Independent Reporting Mechanism (IRM): Tunisia End-of-Term Report 2016-2018

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Overview: Tunisia

Independent Reporting Mechanism (IRM) End-of-Term Report 2016-2018

The Tunisian Second Action Plan faced implementation challenges due to resource constraints and unclear cross-government coordination in some cases. The creation of Authority of Access to Information (AAI) was a key milestone and a major step in improving government practice to guarantee access to information.

The Open Government Partnership (OGP) is a voluntary international initiative that aims to secure commitments from governments to their citizenry to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. The Independent Reporting Mechanism (IRM) carries out a review of the activities of each OGP-participating country. This report summarizes the results of the second year of implementation through August 2018 and includes some relevant developments up to October 2018.

At the time this report was prepared, the E-Government and Open Data Unit under the Prime Minister's office led the process of public consultations and coordinated the implementation of OGP activities. The multi-stakeholder committee includes representatives of government, civil society, private sector, and academia and oversees development and implementation of the OGP action plan.

It is worth noting that during the span of the action plan implementation there were multiple changes in government. Since the submission of the action plan, the E-Government and Open Data Unit merged under the Prime Ministry. In November 2017 additional government restructuring occurred.[1] Several ministries including Finance, Local Affairs, and Environment that were responsible for carrying out commitments, merged together or their leadership changed.[2]

The multi-stakeholder committee was composed of eight representatives from government, six representatives from civil society, one member from the private sector, one member from academia, and two member-observers of the parliament. All ministries and public agencies were invited to consult on development of the action plan, though the OGP process was mainly driven by executive agencies and several independent agencies. The government completed three commitments from the 2016-2018, two of which were completed during the first year of implementation. Altogether, six commitments were substantially complete at the end of term. The government published its self-assessment report for public review in September 2018 and submitted it the following month to OGP.

Table 1: At a Glance	Mid-term	End of term
Number of Commitments	15	
Level of Completion		
Completed	2	3
Substantial	1	3
Limited	8	9
Not Started	4	0
Number of Commitments with…		
Clear Relevance to OGP Values	12	12
Transformative Potential Impact	1	1
Substantial or Complete Implementation	3	6
All Three (✪)	0	0
Did It Open Government?		
Major		**1**
Outstanding		**0**
Moving Forward		
Number of Commitments Carried Over to Next Action Plan	2	

This report was prepared by Emir Sfaxi, Independent Researcher

The third Tunisian action plan was submitted on 9 November 2018 to the OGP, with two commitments to be carried forward from the 2016-2018 action plan: The first is joining the EITI (Commitment 1 in the 2016-2018 action plan, and Commitment 6 in the 2018-2020 action plan). The second commitment carried forward is Commitment 11 in the 2016-2018 action plan. The third action plan continues work on youth participation under Commitment 10.

1 Al Jazeera English, Tunisia's Youssef Chahed names new cabinet,
https://www.aljazeera.com/news/2017/09/tunisia-youssef-chahed-names-cabinet-170906173802326.html
2 Ibid.

Consultation with Civil Society during Implementation

Countries participating in OGP follow a process for consultation during development and implementation of their action plan.

The multi-stakeholder steering committee meets monthly to review progress on OGP commitments. These meetings have taken place since January 2017. The official announcement of the action plan was made in November 2016. The multi-stakeholder steering committee's meetings were held in person and at the E-Government and Open Data Unit headquarters in Tunis. Most of the CSOs participating in the committee are Tunis-based.

CSOs actively attend the steering committee meetings as witnessed by the IRM researcher. During the meetings, CSOs pose questions to the representatives of the government and other implementers, share findings from their monitoring report, and make recommendations regarding the implementation of the commitments. The CSO monitoring report records the attendance of officials and CSOs to the steering committee. It also summarizes the discussions on commitments.[1] The report is produced by the CSOs' representatives on monthly bases. According to Asma Cherifi, an active member of the steering committee, a similar report was developed during the preparation of the action plan.[2]

The meetings of the steering committee are open to observers. The CSOs' participation at the meetings remained constant. However, the participation of government officials was not as regular as that of CSOs. Additionally, some government focal points were unable to explain the delays on commitments' delivery when asked by the CSOs.

Minutes of the meetings are available online on the OGP's government website in the administrative language[3] and in English since 3 October 2018. No rules enforcing gender or age in the multi-stakeholder meetings were applied, however, the meetings were female dominated. No rules of exclusion or replacement of absentees were in place.

Table 2: Consultation during Implementation

Regular Multistakeholder Forum	Midterm	End of Term
1. Did a forum exist?	Yes	Yes
2. Did it meet regularly?	Yes	Yes

Table 3: Level of Public Influence during Implementation

The IRM has adapted the International Association for Public Participation (IAP2) "Spectrum of Participation" to apply to OGP.[1] This spectrum shows the potential level

[1]IAP2's Public Participation Spectrum, http://c.ymcdn.com/sites/www.iap2.org/resource/resmgr/foundations_course/IAP2_P2_Spectrum_FINAL.pdf

of public influence on the contents of the action plan. In the spirit of OGP, most countries should aspire for "collaborative."

Level of Public Influence during Implementation of Action Plan		Midterm	End of Term
Empower	The government handed decision-making power to members of the public.		
Collaborate	There was iterative dialogue AND the public helped set the agenda.	✔	✔
Involve	The government gave feedback on how public inputs were considered.		
Consult	The public could give inputs.		
Inform	The government provided the public with information on the action plan.		
No Consultation	No consultation		

About the Assessment

The indicators and method used in the IRM research can be found in the IRM Procedures Manual.4 One measure, the "starred commitment" (✪), deserves further explanation due to its particular interest to readers and usefulness for encouraging a race to the top among OGP-participating countries. Starred commitments are considered exemplary OGP commitments. To receive a star, a commitment must meet several criteria:
- Starred commitments will have "medium" or "high" specificity. A commitment must lay out clearly defined activities and steps to make a judgment about its potential impact.
- The commitment's language should make clear its relevance to opening government. Specifically, it must relate to at least one of the OGP values of Access to Information, Civic Participation, or Public Accountability.
- The commitment would have a "transformative" potential impact if completely implemented.5
- The government must make significant progress on this commitment during the action plan implementation period, receiving an assessment of "substantial" or "complete" implementation.

Starred commitments can lose their starred status if their completion falls short of substantial or full completion at the end of the action plan implementation period.

In the midterm report, Tunisia's action plan contained zero starred commitments. At the end of term, based on the changes in the level of completion, Tunisia's action plan contained zero starred commitments.

Finally, the tables in this section present an excerpt of the wealth of data the IRM collects during its reporting process. For the full dataset for Tunisia, see the OGP Explorer at www.opengovpartnership.org/explorer.

About "Did It Open Government?"

To capture changes in government practice, the IRM introduced a new variable "Did It Open Government?" in end-of-term reports. This variable attempts to move beyond measuring outputs and deliverables to looking at how the government practice has changed as a result of the commitment's implementation.

As written, some OGP commitments are vague and/or not clearly relevant to OGP values but achieve significant policy reforms. In other cases, commitments as written appear relevant and ambitious, but fail to open government as implemented. The "Did It Open Government" variable attempts to capture these subtleties.

The "Did It Open Government?" variable assesses changes in government practice using the following spectrum:
- Worsened: Government openness worsens as a result of the commitment.
- Did not change: No changes in government practice.
- Marginal: Some change, but minor in terms of its effect on level of openness.
- Major: A step forward for government openness in the relevant policy area but remains limited in scope or scale.
- Outstanding: A reform that has transformed "business as usual" in the relevant policy area by opening government.

To assess this variable, researchers establish the status quo at the outset of the action plan. They then assess outcomes *as implemented* for changes in government openness.

Readers should keep in mind limitations. IRM end-of-term reports are prepared only a few months after the implementation cycle is completed. The variable focuses on outcomes that can be observed in government openness practices at the end of the two-year implementation period. The report and the variable do not intend to assess impact because of the complex methodological implications and the timeframe of the report.

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1 Interview with Asma Cherifi, member of the Tunisian OGP steering committee, interview by IRM researcher, 14 September 2018 and 2 February 2019.
2 Ibid.
3 Official OGP website of the Tunisian Government, http://www.ogptunisie.gov.tn/?cat=91
4 IRM Procedures Manual, http://www.opengovpartnership.org/about/about-irm
5 The International Experts Panel changed this criterion in 2015. For more information, visit http://www.opengovpartnership.org/node/5919

Commitment Implementation

General Overview of Commitments

As part of OGP, countries are required to make commitments in a two-year action plan. The tables below summarize the completion level at the end of term and progress on the "Did It Open Government?" metric. For commitments that were complete at the midterm, the report will provide a summary of the progress report findings but focus on analysis of the 'Did It Open Government?' variable. For further details on these commitments, please see the Tunisia IRM progress report 2016-2018.

Table 4: Assessment of Progress by Commitment

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
1. Joining the extractive industries transparency initiative "EITI" (Midterm)				✔	✔	✔					✔			✔					✔		
(End of Term)														✔							
2. Modernizing the regulatory framework to enforce the Right to Access to Information (Midterm)				✔	✔		✔					✔		✔						✔	
(End of Term)														✔							
3. The completion of the legal and regulatory framework of Open data at the national level (Midterm)			✔		✔			✔			✔			✔				✔			
(End of Term)															✔						
4. Improve the transparency and local Gov Openness (Midterm)			✔		✔					✔			✔					✔			
(End of Term)														✔							
5. Enhance the transparency in the cultural sector: "open culture" (Midterm)		✔			✔					✔						✔			✔		
(End of Term)																✔					
6. Enhance the transparency in the environment and sustainable development sector (Midterm)		✔			✔				✔				✔					✔			
(End of Term)														✔							
7. Enhancing transparency in (Midterm)		✔			✔		✔			✔			✔						✔		
(End of Term)																✔					

Measure																		
the transport sector																		
8. Promoting financial and fiscal transparency	✔				✔						✔			✔ ✔				✔
9. Elaborating a legal framework for citizen's petitions				✔		✔	✔				✔			✔ ✔				✔
10. Developing an integrated electronic civil petition and corruption reporting platform (e-people)	✔				✔	✔	✔	✔		✔				✔ (and e-people ✔)				✔
11. Developing new mechanisms to promote interaction with the youth and enable them to pursue dialogue about public policies	✔					✔		✔		✔				✔ ✔				✔
12. Adopting the corporate governance referential on the sectorial level	✔				Unclear				✔					✔ ✔				✔
13. Developing mobile applications which be downloaded on the mobile phone to reinforce transparency of government activities and participatory approach			✔		Unclear					✔				✔ ✔				✔
14. Enhancing access to the archive			✔		✔						✔	✔		✔				✔
15. The Development of an electronic mechanism to ensure the transparency of Public Servants recruitment				✔	✔					✔				✔ ✔			✔	

1. Joining the extractive industries transparency initiative "EITI"

Commitment Text:
This commitment is intended to promote transparency and accountability in the area of natural resources in order to enhance this sector governance and build trust between the government, business and civil society as well as to improve the business environment and make Tunisia a model of transparency in the MENA region.

Milestones:
This plan will be prepared to meet the requirements to join EITI initiative by:
- *Appointing a high-level official to lead the implementation process of the initiative,*
- *Setting up a multi-stakeholder group to oversee the initiative implementation,*
- *Developing an action plan to implement the initiative,*
- *Publishing a report on extractive industries in accordance with the standards of the initiative and based on the principles of open data,*
- *Making a demand to join the initiative.*

Responsible institution: Ministry in charge with Energy and Mines

Start date: June 2016   **End date:** August 2018

Editorial Note: This is an abbreviated version of the commitment text. For the full commitment text from the Tunisia National Action Plan, see here.

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Did It Open Government?				
													Not Started	Limited	Substantial	Completed					
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
1. Overall				✔	✔	✔					✔			✔ / ✔					✔		

Commitment Aim:
This commitment aimed to improve governance and transparency in the extractives sector in Tunisia by taking several steps toward joining Extractive Industries Transparency Initiative (EITI). This commitment includes five milestones. The milestones cover the formation of the multi-stakeholder group (MSG), the creation of the action plan for the implementation of the EITI process, the appointment of a government official to lead the EITI implementation process, the publication of one extractive report, and submitting the request for membership to EITI.

Status
Midterm: Limited

Tunisia engaged on the EITI commitment in June 2016, when the Minister of Energy and Mines, Mongi Marzouk, and the chairman of the Energy and Natural Resources Committee, Ameur Laarayedh, were designated as champions for EITI. Since June 2016, three different focal points have led the project.[1]

The second milestone covered the creation of the MSG to oversee the implementation of the initiative. In early 2017, the Tunisian Minister of Energy and Mines appointed the Tunisian Quartet as the CSO representative. This was heavily contested by CSOs as they claimed that the quartet does not represent civil society and cited a conflict of interest. Indeed, the head of UTICA (part of the quartet) and multiple other board members were chairs of the holdings that operate in the oil and gas field.[2]

After the government announced its list of CSOs participants in, the watchdogs and CSOs active in transparency and accountability threatened to withdraw from the initiative. They criticized the government for undermining the commitment principles.[3] Following this tension, Natural Resource Governance Institute (NRGI), which supported the government in implementing this commitment, intervened to mediate between CSOs and the Ministry of Energy and Mines.

End of term: Limited

In December 2017, the Tunisian Anti-Corruption Authority (INLUCC) agreed with Tunisia's Ministry of Energy, Mines and Renewable Energies to work together toward natural resource-related reforms, including Tunisia's adherence to the EITI.[4] As a result of advocacy efforts by CSOs and NRGI, the government revised its approach toward the establishment of the MSG and subsequently called civil society actors to appoint their selected representatives to the group.[5] Following this call, INLUCC held the election of MSG on 26 May 2018 in its headquarters.[6]

Mourakiboun, an election watchdog, monitored the election process. Five CSO representatives were selected to the MSG. Four organizations were from the Tunisian Coalition of Transparency in Energy and Mines (CTTEM),[7] a 13-member coalition that translates local grassroots demands into national-level advocacy campaigns. The fifth representative came from Tunisian watchdog organization I Watch.[8] There are four male representatives and one female.

Manel Ben Achour, an elected member of the MSG, saw this as a major step where the civil society was able to position itself as a major player in this process.[9] She also stated that the CSOs should prepare to provide input to the action plan.[10] Rim Garnaoui, the government representative that attended the elections, highlighted that this was a great blueprint for government/CSO cooperation.[11]

Despite this achievement, by the end of term, the remaining three milestones, including the development of an action plan to implement EITI, the publication of extractive reports, and submitting application to join EITI, had not been not implemented as planned. Therefore, the completion of this commitment remains limited.

Did It Open Government?
Access to Information: Did Not Change
Civic Participation: Marginal
The implementation of this commitment did not change the status of access to information in the extractives sector, since no extractive report was published during

this time. Regarding the civic participation, the change in government practice was marginal. As noted in the completion section, at the end of implementation period, the MSG still needed to be completed. So far, the CSOs' election was successful. According to a blog by NRGI's Dianna Al-Kaissy, a former Publish What You Pay coordinator for the Middle East and North Africa, the election process was reflective of international best practices.[12] However, how the space works and the quality of the engagement between sectors has yet to be seen.[13]

Carried Forward?

This commitment was carried forward in the next action plan in its entirety.

[1] OGP, Tunisia OGP Mid-Term Report 2016-2018, https://www.opengovpartnership.org/documents/tunisia-mid-term-report-2016-2018-for-public-comment/
[2] Ibid.
[3] Interview with CSOs in the OGP Steering Committee, Tunis, 12 April 2018.
[4] NRGI Impact: Civil Society Playing Key Role in Extractive Sector Reform in Once-Autocratic Tunisia, https://resourcegovernance.org/analysis-tools/publications/nrgi-impact-civil-society-tunisia, December 4, 2018
[5] Ibid.
[6] Civil Society Helps Tunisia Toward a Multi-stakeholder Approach in Extractives Governance, https://resourcegovernance.org/blog/civil-society-tunisia-MSG-EITI
[7] The coalition regroups 13 associations working in the oil and gas sector.
[8] NRGI and Publish What You Pay websites, https://resourcegovernance.org/blog/civil-society-tunisia-MSG-EITI and http://www.pwyp.org/fr/members/tunisie/
[9] Interview with Manel Ben Achour, member I-Watch, 8 April 2018.
[10] Ibid.
[11] Interview with Rim Garnaoui.
[12] Civil Society Helps Tunisia Toward a Multi-stakeholder Approach in Extractives Governance, https://resourcegovernance.org/blog/civil-society-tunisia-MSG-EITI.
[13] NRGI Impact: Civil Society Playing Key Role in Extractive Sector Reform in Once-Autocratic Tunisia, https://resourcegovernance.org/analysis-tools/publications/nrgi-impact-civil-society-tunisia8

2. Modernizing the regulatory framework to enforce the Right to Access to Information

Commitment Text:
Promote the application of the law on the right of access to information and put all necessary measures to guarantee access to information either proactively or by request.

Milestones:
- *Issuing a decree to create publics entities in each public department in charge of enforcing FOA*
- *Establishing an independent public authority - the Commission of Access to Information - to oversee the implementation of the law and examine appeals against refusals by public authorities to disclose requested documents in the first instance*
- *Creating a commission in order to identify fees should be charged for access to information request (exceptional cases)*
- *Publication of the complementary regulation of the access to information law*
- *Drafting of a national action plan to facilitate the implementation of the law*
- *Completing the organization of the archive and developing a system for the classification of administrative documents*

Responsible Institution: Ministry of Civil Service, Governance and Fight against Corruption (general directorate of public reforms), parliament, national archive institute.

Start date: June 2016   **End date:** March 2017

Editorial Note: This is an abbreviated version of the commitment text. For the full

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion	Midterm / End of Term			Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
2. Overall			✔		✔		✔					✔		✔ / ✔						✔	

commitment text from the Tunisia National Action Plan, see here.

Commitment Aim:
This commitment aims to strengthen Access to Information practices by enforcing the public's right to access government-held information. This commitment covers several measures including delivering the necessary decrees, holding the election of

the Authority of Access to Information, creating an internal access-to-information body in each public institution and classifying the government's information. To achieve its objectives, the commitment will be paired with a national strategy that would facilitate the enforcement of the access-to-information law.

Status
Midterm: Limited

By the midterm, the only milestone that was completed was the second milestone. The members of the independent public authority "the Commission of Access to Information" were elected by members of the parliament on 19 July 2017 for a six-year non-renewable term.[1] A member of the Authority mentioned to the IRM researcher that other milestones, such as the preparation of the draft action plan and the decrees had been started,[2] but the IRM researcher could not verify this information during the midterm assessment.

End of term: Limited

By the end of term, the government published the complementary regulations for the access-to-information law in May 2018, the fourth milestone was completed.[3] The complementary regulations translate the legal text to a technical/administrative language that facilitates the adoption of the law and its enforcement. The regulations, however, still need to be approved by the bureau of the Prime Minister. According to interviews with government officials, the government took several steps in implementing the remaining milestones although they could not complete it by the end of term.[4] The government stated that the delay in implementing this commitment is related to the change of political and economic circumstances in the country since the draft of the action plan.[5] Additionally, government argued that the implementation of austerity measures in 2017 delayed the creation of committees in every public institution to enforce the right to access to information.[6]

Did It Open Government?
Access to Information: Major
Public Accountability: Did Not Change
The commitment faced challenges during implementation however, the creation of Authority of Access to Information (AAI) was a key milestone and a major step in improving government practice to guarantee access to information. The authority will now provide a grievance mechanism for citizens if their request for access to information is denied or not granted properly. The assessment of the effectiveness of the authority as a grievance mechanism remains to be done. So far, several NGOs have submitted requests of access to information to AAI but received varied responses.[7] In some cases, the information was fully communicated but in others critical information was hidden or not disclosed at all. For example, in a request submitted by I Watch[8] to access information related to the settlement between Slim Chiboub and the Truth and Dignity authority, financial details had been removed.[9] According to CSO activists, the implementation of access to information is still slow and needs further awareness-raising campaigns. A member of the AAI admitted that large scale trainings and awareness-raising campaigns need to be conducted with public servants.
With respect to public accountability, some members of the AAI confirmed that several NGOs made use of the grievance mechanism.[10] CSOs described that the public administration is still adapting to the new law and, therefore, any changes in how the government is held accountable are yet to be seen.

Carried Forward?
This commitment was not carried forward in the next action plan.

1 Government of Tunisia, Tunisia Mid-Term Self Assessment 2016-2018,
https://www.opengovpartnership.org/documents/tunisia-mid-term-self-assessment-2016-2018/

2 Government of Tunisia, Tunisia Mid-Term Self Assessment 2016-2018, Ibid.

3 Government of Tunisia, End of Term Self-Assessment-Arabic,
http://www.ogptunisie.gov.tn/en/?p=1154, October 2018.

4 Interview with the E-Government and Open Government Unit.

5 Interview with the E-Government and Open Government Unit.

6 Interview with the E-Government and Open Government Unit.

7 I Watch Report on Access to Information, https://www.ma3louma.org/#Welcome

8 Interview with Cherif Kadhi, I Watch, Tunis, 18 May 2018.

9 Interview with Cherif Kadhi, I Watch, Tunis, 18 May 2018.

10 Interview with an Authority of Access to Information member, 24 May 2018.

3. The completion of the legal and regulatory framework of Open data at the national level

Commitment Text:

The aim of this commitment is to make public data open by default, in formats that are usable and interoperable in order to improve Governance, citizen engagement, inclusive development and innovation.

Milestones*:*
- *Adopting a license to organize the public data re-use,*
- *Developing a network of the persons in charge of Open data in the various public departments and agencies,*
- *Defining a national Open data Charter,*
- *Elaborating an inventory by a number of sectors of data that can be opened, and which could be published on the web while specifying the frequency of their updates and the departmental targets for the publication.*

Responsible institution: Ministry of Civil Service, Governance and Fight against Corruption (e-Government unit).

Start date: June 2016   **End date:** March 2017

Editorial Note: This is an abbreviated version of the commitment text. For the full commitment text from the Tunisia National Action Plan, see here.

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion / Midterm / End of Term				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
3. Overall			✔		✔			✔			✔			✔ (midterm)	✔ (end of term)			✔			

Commitment Aim:

This commitment is the continuation of Commitment 5 from the previous action plan. The objective of this commitment is to develop a series of measures that would improve the Open Data practices within the Tunisian Government.

The milestones would ensure the update of the Open data resources from various government entities and re-arrange the existing Open datasets on the government portal.[1] The commitment includes the preparation of a national open data charter and it would also provide a legal backbone to public data reuse by issuing a license that sets out how the data could be re-used.

Status
Midterm: Limited

This commitment had limited completion by the midterm assessment. During this phase, the issuing license for data reuse and the national charter of Open data were at a draft level. The implementation of two milestones including developing a network of the persons in charge of Open data and preparing the inventory of data did not start.

End of term: Substantial

The E-Government and Open Data Unit partnered with the World Bank and several NGOs for technical and financial help. The license of public data reuse and the assignment of a network of public officials responsible for Open data were completed by the end of term.[2] [3] Meanwhile, the OGP steering committee decided to amend the commitment to strengthen its legal aspect by creating a law on open data instead of the data charter in April 2018.[4] [5] The steering committee and the government argued that this would reinforce public institutions' engagement in Open data practices. The E-Government and Open Data Unit organized two workshops, on 5 and 6 April 2018, to announce the beginning of the projects.[6] The unit also conducted several other workshops and a consultation day related to the open data decree project that aimed to discuss and identify the main chapters and articles that will be included in the text of the law.[7] The draft of the decree was prepared[8] and submitted to the head of the government. It was still waiting for approval and publication at the time of writing this report.

Concerning the inventory of the data that could be opened up, several steps were undertaken at central and local levels, but the inventory was not completed by the end of the action plan period. The government, with the support of the World Bank, selected five ministries and one public agency for a pilot on Open Data. The selection includes institutions such as Agriculture, local affairs and environment, industry, culture, transport and social security fund. These ministries expressed interest in being part of the pilot following a series of meetings between the World Bank and the Tunisian Government. A series of workshops and trainings were organized afterwards.[9]

Moreover, the Association Tunisienne des Controleurs Publics (ATCP), through its program Onshor, held 45 workshops in various municipalities to assess their readiness for opening their data, and developed a report. The IRM researcher could not obtain information as to the detailed content of the workshops.

Did It Open Government?
Access to Information: Did not change
Changing the regulatory framework of the proposed measure from national open data Charter to the decree on open data strengthened the authority of the proposed measure. The steps taken by this commitment signal a positive direction for institutional adoption of open data practices. However, without the completion of the data inventory it is not possible to assess yet if the commitment resulted in more or better data being disclosed and open data practices have yet to be implemented.

Carried Forward?
This commitment was not carried forward to the next action plan.

[1] Government of Tunisia, Open Data Portal, http://www.data.gov.tn/
[2] Interview with Khaled Sellami, Prime Ministry, Tunis, 18 May 2018.
[3] Licence d'ouverture des données, Open Data Portal. http://fr.data.gov.tn/38-les-licences.htm
[4] Interview with Asma Cherifi and Aysha Karrafi, OGP CSOs steering committee, 19 May 2018.
[5] Interview with Ibrahim El Ghandour and Mootaz Chaouachi, World Bank Tunisia, 17 May 2018.
[6] Government of Tunisia, End of Term Self-Assessment, http://www.ogptunisie.gov.tn/en/?p=1154

7 Ibid.
8 Ibid.
9 Government of Tunisia, findings from interviews with Ibrahim El Ghandour, World Bank and Khaled Sellami.

4. Improve the transparency and local Gov Openness

Commitment Text:
In accordance to the new constitution that calls for supporting decentralization and devoting transparency and local governance, this commitment will allow developing practical mechanisms to enshrine the principles of accountability and participation in the design and implementation of programs and projects at this level.

Milestones:
- *Drafting a practical guide to explains the principles of open government and various applications at the local level in order to encourage projects and initiatives which could be launched in this field.*
- *The development of an electronic platform for Open data at the local level*
    - *Choose at least a Municipality to establish open data system at the local level according to a certain number of criteria.*
    - *The development of an open data system,*
    - *Communication about the system and assisting citizens, especially the inhabitants in the concerned municipality to access it.*

Responsible institution: Services of governance, Presidency of the government, Ministry of local affairs and environment.
Start date: June 2016   **End date:** July 2018

Editorial Note: This is an abbreviated version of the commitment text. For the full commitment text from the Tunisia National Action Plan, see here.

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion / Not Started	Midterm / End of Term			Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
4. Overall			✔		✔					✔			✔ (midterm) / ✔ Limited (end of term)					✔			

Commitment Aim:
This commitment intended to arrange for providing practices and tools for open government principles at the local level. The commitment entails two activities: the creation of a website for the Open data platform at the local level and the drafting of a practical guide about the best practices of good governance and open government.

Status
Midterm: Not Started

The continuous delay of the local elections significantly impacted the implementation of this commitment. The restructure of the government and creation of the new Ministry of Local Affairs and Environment that was supposed to take charge of the implementation of this commitment also contributed to this delay. As of the midterm, the implementation of the milestones did not start.

End of term: Limited

According to the OGP focal points in the Tunisian Government, a guide had been drafted by the Ministry of Local Affairs, but it was still waiting for approval at the end of the action plan implementation period. The IRM researcher could not access the draft to verify its content. Regarding the development of an electronic platform for Open data, the IRM researcher found that a portal[1] had existed since 2015. During this implementation cycle, only a tab was added to the portal, which was a minor modification. The data available on the portal is neither accompanied with a codebook nor a reference to the dates of creation, publication or modification date. The data does not include detailed information about budget, but rather includes a sum of all the expenditure on one entry and the rows of entries do not include the related dates. The completion of this commitment is therefore limited.

Did It Open Government?
Access to Information: Did Not Change
The commitment aimed to encourage practices of good governance and open government at the local level and the creation of an Open data portal. This commitment is part of the broader decentralization strategy that the central government is undertaking to delegate further power to local governments while improving their governing capacities. However, with the limited steps taken for the implementation of this commitment there was no change to government practice.

Carried Forward?
The commitment was not carried forward to the next action plan.

[1] Local Community Portal, http://www.collectiviteslocales.gov.tn/

5. Enhance the transparency in the cultural sector: "open culture"

Commitment Text:
The aim of this commitment is to promote openness in the cultural sector in order to facilitate access to the culture heritage and stimulates innovative reuse in this field. This could generate several benefits especially an economic value by promoting foreign investment and tourism.

Milestones:
- *Opening public cultural data:*
  - *The openness and sharing of public cultural data is guaranteed through the development of a central website. The website will include a set of data concerning all cultural fields (music, dance, books, scenic arts, audiovisual arts, cultural patrimony, fine arts, cultural institutions activities…) and boosting it with statistical results, ministry interventions, the budget, and public funding.*
- *Disseminating data about events and cultural festivals using modern technologies (cultural Agenda system):*
  - *The system of cultural agenda will provide users with digital information about cultural festivals and events on the central and regional level. The content will be comprehensive and easy handling as it will be joined by photos, posters and the festival's program. This system can be browsed through various digital bearings enabling users to evaluate and give their opinion about it.*
- *Opening sound recordings and musical archive of the "Arab and Mediterranean Music Center":*
  - *Disseminating and facilitating the access to the sound recordings and material archive of the Arab and Mediterranean Music Center through the development of two web sites in order to allow users especially journalists and researchers to exploit the digital data bases as well as paper and audiovisual documents. It could enhance the cultural heritage in this field and develop new high value uses of these data.*

Responsible institution: Ministry in charge of culture
Start date: August 2016   **End date:** July 2018

Editorial Note: This is an abbreviated version of the commitment text. For the full commitment text from the Tunisia National Action Plan, see here.

Commitment Aim:

This commitment aimed to improve the transparency in the cultural sector in Tunisia by disclosing information about the location of cultural facilities and open access to the electronic sound archive of the Center of Arab and Mediterranean Music. The commitment also includes disclosure of allocations for cultural subsidies.

Status
Midterm: Complete

As of the midterm, this commitment was completely implemented. In summer 2016 the Ministry of Culture created a website (http://www.openculture.gov.tn/) for the publication of cultural data. The website included 59 datasets on eleven cultural sites. Moreover, another website was also developed, displaying a cultural agenda of the events held by facilities or organizations sponsored by the state. The ministry started publishing information on subsidies allocated for cultural events according to years. Twenty datasets about subsidies provided to festivals and associations were available, however, these are only for 2014, 2015 and 2016 and they do not include the more recent data. Moreover, some datasets are the summary of a larger dataset. The datasets appear to be collected from different departments of the ministry without further work done on harmonization or merging.[1] The third milestone, the website with the archive of sound recordings, was already in place before the start of the action plan in June 2016. The Phonotheque Nationale[2] is an online music and sound archive containing historical recordings of Mediterranean and Arab music. According to the government self-assessment report, the website was updated with more content during the first year of implementation.[2] Despite the complete implementation, the websites created under this commitment are not well referenced and need search engine optimization. In addition, while the general website of the ministry is in both Arabic and French, the agenda is only in Arabic and the open government platform is only in French.

End of Term update

By the end of term, the IRM researcher accessed the websites to check for updates of the government portal. The online agenda was empty and did not have any ongoing events, however, the IRM researcher confirmed that a major music festival was being held, subsidized by the government, at the same time. The website had

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Midterm	Did It Open Government?				
																	End of Term						
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed		Worsened	Did Not Change	Marginal	Major	Outstanding
5. Overall			✔		✔					✔						✔ (Midterm) / ✔ (End of Term)				✔		

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some additional datasets uploaded. The online sound archive website was functional as well.

Did It Open Government?

Access to Information: Marginal

Prior the implementation of this commitment, the Ministry of Culture did not disclose all the facilities or programs that it supported. The publication of these datasets in an open government format website, and trying to advertise events subsidized by taxpayers' money, is a step towards more transparency. However, the website of the cultural agenda does not seem to be updated regularly. Also, the most recent data update on the Open data website goes back to 2016.

Carried Forward?

This commitment was not carried forward.

1 OGP, Tunisia OGP Midterm Report 2016-2018, https://www.opengovpartnership.org/documents/tunisia-mid-term-report-2016-2018-for-public-comment/8
2 OGP, Tunisia OGP Midterm Report 2016-2018, https://www.opengovpartnership.org/documents/tunisia-mid-term-report-2016-2018-for-public-comment/

6. Enhance the transparency in the environment and sustainable development sector

Commitment Text:
Sustainable development is considered among the most important approaches which must be adopted in order to establish good governance and ensure integrated development. The aim is also to take into account the specificities of the different regions in Tunisia and the right of future generations to benefit from resources and healthy environment.
Milestones:

- *Reaching the goal of sustainable development focused on the field of corporate governance "ODD 16";*
  This action aims to promote the principles and tools of good governance in the elaboration of Tunisian development plans, through the adoption of the objective indicators and the establishment of the three pillars of "Policy Brief" that have been formulated within the framework of the implementation of the goal of sustainable development "ODD16" in collaboration with the National Institute of Statistics and institutions intervening in the project.
  - *Drafting the "policy briefing" of the ninth component of target 16 and its ratification by all stakeholders,*
  - *Elaborating of a governance study reference in Tunisia in the bases of policy briefing,*
  - *Elaborating indicators fixed by all stakeholders,*
  - *Monitoring and Implementing of 9th components of target 16*
  - *Integrating policy briefing in the elaboration of the Tunisian development plan*
  - *Evaluating the efficiency of these policies.*
- *Developing and deploying an open data platform related to environment and Sustainable Development;*
- *Developing and deploying a geographic information system about environment and sustainable development.*

Responsible institution: Ministry in charge of Civil Service, Governance and Fight against Corruption and the Ministry in charge of Environment and Sustainable Development.

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion	Midterm End of Term			Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
1. Overall		✔			Unclear				✔				✔ / ✔					✔			

Start date: June 2016   **End date:** July 2018

Editorial Note: This is an abbreviated version of the commitment text. For the full commitment text from the Tunisia National Action Plan, see here.

Commitment Aim:

This commitment aimed to establish good governance and ensure integrated development by offering measures related to the implementation of sustainable development goal "SDG16". The first milestone includes six measures centering around the draft and application of a policy brief formulated within the framework of the implementation of the goal of sustainable development "SDG16". Other milestones under this commitment cover the development of an open data platform and a geographic information system focusing on environment and sustainable development

Status
Midterm: Not Started

The Ministry of Civil Service, Governance and Fight against Corruption, which was assigned to this commitment, was dissolved in 2017. The Ministry of Environment and Local Affairs then became the institution in charge of implementing this commitment. This change of leadership altered the commitment's implementation starting date. The government states that by the midterm assessment, the implementation of the first and second milestone was complete. The IRM researcher, however, could not verify this. The implementation of the third milestone, that included the development of a geographic information system, did not start by the midterm assessment.[1]

End of term: Limited

In its End-of-Term self-assessment report, the government mentioned that a study had been conducted using the 2013 data.[2] A log frame[3] was developed by the Tunisian Government for policy briefs related to SDG16 for the Ministry of Interior. However, the OGP focal point confirmed to the IRM researcher that there is not a clear inter-governmental coordination to implement this commitment.[4] Given the lack of clarity of this milestone, the IRM researcher was unable to assess its completion.

The government stated that the second milestone, which was the development of an open data platform related to environment and sustainable development, has been implemented.[5] The IRM researcher assessed the website of the Ministry of Environment and could only find basic information. According to an interview with the OGP focal point,[6] the implementation of the third milestone was still ongoing, and a software agency was contracted to conduct the needs assessment. Taking all the milestones into consideration, completion of this commitment remains limited.

Did It Open Government?
Given the unclear relevance of this commitment to OGP values and the limited implementation, this commitment did not change government practice.

Carried Forward?
This commitment was not carried forward.

1 Government of Tunisia, Tunisia Mid-Term Self Assessment 2016-2018, https://www.opengovpartnership.org/documents/tunisia-mid-term-self-assessment-2016-2018/
2 Government of Tunisia, End of Term Self-Assessment-Arabichttp://www.ogptunisie.gov.tn/en/?p=1154
3 A document that encapsulates the project's objectives
4 Interview with Walid El Fehri, Tunisian Prime Ministry, 15 March 2019.

5 Government of Tunisia, Tunisia Mid-Term Self Assessment 2016-2018
https://www.opengovpartnership.org/documents/tunisia-mid-term-self-assessment-2016-2018/
6 Interview with Khaled Sellami, Prime Ministry, Tunis, 18 May 2018.

7. Enhancing transparency in the transport sector

Commitment Text:
This portal aims to provide access to the public data related to the transport sector (land, sea, air) in an open formats and facilitating its reuse to develop new systems and added value services, especially in the field of passenger Media (via WAP, smart phones ...).

Milestones:
- *The elaboration of a study on the project to determine the organizational and procedural priorities and to prepare the back office of the portal,*
- *The definition of the technical and functional specifications of the portal,*
- *Development of the portal and put it on line*

Responsible institution: Ministry of transport
Start date: June 2016 **End date:** July 2018

Editorial Note: This is an abbreviated version of the commitment text. For the full commitment text from the Tunisia National Action Plan, see here.

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm		Did It Open Government?				
															End of Term						
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
7. Overall		✔			✔			✔		✔				✔					✔		
																✔					

Commitment Aim:
This commitment aimed to provide more transparency in the transport sector. The milestones include conducting a need assessment study, and the development and launch of a portal related to the transport sector.

Status
Midterm: Not Started

During the midterm, the Ministry of Transport started a feasibility study for the open data website. According to Mr. Ridha Ajroun, the government contact for this commitment, the development of the portal faced some technical challenges including the selection of a common platform to host the data. He added that each of the public transportation companies' technical requirements is different and this

difference delayed the implementation phase. As such, the completion of this commitment was limited during the midterm.

End of term: Complete

In August 2018, the Ministry of Transport launched a website that included multiple datasets.[1] The datasets contain timetables and pricing for a pilot of 27 enterprises under the Ministry of Transport. The information published includes details on the fleets of national enterprise of marine, air and ground transportation agencies. Schedules, prices, and timetables were only available for five of the enterprises. The Ministry of Transportation received help from the Financial Services Volunteer Corps (FSVC) that supports a Tunisian program named "Onshor".[2] The support of FSVC allowed the Ministry to considerably speed up the implementation of the platform by using an Open data framework solution, CKAN (Comprehensive Knowledge Archive Network), that provides an easy template to upload open data.[3] A GPS tracking component was added to the commitment later, but implementation was postponed due to lack of resources, knowledge, and time.

Although the website has been launched and therefore formally completing the commitment, the amount of data provided is still limited and the development of the platform needs improvement.

Did It Open Government?
Access to Information: Marginal

In Tunisia, overall, information about public transport is nonexistent or limited. This commitment had promised enhanced transparency in the transport sector. The milestones, however, were ambiguous, and it was not clear how the government was going to achieve its objectives, particularly in the area of improving access to information.
Among the published data, information about pricing of most of the state-owned public transportation agencies, their fleet, and their regular timetables are available. Also, information about the major regional ground transportation stations and their addresses can be found in Open data format. However, the website does not include budgetary information and revenues, and most of the information available on the website concerns logistics. In addition, exploitation of the data is still not user-friendly.

Carried Forward?
This commitment was not carried forward.

[1] "Tunisie le Ministère du Transport adopte un portail Open Data", L'économiste Maghrebin, https://www.leconomistemaghrebin.com/2018/10/29/ministere-transport-open-data/
[2] Ridha Arjoun, Ministry of Transport, interview by IRM researcher, 20 April 2018.
[3] Ridha Arjoun, Ministry of Transport, interview by IRM researcher, 20 April 2018.

8. Promoting financial and fiscal transparency

Commitment Text:

This commitment tends to devote the principle of fiscal justice and encourage the tax payers to respect their fiscal duties. It also aims at the increase of the state budget resources through better exploitation of the tax energy, especially by reducing tax expenditures.

Milestones:

The fulfillment of this commitment requires the publication of two reports:
- An annual report on tax expenditures accompanying the annual budget presented to the parliament,
- An annual report on fiscal obedience.

Responsible institution: Ministry of finance

Start date: August 2016   **End date:** July 2018

Editorial Note: This is an abbreviated version of the commitment text. For the full commitment text from the Tunisia National Action Plan, see here.

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion	Midterm			Did It Open Government?				
														End of Term							
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
8. Overall		✔			✔						✔			✔				✔			
														✔							

Commitment Aim:

This commitment aimed to increase financial and fiscal transparency through the production of two annual reports. The first report includes information about tax benefits and breaks provided by the state to public and private entities. The second concerns fiscal obedience, which would disclose information on the amount of taxes collected and the sources from which these taxes were generated.

Status

Midterm: Limited

The completion of this commitment was limited during the midterm assessment. The commitment focal point changed during the implementation phase. Since then, neither the OGP focal point in the government nor the IRM researcher were able to find substantial information verifying the implementation of the commitment. The current OGP government point of contact acknowledges that "some work is being undertaken" to implement this commitment but the IRM researcher could not verify this.

End of term: Limited

The status of the implementation of this commitment did not change by the end of term. Despite multiple attempts through different channels, no additional information was available neither to the NGOs represented in the OGP steering committee nor to the IRM researcher. The government self-assessment report also records the completion of this commitment as limited.[1]

Did It Open Government?
Access to Information: Did Not Change

While the publication of two reports could have had a major impact in improving the openness of the government, the limited completion of this commitment did not change government practice.

Carried Forward?
This commitment was not carried forward.

[1] Government self-assessment report 2016-18 action plan http://www.ogptunisie.gov.tn/en/?p=1154

9. Elaborating a legal framework for citizen's petitions

Commitment Text:
To establish a new mechanism for collective petitions in order to regulate and organize citizen participation in the process of making public decisions. This commitment represents an essential mechanism that will enhance citizen participation in the design, implementation and evaluation of public policies.

Milestones:
- *Preparing a legal framework to regulate collective petitions.*

Responsible institution: Presidency of the Government

Start date: June 2016   **End date:** July 2018

Editorial Note: This is an abbreviated version of the commitment text. For the full commitment text from the Tunisia National Action Plan, see here.

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion / Midterm / End of Term				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
9. Overall			✔			✔					✔			✔ / ✔				✔			

Commitment Aim:
The commitment aimed to create the legal basis for citizens to address government and parliament with petitions. In the past, no laws existed to provide this opportunity to citizens.

Status
Midterm: Limited

The completion of this commitment was limited by the midterm. The Presidency of the Government developed the note about drafting the law on petitions.[1] During the process of drafting the bill, the government did not consult with the CSOs. The government submitted the draft of the bill to the bureau in the parliament that reviews the bills and determines if the bill should be tabled for the discussion and vote in the parliament. However, the bureau did not find this bill a priority.

End of term: Limited

By the end of term, the completion of this commitment remained limited. The government officials stated to the IRM researcher that they did not receive any feedback from the parliament despite multiple attempts.

Did It Open Government?
Civic Participation: Did Not Change
This commitment did not affect civic participation since it did not reach a substantial level of completion that would yield changes in government practice.

Carried Forward?
This commitment was not carried forward.

1 OGP, Tunisia OGP Midterm Report 2016-2018,
https://www.opengovpartnership.org/documents/tunisia-mid-term-report-2016-2018-for-public-comment/

10. Developing an integrated electronic civil petition and corruption reporting platform (e-people)

Commitment Text:
This platform will contribute to fight corruption and promote citizen participation. Using multiple channels (Website, Call center, SMS, direct visits of citizens), the system will be a one stop shop to receive citizens' complaints and report corruption cases. These complaints will be dispatched to different public structures at the central, regional and local levels. The system ensures the follow up of these petitions throughout the treatment process. In addition, This Platform will allow the publication of accurate and categorized statistics about complaints and corruption cases notifications treated by different public structure.

Milestones*:*
This system will be implemented in phases to cover all public structures. The first one concerns 10 pilot public structures.

Responsible institution: Presidency of the Government
Start date: June 2016   **End date:** March 2018

Editorial Note: This is an abbreviated version of the commitment text. For the full commitment text from the Tunisia National Action Plan, see here.

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion — Midterm / End of Term				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
10. Overall			✔		✔	✔	✔	✔			✔			✔ (Midterm)	✔ (End of Term)				✔		

Commitment Aim:

This commitment was carried forward from the first action plan. The commitment aimed to improve the interaction between citizens and government by providing a one-stop shop for reporting corruption.

To report incidents of corruption in Tunisia, one must use traditional methods, such as telephoning a toll-free hotline or making a complaint in person. There is not a possibility to submit reports through an online platform. This commitment aimed to provides an online platform for citizens to submit reports through a web portal and receive responses from the government.

Status
Midterm: Limited

The commitment completion was limited by the midterm assessment. The website was launched and the platform technically functioned. The design of the commitment was meant to be jointly used by the government and the Anti-Corruption Authority to review the reports and provide responses to them. However, the governance of the platform remained a matter of dispute. This circumstance delayed the full implementation of the commitment. CSOs and the Anti-Corruption Authority argued that the government should not manage the platform, because it might side with its own institutions. In addition, CSOs believed that government would not be able to sanction abuses while ensuring the privacy of complainants.[1]

End of term: Substantial

By the end of term, the completion of this commitment was substantial. The website was launched and functional. However, the website did not list any corruption reports nor suggestions for improvement as stated in the commitment.
During some attempts from the IRM researcher to access the site, the browser displayed technical errors and did not load the content. Nonetheless, the website is available. It requires a username and password login. It allows the user to submit a request or report and then track its progress. The public can use the system to submit a request, complaint or report. They can select the government institution to address. The user can select their preferred channel for notification, check the status, review the response to the submission and at the end complete a user satisfaction survey. [2]
According to the government end of term self-assessment report, the platform was launched with links to ten government agencies during the implementation period of the action plan.[3]
According to IRM Researcher findings, the government and CSOs did not reach an agreement over the governance of the platform.

Did It Open Government?
Access to Information: Did not change
Civic Participation: Marginal
Public Accountability: Did Not Change
Centralizing a channel to receive citizen complaints or reports is a positive change in government practice to engage citizens. However, the application of the portal was still recent and in pilot development phase. The link to government institutions that could be subject to receive complaints, requests or reports from citizens was limited to ten. The site requires username and password to log in, which may deter or create barriers to entry. While reports can be submitted, there are not reports available or recommendations for change, which does not change accountability practices.

Carried Forward?
This commitment is considered completed by the government and therefore was not carried forward.

[1] OGP, Tunisia OGP Midterm Report 2016-2018,
https://www.opengovpartnership.org/documents/tunisia-mid-term-report-2016-2018-for-public-comment/
[2] Platform available at https://www.e-people.gov.tn/op/opGuide/getOpGuide.do?currMenuId=100171
[3] OGP, Tunisia End of Term Self-assessment report 2016-2018,
http://www.ogptunisie.gov.tn/en/?p=1154

11. Developing new mechanisms to promote interaction with the youth and enable them to pursue dialogue about public policies

Commitment Text:

This commitment aims to involve youth in the development and implementation of open government principals in order to foster their participation and find tools to enable them to express their aspirations and express their voice to public officials and decision-makers regarding different public policies and programs especially actions included In the NAP-OGP 2016-2018.

Milestones:

- *Development of an e-platform allowing youth to provide feedback on the delivery of selected public services and that requires the responsible public structures to respond and address the issues raised.*

- *Co-creation (Government/CSO) of local councils which must include representatives of civil society and public authorities with a significant presence for the young people. The main goal of this action is to create a space facilitating discussion about key pain points and opportunities as articulated by youth CSOs which government could respond to.*

Responsible institution: Ministry of Youth and Sports

Start date: June 2016   **End date:** July 2018

Editorial Note: This is an abbreviated version of the commitment text. For the full commitment text from the Tunisia National Action Plan, see here.

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion	Midterm / End of Term			Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
11. Overall		✔				✔		✔		✔				✔ (midterm) / ✔ (end of term)				✔			

Commitment Aim:

The commitment aimed to bridge the gap between government and youth in Tunisia, by offering online and offline measures to increase youth participation in decision making. The measures include:

- The creation of an online interactive platform
- The creation of local councils

Status

Midterm: Limited

UNESCO, OECD, and the World Bank worked with the government on the implementation of this commitment.[1] UNESCO was involved in the recruitment of a

consultant to work to develop the terms of reference for the new e-platform.[2] OECD organized a conference and invited youth leaders from NGOs, government officials, and staff from the Ministry of Youth and Sports to discuss the implementation of the platform.[3] The World Bank agreed to partner with the Ministry of Youth and Sports to implement this commitment in line with its role to support Tunisia in its OGP efforts.[4] The Ministry of Youth and Sports and the three partners decided to create a pilot for this project by selecting five Houses of Youth in different regions of Tunisia to create the local councils. These locations were Ettadhamen, Testour, Douar Hicher, Kalaat Senan, and Hazoua.[5] By the midterm assessment, the terms of reference for the online platform was drafted.

End of term: Limited

Besides the selection of targeted localities and draft terms of reference for the online platform, the implementation of the youth councils and the development of the website were not completed. Therefore, the completion of this commitment is limited.[6]

Did It Open Government?
Civic Participation: Did Not Change
This commitment did not open government with respect to civic participation due to its limited completion. CSO members of the MSG expressed their skepticism about the realization of the commitment, they attributed the challenges of the commitment to the top-down approach.[7]

Carried Forward?
This commitment has been carried forward with some variations.

[1] OGP, Tunisia OGP Midterm Report 2016-2018,
https://www.opengovpartnership.org/documents/tunisia-mid-term-report-2016-2018-for-public-comment/
[2] OGP, Tunisia OGP Midterm Report 2016-2018,
https://www.opengovpartnership.org/documents/tunisia-mid-term-report-2016-2018-for-public-comment/
[3] OGP, Tunisia OGP Midterm Report 2016-2018,
https://www.opengovpartnership.org/documents/tunisia-mid-term-report-2016-2018-for-public-comment/
[4] OGP, Tunisia OGP Midterm Report 2016-2018,
https://www.opengovpartnership.org/documents/tunisia-mid-term-report-2016-2018-for-public-comment/
[5] Interview with Ibrahim El Ghandour and Mootaz Chaouachi, World Bank Tunisia, 17 May 2018.
[6] Interview with Salma Ben Khalifa Negra, UNESCO, 10 May 2018.
[7] Interview with Asma Cherifi, 10 May 2018.

12. Adopting the corporate governance referential on the sectorial level

Commitment Text:

After the drafting of the national reference for corporate governance "RNG" during the period of implementation of the first national OGP action plan, this aims to establish the principles and mechanisms of governance, in both public and private sectors. The work will be focused on instituting this national reference on a certain number of public and private institutions.

Milestones:

- *Organizing a training for trainers (10), auditors (10) and assistants (10) in the field of technical assistance in accordance with national reference for corporate governance,*
- *Establishing the national reference for corporate governance on publicly owned companies and a private enterprise.*

Responsible institution: Presidency of the Government

Start date: June 2016   **End date:** July 2018

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Midterm / End of Term	Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed		Worsened	Did Not Change	Marginal	Major	Outstanding
12. Overall		✔			Unclear				✔					✔ / ✔					✔			

Editorial Note: This is an abbreviated version of the commitment text. For the full commitment text from the Tunisia National Action Plan, see here.

Commitment Aim:

This commitment has the same theme as Commitment 6 in the previous action plan. While in the previous action it aimed to establish the national corporate governance repository, the commitment in the 2016-2018 action plan has focused on the establishment of the principles and mechanisms of corporate governance, both in public and private sector. The Presidency of the Government included this commitment as a second phase that would build on the foundations of the previous one. The commitment resulted in the development of a guide on ethics-based practices to prevent corruption. As reported in the end-of-term report of the first action plan it was unclear how widely the repository had been taken up and used.

Status
Midterm: Limited

The implementation of the commitment during midterm assessment was limited. The government midterm self-assessment report mentions that some government agencies requested to adopt a reference, but none were granted.[1] [2] The midterm report also mentions that several training courses were designed, but the IRM researcher could not assess if they were conducted during this time.

End of term: Limited

The government End-of-Term self-assessment report mentions that three training courses were conducted.[3] An interview with Walid Fehri from the Presidency of the Government confirmed that no further action was carried out since the midterm.[4] The status of the commitment during the end-of-term assessment remains limited.

Did It Open Government?
Access to Information: Did Not Change
Civic Participation: Did Not Change
Public Accountability: Did Not Change
The commitment is internal-facing and was assessed by IRM as not relevant to OGP values. Additionally, due to the limited completion during implementation this commitment did not change government practice of openness.

Carried Forward?
This commitment was not carried forward.

[1] Government of Tunisia, Tunisia Mid-Term Self Assessment 2016-2018, https://www.opengovpartnership.org/documents/tunisia-mid-term-self-assessment-2016-2018/
[2] OGP, Tunisia OGP Midterm Report 2016-2018, https://www.opengovpartnership.org/documents/tunisia-mid-term-report-2016-2018-for-public-comment/
[3] Government of Tunisia, End of Term Self-Assessment-Arabic, http://www.ogptunisie.gov.tn/en/?p=1154
[4] Interview with Walid Fehdi, Presidency of the Government, in person, Tunis, April 2019.

13. Developing mobile applications which be downloaded on the mobile phone to reinforce transparency of government activities and participatory approach

Commitment Text:
Recognizing the potential of m-services for improving the transparency, accountability and efficiency of public services, the fulfillment of this commitment tends to facilitate access to, and the use of, mobile ICT services in several fields such as education, transport, health, etc.

Milestones:
- *Defining a list of public services that will be developed through mobile phone technology,*
- *Developing the selected mobile ICT services,*
- *Promoting the developed m-services.*

Responsible institution: Presidency of the Government

Start date: June 2016   **End date:** December 2017

Editorial Note: This is an abbreviated version of the commitment text. For the full

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion					Did It Open Government?				
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															End of Term								
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed		Worsened	Did Not Change	Marginal	Major	Outstanding
13. Overall			✔		Unclear					✔					✔				✔			
															✔							

commitment text from the Tunisia National Action Plan, see here.

Commitment Aim:
The commitment aimed to reinforce the government's "E-Government 2020" strategy by providing mobile apps that would increase service delivery to citizens using mobile technology.

Status
Midterm: Substantial

The commitment was substantially implemented by the midterm. The E-Government and Open Data Unit shortlisted 12 mobile apps and developed them through a private company. The applications covered areas such as weather forecast, a postal service, train services, and a school-parents communication. These applications were developed by the E-Government Unit on behalf of the agencies that needed them. However, when the applications were handed to the related government institutions, some did not take the necessary steps to offer the applications to their

intended users. Some of these government agencies or institutions lacked funding while others did not have the required technical capacity. As a result, these applications did not become available online.

The E-Government and Open Data Unit first tried to address this challenge by taking over the responsibility of hosting process, but later faced financial difficulty and therefore deserted the idea.[1]

End of term: Substantial

The completion of this commitment did not advance since the midterm assessment. The E-Government and Open Data Unit is working with the public institutional partners (such as the train company) that are supposed to use the apps to improve their service delivery. The government considered the completion of this commitment substantial as two of the three milestones[2] were completed. However, the apps were not functional since they were not uploaded on a server to become available for users.

Did It Open Government?
Access to Information: Did Not Change
Civic Participation: Did Not Change
Public Accountability: Did Not Change

Since the apps were not functional and downloadable, it was not possible to assess how they would function. In addition, the commitment lacked clear relevance to OGP values. Therefore, the commitment did not change government practice.

Carried Forward?
This commitment was not carried forward.

[1] See the Tunisia IRM Mid-term Report 2016-2018 for more details.
[2] Interview with Khaled Sellami.

14. Enhancing access to the archive

Commitment Text:

The aim is to facilitate access to a significant volume of historical documents since the Husseinit period until today. These documents are characterized by their originality, uniqueness and diversity of their content, dates, languages (Arabic, French, English, Turkish, Italian, and Hebrew).

Opening up these documents will offer enumerable benefits for many users, especially for researchers and developers of web/mobile applications in several fields.

Milestones:
- *Developing an archival platform to allow access to documents that have been digitized,*
- *Organizing training in this field for all dealers with documents in order to have the necessary skills regarding organizing classifying and coding documents.*

Responsible institution: Tunisian National Archive

Start date: June 2016   **End date:** July 2018

Editorial Note: This is an abbreviated version of the commitment text. For the full

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion / Midterm End of Term				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
14. Overall			✔		✔					✔			✔ / ✔					✔			

commitment text from the Tunisia National Action Plan, see here.

Commitment Aim:

The Tunisian National Archive documents were not available online and its website was not functional. This commitment aims to develop a platform for providing access to the National Archive by creating a new portal with digitized archives, and to train its staff for digitization, coding, and classification.

Status
Midterm: Not Started

The implementation of this commitment did not start by the midterm assessment. The IRM researcher requested information on the implementation of this commitment but did not receive any evidence from the National Archive or the government.

End of term: Limited

The national OGP steering committee confirmed to the IRM researcher that lack of funding blocked the implementation of this commitment. The government end of term self-assessment report confirmed that the terms of reference were developed.[1]

Did It Open Government?
Access to Information: Did Not Change
Since the implementation of this commitment did not start, the status of the government remained unchanged.

Carried Forward?
The commitment was not carried forward.

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[1] Government of Tunisia, End of Term Self-Assessment, http://www.ogptunisie.gov.tn/en/?p=1154

15. The Development of an electronic mechanism to ensure the transparency of Public Servants recruitment

Commitment Text:
This commitment aims to facilitate access to information for all job seekers especially job opportunities in public sector. It will foster the principles of transparency and equal opportunity to ensure that the most capable person is selected for a position on the basis of merit and refers to the right of every individual to be given fully fair consideration for any job in public sector for which they are qualified and skilled.
The goal of this commitment is also to reduce the risk of corruption and nepotism, as the lack of transparency could give the opportunity to receive bribes or enable certain people to benefit from the opportunities offered in this area.

Milestones:
The development of electronic mechanisms for the dissemination of information about job opportunities carried out by ministries, public institutions and public enterprises, particularly those exceptional Mandates by contract.

Responsible institution: General directorate, Ministry of Vocational Training and Employment

Start date: June 2016   **End date:** July 2018

Editorial Note: This is an abbreviated version of the commitment text. For the full commitment text from the Tunisia National Action Plan, see here.

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion / Midterm End of Term				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
15. Overall			✔		✔					✔						✔ (midterm) / ✔ (end of term)			✔		

Commitment Aim:
This commitment aimed to improve transparency in the recruitment of civil servants, contractors, and permanent officials. Through this commitment, the Ministry of Vocational Training has planned to create a website that will aggregate all job openings in the public sector. Before the implementation of this commitment, announcements were published in different governmental online portals, but they were never aggregated in one publicly owned/managed portal.

Status
Midterm: Complete

The commitment was completely implemented in summer 2016. The Ministry of Vocational Training held a press conference[1] to present the website.[2] However, due to the absence of internet certification, the website appears to be "unsafe" in most of internet navigators. Search engine optimization is also an issue as the website does not appear in search engines.

End of term update

When checked at the end-of-term assessment, the website included announcements of public servant job openings. However, when checked further, the IRM researcher found that some announcements were available in paper format but not on the website. This means that the website is not yet the one-stop shop that it was designed to be.

Did It Open Government?
Access to Information: Marginal
The completion of this commitment would provide the government with a tool to reduce perceptions of corruption in the government recruitment process and would enhance the transparency. Before the implementation of this commitment, Tunisian citizens had to apply for government posts using traditional methods, such as visiting government offices or checking the job announcements in major newspapers.

Although the aggregation of public announcements for recruitment of public servants is important, it is not applied systematically by all government agencies, meaning not all agencies display vacant posts on the website.

Carried Forward?
This commitment was not carried forward.

[1] Assabah News, Governmental decision to create a unified platform for public servant recruitment, http://www.assabah.com.tn/article/123906/قرار-حكومي-بوابة-وطنية-موحدة-لمناظرات-الانتداب-بالقطاع-العمومي
[2] Ministère de la Formation Professionnelle et de l'Emploi, https://www.concours.gov.tn/

Methodological Note

The end-of-term report is based on desk research and interviews with governmental and nongovernmental stakeholders. The IRM report builds on the findings of the government's self-assessment report; other assessments of progress put out by civil society, the private sector, or international organizations; and the previous IRM progress report.

The research was mainly conducted through online interviews and teleconferences with government officials, civil society organizations, activists, and members of the OGP steering committee.

The research was focused on the findings of the Midterm Assessment of the IRM, the government self-assessment in the midterm and the final phases.

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The Open Government Partnership (OGP) aims to secure concrete commitments from governments to promote transparency, to empower citizens, to fight corruption, and to harness new technologies to strengthen governance. OGP's Independent Reporting Mechanism assesses development and implementation of national action plans to foster dialogue among stakeholders and to improve accountability.