation of Shelters for Women (LOKK), governmental and civil society partners in Tunisia.	Tunis, Le Kef, Gafsa and other regions.
	Domestic Violence in Tunisia	The development objective of project is: to prevent and combat Violence against Women (VAW) through sustainable networks and institutions The immediate objectives of the program are: ▪ Strengthening the preparedness for handling VAW in public and private	Danner	LOKK, Tunisian civil society organisations.	Tunis

		<p>spheres. Increased capacity of women's shelters and other organisations in the field of VAW.</p> <ul style="list-style-type: none"> ▪ Raising awareness about women's rights. Awareness-raising on VAW among community leaders and opinion makers to break the taboo regarding domestic violence. ▪ Strengthening VAW-related knowledge, mutual understanding, information and advocacy through dialogue, networking and exchange of experiences between Danish and MENA partners. 			
	Beity – la maison de halte pour femmes errantes et sans domicile.	Establishing a "maison de halte" for homeless women in Tunis as well as working through advocacy initiatives for the strengthening of women's economic and social rights. The Project is implemented by Association Beity, and the grant is administered by the UNFPA.	UNFPA	Beity	Tunis
Knowledge-based societies	IMS' Media Cooperation Programme in the Middle East and North Africa.	Building capacities of key institutions and developing new initiatives relating to professionalisation, legal reform and advocacy. The objectives are: 1) media infrastructure in Tunisia is developed, and 2) key institutions as well as emerging media are capable	International Media Support (IMS)	Danish School of Media and Journalism - UPDATE, Danish Union of Journalists, Centre Africain de perfectionnement des Journalistes et Communicateurs (CAPJC), Syndicat National des Journalistes Tunisiens (SNJT), Centre de Tunis pour la Liberté de la Presse, Syndicat Tunisien des Radios	Tunis and regions.

		of using the transitional context to forge new improved standards for media freedom, professionalism and media diversity.		Libres (STRL), Coalition Civile pour la Défense de la Liberté d'Expression.	
	Enhancing the capabilities of Tunisian Radio with the aim of providing complete coverage of the work of the Constituent National Assembly and the forthcoming general elections, playing its public and local service role in full.	The overall objective is to support the democratic transition in Tunisia by enhancing Tunisian Radio's capabilities in its public and local service mandate. The project supports the local radio stations in Le Kef and Tataouine with local offices in Beja, Jendouba, Siliana, Medenine and Gabes.	Fondation Hirondelle	Radio Tunisienne / Radio Kef/ Radio Tataouine	Tunis, Le Kef, Tataouine Beja, Jendouba, Siliana, Medenine, Gabes.
Economic growth and job creation	Reduction of unemployment of educated youth - pilot project aiming at motivation and job search	The objectives of the project are 1) to inform unemployed young people with a professional or academic education about the opportunities existing on the job market 2) to create access to information about existing job opportunities with a view to reducing the unemployment among young people with a professional or academic education.	Centre des Jeunes Dirigeants D' Entreprises.	Ministry of employment, Television tunisienne, private TV channels and other.	Whole country
	Decent Jobs for Tunisia's Young People	The main objective of the project is to contribute to increased productive employment and decent work opportunities for young women and men in Tunisia, particularly targeting vulnerable youth facing compounding labour market challenges and risk of labour market exclusion.	International Labour Organisation (ILO)	Government agencies / Private sector	Beja, Jendouba et Siliana
	Souk Attanmia	The Souk Attanmia is supported through the African Development Bank's Multi-donor Trust Fund for Transition.	AfDB	Young entrepreneurs/ Private and public sector partners	Tunis and priority governorates .

Economic Development and Job Creation in the Tunisian Dairy Sector.	Twinning project between SEGES (formerly: The Danish Knowledge Center for Agriculture) and the Office d'Elevage et des Pâturages. The development objective of the project is: Economic development of and job creation in the dairy value chain in disadvantaged areas of Tunisia.	SEGES	Office d'Elevage et des Pâturages Beja/Tunisian Ministry of Agriculture.	Béja.
Partnership for Economic Growth and Job Creation in the MENA region.	1) Social dialogue: Supporting the national dialogue towards the new constitution; supporting implementation of the social contract. 2) Empowering Private Sector Organisations 3) Arab-EU Business Facilitation Network – MENA regional project.	The Confederation of Danish Industry (DI)	LO/FTF Council, UTICA, UGTT Private sector	Primarily Tunis
Support to Democratic Trade Union Development & Social Dialogue in the MENA region (2014-2015)	A regional program with bilateral activities in Tunisia. The overall objective is the strengthening of democratic labour unions, labour rights, social dialogue and peace at the labour market, economic growth and job creation. Activities in Tunisia will be implemented in a close partnership with UGTT and the focus is on 1) awareness raising and protection of workers' rights 2) establish mechanisms of Social Dialogue for policy reform.	LO/FTF Council	DI/UGTT/UTIC A	Tunis and all regions

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