

Project « Pour la consolidation des capacités de la société civile Tunisienne dans la lutte contre les formes de discrimination » (Points Anti-Discrimination, PAD)

Final External Evaluation Report

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Executive Summary:

Major Findings:

The project “Pour la consolidation des capacités de la société civile tunisienne dans la lutte contre les formes de discrimination” known as Points Anti-Discrimination (PAD) was developed and implemented at a critical time while Tunisia is going through a consecutive storm of political instability. Against this background, the project was well positioned as a civil society instrument that helps the realization and implementation of the new law No.50/2018 against racial discrimination (which in fact had not passed into law when the project was designed).

Having said that, the project adopted a holistic approach to build the foundational capacities of civil society, media and lawyers to push equality more generally; for the application of the law No.50 as well as pushing for other legal reforms with regard to sexual minorities and the establishment of an implementation mechanism for the new law (the National Commission Against Racial Discrimination).

The work done with lawyers, journalists and the formation of PAD networks was highly relevant and appropriate for promoting the fight against all forms of discrimination in Tunisia. The project was able to adapt to the needs of victims of discrimination after integrating the work on legal aid as part of the project interventions. The project also addressed in ways that were relevant the needs of CSOs in terms of networking, collaboration and capacity building.

The project used time, financial resources and human resources in a very efficient way that guaranteed that the project met promised deliverables (training, advocacy, campaigns) with a marginal no cost extension. However, the plans for the trainings and campaigns were negatively impacted by the Covid-19 imposed restrictions. In terms of resourcefulness, MRG employed local resources to establish relationships with formal and informal groups.

The project had a great ambition to apply the principle of intersectionality. The formation of the PADs is in itself a big step in this direction, by highlighting the complexity of cases of multiple discrimination. The project activities, trainings, implementation of the PADs, joint advocacy activities and others, have contributed to disseminating the anti-discrimination culture and raising awareness among the partners, as well as other beneficiaries, of the extent of discrimination, effective ways to tackle it and the importance of collaboration.

The active role of MRG and PAD in international accountability platforms, to assess the commitments of the Tunisian government against international human rights instruments, especially those related to minority rights, was a great success of this project. This should be invested in further through training representatives of minority groups and their organisations in the drafting of shadow reports and presentation of findings at this high level.

The project went through a number of significant challenges with regard to partnerships and ownership of the local partner for the project. Due to lack of pre-project design unrestricted funding, as well as the structure of the EU funding instrument that funded the work (which required sub-granting after an open tender process), Damj and MRG were not able to work jointly to conduct

consultation meetings with possible implementing partners as well as situational analysis or a baseline study for the project, ahead of the proposal writing and submission to the EU.

On another note, Damj valued the institutional capacity development interventions of the project as an important area to be expanded in any upcoming project as a means to guarantee partner's capacity to independently lead and implement specific project components.

In terms of management, MRG was able to mobilise relevant professional resources within Tunisian civil society to implement the project. The team has a good mix of professionalism and activism which helped MRG in both implementations, follow up, coordination and also outreaching to the most marginalized communities and their organisations.

Major recommendations:

MRG and national partners should look into possibilities of engaging judges and law enforcement agencies (police) in the training on law No.50 and human rights in general. This is as well as drafting and distribution of guidelines for other government institutions around the application of the law. (This was not a planned part of this project but is an element that would now add value).

Subject to having available sufficient resources, PAD members should institutionalise the referral mechanism/system trialled by this project as a standard service to be provided to victims of discriminations. MRG should encourage PAD members to create and publish geographical/thematic mapping of relevant service providers with special focus on psychosocial support and legal aid.

PAD members and MRG should also sustain the production of annual monitoring report for cases of discriminations. MRG is encouraged to seek institutional funding to produce the monitoring report on annual basis beyond project funding.

MRG is encouraged to allocate internal resources to recruit a monitoring, evaluation and learning officer who can be in charge of establishing internal monitoring and learning systems, supporting the capacity development of partners in this area through training and mentorship, and support project staff to ensure that trainings with CSOs, journalists, lawyers and others integrate (where relevant pre-assessment) and post assessment as well as learning actions within and after the training as means to maximize impact and institutionalise learning.

MRG, EU, Damj and other engaged stakeholders should build on the success of PAD and advance this project through engaging further governmental institution, quasi-governmental intuitions and law enforcement agencies in conversations for further legal reforms as well as the application of the current law. Engaging judges with lawyers and police officers in trainings around the implementation of the law no.50 as well as distribution of guidelines for other government institutions around the application of the law would be a useful next step for any upcoming projects in this area.

Introduction:

The project “Pour La Consolidation Des Capacités De La Société Civile Tunisienne dans la Lutte Contre les Formes de Discrimination” known as PAD Project (Points of Anti-Discrimination) sought to address two types of discrimination in Tunisia as well as their intersection: discrimination on the basis of race, ethnicity and nationality, and discrimination on the basis of sexual orientation and gender identity (SOGI). The established Anti-Discrimination Points (Points Anti-Discrimination, PADs) were or are facilities where cases of discrimination could be reported directly by victims, then analysed and strategically litigated against or referred to relevant civil society organisations when they fall outside of the focus on racial and sexual discrimination.

The objective of this project was to promote the fight against all forms of discriminations in Tunisia, with a focus on both racial and sexual discrimination. As per this focus on two types of discrimination, the project focuses on supporting civil society organisations in identifying, reporting, and litigating against discrimination cases based on race, ethnicity, nationality and/or sexual orientation and gender identity. Additionally, the project aimed to raise awareness about racial and sexual discrimination, targeting national/international stakeholders, the media, and the Tunisian population, in order to push for the implementation and strengthening of anti-discrimination policies and practices.

The EU funded project was led by Minority Rights Group (MRG) in partnership with Damj as a lead implementing partner and L'Association Tunisienne de Lutte contre les Maladies Sexuellement Transmissibles et le SIDA (ATL MST SIDA) taking the role of financial management for the implementing partner. The project sub-granted 10 organisations across Tunisia to implement various activities to fight all forms of discrimination.

MRG has commissioned this evaluation to independently report on the success or otherwise of the project. As funding has been secured for a new project phase which is ongoing, the evaluation also identifies potential for multiplying results and develops recommendations for adaptive management. This is as well as generating learning from experience to develop new strategies at the national level, collect lessons learnt and good practices for future work in-country, collect evidence of MRG and Damj's success on the ground to prepare advocacy and communication content.

The evaluation was carried out between August and December 2021.

Section I: Methodology

The approach taken for this assignment is based on participation, knowledge sharing, exchange of learning. Through this assignment, the evaluation team conducted a number of reflection meetings with the project team to generate lessons learnt at the level of implementation, management, and partnerships in order to:

Assess the relevance, efficiency, effectiveness, sustainability, and impact of the project in relation to the objectives and supporting outputs set out in the proposal documentation (whilst respecting security and risk avoidance protocols).

Provide MRG and Damj with an opportunity for ‘structured evaluative learning’, with the aim of learning from the design and implementation process, as well as be able to influence another project currently being implemented in the country by MRG.

Make recommendations to any other stakeholders as appropriate.

As per the Terms of Reference (ToR) the evaluation comprises two elements:

A more technical and factual review, which aims to assess results obtained, methods, partnerships, relevance, etc. following a more classic evaluation approach.

A forward-looking analysis of current and future perspectives, strategies, models of cooperation, etc. that aims to give recommendations for future programmes and projects by MRG.

The evaluation process managed to gather data and evidence to reflect the above two levels and provide recommendations to MRG and partners accordingly.

The findings and recommendations of the review are based on the following methodological approach:

Methodology

Brief review of documents made available for the evaluation team upon starting the assignment (Project proposal, log frame, budget, and annual reports)

Four interviews with key project team from MRG.

Interviews with key project partners, consultant, and donor (Damj, Terre d’ Asile Tunisie, EU, Mawjoudin, Mnementy and ATP+)

Two focus group discussions (One with MRG team and One with Damj team)

One focus group discussion with lawyers.

Limitations:

The evaluation methodology planned to conduct 2 capacity assessment sessions with two organisations engaged in the capacity development component. Unfortunately, it was very challenging to organise these sessions with targeted organisations. Alternatively, the evaluation team included a number of questions around relevance, effectiveness and impact of the capacity development trainings targeting partners in the FGD with Damj.

Furthermore, it would have been more reflective to conduct focus groups or in-depth interviews with beneficiaries who accessed the legal support by the project or any other project services as a means to have stronger evidence on project impact on targeted minority groups as well as better understanding on building their agency. Unfortunately, the evaluation team couldn't make any of these meetings due to time and communication challenges.

Evaluation Principles:

In addition to the evaluation criteria and main questions indicated in the Terms of Reference (ToR), the evaluation integrated the following principles:

| | |
|---------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Learning: | <p>Both the process and outputs of external evaluation aimed to generate useful learning for MRG, Damj, project grantees, EU, and other engaged stakeholders' future programme with reflection on project design, management, and tracking.</p> <p>Results and process of this evaluation should be useful to promote reflective action that enables project team and stakeholders to discuss the findings and use them as the basis to help bring about further positive action for change.</p> |
| Accountability: | <p>Evaluation team will reach out to these minority groups or their organisations who have been active agency in achieving project goals and objectives.</p> <p>The evaluations will be useful to learn from and improve the effectiveness of what MRG, Damj and other engaged stakeholders do.</p> <p>Evaluation team will follow up with implementing partners on the integration of learning generated by the evaluation into programmes and process of work.</p> |
| Evidence and Rigour | <p>Evaluation should seek to produce accurate and truthful evidence about the effects, positive and negative, intended, and unintended, of the project.</p> <p>Evaluation should seek to combine and triangulate different sources of data that support appropriate interpretation and analysis.</p> |

| | |
|-----------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>Monitoring, evaluation, evidencing our impact and promoting learning</p> | <p>Evaluations will seek to make use of available monitoring data to help demonstrate change and draw conclusions.</p> <p>Evaluation will make use of relevant frameworks, such as logical frameworks, results-based frameworks, critical pathways, or theories of change (where available) to assess a project’s effectiveness.</p> <p>Evaluations will seek if possible and appropriate to make recommendations as to how to improve MEL practices and help to reflect on and develop the project/ organisational critical pathway / theory of change.</p> |
| <p>Gender and Intersectionality</p> | <p>Gender and intersectional lens will be integrated in this evaluation. This evaluation will utilize an intersectional lens to explore:</p> <p>How women, LGBTQI+ groups and ethnic minorities communities have been affected by interventions and the effect of the intervention on gender relations, and how the project addressed the power imbalances.</p> <p>Methodologies and data collection tools and processes need to be designed to capture the views and voices of women, girls and LGBTQI+ groups.</p> <p>All data, qualitative and quantitative, must be disaggregated by sex (and age) as a minimum.</p> <p>The voices of women, and LGBTQI+ groups should, with their informed consent and anonymised where necessary, be included in evaluation report and findings through direct quotes or other means as appropriate</p> |

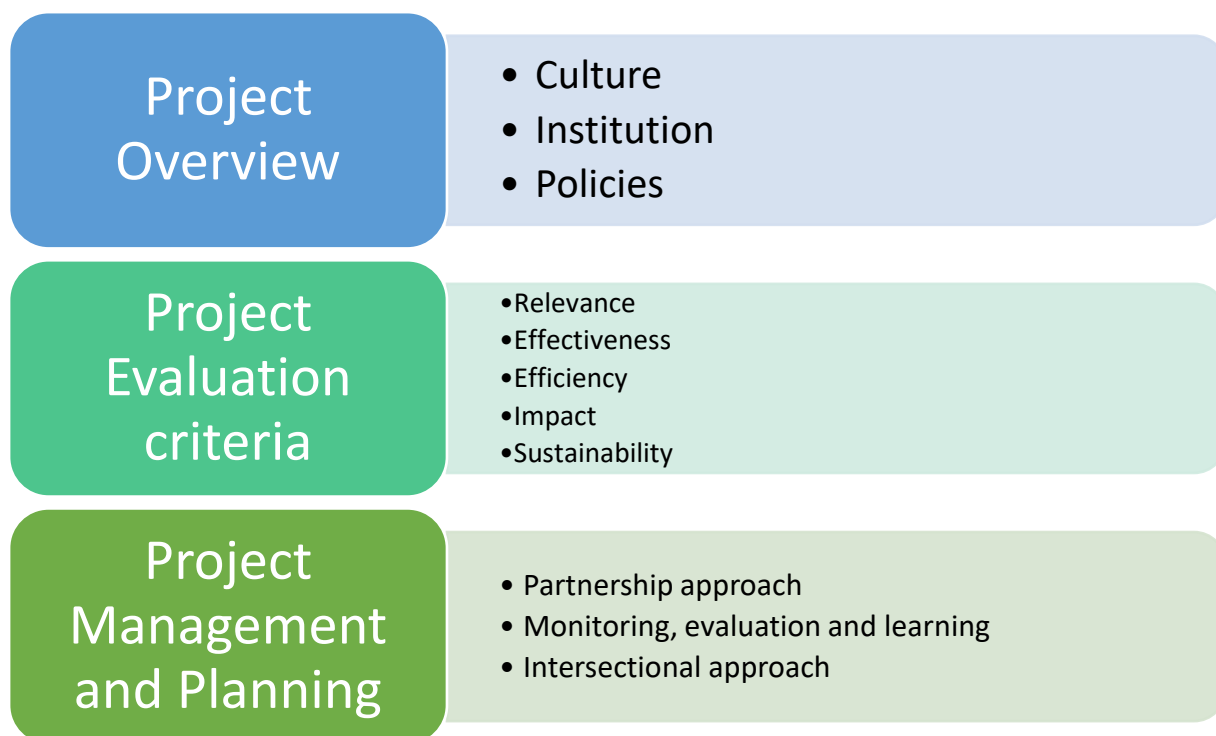
Analysis and Findings Framework

The following table provides the main questions addressed in this evaluation report.

| Analytical Dimension | Evaluation Question | Methods |
|----------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------|
| Why? | <ul style="list-style-type: none"> ➤ Why this project is important in the struggle to address discrimination and intersectional discrimination in Tunisia? ➤ Why was the project logical module adapted? And to which extent it has proven successful? | Desk review FGD and KIIs |
| What/How? | <ul style="list-style-type: none"> ➤ What are the key achievements of the project? ➤ What change has the project created at various levels? Macro, Meso, micro ...personal? power structures that perpetrate discrimination against ethnic minorities, LGBTQI+ groups and intersectional discrimination? ➤ What changes has the project created at policy, institutional and cultural levels? ➤ How were partners engaged in the process of project design and implementation? What was the partnership approach adapted by the project? ➤ What are the current capacities of the Tunisian stakeholders to continue taking the project activities/ impact forward after project completion? ➤ How the project ensured engagement and ownership of minority groups, LGBTQI+ and their organisations? ➤ To what extent and how the project was able to build leadership of targeted communities of ethnic minorities, sub-Saharan and LGBTQI+ groups as active agents? ➤ What are the available resources on the ground that the project managed to create (networks, capacities) and that are able to drive project impact? ➤ What was the baseline of this project? Was there any specific context assessment that inform the project planning? ➤ What are the spaces available for young people, women, LGBTQI+ groups, ethnic minorities, | Desk review FGD and KIIs |

| | | |
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| | <p>and their organisations to sharpen or influence the project?</p> <ul style="list-style-type: none"> ➤ How the project complements with other accountability frameworks/ policy frameworks established by other CSOs and the Tunisian government? ➤ What was the internal learning system within the implementing organisation to ensure project tracking? | |
| Who? | <ul style="list-style-type: none"> ➤ Who are the main actors in Tunisia who could have taken part in the project? ➤ Has the project integrated a gender approach through which women and LGBTQI+ groups were given chance to influence decision making processes? | <p>Desk review</p> <p>FGD and KIIs</p> |

In the light of the above questions and analysis framework, the evaluation team therefore used the following levels of analysis to capture learning at both project activities as well as project outcomes.



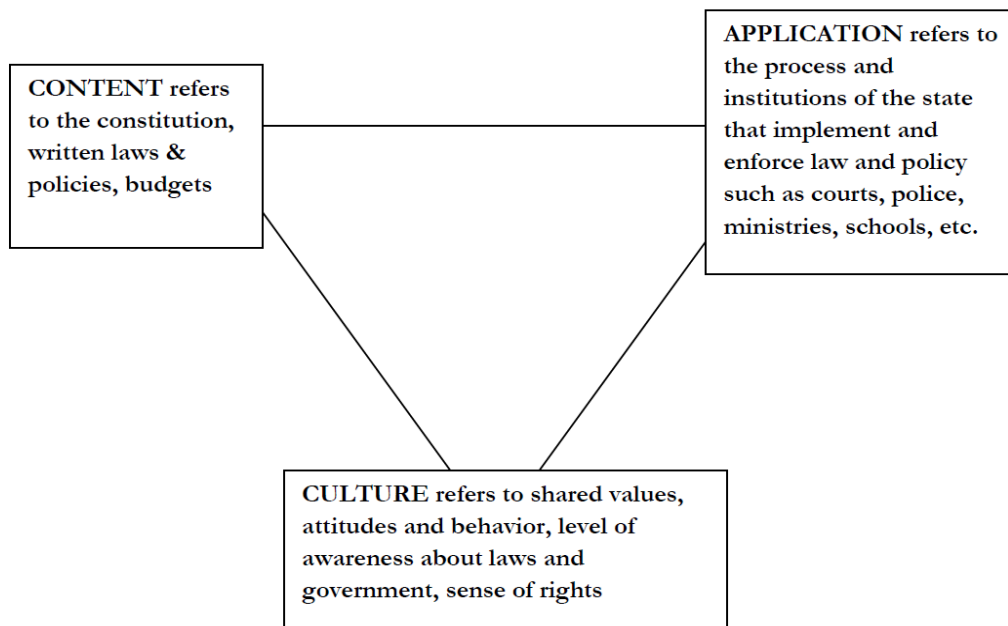
Section II: Findings

The following section provides findings of the evaluation at the three levels of analysis identified above.

At the overall level (culture, application and content).

The project is multifaceted in terms of activities; therefore, it is very important for the evaluation process to integrate insights from different dimensions to capture project outcomes. The evaluation team therefore employ the triangle analysis tool to map outcomes at 3 levels. These 3 levels¹ show how the combination of policies, institutions and social values and behavior contributes to or perpetuates successful strategies to address discrimination.

- What is the project impact at the cultural and awareness level?
- How the project changed the capacities and willingness of engaged institutions?
- What effect was created on policies?



At the cultural level:

refers to the values and behaviors that shape how people deal with and understand an issue.

¹ Adapted from New Weave (2002:170) and Schuler (1986) Empowerment and the Law.

At the micro level, the project managed to support a number of organisations and associations across Tunisia working on various issues related to ethnic, religious, and sexual minorities. Some of these organisations managed to organise groups at the very local level to conduct community-led initiatives as a means to engage minorities and their groups in the local community development processes. The remarkable initiative of By Lhwem in Bahr Lazreg area in Tunis helped to bring local communities together, constituted by half Tunisians and half migrants, to conduct initiatives around improving local public services such as access to health facilities, access to public spaces, and garbage collection and recycling. These initiatives helped to put joint groups of migrants with local communities in the center of leading community development which helped to foster social cohesion at local level. It is also important to highlight the added value of community space/centers where marginalized groups can meet, work together and plan community engagement activities. The concept of community center/spaces can be useful strategy to promote leadership and agency of marginalized groups.

PADs were able to organize a number of groups (formal/informal) to launch a number of awareness raising activities around the rights of minorities, however there was a specific challenge of promoting the agency of the groups of minorities themselves, rather than the organisations that work for them or represent them. This applies in the case of black and sub-Saharan minorities. The project managed through an organization called Mnemty to reach out to a number of marginalized black communities across Tunisia, however, interviewees contacted during the evaluation mentioned that there was reluctance from members of these communities to lead some of the awareness and mobilization activities at community level. This is of course understood in the light of the existence of some risks associated with them being more vocal and visible which were also mentioned in interviews. It is important to address this with the project plan to aim for building agency and leadership of target communities as a step to encourage their participation in the public sphere whilst still respecting the rights of individuals to control the level of risk that they expose themselves and their circles to through their activities, statements and level of public visibility.

At the structure and institutions levels:

refers to state and non-state mechanisms for implementing a law or policy.

The project was designed before and started before the passing of the law No.50/2018 that penalizes racial discrimination. Therefore, it was a good strategy by the project to target lawyers and provide them with training around the law and the issues of discrimination in general. The creation of this pool of lawyers who are well capacitated to provide both legal advice and services of litigation to victims of racism has been a good step to put the law into reality. This also shows the flexibility of the project, since this specific intervention wasn't originally envisioned in the project plan and was added as a response to on the ground needs.

Lawyers provided dozens of consultations, and 12 lawsuits were filed as part of the project based on law no. 50 between January 2020 and March 2021. One of those led to the now famous case that lawyer Hanen Ben Hassena won in October 2020 before the Court of First Instance of Medenine, where the judge allowed the removal of a reference to slavery from the patronym of an 81-year-old man from Djerba.

Whilst we appreciate that the current project evaluated could not have taken this on within available resources, we note that for future work, it could be useful to target other actors engaged in the

implementation of the law, in addition to lawyers. Working with judges and police officers through providing training around the law and facilitating mechanisms for law implementation can be a good strategy for future programmes/projects in this area (although this assumes that the judges and police officers would be open to learning from such a training and would then implement what they had learnt). This, as well as producing legal guidelines for both lawyers and judges that can be an important document to be disseminated beyond targeted judges and lawyers who may have been able to attend training.

The work with journalists on content creation related to fighting discrimination was also a good step to create broader awareness around the law implementation and the rights of minorities. However, the individual journalists or social media content producers who came forward in response to the project's call were less experienced and had less influence than was desired which limited the effectiveness of such awareness component. It would have been useful to connect such learning to editorial lines of content produced by their media, which then ensured that content related to promotion of minority rights was mainstreamed within media institution rather than consisting rather of a single production by an individual journalist. It is therefore important to seek to institutionalise the learning within popular public interest media and community-led media such as community and associations radios. Thus activities to influence the editorial policies of such institutions as well as journalists would have had added value (resources permitting).

The organisations and groups engaged in the first and second round of sub-granting for the allocation of PAD benefitted from a number of significant capacity development interventions which enabled them to maximize their impact at the activity level as well as enhance internal reporting processes. In their evaluation for the trainings, participants highly valued the learning around proposal writing and budgeting. They asked for more training on fundraising and resource mobilization such as donor mapping, and more hands-on experience of writing EU applications.

“The capacity development for organisations, reflects the actual objective of the project. As Damj now, we think we are capable of leading the implementation of this project from A to Z” Maher Triki – Damj staff in FGD with project evaluation team.

It is important in the future to link this to a specific learning track that can be connected to their work in the area of human rights. This means making the organisational capacity development intervention more systematized through creating an organisational development baseline with reference to MRG's partnership assessment template that can stand as benchmarking for the status of organisational development per organisation. This assessment process should generate an independent capacity development action plan per partner which can inform the organisational development capacity strengthening interventions per partner and collectively. The baseline of the capacity assessment for these organisations should combine both programme capacities (advocacy, campaigning, integrating right based approach) and management capacities (finance, project planning, reporting, and M&E) as a benchmark for capacity development interventions.

At the content and policy levels

refers to written laws, policies and budgets relevant to a specific issue.

The project has included a number of policy influencing activities that don't necessarily target a specific policy/law change in the country, but they were important in terms of monitoring law implementation and holding the Tunisian government accountable at international levels.

A concrete achievement in this area was the drafting of the national monitoring reports for cases of discrimination in Tunisia. The monitoring reports published in both Arabic and French are unique documents that can inform any upcoming policy and programme interventions. This is due to the fact that these monitoring reports identify quantitative analysis around places, reasons, and types behind cases of discrimination that wasn't available before in Tunisia. Such analysis presents strong evidence for any upcoming advocacy work around implementation of the law No. 50. Further, the monitoring reports can provide a level of baseline data for any upcoming relevant programmes by MRG and EU (or indeed, as they are public, other actors) around rights of minorities in Tunisia.

The project issued 2 monitoring reports; one in each of 2020 and 2021. In 2019, a total of 303 cases were identified by the PAD network, including 227 cases of discrimination on the basis of sexual orientation and gender identity (38 cases out of 227 are cases of lesbians and transgender), and another 76 cases on the basis of race .

In 2020 a total of 651 cases of discrimination were identified by the PAD network, including: 326 cases on the basis of sexual orientation and gender identity and expression; 285 cases on the basis of race and/or national origin; 17 cases on the basis of ethnicity/ region; 13 cases based on disabilities and 1 case based on religion.

Furthermore, the project has been active in holding the Tunisian government accountable at international levels. The network of PADs through MRG submitted a shadow report to the UN Human Rights Committee review of the ICCPR at its 128th session, in March 2020. In the submission specific legal reforms that should be taken forward by the Tunisian government were specified:

- 1- Adopt comprehensive legislation prohibiting all forms of discrimination, including discrimination on the basis of gender, ethnicity, religion, language, indigenous status, sexual orientation, or gender identity, in line with international standards.
- 2- Ensure the full implementation of the 2018 Law on the Elimination of All Forms of Racial Discrimination: in particular, the national committee to combat racial discrimination should be created with an appropriate budget under the supervision of the Minister of Human Rights to ensure monitoring of cases of discrimination, as well as implementation of policies that proactively encourage the elimination of racism in Tunisian society and the full participation of the country's black community, including by training judges and police officers on the application of the law. Authorities should also ensure that law no. 50 also protects sub-Saharan migrants.

The above recommendations outline a clear orientation for upcoming advocacy, policy and law reform programmes by MRG and other actors.

Similarly, MRG submitted, in November 2020, a shadow report to the International Committee of Rights of Children (ICRC). This was in partnership with the Anti-Discrimination Points network,

composed of seven Tunisian civil society organisations: Damj, Association pour la Promotion du Droit à la Différence, Association Tunisienne pour la Prévention Positive, By Lhwem, Danseurs Citoyens Sud, Tunisie Terre D'Asile and Mnementy.

It is important to continue this work of international accountability and continuing inviting representatives of ethnic, religious, and sexual minorities in Tunisia to attend such high-level meetings and present cases from Tunisia (which we accept was not always possible to the fullest extent during the period of this project, not least due to disruptions to international travel and international meeting attendance and operations as a result of the Covid 19 pandemic). MRG should continue, expand and deepen this practice in the light of the above recommendation around building agency of minority group members themselves and not just representatives of their organisations in future periods

Project evaluation criteria:

This section provides findings of the evaluation for the project with reference to the evaluation criteria crafted in the evaluation ToR. Since there are some significant learnings in the areas of partnership and management that need to be highlighted in a separate section, the evaluation team has added this as the criteria no.6.

Relevance

In general, the programme was designed in accordance with both MRG and Damj's mandates. The project was developed based on MRG institutional learning in other areas of the world. The project is also well aligned with new MRG MENA strategy (2021-2024) as it directly responds to objective 2 and 3 as well as the strategic approach. The programme created open sphere for minorities and their organisations to engage in awareness raising and campaigns to fight discrimination in Tunisia.

The specific focus on civil society capacity to address all forms of discrimination— which is a uniqueness of PAD - is deemed relevant. Civil society in Tunisia is still in a great need to enhance institutional capacities as well as network and build alliances to challenge violations of human rights in the country.

In overall terms, MRG is deemed to have succeeded in adapting the initiative to the changing context of Tunisia considering the political polarization and the growing sense of helplessness in the future of democracy and human rights in the country. Training for civil society in monitoring cases of discrimination coupled with journalists and lawyers' trainings have provided them with skills and capacities, which they have regarded useful, and organisations involved in running PADs have found that the cooperation with MRG has contributed positively to the work of their organisations.

Training for civil society organisations in advocacy was very relevant to strength organization's capacities on advocacy, and joint advocacy activities. Connecting the training on advocacy with the subgrants for conducting advocacy initiative is a remarkable way of internalizing learning at institutional level. Small grants for advocacy were also a very relevant component of the project that benefited directly the invisible marginalised groups such Sub-Saharan community.

The training for PAD members in monitoring cases is also a good example of sustainable learning actions, as the participants were able to lead on monitoring cases and document them. MRG conducted a 6-month post evaluation for participants in this training, where participants highlighted some major learnings which they are applying in their work such as active listening to victims during monitoring sessions. The training on monitoring cases helped them to exchange experience around cases with other members of the network. This also helped to make the network function as an arena of joint collaboration and actions beyond the project.

The project was seen as very relevant to the context and national policies as it was proposed within a framework of "political will" by Tunisian government to address racial discrimination. The project has been designed and proposed in a timely relevant manner amid the discussions on the draft bill for the law50/2018 against racial discrimination.

And therefore, the intervention logic of the project was relevant as it focused on capacity building of partner and grantee organizations (the Anti-Discrimination network “Points Anti-Discrimination (PAD)” and member organizations of the six regional poles of the Observatoire pour la Défense du Droit à la Différence en Tunisie – O3DT) in the field of identification, monitoring and analysis of discrimination cases that enabled them to have reliable data collection. The project correctly identified and addressed low capacity in civil society to monitor, analyse and generate data on cases of discrimination in Tunisia to inform activity planning and provide relevant evidence to influence policies and regulations related to the implementation of the law.

The work done with lawyers, journalists and the formulation of PADs was highly relevant and appropriate for promoting the fight against all forms of discrimination in Tunisia. The project was able to adapt to the needs of victims of discrimination after integrating the work on legal aid as part of the project interventions. The project also addressed the needs of CSOs in terms of networking, collaboration and capacity building.

An overview of project interventions indicates that the project adapted a holistic approach to support all struggle to fight discrimination following the adoption of law 50. This is crystal clear when we look at the effect that the project managed to leave at the three levels of triangle analysis (See part 1 in the findings).

Nevertheless, there is challenge with the synergies between project activities. The planning should have taken into consideration how each of these activities were or could have been connected to each other in a way that creates a logical flow of the project activities and also maximized effectiveness. For example, the team could have paid more attention to how the content produced by journalists could have been connected to the work done in the advocacy campaigns by partners, or at least to have the journalists producing content around the same advocacy topics picked by selected organisations which could help to maximize impact. Another way to support this, that would have left journalists free to choose the stories they focused on but still achieve more overlap, would have been to choose journalists from the same geographical areas of the selected organisations, so both can synchronize an intense work around activities and content production. Within this framework, it is worth mentioning that creation of synergies was a success when it comes to monitoring cases of discrimination and connecting them with legal assistance by lawyers trained by the project.

Impact

The project increased the theoretical knowledge and practical skills of the young bloggers and citizen journalists who participated in the trainings on human rights and anti-discrimination. The project changed the perceptions and attitudes of some of the participants towards discrimination issues and also towards minority rights.

At the individual level, the project increased the theoretical knowledge and practical skills of the lawyers who received training, to better understand and use the Law no.50. The project has changed

the beliefs and attitudes of some lawyers regarding discrimination, especially towards the LGBT community and sub-Saharan immigrants as well as the community of black Tunisians.

The project enabled anti-discrimination activists to realize the depth and extent of discrimination and to strengthen feelings of empathy and solidarity among activists. The project allowed some victims/survivors to feel visible, supported and valued. The project has allowed some victims/survivors to increase their legal knowledge and to be more aware of their rights and the possibilities of care and redress.

At the institutional levels, the capacities of the social workers and activists engaged in the fight against discrimination have been strengthened. Also, associations are more aware of the stories, obstacles and fears of victims of discrimination, based on listening and collecting indicators disaggregated by nationality, gender, marital status, level of education, administrative situation, type of discrimination, place of discrimination, and perpetrators of the discriminatory act.

The anti-discrimination points have become a reference in terms of documentation of discrimination and also sources of local information for victims of discrimination.

The following points summarize the impact of PAD at institutional level:

- CSOs engaged in PADs are more capable of documenting and reporting cases of discrimination to a high standard of evidential quality.
- CSOs engaged in PADs are better able to inform and refer victims of discrimination to relevant services.
- Despite the limitations of the collaborative strategy, the project has strengthened networking among CSOs.
- Joint advocacy activities have strengthened collaboration among CSOs and helped to foster the intersectional approach.
- The legal clinic has strengthened networking and collaboration among lawyers working on discrimination issues outside of traditional activist circles.
- The project granted the opportunity for Damj team to further sharpen their level of professionalism beside their role as activists.

Effectiveness

Though the project was mostly implemented under special circumstance of Covid-19 pandemic, the project was nonetheless deemed to be highly effective since most of the results were achieved and the planned target was reached across almost all the results indicators. The project was able to adapt to the challenging situation and restrictions imposed by Covid-19 and most of the activities in 2020/2021 were conducted online.

A maximized effectiveness has been reached through the strong collaboration and networks among organisations engaged in the Anti-Discrimination Points. There were some occasions when

organisations joined campaigns in solidarity with other organisations during the project. Furthermore, the project created database of cases of discrimination which has been an excellent resource for all organisations engaged in PAD and beyond to plan advocacy and campaigning work in the fight against discrimination.

The legal clinic/legal support provided victims of discrimination with a service that wasn't available before the project, through trained networks of lawyers. According to interviewed project partners, team, and lawyers, the legal clinics responded to a critical need of the target groups. The project was effective in the manner of training lawyers and engaging some of them after the training in the provision of legal assistance for victims of discrimination.

Lawyers valued the content of the training, especially the parts related to knowledge on the international legal framework and the right-based terminology when handling cases of discrimination. Lawyers in their evaluation for the training indicated that trainings need to include more practical case studies from the reality of minorities in Tunisia.

“Understanding human rights aspects is very important in the way how we push for application of the law” Lawyer, participant in PAD evaluation FGD

“I understood the rights based terminology for the LGBT community, and I also understood the psychological aspect when dealing with cases of LGBT”, Activist lawyer, Nabeul

Meanwhile, the training activities for journalists were carried out and corresponded to the expectations raised by the trained journalists. Journalist highly appreciated the learning around the legal framework as well as how to approach cases and report them while respecting the human rights based approach and adapting inclusive discourse in the reporting/writing. However, it is difficult to consider that these activities have effectively achieved the specific objective of the project, since most of the selected journalists were not active in media institutions and therefore the learning around producing content that is human rights sensitive and addressing issues of discrimination was not effectively disseminated. Furthermore, some of the trained journalists are not professional journalists and not active in any public interest media.

“We learnt about laws, which helped us in the reporting about cases of discrimination, our writing is now inclusive when it comes to journalism coverage for cases”, journalist trained by PAD

The lawyers training is a good example for public-action-learning approach (training for action). This means that targeted trainees received proper support, follow up and linked with other organisations engaged in the work of fighting discrimination.

The capacity development trainings on project management, financial management, and proposal writing have been viewed by most of the partners as one of the most effective activities which directly contributed to the sustainability of the project activities beyond funding. Participants found it very fruitful to be trained on project planning and budgeting which were mentioned as the most used

knowledge after the training. They aspire to benefit from more training on fundraising and drafting concept notes for EU with clear case studies.

However, it is difficult to measure how effective these training are due to the lack of organisation assessment baseline and also the lack of follow up on the impact of the trainings on both staff and organisations.

Meanwhile, the networking of Tunisian CSOs working on discrimination issues is considered an innovative and very effective approach to strengthen the commitment and collaboration among these organizations. However, the project did not take into account the pre-existing relationships between these associations, tensions, certain territorialities, problems of legitimacy, leadership and visibility. The project could have analyzed these dynamics beforehand and put in place a partnership strategy that responds to the needs of CSOs, supporting them and strengthening their level of commitment and collaboration. Indeed, this requires allocation of unrestricted funds to be used in the planning phase and before the approval of the CN.

On the other hand, MRG did not implement in this project a monitoring, evaluation and learning strategy/approach through which MRG can conduct project learning meetings or facilitate peer to peer exchange between engaged organisations themselves and/or between them and MRG.

The project does not include activities that directly target the empowerment of victims and/or the strengthening of communities suffering from systematic discrimination such as the black Tunisian community. There is an observed reluctance of these communities to take part in project activities.

“It is difficult to engage Tunisian black community in activities due the fear of these communities to be visible” Mnementy staff member

However, the creation of PADs, the popularization of the anti-discrimination culture through communication and advocacy, and the legal support provided to victims, contribute, along with other projects and factors, to making communities and victims more vocal in the fight against discrimination.

Efficiency:

The project used time, financial resources and human resources in a very efficient way that guaranteed that the project met promised deliverables (training, advocacy, campaigns) with a marginal no cost extension. However, the plans for the trainings and campaigns were negatively impacted by the Covid-19 imposed restrictions. In terms of resourcefulness, MRG employed local resources to establish relationships with formal and informal groups.

The setup of MRG Tunisia staff is relatively efficient, however MRG should consider the added value (as against costs) of a common work space and a space for interaction with partners. Establishing offices in countries can be cost consuming for budgets that can be better allocated for on the ground activities, however, it will be better if MRG team in Tunisia uses a work space within one of the

partner's offices. This will help to create good work dynamics between members of the team themselves, as well as between MRG and, at least that partner.

MRG wasn't able to adequately allocate pre-project design unrestricted resources to conduct baseline assessment and facilitate consultation among potential actors to jointly develop the project and the modalities of the EU call for proposals, which required an open competition for sub-grants, also hindered this. On one hand, this has affected the efficiency of some activities as well as the evaluation process since there was no baseline data to measure against. For example, the organisational development trainings for organisations engaged in PAD could have had a maximized impact if it was done following a detailed baseline assessment for organisational capacities of these organisations and involved a very specific organisation by organisation capacity building intervention plan.

The allocation of budget was deemed to be very efficient, we noted instances where the project management adapted project elements to new highlighted needs of minority groups around the legal aid and legal clinic as well as to respond to Covid 19 restrictions. The evaluation team wasn't able to do full and final budget analysis as the final financial report was still in preparation at the time of fieldwork.

Sustainability

The project integrates significant factors to ensure sustainability. The creation of the PAD networks among organisations interested in the work of fighting all forms of discrimination across Tunisia is a tangible achievement of this project. MRG should continue supporting these organisations where resources allow with a clear exit strategy to ensure that these points are sustained, and these organisations are able to continue the work on monitoring of cases and referral as well as advocacy and campaigns. MRG, ATL and Damj therefore should work in the future in internalizing in-house capacities of various PAD partners to continue such work beyond the EU funding. As indicated previously, PAD has become a well-known structure when it comes to monitoring data and referral. Networking, collaboration, and new expertise and practices acquired by CSOs are elements of project sustainability, however efforts to professionalize and build ownership of the project by CSOs remain limited.

The project engagement with CSOs active in the area of fighting discrimination managed to create foundational capacities for these entities to lead the PAD networks in the future. The project set the standard for monitoring reports, referral, and legal assistance for victims, which will be a benchmark for any future similar projects or activities taken by any PAD members.

The project created strong momentum at both national and local level to foster accountability and governance, which paves the way for longer term engagement with project partners around monitoring the implementation of laws at local and national levels.

The journalists have clearly learned a lot from the training and have used what they have learned in their productions, however this wasn't institutionalized within their media outlets since most of them were freelance content producers and also due to the fact that the media outlets weren't part of this specific component. Similarly, lawyers continue to use learning in the cases they handle individually or through the project.

However, training and capacity development under this project would have been more sustainable by framing it in the public-action-learning framework. This means that training should be done in a systematic way in which baseline data are collected ahead of the training to inform training design, an action learning is included in the design, so all trainees should apply learning as part of the final training stage and the follow up on the training. Post training assessment and follow ups with trainees should be also integrated into this framework, so project and partners can frequently and systematically follow up with trainees on the impact of the training beyond project activities. The project has conducted 6 months follow up surveys for trainees in the training of “Identification and monitoring cases of discrimination”. This should be mainstreamed across all the trainings.

Project management and planning:

Partnership Approach:

The selection of project partners is considered relevant, however there was a severe challenge with the level of autonomy and ownership over the project by national partners. This is indeed understood in the light of contractual limitation of directly receiving funds from MRG, since Damj doesn't have a Tunisian bank account. The solution to engage L'Association Tunisienne de Lutte contre les Maladies Sexuellement Transmissibles et le SIDA (ATL) as signatory national partner who received funds in their local bank account was relevant to the case of Damj. Though, beyond contractual agreement, Damj team have indicated that there was a lot of confusion around ownership, roles, strategic decision-making processes.

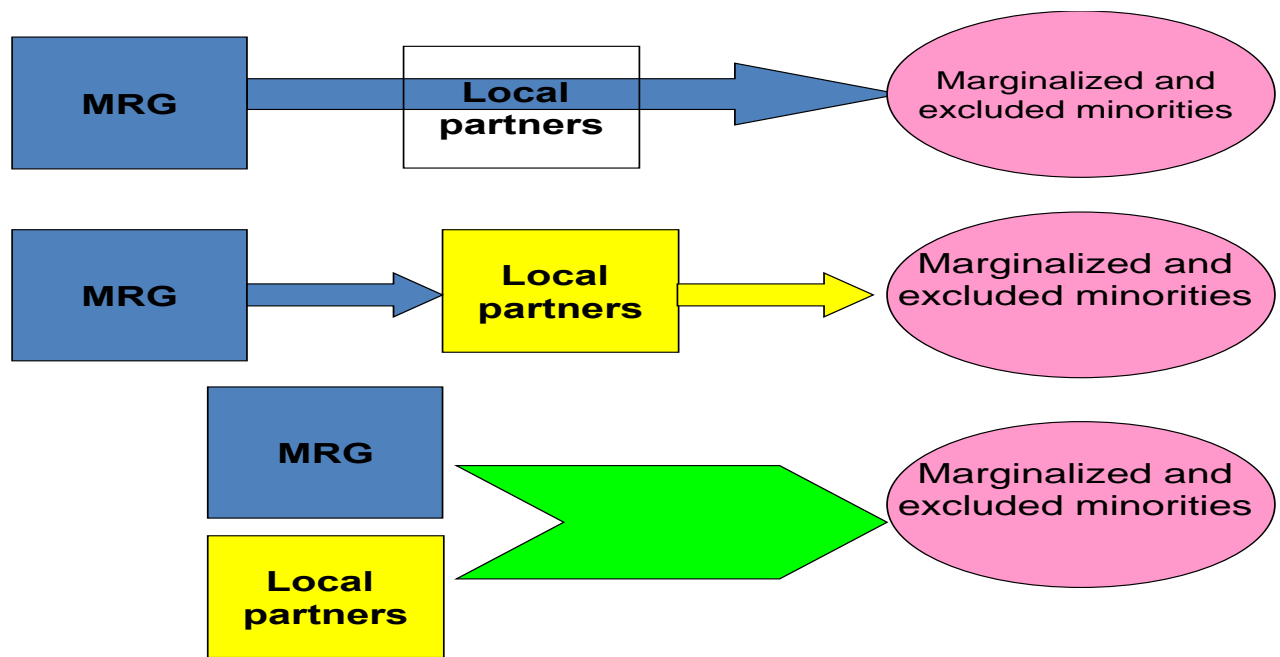
Meanwhile, it was challenging for the evaluation team to pinpoint on a specific approach for partnership by MRG. The partnership strategy or approach should therefore be employed in such projects to help defining role of each partner, responsibility, ownership, level of autonomy. A partnership is the relationship of equality between entities based on mutual respect, complementarity and accountability where the shared values, purpose, goals and objectives are clear, and which recognizes autonomy of the entities.

Another important element in the discussions around project approach to partnership is local partner responsibility over delivery of project activities vis-à-vis partner space to learn and build local capacities. MRG's design did divide the project into stages whereby MRG would gradually withdraw from the implementation in favor of the national partner who gradually learns and takes more ownership over the project. This is indeed viable within a concrete capacity development plan for the national partner. Such scenario didn't take place due to various reasons as explained by Damj. These reasons are related to the condensed project plans, consecutive deliverables, lack of spaces and breaks to learn and reflect.

Furthermore, this will require a strategic thinking around partnership approach and people ownership for the whole process. The latter refer to how joint projects and initiative between MRG and Damj can help bringing agency of marginalized groups to the forefront of the project as the constituency for change.

MRG needs to strengthen its partnership strategy and approach to guide such partnerships. A clearer and more explicit partnership approach will clarify the objective, added value, modalities, principles of partnership as well as role of MRG and its team in building capacities of partners. Furthermore, it will be important within the partnership guidelines to indicate, if possible, what are the standards in implementation that MRG will not trade off.

This partnership approach should address the concerns raised by Damj around not being part of decision-making processes. This has to answer the question of "whether MRG working with local partners, or via local partners or to local partner" and when.



Monitoring, evaluation and learning:

At the organisational level, though the project as indicated above, has a multifaceted impact, it was a challenge to access the success stories through a systematic learning mechanism within the organisation. Therefore, it is important to establish an organisational learning system (M&E) where lessons learnt, and success can be documented and accessed. It is also important to think of allocating relevant resources to lead this work within MRG (monitoring and learning officer).

The project planning phase didn't integrate a baseline study by which a specific benchmarking around context, capacities of partners, and capacities of trainees can be used to measure project achievement in a systematic way. It is indeed challenging to allocate resources for baseline while the funding hasn't been confirmed. Therefore, MRG should consider whether it is feasible to allocate nonrestricted funds to monitoring, evaluation and learning that can be used to fund such studies.

It is notable that MRG has recently published a Baseline study on the situation of minorities and discriminated groups in Tunisia in November 2021, which was paid for by a subsequent donor. This baseline should be referenced and used to inform the design of any upcoming relevant results framework for new projects.

Intersectionality

The project had a great ambition to apply the principle of intersectionality. The implementation of the PADs is in itself a big step in this direction, by highlighting the complexity of cases of multiple discriminations. The project activities, trainings, implementation of the PADs, joint advocacy activities and others, have contributed to disseminating the anti-discrimination culture and raising awareness among the partners, as well as other beneficiaries, of the extent of discrimination and the importance of collaboration.

However, due to a lack of analysis and consultation with target organisations, the understanding and practical application of the concept of intersectionality wasn't crystalized. It was limited to very few

occasions of solidarity statements. All the partners interviewed report that the application of the principle of intersectionality is an advanced step, and that the activists themselves do not assimilate the concept in the same way and find it difficult to apply it without resistance.

Section III: Recommendations:

Recommendation for this project:

PAD networks should expand to include community-based radios as well as other public interest media. At a local level, journalists working in community-based media/radios can be trained to produce content to address forms of discrimination in synchronization with the campaigns led by PAD members at the local level. It is important to seek to institutionalize the learning from journalists' training within popular public interest media and community-based radios to guarantee more sustainability and extended impact in producing such content.

MRG is advised continue engaging PAD members in the drafting and submission of shadow reports at UN level. It is important to continue to promote the leadership of representativeness from marginalized communities in this process through training organisations representing ethnic, religious, and sexual minorities in collectively writing, submitting, and presenting shadow reports at international levels.

It is necessary to expand the work on institutional capacity development of local partners and members of PADs to guarantee increased capacity of local partners to independently lead and implement specific project components. Therefore, it is important to develop a baseline of capacity assessment for these organisations that combines both programme capacities (advocacy, campaigning, integrating right based approach) and management capacities (finance, project planning, reporting, and M&E) as a benchmark for capacity development interventions.

PAD members should institutionalise the referral mechanism/system as a standard service to be provided to victims of discriminations. MRG should encourage PAD members to create a geographical/thematic mapping of relevant service providers with special focus on psychosocial support and legal aid.

MRG and project partners should expand the work on establishing/utilizing community space/centers where marginalized groups can meet, work together and plan community engagement activities such as By Lhwem and ATP+ . The concept of community center/spaces can be useful strategy to promote leadership and agency of marginalized groups as well as reducing local level tension and foster social cohesion. Many Tunisian towns and cities already have such spaces, they may just need to be claimed and used by minorities rather than creating duplicate structures with costs.

Recommendation for future similar projects:

The PAD project's engagement with decision makers was minimal (as explicitly designed in this project strategy) and aiming at increasing decision makers awareness around the issues of discrimination in Tunisia would be useful going forward. It is therefore recommended for upcoming project to engage networks of PAD with decision makers around specific policy reforms such as the establishment of the national commission against racial discrimination with the relevant representation of civil society organisations, especially these organisations representing Tunisian black communities and sub-Saharan migrants.

MRG and national partners are advised look into possibilities of engaging judges and law enforcement agencies (police) in the training on law No.50 and human rights in general. This is as well as drafting and distribution of guidelines for other government institutions around the application of the law.

PAD members and MRG should also sustain the production of annual monitoring report for cases of discriminations. MRG is encouraged to secure institutional funding to produce the monitoring report on annual basis beyond projects funding. The monitoring reports can be part of the organisational M&E activities.

MRG is encouraged to allocate internal resources to recruit a monitoring, evaluation and learning officer who can be in charge of establishing internal monitoring and learning systems, supporting the capacity development of partners in this area through training and mentorship, and support project staff to ensure that trainings with CSOs, journalists, lawyers and others integrate (where relevant pre-assessment) and post assessment as well as leaning actions within and after the training as means to maximize impact and institutionalise learning.

It is also important to mobilise relevant resources to maintain this learning system, and integrate M&E practices into project design, implementation and evaluation including drafting baseline studies, needs assessment, end-line studies...etc. Upon the approval of donors, Community-driven evaluation methods can be perfectly employed in this context such as the most significant change approach (MSC). This approach will allow members from marginalized groups to be engaged in a series of story making exercises to demonstrate their successes in applying change—promises which MRG seeks to achieve.

A clear vision and guidelines for partnership can be developed as a framework to govern MRG modalities of partnerships with different types of partners (CSOs, national entities, private media, and public media). Within this framework MRG needs to entail the core values of partnership, boundaries, and responsibilities for project deliverables vis-à-vis their responsibility for building the capacities of partners. This partnership strategy needs to be developed in a participatory workshop with the MGR team (programme, fundraising, admin, and finance), to ensure that it tackles the day-to-day challenges that each unit of MRG programme is subjected to when it comes to working with partners.

Annex: Glossary of the terms used during evaluations

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| 1. Evaluation | The systematic and objective assessment of an on-going or completed project, programme or policy, its design, implementation, and results. The aim is to determine the relevance and fulfilment of objectives, development efficiency, effectiveness, impact, and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients and donors. |
| 2. Results | The output, outcome, or impact (intended or unintended, positive and/or negative) of a development intervention. |
| 3. Results Chain (also known as 'programme logic') | The causal sequence for a development intervention that stipulates the necessary sequence to achieve desired objectives, beginning with inputs, moving through activities and outputs, and culminating in outcomes, impacts, and feedback. |
| 4. Results-Based Management | A management strategy focusing on performance and achievement of outputs, outcomes, and impacts. |
| 5. Logical framework (Logframe) | Management tool used to improve the design of interventions, most often at the project level. It involves identifying strategic elements (inputs, outputs, outcomes, impact) and their causal relationships, indicators, and the assumptions or risks that may influence success and failure. It thus facilitates planning, execution, and evaluation of a development intervention. |
| 6. Outputs | The products, capital goods and services which result from a development intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes. |
| 7. Outcomes | The likely or achieved short-term and medium-term effects of an intervention's outputs. |
| 8. Impact | Positive and negative, primary, and secondary long-term effects produced by a development intervention, directly or indirectly, intended, or unintended. |
| 9. Indicator | Quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance of a development actor. |
| 10. Monitoring | A continuing function that uses systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds. |

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| 11. Relevance | The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies. Note: Retrospectively, the question of relevance often becomes a question as to whether the objectives of an intervention or its design are still appropriate given changed circumstances. |
| 12. Effectiveness | The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance. |
| 13. Efficiency | A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results. |
| 14. Sustainability | The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. |
| 15. Project beneficiaries | The individuals, groups, or organizations, whether targeted or not, that benefit, directly or indirectly, from the development intervention. |
| 16. Lessons learned | Generalizations based on evaluation experiences with projects, programs, or policies that abstract from the specific circumstances to broader situations. Frequently, lessons highlight strengths or weaknesses in preparation, design, and implementation that affect performance, outcome, and impact. |

