



Tunisia's Compliance with the Convention Against Torture and Other Cruel, Inhumane or Degrading Treatment or Punishment Suggested List of Issues Prior to Reporting Relating to Violence Against Women

Submitted by The Advocates for Human Rights,

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The Advocates for Human Rights (The Advocates) is a volunteer-based non-governmental organization committed to the impartial promotion and protection of international human rights standards and the rule of law. Established in 1983, The Advocates conducts a range of programs to promote human rights in the United States and around the world, including monitoring and fact finding, direct legal representation, education and training, and publications. The Advocates is committed to ensuring human rights protection for women around the world. The Advocates has published more than 25 reports on violence against women as a human rights issue, provided consultation and commentary of draft laws on domestic violence, and trained lawyers, police, prosecutors, judges, and other law enforcement personnel to effectively implement new and existing laws on domestic violence.

Mobilising for Rights Associates ("MRA") is an international nongovernmental women's rights organization based in Rabat and currently working in Morocco, Tunisia, and Libya. MRA collaborates with grassroots level women's rights activists and organizations to promote women's full enjoyment of their human rights through changes in laws, structures, relationships, and culture. Together with its partners, MRA creates and implements long-term strategies to address the diverse causes of discrimination against women and develop meaningful, effective solutions. Its multidimensional strategies include popular human rights education, legal accompaniment, cause-lawyering, action-research, national law reform, and international advocacy. By engaging with local actors at different levels, MRA fosters micro-level changes in culture and relationships to support activism for macro-level legal and institutional reform.

EXECUTIVE SUMMARY

- 1. Violence against women in Tunisia remains widespread and systemic. Though the December 2010-January 2011 revolution brought about reform for women's rights, there is a general perception that violence against women has increased since the revolution, with high rates of both domestic violence as well as violence against women in public places. The Act on Violence Against women includes reform to key articles of the Penal Code but the application of the new law to situations of domestic violence remains limited both by the language of the law and in its implementation. Further, sexual relationships between unmarried persons remain illegal in Tunisia, creating barriers to women reporting violence committed in non-marital intimate relationships.
- 2. This report recommends that Tunisia increase the penalties for political, psychological, and economic violence and expand the scope of relationships covered by the Act on Violence Against Women in order to adequately hold perpetrators accountable. Coincidingly, it recommends amending the Penal Code and Civil Status Code provisions in order to abolish in both law and practice criminal prosecutions for consensual sexual relations outside of marriage. Last, it recommends continuing efforts to better detention conditions and implement monitoring mechanisms of ill-treatment in prisons, while amending Organic Act No. 2015-26 to ensure those detained in cases of terrorism have equal access to legal safeguards.

Tunisia fails to uphold its obligations under the Convention against Torture and Other Cruel, Inhumane or Degrading Treatment or Punishment

I. Violence Against Women

- 3. In its 2016 Concluding Observations, the Committee Against Torture (the "Committee") expressed concerns over the limited statistical data regarding the implementation and enforcement of Tunisia's new efforts to address violence against women. The Committee's recommendations suggested enacting measures to ensure effective law enforcement, impartial prosecution, and fair punishment in cases of violence against women. The Committee also expressed concern about reports of the use of intrusive vaginal examinations as a tool proving extramarital sexual relations or prostitution, at times conducted non-consensually and without medical justification. The Committee recommended the prohibition of performing such examinations.
- 4. Violence against women is a widespread problem in Tunisia. In 2016, 53.5% of women who participated in a survey reported that they experienced violence in public places.⁵

¹ Committee against Torture, *Concluding Observations on the third period reports of Tunisia* (June 10, 2016), CAT/C/TUN/CO/3, ¶7.

² Committee against Torture, *Concluding Observations on the third period reports of Tunisia* (June 10, 2016), CAT/C/TUN/CO/3, ¶8.

³ Committee against Torture, *Concluding Observations on the third period reports of Tunisia* (June 10, 2016), CAT/C/TUN/CO/3, ¶ 41.

⁴ Committee against Torture, *Concluding Observations on the third period reports of Tunisia* (June 10, 2016), CAT/C/TUN/CO/3, ¶ 42.

⁵Centre de Recherches, d'Etudes de Documentation et de l'Information sur la Femme et al, *The Gender-Based Violence in Public Spaces in Tunisia* (Feb. 2017). Available online at

78% reported psychological violence, 75.4% reported sexual violence, and 41.2% reported physical violence. Furthermore, 60 percent of women in Tunisia experienced domestic violence.⁶ Though the December 2010-January 2011 revolution brought about reform for women's rights, there is a general perception that violence against women has increased since the revolution. Some sources attribute the increase to the rise of extremist Islamist ideologies in Tunisia,⁷ and corresponding attitudes among the police and others that women are responsible for violence inflicted upon them if they dressed a certain way or were in the "wrong" place.⁸

- 5. In 2017, the Tunisian Government enacted The Act on Violence Against Women (the "Act"), which includes reform to key articles of the Penal Code. One provision of the Act eliminates the possibility of impunity for rape if a perpetrator marries the victim. According to the Tunisian Government, while the act does not specifically include the terms "marital rape" or "domestic violence," they are criminalized within more general articles prohibiting violence against women, irrespective of the perpetrator. Penalties increase for criminal offenses such as assault or rape perpetrated against a family member.
- 6. Article 15 of the Act amended Penal Code article 227 to define rape as any act of sexual penetration, regardless of the nature of the penetration or the means by which it was achieved, committed against either a man or a woman, without that person's consent. Article 227 makes rape punishable with life imprisonment if committed with violence or a weapon or against anyone under the age of 16. The article sets the age of consent at 16 years old.¹⁰
- 7. It also created a new "crime of aggression against the intimate partner with repeated verbal or psychological violence that harms the dignity or physical or psychological safety of the victim, punishable with 6 months to 1 year." 11
- 8. In addition to the Act, the Ministry of the Interior founded two units specializing in investigation of crimes of violence against women and children. ¹² In 2018, several Tunisian

 $\frac{https://morocco.unwomen.org/sites/default/files/Field\%20Office\%20Morocco/Documents/Publications/2016/12/The\%20Gender\%20Based\%20Violence\%20in\%20Public\%20Spaces\%20in\%20Tunisia.pdf.$

⁶ Lilia Blaise, *Tunisia Takes a Big Step to Protect Women From Abuse*, The New York Times, Aug. 1, 2017, https://www.nytimes.com/2017/08/01/world/africa/tunisia-women-domestic-violence.html?searchResultPosition=1

⁷ Expérience et vécu des femmes survivantes à la violence conjugale dans les régions du Kef, Béja et Jendouba : résultats d'une étude qualitative (Office national de la famille et la population, 2015). Available online at http://www.onfp.nat.tn/liens/violence_nord_ouest_resultats_2015.pdf; See also, Euro-Mediterranean Human Rights Network, Violence against Women in the context of Political Transformations and Economic Crisis in the Euro-Mediterranean Region: Trends and Recommendations towards Equality and Justice, (Mar. 6, 2014), 25.

⁸ Communication from local Tunisian activists to MRA (Feb. 2016), on file with authors.

⁹ Loi organique no. 2017-58 du 11 aout 2017, relative a l'élimination de la violence à l'égard des femmes, Art. 227 (2018). Available online at http://www.legislation.tn/sites/default/files/news/tf2017581.pdf. Article 46 of the January 2014 Constitution provides in part that the "[S]tate shall take all necessary measures in order to eradicate violence against women." La Constitution de la République Tunisienne (2014), art. 46.

¹⁰ Loi organique no. 2017-58 du 11 aout 2017, relative a l'élimination de la violence à l'égard des femmes, Art. 227 (2018). Available online at http://www.legislation.tn/sites/default/files/news/tf2017581.pdf.

¹¹ Loi organique no. 2017-58 du 11 aout 2017, relative a l'élimination de la violence à l'égard des femmes, Art. 15 (2018), Available online at http://www.legislation.tn/sites/default/files/news/tf2017581.pdf.

¹² Le Collectif Civil pour les Libertés Individuelles (CCLI), *State of Individual Liberties 2018* (Tunis, Mar.2019), 23. Available online at https://omct-tunisie.org/wp-content/uploads/2020/06/Rapport-%C3%A9tat-des-libert%C3%A9s-individuelles-du-collectif-civil-des-libert%C3%A9s-individuelles-VF.pdf

Ministries signed a collective convention to assign institutions for data collection and research on violence against women.¹³

- 9. Despite progress, the application of the new Act and its additions to situations of domestic violence remains limited both by the language of the law and in practice. Articles 218, 219 and 319 apply only in situations of physical violence, excluding psychological and economic violence. The penalties for psychological and economic violence in Articles 224 bis, 18, and 19 are not sufficient to deter perpetrators.
- 10. The new legislation applies only to violence committed between spouses, ex-spouses, fiancés and ex-fiancés, and does not provide protection for violence that occurs between unmarried intimate partners.
- 11. Sexual relationships between unmarried persons remain illegal in Tunisia, creating barriers to women reporting violence committed in non-marital intimate relationships. Penal code provisions criminalizing sexual relations outside of marriage prevent women from reporting intimate partner violence. Penal Code article 226 punishes "public indecency" by six months' imprisonment and a fine of 48 dinars, a provision applied in practice to sanction unmarried couples, while article 236 punishes adultery with five years imprisonment and a 500 dinar fine. In addition, Article 36 of law n of 57-3 of August 1, 1957 regulating civil status punishes concubinage unmarried persons cohabitating with three to six months imprisonment.
- 12. Tunisian NGOs in several towns reported that women in intimate cohabitating or dating relationships will not **report** violence to the authorities out of fear of being arrested themselves.¹⁵
- 13. In September 2018, two young high school students (a boy and a girl) were tried on the basis of articles 226 and 226bis of the Tunisian Penal Code for "indecency" after a school guard discovered them kissing. That same month, a transgender woman was arrested for "indecency" and subsequently placed in a male prison without consideration of her gender identity. The second student identity. The second school is a male prison without consideration of her gender identity. The second school is a male prison without consideration of her gender identity.

¹³ Le Collectif Civil pour les Libertés Individuelles (CCLI), *State of Individual Liberties 2018* (Tunis, Mar. 2019),

^{23.} Available online at https://omct-tunisie.org/wp-content/uploads/2020/06/Rapport-%C3%A9tat-des-libert%C3%A9s-individuelles-du-collectif-civil-des-libert%C3%A9s-individuelles-VF.pdf

¹⁴ Penal Code article 231 criminalizing prostitution is also often broadly interpreted and applied to unmarried couples.

¹⁵ Communication from local Tunisian activists to MRA (January 2019), on file with authors.

¹⁶ Le Collectif Civil pour les Libertés Individuelles (CCLI), *State of Individual Liberties 2018* (Tunis, Mar. 2019), 8. Available online at https://omct-tunisie.org/wp-content/uploads/2020/06/Rapport-%C3%A9tat-des-libert%C3%A9s-individuelles-VF.pdf

¹⁷ Le Collectif Civil pour les Libertés Individuelles (CCLI), *State of Individual Liberties 2018* (Tunis, Mar. 2019), 8. Available online at https://omct-tunisie.org/wp-content/uploads/2020/06/Rapport-%C3%A9tat-des-libert%C3%A9s-individuelles-VF.pdf

- 14. Very few women victims of violence in Tunisia report the violence to the authorities. Women reported a lack of trust and confidence in the justice system, ¹⁸ with only 3.6% of women identified the police and health system institutions respectively as sources of assistance they would seek. ¹⁹ The penal code provisions criminalizing sexual relations outside of marriage discourage women in intimate cohabitating or dating relationships from reporting violence or rape to the authorities, out of fear of being arrested themselves. ²⁰ Women also do not report domestic violence and rape due to social and cultural pressures, including the traditionally taboo nature of violence against women, a concern to protect the image and reputation of the victim's family, and the fear of ending up homeless. ²¹
- 15. Due to these legal and societal pressures, convictions for sexual violence are far below the number of actual incidents. This is exacerbated by findings that while the government is tracking cases of gender-based violence, there has not been a systematic tracking of cases of rape nor has that information been made public.²²
- 16. Implementation of the new legislation is also lacking. Between 2016 and 2017, while the Ministry of Justice received 5,569 complaints of violence against women, over half of them did not make it to court or were dropped altogether.²³ Of 35,988 cases of violence against women and girls registered with the Directorate General of Public Security in 2019, legal proceedings were initiated in 8,198 of those cases, and 515 perpetrators arrested.²⁴ In one recent example, a woman was shot dead by her husband two days after she attempted to file a complaint against him. Although the police transferred her complaint to the judiciary, the judiciary failed to arrest her husband and to put protective measures in place.²⁵

¹⁸ Office National de la Famille et de la Population, *Expérience et vécu des femmes survivantes à la violence conjugale dans les régions du Kef, Béja et Jendouba : résultats d'une étude qualitative* (Tunis, 2015). Available online at http://www.onfp.nat.tn/liens/violence nord ouest resultats 2015.pdf.

¹⁹ Office National de la Famille et de la Population, *Enquete Nationale sur la Violence a l'Egard des Femmes en Tunisie : Rapport de l'enquête* (Tunis, December 2010). Available online at http://www.medcities.org/documents/10192/54940/Enqu%C3%AAte+Nationale+Violence+envers+les+femmes-trunisie+2010.pdf.

Penal Code articles 226 (public indecency) and 236 (adultery); Communication from local Tunisian activists to MRA (Jan. 2019), on file with authors.

²¹ Communication from local Tunisian activists to MRA (Feb.2016), (on file with authors); US Department of State, 2021 Country Reports on Human Rights Practice: Tunisia (Apr. 2022), 25. Available online at https://www.state.gov/reports/2021-country-reports-on-human-rights-practices/tunisia/

²² US Department of State, *2021 Country Reports on Human Rights Practice: Tunisia* (Apr. 2022), 26. Available online at https://www.state.gov/reports/2021-country-reports-on-human-rights-practices/tunisia/

²³ Lilia Blaise, "I can Finally Dream:" Tunisia Expands Protection for Battered Women, The New York Times, May 12, 2018, https://www.nytimes.com/2018/05/12/world/africa/tunisia-womens-rights.html?searchResultPosition=2

²⁴ U.N. International Covenant on Civil and Political Rights, *Sixth periodic report submitted by Tunisia under article* 40 of the Covenant pursuant to the optional reporting procedure, due in 2019, U.N. Doc. CCPR/C/TUN/6. (28 June 2019) ¶ 111.

²⁵ Amnesty International, "The tragic Truth About Domestic Violence" May 21, 2021, https://www.amnesty.org/en/latest/news/2021/05/tunisia-tragic-truth-about-domestic-violence/; Amnesty International, 2021/2022 Amnesty International Report (Mar. 2022), 370. Available online at https://www.amnesty.org/en/latest/research/2022/03/annual-report-202122/

- 17. Remedies available to victims under new legislation are insufficient to protect them from further harm. Article 33 of the Act provides some protective measures for victims of domestic violence. Remedies include both a no-contact order and orders for protection. Article 34 of the Act, however, limits all protective orders to six months, and provides for only one additional protective order of the same duration. Victims effectively receive protection for a year at most.²⁶
- 18. Violence against women in Tunisia has "only increased with the onset of the Covid-19 pandemic. The Ministry of Women announced that in 2020 alone there were seven times more gender-based violence cases compared to previous years."²⁷ In March 2020, due to Covid-19, the Supreme Judicial Council postponed all non-emergency civil hearings, including family law cases.²⁸ Victims' only option of legal redress was to file a complaint and wait for the courts to reopen. In addition, "According to the UN Entity for Gender Equality and the Empowerment of Women, helplines and shelters for survivors of violence reported a sharp increase in calls for help and requests for emergency shelter during the pandemic. Between 23 March and 31 May, 9,800 calls were recorded on the Ministry of Family's toll-free numbers, nine times more than usual. Of these, 2,700 concerned cases involving violence. According to women's rights organizations, police failed in many cases to provide the necessary response to women at risk of domestic violence during lockdown."²⁹
- 19. Tunisia also fails to protect women from sexual harassment. Sexual harassment is a widespread problem in Tunisia. Between 2011 and 2015, 70 to 90 percent of women who participated in a study reported sexual harassment, especially on public transportation.³⁰ Reporting rates and prosecutions are also low due to a culture of victim blaming and harmful stereotypes.
- 20. Tunisia recently amended its legislation to combat sexual harassment. Sexual harassment is punishable with two years' imprisonment and a 5000 dinar fine under Article 226 bis of Tunisia's Penal Code, as amended in 2016. The amended article doubles the penalty for sexual harassment if the victim is a child or a descendant of the offender.³¹ The 2017 Act also removed key articles of the Criminal Code, including Article 226 quarter which allowed someone accused of sexual harassment to sue the victim.³²

²⁶ Loi organique no. 2017-58 du 11 aout 2017, relative a l'élimination de la violence à l'égard des femmes, Art. 33, 34 (2018), http://www.legislation.tn/sites/default/files/news/tf2017581.pdf.

²⁷ Amnesty International, "The tragic Truth About Domestic Violence" May 21, 2021, https://www.amnesty.org/en/latest/news/2021/05/tunisia-tragic-truth-about-domestic-violence/

²⁸ Amnesty International, *2020/2021 Amnesty International Report* (Apr. 2021), 362. Available online at https://www.amnesty.org/en/wp-content/uploads/2021/06/English.pdf#page360

²⁹ Amnesty International, *2020/2021 Amnesty International Report* (Apr. 2021), 362. Available online at https://www.amnesty.org/en/wp-content/uploads/2021/06/English.pdf#page360

³⁰ Lilia Blaise, *Tunisia Takes a Big Step to Protect Women From Abuse*, The New York Times, Aug. 1, 2017, https://www.nytimes.com/2017/08/01/world/africa/tunisia-women-domestic-violence.html?searchResultPosition=1

³¹ Loi organique no. 2017-58 du 11 aout 2017, relative a l'élimination de la violence à l'égard des femmes, Art. 226 (2018) Available online at http://www.legislation.tn/sites/default/files/news/tf2017581.pdf.

³² Loi organique no. 2017-58 du 11 aout 2017, relative a l'élimination de la violence à l'égard des femmes (2018) Available online at http://www.legislation.tn/sites/default/files/news/tf2017581.pdf.

- 21. Women experience sexual harassment in the workplace. In a survey of rural women working in agriculture, the Tunisian Association of Democratic Women found that women reported not only work-related health problems, but also sexual and other forms of harassment as well as physical, verbal, and psychological violence. One in five women reported that they experienced domestic violence at work, with 47.1% reporting verbal abuse and 29.4% reporting physical violence by their spouse.³³
- 22. Among 118 cases of violence and harassment by members of law enforcement against journalists between January and June of 2021, three included sexual harassment of female journalists.³⁴ One journalist was also violently assaulted by a police officer, and later charged with contempt for a public official while no charges were brought against the officer.³⁵

II. Ill-treatment, Detention Conditions, and Legal Safeguards

- 23. The Committee in 2016 expressed concerns with regards to conditions of imprisonment and recommended a continuation of improvement and expansion efforts of prison facilities.³⁶ Finally, the Committee expressed concern over the delay of the assistance of a lawyer for those detained in cases of terrorism, as held under the Organic Act No. 2015-26.³⁷ Recommendations made included implementing monitoring mechanisms and adopting legislation to guarantee fundamental legal safeguards for all cases.³⁸
- 24. Since 2017, the Tunisian Government has introduced several measures aimed to monitor and control ill-treatment of detainees as well as efforts to improve detention conditions in prison facilities.³⁹ The government has also designated one out of 27 prisons for solely women, with seven others having separate blocks for women. Further provisions have been enacted for mothers and their children in detainment, including providing prison spaces for pregnant and lactating women.⁴⁰
- 25. Despite these initiatives, incarcerated women continue to face issues of ill-treatment, inadequate detention conditions, and a lack access to fundamental legal safeguards.

³³ Association Tunisienne des femmes démocrates, *Enquête sur les conditions de travail des femmes en milieu rural* (Sep. 2014). Available online at <a href="http://femmesdemocrates.org.tn/bibliotheque-atfd/livre-pdf/livre-p

³⁴ US Department of State, 2021 Country Reports on Human Rights Practice: Tunisia (Apr. 2022), 15–16. Available online at https://www.state.gov/reports/2021-country-reports-on-human-rights-practices/tunisia/

³⁵ US Department of State, *2021 Country Reports on Human Rights Practice: Tunisia* (Apr. 2022), 16. Available online at https://www.state.gov/reports/2021-country-reports-on-human-rights-practices/tunisia/

³⁶ Committee against Torture, *Concluding Observations on the third period reports of Tunisia* (June 10, 2016), CAT/C/TUN/CO/3, ¶27–28.

³⁷ Committee against Torture, *Concluding Observations on the third period reports of Tunisia* (June 10, 2016), CAT/C/TUN/CO/3, ¶11; Loi organique n° 2015-26 du 7 août 2015, relative à la lutte contre le terrorisme et la répression du blanchiment d'argent (2015). Available online at <a href="https://ihl-databases.icrc.org/applic/ihl/ihl-nat.nsf/implementingLaws.xsp?documentId=7B779CEBBF299332C125836A00359F41&action=openDocument&xpcountrySelected=TN&xpcountrySelected=GVAL-992BUB&from=state

³⁸ Committee against Torture, Concluding Observations on the third period reports of Tunisia (June 10, 2016), CAT/C/TUN/CO/3, ¶12.

³⁹ Committee against Torture, *Concluding observations on the third periodic reports of Tunisia, Addendum: Information received from Tunisia on follow-up to concluding observations* (June 9, 2017), CAT/C/TUN/CO/3/Add.1, ¶3–11, 29.

⁴⁰ Human Rights Council, National report submitted in accordance with paragraph 5 of the annex to Human Rights Council Resolution 16/21: Tunisia (Feb. 20, 2017), A/HRC/WG.6/27/TUN/1, ¶59.

- 26. In March, ten women suspected as members of Islamic State (ISIS) were repatriated from Libya and detained in Tunisian prisons.⁴¹ There, several women reported abuse and having been ill-treated.⁴² At least three of the women contracted COVID-19 and two reported abysmal detention conditions.⁴³ One family member reported his daughter had shown signs of beatings, including as a coercion technique during interrogations.⁴⁴
- 27. Lawyers of four of the detained women have reported that they did not have access to lawyers throughout the interrogations, under Tunisia's Organic Act No. 2015-26.⁴⁵

III. Suggested questions for the Government of Tunisia:

- 28. The coauthors suggest the following questions for the Government of Tunisia:
 - How has the implementation and application of The Act on Violence Against Women since 2017 been limited because of the inapplicability of violence occurring between unmarried intimate partners?
 - What measures, if any, have been implemented to increase women's trust in the justice system and increase the likelihood that they report violence to the authorities?
 - Please provide us with the most recent data on the numbers of victims of gender-based violence collected by the Ministry signatories of the 2018 collective convention (Ministry of Women, Family and Children, the Ministry of Justice, the Ministry of Interior, the Ministry of Health and the Ministry of Social Affairs).
 - What actions have been taken to enact remedies that sufficiently protect victims of gender-based violence from future harm?
 - What education or training programs have law-enforcement officers and legal officials received to respond adequately to reports of gender-based violence?
 - What steps have been taken to provide support to victims of gender-based violence exacerbated by the COVID-19 pandemic?
 - How have the initiatives to create spaces for women within prisons or prisons designated specifically for women been expanded, and how have facilities and conditions within these spaces been improved?

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⁴¹ Human Rights Watch, *World Report 2022: Events of 2021* (2022), 662. Available online at https://www.hrw.org/sites/default/files/media 2022/01/World%20Report%202022%20web%20pdf 0.pdf

⁴² Human Rights Watch, *World Report 2022: Events of 2021* (2022), 662. Available online at https://www.hrw.org/sites/default/files/media 2022/01/World%20Report%202022%20web%20pdf 0.pdf

⁴³ Human Rights Watch, "Tunisia Jails Repatriated Women with Suspected ISIS Ties," Apr. 29, 2021, https://www.hrw.org/news/2021/04/29/tunisia-jails-repatriated-women-suspected-isis-ties

⁴⁴ Human Rights Watch, "Tunisia Jails Repatriated Women with Suspected ISIS Ties," Apr. 29, 2021, https://www.hrw.org/news/2021/04/29/tunisia-jails-repatriated-women-suspected-isis-ties

⁴⁵ Human Rights Watch, "Tunisia Jails Repatriated Women with Suspected ISIS Ties," Apr. 29, 2021, https://www.hrw.org/news/2021/04/29/tunisia-jails-repatriated-women-suspected-isis-ties; Loi organique n° 2015-26 du 7 août 2015, relative à la lutte contre le terrorisme et la répression du blanchiment d'argent (2015). Available online at https://ihl-databases.icrc.org/applic/ihl/ihl-

