



INDEPENDENT COUNTRY PROGRAMME EVALUATION TUNISIA



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INDEPENDENT COUNTRY PROGRAMME EVALUATION: TUNISIA

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Foreword

I am pleased to present the independent country programme evaluation of the United Nations Development Programme (UNDP) in Tunisia. The Independent Evaluation Office of UNDP conducted the evaluation in 2018. It is the second one conducted in Tunisia and covers the programme of cooperation between the Government of Tunisia and UNDP for the period 2015 to 2019.

Tunisia is a lower middle-income country with a Human Development Index value of 0.735 (2017), putting the country in the high human development category and positioning it 95 of 189 countries and territories. The country is still consolidating the democratic transition that resulted from the 2011 “Dignity Revolution”. Despite the progress in the political realm, the country has yet to address successfully the drivers of the revolution, i.e., social and economic problems including high unemployment, corruption, limited public accountability and social justice, and persistent regional inequalities. Since 2011, gross domestic product growth has averaged 2 percent compared to an average of 5 percent in the decade before the revolution. Tunisia also faces environmental challenges including land degradation due to extraction of groundwater; overgrazing and exploitation of pastoral resources; inappropriate soil management; unsustainable agricultural practices; and pollution. In addition, the country is vulnerable to increasing threats of climate change. Gender inequalities are mainly reflected in women’s low economic participation. Historically, Tunisia has been regarded as one of the most progressive States in the Arab region with respect to women’s legal and social status. Post-revolution, the country made additional strides in advancing women’s empowerment, passing the first national law to combat violence against women as well as electoral laws that have incorporated gender parity.

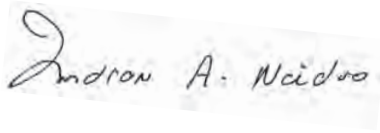
The UNDP country programme 2015-2019 was designed against this background and aims to support the consolidation of democratic institutions as well as inclusive and sustainable growth through support for strategic planning, poverty and vulnerability analysis and natural resources management. The country programme employs a mix of strategies including policy advocacy and advisory services, technical assistance, operational support, knowledge exchange and transfer, and piloting new initiatives and models.

The evaluation concluded that UNDP responded to emerging national priorities vis-à-vis political reforms and transition to democratic governance. In so doing, UNDP consolidated its position as a trusted development partner. Though UNDP cannot take credit for the achievements of new democratic governance institutions, it is recognized for the policy advisory support and institutional capacity development it has provided to these institutions, which enabled them to become operational and achieve important results. While generally effective, the fluid environment in which the country programme operates—stemming from the institutional and other contextual complexities inherent in the transition process—will pose challenges for the consolidation of results by the end of 2019. The evaluation also concluded that there has been a greater emphasis on contributing to democratic reforms than to supporting job creation and strengthening entrepreneurship.

This report includes a set of recommendations for UNDP to consider during the elaboration of its next country programme. UNDP management has provided its response to the recommendations in the management response section of this report.

I would like to thank the Government of Tunisia and the other stakeholders for providing their insights to the evaluation. I hope that this report will be of

use to UNDP, the Government of Tunisia and development partners in prompting discussions on how UNDP may further enhance its contribution to sustainable human development in Tunisia.

A handwritten signature in black ink, reading "Indran A. Naidoo". The signature is written in a cursive style with a large initial 'I'.

Indran A. Naidoo
Director, Independent Evaluation Office

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Acronyms and Abbreviations

ANME	Agence Nationale pour la Maîtrise de l’Energie (National Energy Management Agency)
ANETI	Agence Nationale pour l’Emploi et le Travail Indépendant (National Agency for Employment and Self-Employment)
BTS	Banque Tunisienne de Solidarité (Tunisian Solidarity Bank)
CBOs	Community-based organizations
CONECT	Confederation des Entreprises Citoyennes de Tunisie (Civil society consortium)
CPD	Country programme document
CSOs	Civil society organizations
DAC	Development Assistance Committee (of the Organisation for Economic Co-operation and Development)
DIM	Direct implementation modality
DPA	Department of Political Affairs
DRR	Disaster risk reduction
GDA	Groupeement de développement agricole (agricultural development group)
GDP	Gross domestic product
GEF	Global Environment Facility
HDI	Human Development Index
ICPE	Independent country programme evaluation
ICT	Information and communication technology
IEO	Independent Evaluation Office
IFIs	International financial institutions
ILO	International Labour Organization
IOM	International Organization for Migration
INLUCC	Instance Nationale de Lutte contre la Corruption (National Anti-Corruption Authority)
ISIE	Instance Supérieure Indépendante pour les Élections (Independent High Authority for Elections)
ITU	International Telecommunication Union
IVD	Instance Vérité et Dignité (Truth and Dignity Commission)
M&E	Monitoring and evaluation
MAPS	Mainstreaming, Acceleration and Policy Support
MDIIC	Ministry of Development, Investment and International Cooperation
NAMA	Nationally appropriate mitigation action
NDC	Nationally determined contribution
NIM	National implementation modality
NGOs	Non-governmental organizations
ODA	Official development assistance
ODS	Office for the Development of the South
OECD	Organisation for Economic Co-operation and Development
OHCHR	Office of the United Nations High Commissioner for Human Rights
SDGs	Sustainable Development Goals
SEPT	Support to the electoral processes in Tunisia project
TEAP	Tunisian electoral assistance project
UNCT	United Nations country team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNODC	United Nations Office on Drugs and Crime
UNV	United Nations Volunteers
UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women
UTICA	Tunisian Federation of Industry, Trade and Handicrafts
WHO	World Health Organization

Evaluation Brief: ICPE Tunisia

Since 1987, the Government of Tunisia and the United Nations Development Programme (UNDP) have had a partnership, formalized in country programmes of cooperation, aimed at advancing the country's aspiration for sustainable human development. The current programme, covering the period 2015 to 2019, was designed to support Tunisia's transition in building a democratic system and an inclusive and sustainable growth model conducive to reductions in poverty, inequality and exclusion, particularly at the local level. It provides policy support and institutional capacity development under three programme components: (a) sustainable development; (b) democratic governance; and (c) resilience-building. The approved indicative budget of the programme was set at US\$40 million.

The Independent Evaluation Office of UNDP conducted an independent country programme evaluation (ICPE) in Tunisia in 2018 prior to the scheduled completion of the country programme in 2019. The primary purpose of the evaluation is to inform the development of the next UNDP country programme and to strengthen accountability to national stakeholders and the UNDP Executive Board. This is the second ICPE of the UNDP programme in Tunisia, with the previous evaluation having covered the period 2002 to 2010.

Findings and conclusions

UNDP has been an important partner to the Government of Tunisia in its democratic transition. The country programme includes several flagship projects—electoral support, transitional justice, security sector reform, public accountability and support to Parliament—that are helping to lay the foundation of a governance architecture

embodying the democratic values of inclusiveness, participation, accountability and good governance. In responding to emerging national priorities, UNDP consolidated its position as a trusted development partner. Though UNDP cannot be credited with the achievements of new democratic governance institutions, it is recognized for the policy advisory support and institutional capacity development it has provided to these institutions, which enabled them to become operational and achieve important results. However, while the programme has been generally effective, it is operating in a fluid environment stemming from the institutional and other contextual complexities inherent to the transition process, and the challenge now is consolidation of the programme's results by the end of 2019.

The evaluation also found that there has been a greater emphasis on contributing to democratic reforms than to supporting job creation and strengthening entrepreneurship, which remain main preoccupations of the Government since before the 2011 revolution.

Further, the current approach to civil society engagement, centred on developing the capacities of community-based organizations, while positive for strengthening civil society capacities, is not consistent with the country programme's policy and institutional focus and may limit strategic partnerships with a wider range of civil society actors.

Lastly, the partnership strategy of the country office has been focused more on the delivery of its project activities and outputs and less on establishing linkages and synergies to enhance the collective contribution of actors.

Recommendations

The new country programme should be more flexible, pursuing greater adaptive planning and management approaches to address the challenge of working in a fluid national context.

The results framework of the country programme has remained unchanged despite limited progress in some of the key outcome results. The country office and stakeholders of the country programme need to more explicitly recognize the dynamism and change of speed of the national context, reflecting it in ongoing environmental scanning, risk analysis and rigorous monitoring and evaluation (M&E) processes, which are subsequently used to inform midcourse corrections. This requires greater clarity in the country programme's theory of change, investments in a M&E function that supports the monitoring of key assumptions for success at project and programme levels, and a greater level of integration of M&E practices.

UNDP should seize the opportunity of the preparation of the next country programme to conduct a strategic review to identify a differentiated and strategic niche in the area of job creation with a view to enhancing its value proposition in this area of work. Such positioning should be informed by a thorough analysis and reflection on past successes and failures and the positioning of other stakeholders. As noted in this evaluation, while successive projects are credited for their capacity development support and

multi-stakeholder approach, interventions have had limited sustainable results in terms of job creation, and at the same time have not demonstrated an approach distinct from those of other actors. While supporting the development of entrepreneurship and social and economic solidarity is in line with national priorities to address the challenge of unemployment, particularly of youth, UNDP should seek to be more ambitious and innovative in its value proposition and explore other entry points and modalities for supporting job creation, including balancing between supporting self-employment and wage employment options in order to adapt its response to the employment aspirations of Tunisians.

UNDP should review the current level and nature of partnerships developed with civil society to ensure that such partnerships are at the strategic level required in Tunisia's middle-income country context. The UNDP strategy for engagement with civil society organizations has focused on supporting the emergence and organizational capacity development of civil society groups in local governance and development. While this level of engagement is relevant, UNDP should re-examine the strategic fit of this approach given the growing influence of larger and more established civil society actors in public debates, with whom partnerships were not developed. There are important synergies, at technical rather than financial levels, that could be explored

with existing civil society actors. UNDP should seek opportunities to more systematically consider synergies with existing civil society actors across its portfolio, with due regard to the need to maintain its positioning as a neutral partner.

UNDP should consider adopting a more proactive coordination role with regard to its engagement in strategic partnerships with other actors who are contributing to the same objective, so as to enhance coherence and harmonization and optimize collective contributions where relevant. UNDP Tunisia has developed effective partnerships with the national authorities, which has enabled it to position itself as an important development partner in several sectors that are relevant to Tunisia's development plan, particularly in the area of democratic governance. UNDP is engaged with the relevant national authorities in the implementation of its country programme and is recognized for its positive contribution to development challenges. However, further leveraging existing capacities through strategic partnerships is likely to grow as an imperative for the positioning of UNDP in Tunisia. Given anticipated declines in both UNDP resources and donor funding, the country office should lay the groundwork for strategic partnerships in the current cycle to avoid opportunistic resource mobilization. Different from funding partnerships, the proposed strategic partnerships are centred on leveraging and knowledge exchange.

A decorative graphic consisting of a dotted line that starts vertically on the left, turns 90 degrees to the right, and continues horizontally. Along this line are five colored circles: a yellow one near the top, a blue one below it, a green one further down, a yellow one on the horizontal segment, a blue one next to it, and a green one at the far right end.

CHAPTER 1

BACKGROUND AND INTRODUCTION

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Since 1987, the Government of Tunisia and the United Nations Development Programme (UNDP) have had a partnership, formalized in country programmes of cooperation, aimed at advancing the country's aspiration for sustainable human development. The current programme, covering the period 2015 to 2019, was designed to support Tunisia's transition in building a democratic system and an inclusive and sustainable growth model conducive to reducing poverty, inequality and exclusion, particularly at the local level. It provides policy support and institutional capacity development under three programme components: (a) sustainable development; (b) democratic governance; and (c) resilience-building. The approved indicative budget of the programme was set at US\$40 million.

In accordance with the UNDP Evaluation Policy¹ and the Independent Evaluation Office (IEO) workplan (2018-2021),² an independent country programme evaluation (ICPE) was conducted in Tunisia in 2018, prior to the scheduled completion of the country programme in 2019.³ This report presents the findings, conclusions and recommendations of this evaluation. It will be made available to the UNDP Executive Board at the same time as the submission of the next country programme document for Tunisia. This is the second ICPE of the UNDP programme in Tunisia, the previous one having covered the period 2002 to 2010.⁴

The report consists of three chapters. Chapter 1 summarizes the evaluation's purpose, objectives, scope and methodology; describes the salient features of Tunisia's national development context and highlights key human development challenges facing the country, to situate the assessment of UNDP performance, particularly its relevance; and introduces the UNDP country programme. Chapter 2 presents the findings of the evaluation. Chapter 3 provides

the conclusions and recommendations and the management response by UNDP Tunisia.

1.1 Purpose, objectives and scope of the evaluation

The purpose of the ICPE is to:

- Support the development of the next UNDP country programme;
- Strengthen the accountability of UNDP to national stakeholders;
- Strengthen the accountability of UNDP to the Executive Board.

The evaluation's main objective was to assess the UNDP contribution to development results in Tunisia through its country programme for the period 2015 to 2019. Specifically, the ICPE assessed the effectiveness of the country programme in achieving expected results, including its contribution to furthering gender equality and women's empowerment.⁵ The ICPE also assessed the sustainability and replicability of the results to which the country programme contributes. In addition, the evaluation examined the factors affecting the performance of the country programme and considered country-specific factors that are assumed to have had an impact on the performance of the country programme, mainly the political transition the country underwent following the 2011 revolution.

Country-level independent evaluations conducted by the IEO have included in their scope the assessment of UNDP collaboration with the United Nations Volunteers programme (UNV) and the United Nations Capital Development Fund, both of which share governance and operational structures with UNDP.

¹ See: http://web.undp.org/evaluation/documents/policy/2016/Evaluation_policy_EN_2016.pdf

² See: <http://undocs.org/DP/2018/4>

³ After the launch of the evaluation, the evaluation team was informed of the extension of the country programme to 2020 to align with the time frame of Tunisia's Strategic Development Plan.

⁴ UNDP, *Assessment of Development Results: Tunisia*, 2012.

⁵ This was done across the United Nations system using the United Nations System-Wide Action Plan on Gender Equality and the Empowerment of Women. <http://www.unwomen.org/-/media/headquarters/attachments/sections/how%20we%20work/unsystemcoordination/un-swap/un-swap-framework-dec-2012.pdf?la=en&vs=3435>

The evaluation is intended to inform the remainder of the ongoing country programme and the formulation of the next UNDP programme in Tunisia. The primary audiences for the evaluation are the UNDP Tunisia country office, the UNDP Regional Bureau for Arab States, UNDP Executive Board and the Government of Tunisia.

1.2 National development context and challenges

This section provides an overview of the external context within which the country programme has operated since the last ICPE in 2011. Its purpose is to situate the assessment of UNDP performance, particularly its relevance.

Political and governance context. The most significant change in the national context has been in the political arena. The 2011 “Dignity Revolution”, brought on by the absence of political freedom and economic inequality, prompted real change from authoritarian rule to a more inclusive system of governance. Within a span of 28 days, social revolts and mass public demonstrations culminated in the overthrow of the Ben Ali regime and the Constitutional Democratic Rally Party which had ruled since 1987. The drafting and passing in 2014 of a progressive Constitution which charters an inclusive, transparent, accountable and representative governance system, paved the way for the establishment of the first freely elected Government and Parliament in the same year. The country opted to pursue political consensus-building amidst political tensions between majority parties.⁶ This consensual approach was pursued with the adoption of the Carthage Accord in 2016, which led to the formation of a Government of National Unity in 2016, representing six political parties. The passing of the code on local authorities on 26 April 2018 was followed by the first free municipal elections in May 2018, further cementing the country’s democratic

transition and consolidating Tunisia’s position as the most advanced democratic system in the Arab world. In addition, the Government introduced reforms to restore public confidence in national systems, notably in the sectors of justice, security, public accountability and human rights. Independent and regulatory bodies have been established, including the electoral commission, anti-corruption authority and the Truth and Dignity Commission. There has also been an emergence of civil society organizations (CSOs), which, owing to independent media, have gained considerable influence in public spheres, both in terms of participating in public debates and in mobilizing public opinion. In addition, the Government took steps to enhance the public’s access to information and data to restore confidence in the system.

While Tunisia stands as a beacon of democracy in the Arab world, the democratic transition has been marked by recurring instability fuelled by the lack of political consensus, slow pace of reforms and social crisis. This has been evident in the nine ministerial reshuffles in last seven years and a growing fracture between the political classes and the population, which translated into low levels of voter turnout in the 2018 municipal elections (36 percent) and saw independent candidates gain more votes (33 percent of votes) than candidates from the two dominant political parties.

Socioeconomic context. Despite the progress in the political realm, the country has yet to address successfully the drivers of the revolution, i.e., social and economic problems including high unemployment, corruption, limited public accountability and social justice, and persistent regional inequalities. Since the revolution, these socioeconomic challenges have been further exacerbated by a degrading economic climate causing an overall decrease in the purchasing power and the general discontent of Tunisians. This was reflected in the most recent social tensions and public protests that

⁶ A civil society alliance known as the National Dialogue Quartet led this process. Composed of four civil society organizations—the General Labour Union, the Confederation of Industry, Trade and Handicrafts, the Human Rights League and the National Bar Association—the Quartet received the Nobel Peace Prize in 2015 for negotiating a settlement between the political parties and advancing democratic transition.

occurred in January 2018, contesting austerity measures included in the Finance Law 2018. These social movements have had an impact on the economy, affecting the functioning of several vital sectors mainly in the extractive industries.

Since 2011, gross domestic product (GDP) growth averaged 2 percent compared to an average of 5 percent in the decade before the revolution. Political instability in the transition period (2011-2014), security concerns, economic slowdown in the eurozone and the Libyan crisis contributed to this slow growth. Difficulties in implementing structural reforms led to significant macroeconomic imbalances, leading the Government to seek support from the International Monetary Fund which in May 2016 granted a four-year \$2.8 billion loan to fund the launch of social and economic reforms. The World Bank and African Development Bank also recently granted loans in support of the country's five-year Strategic Development Plan. Since 2010, Tunisia's ratio of debt to GDP has increased every year, reaching about 70 percent in 2017.⁷

The World Bank has estimated a GDP growth rate of 3 percent for 2018 and 3.5 percent in 2019.⁸ The industrial sector is the most important, contributing slightly more than 26 percent of GDP⁹ and employing about 30 percent of the country's active population (2016).¹⁰ Textiles and clothing manufacturing account for the largest share of the industrial sector. Tourism makes a significant contribution to the country's GDP (17 percent) but the multiple terrorist attacks that targeted touristic sites in 2015 took a heavy toll on the sector, although it is

now showing signs of recovery with the number of tourists and tourism revenue increasing in 2018 compared to 2017.¹¹

Tunisia is a lower middle-income country¹² with a Human Development Index (HDI) value of 0.735 (2017), which puts the country in the high human development category and positions it 95 of 189 countries and territories. However, when the value is discounted for inequality, the HDI falls to 0.573, a loss of 22 percent, due to inequality in the distribution of the HDI dimension indices.¹³ Although the poverty rate declined between 2000 and 2010 (from 32.4 percent to 15.5 percent),¹⁴ persistent regional disparities and structural unemployment constitute a major challenge, particularly affecting the employability of youth and women. The origins of these disparities between the wealthier coastal areas and the interior regions of Tunisia (the central-west, north-west and southern regions) date back to decades of centralized development and economic policies that favoured the coastal regions and today are still reflected in higher rates of poverty and unemployment in the non-coastal regions.¹⁵ For example, in 2013, unemployment rates in the southern governorates of Medenine and Tataouine were 20 and 37 percent respectively, as compared to the national average of 16 percent,¹⁶ while the unemployment rates of university graduates in these regions were 50 and 56 percent respectively.¹⁷ In 2017, youth unemployment (ages 15-24) was high at 36 percent. Similarly, unemployment among the female labour force remained high (23 percent) compared to males in the labour force (12 percent).¹⁸ The main causes of high unemployment

⁷ Source: Tunisia Central Bank official statistics.

⁸ World Bank data: <https://data.worldbank.org/country/tunisia>

⁹ World Bank data on Tunisia: Industry, value added (% of GDP): Tunisia: <https://data.worldbank.org/indicator/NV.IND.TOTL.ZS?locations=TN>

¹⁰ ILOSTAT database. Data retrieved in January 2018.

¹¹ See: <http://kapitalis.com/tunisie/2018/08/10/tunisie-les-recettes-du-tourisme-font-un-bond-de-42-31-juillet-2018/>

¹² World Bank country classification by income, June 2017.

¹³ UNDP, Human Development Index, 2018.

¹⁴ African Development Bank, https://www.afdb.org/fileadmin/uploads/afdb/Documents/Boards-Documents/TUNISIA-AR_Regional_Development_and_job_creation_Support_Programme_P...pdf

¹⁵ Alfonso Medinilla, Sahra El Fassi, 'Réduire les inégalités régionales en Tunisie' (Reducing Regional Inequalities in Tunisia) European Centre for Development Policy Management, Information note 84, April 2016.

¹⁶ UNDP, Project document, Strengthening of the Entrepreneurial Ecosystem in the South of Tunisia. April 2016.

¹⁷ Ibid.

¹⁸ ILOSTAT database. Data retrieved on January 2018.

are the mismatch between the training offered by the educational system and labour market needs, and the small number of jobs created by the private sector due to an institutional and financial framework unsuitable for entrepreneurship.

Environment and resilience. Tunisia faces several environmental challenges as an estimated 75 percent of the territory¹⁹ is threatened by land degradation due to extraction of groundwater, overgrazing and exploitation of pastoral resources, inappropriate soil management, unsustainable agricultural practices and pollution. In addition, the country is vulnerable to increasing threats of climate change. Tunisia's coast is the backbone of its economy since it is home to two thirds of the total population, contributing to 70 percent of economic activities.²⁰ An estimated 44 percent²¹ of the Tunisian coasts are classified as vulnerable to highly vulnerable. Sandy beaches, which form close to 35 percent of Tunisia's coastline and underpin 80 percent of the tourism industry, are particularly threatened and predicted to disappear at an accelerated rate because of climate change. Non-coastal local communities, in particular those in the northern mountainous region of the country, also face threats from natural disasters such as floods, landslides, forest fires, heavy rainfall, cold waves and excessive snowfall. The impacts of climate change are thus likely to have significant socioeconomic implications. Tunisia ratified the United Nations Framework Convention on Climate Change in December 1993, the Kyoto Protocol in June 2002 and the Paris Agreement in 2017; however, the country requires further capacity development to manage climate information

in support of risk-informed development and to bring adaptation technologies and best practices to the most vulnerable areas and stakeholders.

As an oil and gas producer, Tunisia faces the challenges of declining hydrocarbon resources, an increase in the demand for energy and a substantial decline in the energy independence rate from 93 percent in 2010 to an estimated 54 percent in 2016.²² Renewable sources of energy are still underdeveloped despite important efforts in improving energy efficiency. In the past 10 years, spending on energy subsidies has quadrupled, exceeding the amount spent by the Government on social programmes for health and employment.²³ In addition, Tunisia has limited water resources, particularly for drinking water which represents 13.4 percent²⁴ of total water consumption. Agriculture, accounting for about 10 percent of GDP²⁵ and 12 percent of employment (2016),²⁶ consumes around 79 percent²⁷ of water resources. The improvement of water governance and the integration of various types of water resources to help the country address water scarcity, the threats of climate changes and degradation of water quality are challenges for the authorities at the national and regional levels.

Tunisia's high disaster risk exposure, combined with the existing political fragility and regional instability, poses a serious threat to the safety and security of its people, economy and sustainable growth.

Gender equality. Historically, Tunisia has been regarded as one of the most progressive States in the Arab region with respect to women's legal and social status. The 1956 Personal Status Code, which

¹⁹ UNDP, Project document, Enabling Activities to support the Elaboration of the Third National Communication in the framework of the United Nations Convention on Climate Changes, July 2014.

²⁰ UNDP, Project document, Addressing climate change vulnerabilities and risks in vulnerable coastal areas of Tunisia, December 2014.

²¹ UNDP, Programme Cycle 2015-2019 of UNDP Tunisia, Presentation of the Portfolio on Environment, Energy and Disaster Risk Reduction, May 2018.

²² Ibid.

²³ Independent Mid-term Review, NAMA (Nationally appropriate mitigation action) Support for the Tunisian Solar Plan, Final Report, March 2018.

²⁴ UNDP, Programme Cycle 2015-2019 of UNDP Tunisia, Presentation of the Portfolio on Environment, Energy and Disaster Risk Reduction, May 2018.

²⁵ World Bank data on Tunisia: Agriculture, value added (% of GDP): Tunisia: <https://data.worldbank.org/indicator/NV.AGR.TOTL.ZS?locations=TN>

²⁶ ILOSTAT database. Data retrieved in January 2018.

²⁷ Ibid.

gave women full legal status (including the right to own and run businesses, possess bank accounts and independently seek passports), abolished polygamy and repudiation and legalized birth control, abortion and women's right to file for divorce, has not been changed. Post-revolution, the country made additional strides in advancing women's empowerment. The new Constitution guaranteed gender equality before the law. The Constitution also granted equal representation. All reservations to the Convention on the Elimination of all Forms of Discrimination against Women were lifted. Tunisia made historic strides by passing its first national law to combat violence against women in 2017. A study on gender-based violence in public spaces by the Centre for Research, Studies, Documentation and Information on Women revealed a prevalence rate of 53 percent in 2016. The study highlighted physical, psychological, economic and sexual violence as the most common forms of gender-based violence. Tunisia is ranked 63 out of 160 countries (with a score of 0.298) in the 2015 UNDP Gender Inequality Index, which sheds light on the position of women. The Gender Inequality Index reflects gender-based inequalities in three dimensions: reproductive health; empowerment; and economic activity. The higher the index value (from 0 to 1), the greater the disparity between females and males.

Women's political participation. Tunisian women's active participation and vocal support for inclusion in the new political order led to important gains. In terms of political empowerment, Tunisia is ranked 55 of 144 countries in the 2017 Global Gender Gap Index.²⁸ It is among the top countries in the Arab region to have advanced women in decision-making structures. The adoption of gender parity in the electoral law of 2014, which required political parties to alternate male and female candidates on their candidate lists, resulted in the election of 68 women to the 217-seat Parliament (31 percent). Furthermore, in the May 2018 municipal elections, women won 47 percent of votes

and 30 percent of electoral lists,²⁹ following an electoral amendment requiring political parties to have at least half of their electoral lists in local and regional elections composed and headed by women. The same elections saw for the first time the election of a woman as the Mayor of Tunis, the capital of the country.

Women's economic participation. According to the 2017 Global Gender Gap Report, although the women's literacy rate is 14 percent lower than that of men (72 versus 86 percent), there is no disparity between male and female enrolment in secondary education (50 percent for both males and females). Gender inequalities in Tunisia are mainly reflected in women's low economic participation. The women's labour-force participation rate is about one third of that of their male counterparts (24 versus 71 percent).³⁰

1.3 Strategic Development Plan

In 2016, Tunisia finalized its five-year Strategic Development Plan for the period 2016-2020. The plan serves as the country's national development framework post-2011 and prioritizes economic and structural reforms to achieve 4 percent growth, create 400,000 jobs and reduce unemployment to below 12 percent by 2020. The proposed reforms cover good governance and the fight against corruption; administrative reforms and introduction of e-governance; economic diversification; reduction of regional inequalities; low carbon and climate change-resilient development; and development of human capital and social dialogue. Promotion of public-private partnerships is a key strategy of the Strategic Development Plan. The plan also promotes gender equality and aims to protect and improve women's political and economic rights. The Sustainable Development Goals (SDGs) have been integrated into the plan. The Government of Tunisia took part in the SDG development process and the post-2015 consultations through its participation to

²⁸ See: <https://www.weforum.org/reports/the-global-gender-gap-report-2017>

²⁹ Tunisian independent elections body (French acronym: ISIE). See: <http://www.isie.tn/actualites/2018/05/13/resultats-preliminaires-avec-la-repartition-des-sieges/>

³⁰ World Bank: <https://data.worldbank.org/indicator/SL.TLF.CACT.MA.ZS?locations=TN>

the Open Working Group on the 2030 Agenda for Sustainable Development and the global consultation campaign, “The World We Want”.³¹

1.4 Regional context, development partners and official development assistance

As a middle-income country, Tunisia had not been receiving much development assistance until 2011, which saw the arrival of multiple donors and broadening of cooperation areas. Flows of official development assistance (ODA) to Tunisia have fluctuated significantly during the last 10 years, particularly since the 2011 revolution. Overall ODA levels increased sharply in 2011-2012, to reach \$1 billion in 2012, double the volume of ODA recorded in 2010. While 2016 recorded increased volume, the overall trend points to a drop in development assistance since 2012, in part due to shifting priorities of international donors.

Overall, European Union countries that are members of the Development Assistance Committee of the Organisation for Economic Co-Operation and Development (OECD-DAC) contributed 84 percent of Tunisia’s ODA between 2010 and 2016, illustrating the important positioning of the European Union in the development of Tunisia. ODA has increasingly been delivered through multilateral agencies, almost doubling during the same period, with about 94 percent of ODA delivered through European Union institutions. In comparison, the core resources of the United Nations system in Tunisia represented about 1.5 percent of total ODA over the same period.³² The country enjoys a priority status with the European Union according to the Privileged Partner agreement signed in 2012 to provide medium- to long-term support for socioeconomic reforms, including sustainable development in all regions, rule of law and governance and strengthening civil society’s role in the formulation and implementation of public policies.

Apart from European Union institutions (including the European Commission and European Union Member States), other major development partners active in Tunisia are the United States Agency for International Development, the Government of Japan, the International Monetary Fund and the World Bank. Among the numerous international non-governmental organizations providing technical and/or financial assistance in are the National Democratic Institute, the International Republican Institute, the Carter Center, Electoral Reform International Services, the International Foundation for Electoral Systems, Lawyers without Borders, World Organization against Torture, International Centre for Transitional Justice, International Legal Assistance Consortium, Danish Institute against Torture, Democracy Reporting International, Search for Common Ground and International Alert and Education for Employment.

1.5 UNDP programme under review

The country programme consists of two interrelated substantive programme pillars: (a) democratic governance; and (b) inclusive and sustainable growth. The latter encompasses socioeconomic development, environment, energy and resilience. Though the evaluation was conducted in the penultimate year of the programme cycle and covers the period 2015 to mid-2018, the analysis, however, takes a longer-term perspective, particularly in the democratic governance programme which is a continuation from the prior transition programme of 2011-2014. The following sections provide an overview of UNDP cooperation programmes in Tunisia and their evolution since 2011.

1.5.1 Democratic governance programme

Under the previous country programme (2007-2011), UNDP support focused on the administrative side of good governance given the then prevailing political environment, in which democratic reform and human rights were sensitive topics.

³¹ See: <https://www.worldwewant2030.org/>

³² OCED Query Wizard for international development statistics- This figure is indicative and does not include non-core resources provided by third-party sources which may include DAC members, non-DAC members and/or European Union members.

Consequently, though relevant, there was limited space for UNDP to engage in these areas. The programme therefore concentrated on modernization of public administration, strengthening public financial management and development of governance indicators, the effectiveness of which varied. According to the previous ICPE conducted by IEO in 2011, the programme was successful in strengthening the capacities of public financial management institutions, particularly the Court of Auditors. The programme also contributed to national capacity development through analytical work undertaken as a part of the preparation of Tunisia's Vision 2030; however, this work as well as analysis of progress towards the Millennium Development Goals at sub-national level was not released by the Government. Similarly, the Government rejected newly-developed governance indicators due to the sensitivity of the topic and use of different methods.³³

During the transitional period that followed (2011-2014), UNDP positioned itself to contribute to the emerging priorities vis-à-vis political reforms and establishing democratic institutions. The country office suspended its regular country programme and developed a transition strategy with the immediate objective of assisting key institutions and processes that could ensure a steady transition to democracy while maintaining stability and working for the longer-term goal of a new social contract. Resources were reallocated to the following priorities: democratic processes; access to justice, security and human rights; public administration reform; local governance; and social cohesion.

The current democratic governance programme (2015-2019) is a continuation of the work initiated under the transition strategy and aims to support the consolidation of democratic institutions. The key strategies employed are policy advocacy and advisory services, technical assistance, operational support, knowledge exchange and transfer and piloting new initiatives and models. The programme consists of 12 projects contributing to

four output results: (a) strengthened rule of law; (b) strengthened citizen participation and accountability mechanisms; (c) decentralization and improved local governance; and (d) strengthened good governance. These in turn were to contribute to two broad outcome results (refer to figure 1 for the country programme results framework).

1.5.2 Inclusive and sustainable growth programme

During the previous country programme 2007-2011, UNDP supported strengthening of national statistical capacity for strategic planning, analysis of unemployment and enhancing the effectiveness and efficiency of public policies. Regarding climate change adaptation and mitigation, UNDP contributed to strengthening national and local capacities for analysis of the impacts of climate change, integration of renewable energy and developing information and decision-making support systems.

During the period of the transitional strategy (2011-2014), UNDP in conjunction with other United Nations agencies supported strategic planning and development of regional employment strategies and action plans. The country programme also provided technical assistance to entrepreneurs in developing business concepts and fund mobilization. New civil society groups involved in economic recovery activities were also supported, mainly in the south-east region (Medenine and Tataouine) in response to economic and social impacts of the Libyan crisis. However, the results achieved under this programme component were modest given the changing political and institutional context of the transitional period. In addition, UNDP continued supporting the Government on mitigation of the impacts of climate change and more particularly on coastal adaptation to climate change in line with the previous National Development Plan 2012-2014, which identified coastal adaptation as one of the key priorities for sustainable development in Tunisia.³⁴

³³ UNDP, Assessment of Development Results: Evaluation of UNDP Contribution, Tunisia, 2012.

³⁴ UNDP, Project document, Addressing climate change vulnerabilities and risks in vulnerable coastal areas of Tunisia, December 2014.

In the current programme, the inclusive and sustainable growth programme addresses support for strategic planning and poverty and vulnerability analysis, local development and natural resources management, and resilience-building. The programme consists of 12 projects contributing to six output results, which in turn were to contribute to two broad outcomes (refer to figure 1 for the country programme results framework).

1.6 Data collection and analysis

Data were gathered through a desk review of existing country programme-related documents, key informant interviews and focus group discussions with programme managers, beneficiaries and other stakeholders. In addition, site visits were undertaken to selected community-level project activities to corroborate findings and observations from the desk review and interviews.

The desk review covered background documents on the national context, strategic country programme documents, workplans and progress reports, monitoring self-assessments such as the UNDP results-oriented annual reports, and evaluations conducted by the country office and partners.

The evaluation team undertook a mission to Tunisia in May 2018 to collect primary data. The aim of the mission was to understand stakeholders' views of the country programme's performance and contribution to development results of the country. Primary stakeholders included government implementing partners, programme beneficiaries and UNDP staff. Other stakeholders included other United Nations agencies, donors, civil society and private sector groups. In total, the evaluation consulted 125 persons. The evaluation covered all 23 active projects of the country programme as well as projects from the previous cycle that were predecessors to ongoing projects. The selection process of project sites was informed by the following criteria:

- Programme coverage (projects covering the various programme components);
- Financial expenditure (projects of all sizes, both large and smaller pilot projects);
- Geographic coverage (at national and regional levels, including both urban and rural areas);
- Maturity (covering both completed and active projects);
- Degree of success (coverage of successful projects, as well as projects reporting difficulties that can offer lessons).

Information and data from various sources were triangulated by cross-verification. A final debriefing with the evaluation stakeholders was held via video teleconference in December 2018 to discuss the evaluation's findings and recommendations. The country office's management response was also presented during this meeting.

The evaluation terms of reference are provided in annex 1. A list of country programme projects can be found in annex 2 and the country programme outcome indicators in annex 3. The list of persons met is in annex 4 and the documents consulted are listed in annex 5.

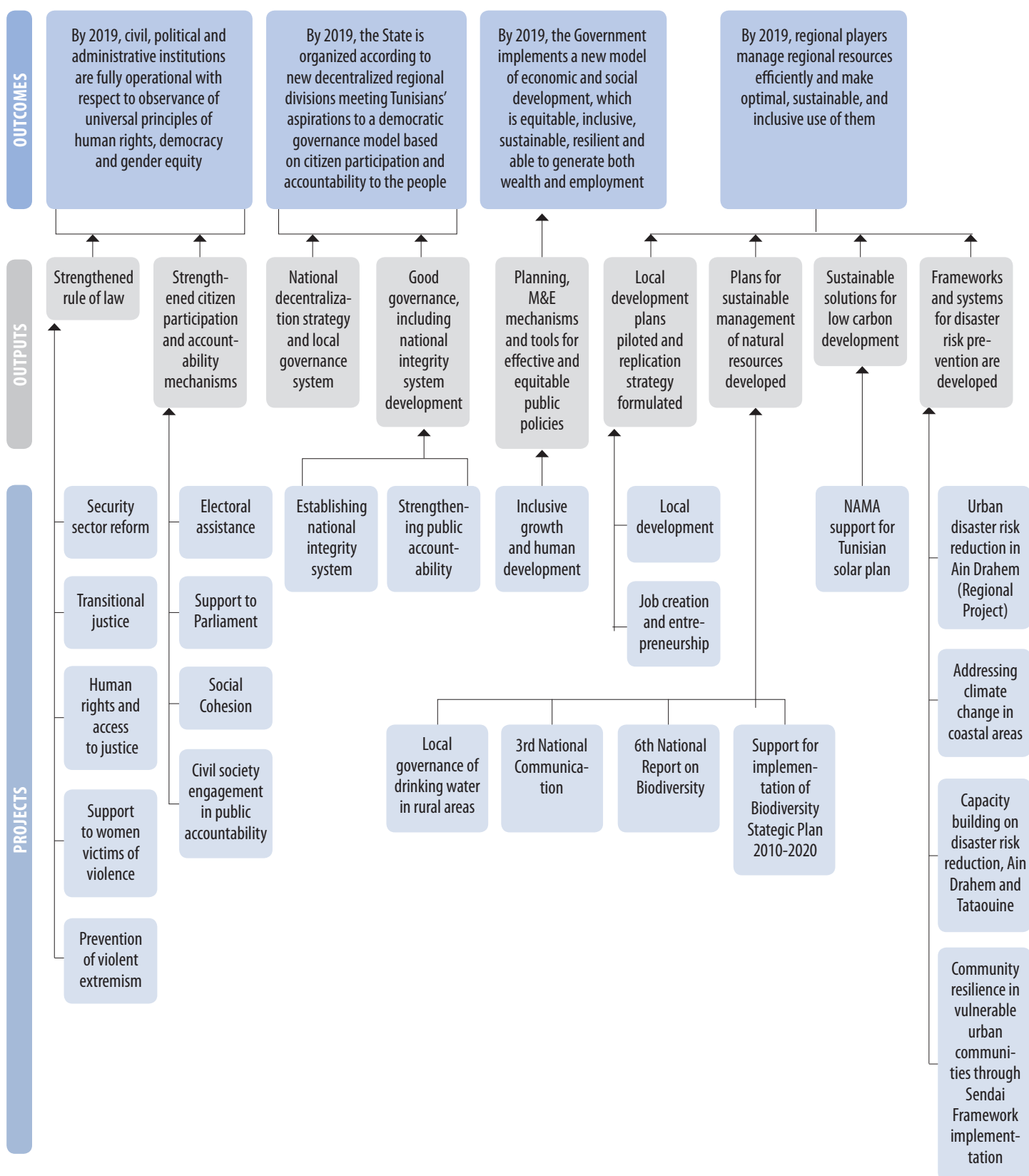
The evaluation was guided by the United Nations Evaluation Group Norms and Standards for the conduct of evaluations, adhering to the norms on impartiality, ethics and transparency.³⁵

1.7 Limitations

The previous evaluations of the country programme were all at project level and evidence on progress towards outcomes was not available. The evaluation's coverage of subnational-level project activities and participants is limited due to time constraints and the fact that the spread of project locations and observations of project activities are not generalizable to all projects. This limitation was partly addressed through a detailed desk review and consultations with all national-level project focal persons responsible for implementation and day-to-day project management.

³⁵ United Nations Evaluation Group, 'Norms and Standards for Evaluation', 2016.

FIGURE 1. Results structure of the country programme





CHAPTER 2

FINDINGS

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness
COORDINATION HUMAN effectiveness COORDINATION AND PARTNERSHIP sustainability
COORDINATION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT effectiveness
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COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MANAGING FOR RESULTS
COORDINATION AND DEVELOPMENT responsiveness NATIONAL OWNERSHIP sustainability PARTNERSHIP

This chapter presents the evaluation's findings in line with the three broad evaluation questions. The first section covers the effectiveness of the country programme under the two programmatic pillars of the country programme 2015-2019, democratic governance and inclusive growth and sustainable development. This discussion also includes the programme's contribution to gender equality and the empowerment of women. The second section considers the sustainability of the results to which UNDP contributes. The third section covers the factors affecting the performance of the country programme.

2.1 Effectiveness of the country programme

2.1.1 Democratic governance programme

Finding 1. UNDP has been an important partner to the Government of Tunisia in its democratic transition. The country programme includes several flagship projects—electoral support, transitional justice, security sector reform, public accountability and support to Parliament—that are helping to lay the foundation of a governance architecture embodying the democratic values of inclusiveness, participation, accountability and good governance. The challenge now is consolidation of the programme's results given the fluidity and instability inherent in transition processes.

In the aftermath of the 2011 revolution, space opened for the United Nations and other development partners to support political and governance reforms. As the only United Nations agency with a specific mandate on democratic governance, UNDP stepped effectively into this space, suspending its regular programme and initiating a transition strategy to assist with the immediate needs of the transition process, including national dialogue, constitution drafting and elections. In the current country programme, UNDP went on to pursue longer-term capacity development of new democratic institutions established by the 2014 Constitution. The targeted institutions were the Assembly of the Representatives of the People, the Independent

High Authority for Elections (Instance Supérieure Indépendante pour les Élections (ISIE)), Truth and Dignity Commission (Instance Vérité et Dignité (IVD)), National Anti-Corruption Authority (Instance Nationale de Lutte contre la Corruption (INLUCC)), National Torture Prevention Authority, national human rights body and High Judicial Council. All the stakeholders consulted by the evaluation team recognized and greatly valued the contribution of UNDP to the strengthened capacities of these newly-created institutions through technical and operational support. Given the sensitivities of democratic governance reforms, the respect shown by UNDP for the country's sovereignty and its behind-the-scenes approach and support for national priorities were particularly seen as its comparative strengths. The consolidation of the results to which the country programme contributed will depend on the extent to which UNDP analyses and manages the risks associated with the institutional and other contextual complexities inherent to the transition process. The following sections provide an overview of the progress of the democratic governance portfolio, highlighting achieved output and outcome results.

Electoral support

Consistent with its core mandate, UNDP has been supporting the establishment of responsive and independent electoral processes in Tunisia since 2011. The UNDP contribution to strengthened institutional capacity of the key stakeholder, the ISIE, is evidenced by the series of successful electoral processes—parliamentary, presidential and local—that it conducted and which were deemed to be transparent, free and fair. The “support to the electoral processes in Tunisia” (SEPT) project, implemented between 2011 and 2014, assisted the National Constituent Assembly in developing the electoral legal framework. The 2014 electoral law and the law establishing the ISIE were developed under the project, paving the way for the first parliamentary and presidential elections in the same year. The project further played an important role in the preparations of these elections, providing ISIE with technical advice on legal issues, electoral operations, training, voter education, external relations and communications support. SEPT

also ensured that women parliamentary candidates were familiar with the electoral process and guided on managing their electoral campaigns. Some 15 women at the top of candidates' lists benefited from personal coaching. Journalists were oriented on gender-balanced media coverage. The needs of people with disabilities were addressed in voter education and public outreach activities. A second project, "Tunisian electoral assistance project" (TEAP), builds on this progress. TEAP (2015-2019) aims to provide long-term capacity-building to electoral authorities to conduct credible electoral events and increase the political participation of citizens. TEAP supported the strategic planning capacity of ISIE, with a main output being the ISIE strategic plan for the period 2016-2019. An external communications strategy and a voter registration plan were also developed and finalized in 2016. Furthermore, the local elections framework was developed following numerous discussions and iterations by stakeholders. The provisions for local elections were incorporated into the electoral law and the revised law was approved by Parliament in 2017. In addition, with UNDP technical support ISIE provided inputs to the Local Government Code which provides the legal framework for decentralization and was adopted in April 2018.

The sustainability of the above-mentioned results is a concern given further projected decreases in donor and UNDP funding. While UNDP assumed the role of convener of donor countries for electoral assistance, it appears that donors' priorities and/or implementation strategies are shifting. There are also more actors on the scene now. As a middle-income country, Tunisia should in principle be able to sustain its electoral processes, but its capacity is limited by current economic and budgetary difficulties. The country plans to hold parliamentary and presidential elections in 2019. Meanwhile ISIE is de facto still a young institution needing further capacity-building before it can be considered a sustainable body. With support provided thus far largely concentrated on the legal framework, strategic visioning and other electoral preparations and operations, ISIE requires further capacity-building to fill gaps in post-electoral institutional strengthening

and organizational development aspects, including professional development, human resources, administrative systems, etc. Also required is engagement with other relevant stakeholders to enhance voter education and participation, particularly of the youth (voter turnout in the 2018 municipal elections was 36 percent). TEAP is funded by a multi-donor basket fund modality supported by the Governments of Switzerland, Germany, Italy and the United Kingdom. The same donors supported SEPT, in addition to the Governments of Australia, Japan, Spain and Sweden. UNDP also contributed financially to both projects.

Transitional justice

In the wake of the revolution, UNDP together with the Office of the United Nations High Commissioner for Human Rights (OHCHR) offered advice to the Government on measures of transitional justice to ensure accountability, serve justice and achieve reconciliation as part of broader justice sector reforms initiated by the Government. The Ministry of Justice finalized the justice sector strategic vision and action plan 2015-2019 with technical support from UNDP and OHCHR. The plan spells out the actions for implementing the justice sector reform strategy. Stakeholders consulted by the evaluation underscored the relevance of the documents, but also pointed out that the process did not necessarily entail capacity-building as had been envisioned. The main constraint was that the initiative was not embedded in the concerned ministry department (strategic planning department) and was instead implemented by the department of international cooperation. This has somewhat limited ownership by the Ministry, which says external support is still required to implement the action plan. UNDP also provided technical inputs to the drafting of the organic law establishing transitional justice, which was adopted in 2013. This law paved the way for the creation in 2014 of the IVD, a temporary body mandated to investigate human rights violations from 1955 to 2013.

In the second phase (2014-2018), the project aims to support the IVD, Ministry of Justice, Supreme Judicial Council and civil society in the implementation of

transitional justice. Despite some delays due largely to contextual issues, the overall progress against the three anticipated output results—(a) ensuring that IVD is fully operational; (b) ensuring that civil society is sensitized on the transitional justice process; and (c) supporting the judicial system to prosecute perpetrators of past violations—is advanced. In this regard, UNDP support entailing technical advice, strategic planning, exposure to global experiences and operational support was instrumental in strengthening the new institution’s capacity to fulfil its mandate. According to IVD, 65,000 complaints have been lodged with it and 50,000 victim statements registered.³⁶ It also held public hearings which were aired live on national TV. The project also supported the Ministry of Justice in establishing 13 specialized chambers which will adjudicate cases of human rights violations.³⁷ Through ongoing training, UNDP is helping to ensure that magistrates, public prosecutors and lawyers who will be working in these chambers are well versed on transitional justice. CSOs are similarly receiving training to ensure they are knowledgeable on transitional justice provisions and can ensure oversight of the process. In addition, the physical movement of witnesses and victims inside the courts is expected to be secured after completion of ongoing rehabilitation and equipping of the courtrooms where the cases will be heard. However, the full achievement of the anticipated outcomes of the transitional justice project, i.e., accountability, justice and resolution of past grievances and ensuring they are not repeated, is contingent on the political dynamics in Tunisia which by all accounts are shifting. At the time of the evaluation it was not clear if IVD would have sufficient time to fulfil its mandate. In view of its mandate expiring in May 2018, IVD requested a one-year extension per its foundation law to complete its mandate, which the Parliament did not grant.³⁸ This happened at a time when IVD had just begun to transfer cases to the specialized chambers for prosecution, with the first case being transferred in March

2018. Despite the work of the IVD being embedded in a national constitutional process supported by an organic law, the complexity and sensitivity of the transitional justice process suggests that anticipated outcomes are dependent on exogenous factors beyond the control of the country programme. In this context, UNDP is required to demonstrate continued adaptive management. Transitional justice has been funded by the Governments of Belgium, Norway, Romania, Germany and the Netherlands, OHCHR and the European Union through the UNDP global rule of law programme.

Security sector reform

Reform of the police and security services to transform the relationship between the State and citizens was necessary due to public mistrust of security forces. At the request of the Government, UNDP provided short-term support to the Ministry of Interior in responding to immediate needs following the onset of the revolution. This consisted of human rights training and leadership development for the Ministry of Interior to ensure public order and improve relations between the security forces and the public. Key outputs included updated police standard operating procedures and training materials. The law on public gatherings and rallies was also updated and with UNDP input has incorporated international standards, although it has yet to be adopted by the Government. In the second phase (2013-2014), UNDP supported the Ministry of Interior in developing and piloting a community policing model. UNDP was instrumental in providing technical support to the ministerial committees in developing the policy and institutional legal framework, as well as facilitating exposure to best practices from other countries such as Switzerland, Belgium and Japan. Having the work led by ministerial committees was noted by stakeholders as being positive for ownership and has facilitated the development of a Tunisian community policing model. Nationally-owned processes are the foundation for

³⁶ Source: IVD, May 2018 (interviews for the ICPE). The International Centre for Transitional Justice reports 63,000 cases. See <https://www.ictj.org/news/conference-explores-uncertain-path-forward-tunisia%E2%80%99s-specialized-criminal-chambers>

³⁷ Source: Ministry of Justice, May 2018 (interview for the ICPE).

³⁸ Human Rights Watch, Tunisia: Parliament Shouldn’t Undercut Transitional Justice, 23 March 2018. See <https://www.hrw.org/news/2018/03/23/tunisia-parliament-shouldnt-undercut-transitional-justice>

BOX 1. Community policing: Ben Guerdane national guard post

Ben Guerdane is a city located in the southern governorate of Medenine. Only 30 kilometres from the Libyan border, it is the most remote city in the country and most exposed to the instability in Libya. In March 2016, terrorists coordinated an attack targeting security forces in an unprecedented attempt to seize the city. This event marked the highest death toll recorded in Tunisia since 2011 and called further attention to the exposure of the city to terrorism threats.

Ben Guerdane was included in the pilot municipalities targeted by the community policing project initiated in Tunisia by UNDP since 2013. The police station's jurisdiction covers 38,000 hectares and about 100,000 citizens to whom it also provides administrative services such as the issuance of ID documents. In Ben Guerdane, the project rehabilitated the police station in line with architectural blueprints meeting international standards and adopted in other pilot cities, including a reception area, office space, interrogation room and individual detention cells. The police station was also provided equipment such as computers, forensic material, etc. Police personnel received eight training sessions on public relations and communication. A local security committee was established comprising 11 members from three local CSOs. The committee is responsible for engaging with police forces and serves as a platform for reaching out to the rest of the population. Through the Tamkeen project (discussed below under the section on civil society), joint training sessions for the local committee and police were organized on conflict prevention techniques with a view to foster relationship-building and trust between the two. The committee and the police station organize weekly meetings at the police station to discuss people's concerns and share information on security issues in the city. Jointly, they also organize awareness-raising activities targeting the population on security-related themes.

Stakeholders met by the evaluation team were already reporting some positive changes since the start of the pilot in 2017. The police officers noted the improvements in terms of their working space and in improved service delivery to the population. Engagement with local security committees and with the population was perceived to gradually improve public perception of police forces. The officer in charge of the police stations noted the improved relationship with CSOs and the population in general, highlighting that in the past people had been reluctant to come to the police station.

a successful and sustainable security sector reform. Two police stations (in La Marsa and Hamamat) were selected to pilot the community policing approach. The support provided consisted of physical rehabilitation of the police station and provision of furniture, vehicles and equipment. In addition, police officers received training on communication and contact with citizens. A key feature of the pilot is the formation of a local security committee composed of local security services and community groups. Local security plans were developed following security assessments by the committees. The third phase of the project (2014-2019) is ongoing with continued focus on community policing while also incorporating a new element on strengthening capacities of institutions dealing with crisis preparedness, prevention and response. Currently, 16 police and national guard stations are implementing the community policing approach. The evaluation team visited one of the police stations, in Ben

Guerdane, and observed the progress achieved in the first year of implementation which included the rehabilitation of the police station, the provision of equipment as well as capacity development activities for police forces and members of local security committees (see box 1). Interviews with stakeholders emphasized the perceived value of the project in improving the quality and working conditions of security forces as well as in fostering improved relationships with citizens.

Another important output of the project is a community policing curriculum and establishment of three simulation centres for training purposes. A pilot citizen space set up in Tunis to handle citizen complaints provides administrative services and collects complaints from citizens. The approach will be integrated and replicated in existing ministerial public relations bureaux if found relevant and effective. Further, the project is assisting the Ministry of

Interior to develop a replication/scale-up plan of the community policing model; however, the evaluation notes that the unit cost per pilot police station, approximately \$200,000 per station,³⁹ might be too expensive to replicate and sustain on a wider scale.

Despite the above-mentioned achievements under the UNDP country programme, security sector reform is progressing at a slow pace. A host of contextual factors, including frequent turnover in government at senior level, affects the implementation of reforms. There is also criticism of the UNDP approach, focused largely on training, provision of hardware/equipment and other capacity-building aspects, whereas security sector reform requires a holistic approach involving all the State actors responsible for security in order to achieve impact. These State actors include not only the various security authorities and non-statutory civil society groups but also civil management and oversight bodies, and justice and law enforcement institutions as defined by UNDP.⁴⁰ It is necessary to engage the Ministry of Finance, Parliament and other relevant national actors to arrive at financially and operationally viable reforms that can be sustained. As it is, the unit cost of the pilot community policing stations (\$200,000) is too high and finding fiscal space in the current economic downturn is going to be a challenge. Furthermore, UNDP is not the sole international agency engaged in security sector reform and there is scope to enhance collaboration with key international partners. The security sector reform projects are funded by the Governments of Japan, Belgium, Norway, United Kingdom, Canada and the United States and by UNDP.

Public accountability

The demand for increased accountability, transparency and integrity of public institutions was one of the drivers of the Tunisian revolution, and the issue has become a national priority. The UNDP-supported project “establishing a national integrity system”, implemented between 2012 and 2016,

produced the national strategy against corruption for 2016-2020 and action plan for 2017-2018. UNDP technical and operational support enabled the newly-created INLUCC to become operational. In addition, a diagnostic of the legal framework was completed to identify gaps in line with the United Nations Convention against Corruption. The project also raised public awareness, paving the way for the participation of civil society in anti-corruption efforts (the Tamkeen and strengthening civil society engagement in public accountability projects, which are discussed below, provide support to CSOs engaged in social accountability initiatives). The Tunisian Civil Society Coalition’s shadow report on the Convention’s implementation review mechanism was prepared for the first time in Tunisia.

A second project, “strengthening democratic governance and public accountability” (2016-2019), builds on the achievements of the project on the national integrity system. Following the diagnostic of the legal framework, three drafts of implementation law decrees were prepared and tabled to Legislation Services in the Presidency of the Government (Présidence du Gouvernement). These concerned the implementation of the protection of whistle-blowers law, asset declaration law and the illicit enrichment and conflict of interest law.⁴¹ Technical assistance was also provided on the organic law of the new body of good governance and fight against corruption. Another important achievement is the introduction of “islands of integrity” in four priority sectors: customs, security forces, health and municipalities. In total there are 13 pilot “islands” and implementation is more advanced in the customs and health pilots compared to the others. The evaluation team visited one of the two customs pilot sites in Tunis, the Goulette-North port terminal, and observed demonstrable progress (see box 2). In the health sector, three pilot islands were established in three hospitals. Following development of action plans and training of key hospital staff, several assessments

³⁹ UNDP country office source.

⁴⁰ UNDP, Human Development Report, 2002 (page 87).

⁴¹ The illicit enrichment and conflict of interest law has since been approved.

BOX 2. Island of integrity: Goulette-North port terminal

Goulette-North is a busy passenger terminal, particularly during the summer months when expatriate Tunisians enter the country via this port, along with their personal vehicles and other goods. Smuggling and imports without declaration at the port have been a concern, and customs was to a large degree blamed for this. To address this problem and facilitate customs clearances and passage of travellers, three online systems were developed: “My Status”, “My License” and “My Luggage.” The latter two applications are to be pre-filled by Tunisians living abroad for the temporary importation of their vehicles and personal luggage respectively. This would enable customs to have preliminary information to conduct enhanced screening as well as expedite clearance processes. The third application, “My Status”, enables passengers to check in real time if their imported vehicle has been cleared. All three systems were launched after the peak travel season of 2017 and were not yet widely in use at the time of the evaluation. However, they have the potential to significantly reinforce governance capacities in customs. Despite these impressive achievements, resulting in increased customer satisfaction, the anticipated gains in the fight against corruption were not clearly established during the ICPE interviews. This was attributed by the country office to recent staffing changes at the institution.

of corruption risks and impacts were conducted. The assessment of the supply chain of the medicine production process recommended improving accountability and transparency of the process. The assessment of health-care services revealed deviations and recommended the establishment of a waiting line (queuing) system at the Djerba general hospital which is expected to facilitate better patient reception and minimize bribery risks. The hospital was also equipped with information technology equipment to improve management of the appointment system and digital media files.

The support of UNDP and other development partners enabled INLUCC in 2016 to transfer 94 corruption cases to special financial and economic courts, of which 40 have been adjudicated. According to an opinion poll conducted in 2017 by the International Republican Institute, the INLUCC enjoys the highest level of public satisfaction compared to other independent bodies, with 70 percent of the public expressing a “favourable” or “somewhat favourable” opinion of INLUCC.⁴² The first whistle-blower was also reintegrated back in her job. The country’s rank on Transparency International’s Corruption Perceptions Index, which started to rise since the revolution (from 59 in 2010 to 79 in 2014) is gradually starting to come down (it was 74 in 2017).

Support to Parliament

During the transition period, UNDP assisted the interim National Constituent Assembly during the drafting of the country’s new Constitution under the project, “support to the constitutional process, parliamentary development and national dialogue”. The project helped to ensure that the perspectives and expectations of a large number of Tunisians were included in the constitutional process through 24 national public forums as well as 17 consultations with Tunisians living abroad.⁴³ Furthermore, UNDP technical and operational support contributed to strengthening the capacity of the Assembly, leading to the adoption of the new Constitution and the electoral legal framework. The ongoing project, “consolidation of democratic transition: support to the Parliament (2015-2019)” aimed to strengthen the capacities of Parliament to perform its functions and implement the legislative and institutional framework of the new Constitution. The main output is the establishment of a parliamentary academy and roster of experts. Launched in December 2016, the academy serves as a training and research centre. It serves also as a forum for debate and discussion of key draft laws and national priorities under consideration by the Assembly. Twelve training sessions on

⁴² See: <https://goo.gl/eMH67G> (International Republican Institute).

⁴³ UNDP, Midterm Review, Support to constitutional processes and parliamentary dialogue project, August 2014.

parliamentary functions were conducted in the first year of its operation, in addition to six media trainings.⁴⁴ Parliamentarians and staff of the Parliament received training on the draft law on violence against women, the local authorities' code, the draft law on the independent constitutional bodies, the budget cycle, information and communications technology (ICT), etc. The academy also organized debates and open days, including an "Open Parliament" day which allowed the public to engage with the Parliament and to understand its functions. The academy is not yet institutionalized in the Parliament's structure as the Presidency of the Parliament preferred to pilot it first; however, it is proving to be useful for sharing information with Parliament and gaining support for new bills.⁴⁵ Another key output is the modernization of the Parliament's information and media system which was launched in 2017. The Governments of Japan, Belgium, Sweden, Norway, Denmark, Switzerland and the United Kingdom, the European Union and UNDP funded the parliament projects.

Promotion of civil society participation

Finding 2. The country programme's approach to civil society participation is shifting to stand-alone projects aiming to build the capacities of small community-based organizations (CBOs) through implementation of UNDP projects. While relevant for capacity-building, the approach is not line with the upstream focus of the country programme and may limit strategic partnerships with a wider range of CSOs.

The role of civil society as a key actor in a country's development has been increasingly acknowledged. In Tunisia, the legal environment for CSOs was updated after the revolution and new legislation enabled the emergence of CSOs active in the defence of freedoms and human rights, and in public accountability. About 11,400 new CSOs sprung up after the revolution,⁴⁶ working at national and local levels, though showing more concentration in the

major cities. As noted above, the role of CSOs in Tunisia's democratic transition, particularly in constitutional drafting and in negotiating political consensus, was recognized nationally and internationally.

The country programme's strategy on civil society participation appears to be two-pronged, pursuing it as a cross-cutting strategy integrated in interventions since 2011 as well as stand-alone projects. A good example of the former approach is the support for Parliament in which civil society participation in the constitutional drafting process was an important component. However, the approach seems to be shifting in favour of stand-alone projects. Both the ongoing civil society projects, "promoting citizenship and strengthening social cohesion" (aka Tamkeen), and "strengthening civil society engagement in public accountability" exemplify this shift.

Tamkeen aims to provide professional development and capacity-building of CBOs as key actors in the political transition. CBOs that have demonstrated an understanding of social cohesion receive small grants (\$8,000 to \$10,000) to implement small projects. Some 39 CBOs from different regions of Tunisia are participating. The project themes range from promotion of women's and youth participation in elections and local governance to environmental education and waste management, social accountability in water supply management, community policing and prevention of violent extremism. At the national level, the project supported the Tunisian Organization for Social Cohesion as a mechanism to enhance sustainability of results.

The second project on strengthening civil society engagement in public accountability provided financial support to 28 CBOs to implement community anti-corruption initiatives. Some 5,300 people were sensitized on the fight against corruption and 38 additional CBOs were supported on local governance support initiatives. This support enabled the setting up of 18 mechanisms of social accountability

⁴⁴ UNDP, Annual Report, Consolidation of democratic transition in Tunisia: Support to the Tunisian Parliament project, 2017.

⁴⁵ See: Katrin Sold, "The Tunisian Start-up Act", June 2018. See <http://carnegieendowment.org/sada/76685>

⁴⁶ Wafa Ben-Hassine, "Tunisian Civil Society's Unmistakable Role in Keeping the Peace", Atlantic Council, January 2018.

at the local level and establishment of more than 54 partnerships with institutional actors.

The evaluation team conducted a focus group discussion in Djerba with 13 members from nine of the CBOs being supported under these projects. According to the participants in the discussion, UNDP invites the CBOs to submit proposals for identified project themes. The selected CBOs received guidance from UNDP in finalizing project focus and interventions. They also received financial management training. CBOs lacking technical expertise were offered technical training. The focus group discussion was not unanimous about the outcomes of the UNDP support. However, most CBOs indicated the UNDP support was beneficial, enhancing their professional development as young organizations. In the same vein, it was noted that the professional development received was largely compliance-oriented to meet UNDP reporting requirements. Network meetings involving all CBOs, which are held at the start and end of the project period, served as important avenues for networking with other CBOs. On a less positive note, some participants noted that some of the projects, i.e., those on local governance and participation, should have been implemented after the municipal elections in May 2018 and not before. Ongoing monitoring of progress by UNDP was perceived to be limited. According to the participants, UNDP prioritized financial monitoring with relatively less focus on technical aspects. Further, UNDP not having offices at the subnational level was a factor constraining project implementation and monitoring, causing not only delayed communication and feedback between UNDP and CBOs, but also delayed release of project funds to the CBOs. In some cases, limited coordination between relevant stakeholders was a factor constraining achievement of results.

The current approach to civil society engagement is not in line with the upstream focus of the country programme and country context (Tunisia is a middle-income country with significant national capacity). The country office countered that Tamkeen aims to involve civil society in ongoing reforms, in decision-making and in the implementation of development policies at the local level.

However, some of the project participants met by the evaluation team have argued that the results and impact of these projects are relative to their size, i.e., they remain small.

The country programme has three other projects: (a) prevention of violent extremism; (b) human rights and access to justice; and (c) support for women victims of violence. These were either at initiation stage or had just been signed at the time of the evaluation and therefore were not assessed since there had been limited progress.

2.1.2 Inclusive and sustainable growth programme

Finding 3. The programme, while relevant and achieving planned results through the individual projects, lacks a critical mass of interventions in any one sector or location to contribute to the anticipated outcome results.

Except for the support to job creation and entrepreneurship development, the different projects under this pillar are achieving the anticipated results (discussed below). But the sum of the projects does not necessarily translate to programme results. The main constraint observed is that the programme consists of a collection of small and/or unrelated projects which are clustered into thematic areas, making it difficult to identify the coherence and synergies between projects which should coalesce into results at programme/sectoral level in terms of policy and institutional capacity development. In addition, the projects were often of limited scope (duration, geographic coverage, etc.) in comparison to the needs of the country and ambition of the country programme. As a result, the programme had modest success in mobilizing resources, particularly for job creation and entrepreneurship. Stakeholders consulted by the evaluation did not perceive UNDP to have a strong technical niche in this area, instead citing its comparative strength in coordination. Nonetheless, supported interventions were relevant and based on national priorities. The following paragraphs provide an overview of the results by subcomponent.

Strategic planning, and poverty and vulnerability analysis

Finding 4. The development of the Strategic Development Plan 2016-2020 and six regional development plans helped to strengthen national development planning, and poverty and vulnerability analysis capacities.

The inclusive growth and human development project (2015-2019) provided technical assistance to the Ministry of Development, Investment and International Cooperation (MDIIC) for the preparation of the strategic orientations of the Strategic Development Plan 2016-2020. UNDP was instrumental in ensuring that the preparation process featured a participatory and iterative approach through sector and regional commissions involving ministries, civil society, trade unions and employers' organizations such as the Tunisian General Labour Union and the Tunisian Federation of Industry, Trade and Handicrafts (UTICA), and political parties. It played the major coordination role between the various ministries, although the main role of coordination is the responsibility of the MDIIC. The plan was adopted by the Tunisian Parliament in April 2017.

The collaboration with the General Authority for Monitoring of Public Programmes resulted in the establishment and capacity-building of a public policy evaluation network, composed of trained public servants from several ministries. This however needs to be followed by UNDP support in exposing the Tunisian evaluators to practical experience and in setting the monitoring and evaluation (M&E) structures in Tunisian public agencies. UNDP technical assistance to the National Council for Statistics also achieved an important result in producing a multidimensional poverty index at the governorate level, in partnership with the Oxford Poverty and Human Development Initiative. The process of developing the index entailed capacity-building of the Council which is now able to update the index. The report was never published,

however, due to political sensitivities. UNDP is currently supporting restructuring of statistical structures in the various public agencies and the harmonization of data collection between these structures through a business model.

UNDP also supports the MDIIC in the preparation of annual reports on the SDGs. The first report is expected to be completed by the end of 2018. A newly signed joint United Nations programme will support a monitoring, evaluation and reporting system for the SDGs. UNDP is expected to support the Government in conducting the midterm evaluation of the Strategic Development Plan, in 2018. In this context, a pre-MAPS (Mainstreaming, Acceleration and Policy Support) exercise conducted by UNDP helped to prepare for the MAPS mission planned for early 2018 with the aim of informing the development of a road map for the implementation of the SDGs. In addition, workshops to raise awareness of the SDGs at national and subnational levels were conducted.

The "support to integrated and sustainable local development" project (2015-2018) was designed as a framework programme for supporting the Government in the development and operationalization of its local development and governance policy. It did not attract donor funding and was initiated with UNDP regular resources in 2016. Later UNDP was able to secure funding from Cities Alliance to implement part of the initial programme starting in January 2017. The key outputs include six regional development plans as part of the Strategic Development Plan 2016-2020,⁴⁷ and the completion of a diagnostic studies and the 2030 strategic framework in nine planned cities.⁴⁸ The evaluation team visited Medenine, which is one of the cities, and met with the local authorities who confirmed that a strategic framework for Medenine was launched in 2017 under the Ministry of Environment and Local Affairs. UNDP experts completed the diagnostic of the city and the formulation of the 2030 strategy in

⁴⁷ The six governorates are Gafsa, Gabes, Médenine, Tataouine, Kebili et Tozeur.

⁴⁸ The nine cities are Medenine, Beja, Sidi Bouzid, Gabes, Tataouine, Kairouan, Jendouba, Soukra and Masken. It should be noted that three cities (Soukra, Medenine and Tataouine) are being exclusively supported by UNDP, and UNDP partnered with other international organizations to support the other cities.

relation to the SDGs. It supported capacity-building of cross-sectoral municipal technical teams in development planning, managing and M&E, which contributed to fostering a culture of local governance among local partners, particularly the municipal councils, public institutions and CSOs, due to the multisectoral, participatory and inclusive approach of UNDP that integrated cross-cutting issues such as gender and youth. The project also enabled national and local authorities to participate in international economic forums and gain access to information and knowledge on local development. Exchange visits between cities in Italy and Spain and cities in Tunisia were also undertaken. However, because the delays in passing the local governance code, the country programme was limited in advancing planned local governance support. The recent adoption of the code may provide the required enabling environment to scale up support.

Support to job creation and entrepreneurship development

Finding 5. UNDP interventions on job creation and entrepreneurship development were small-scale and lacked the long-term focus required to bring them to fruition. Funding was the main cause for the limited scope of the interventions.

The “accelerated job creation and support to entrepreneurship” project in Medenine and Tataouine governorates (2014-2015) supported employability of youth and women through job creation and promotion of entrepreneurial initiatives. According to the project’s evaluation report, it succeeded in creating 32 businesses of which 21 were created by women, exceeding the planned target of 24 businesses. All 32 businesses were reported as operational and viable after one year of operation in the project’s final evaluation report. Further, 124 youth including 44 females benefited from vocational training and employment creation. The project helped to create 7 of 10 planned enterprises. It supported capacity-building of 12 trainers and 90 youth on business idea generation. The IEO evaluation team was not able to confirm the results when visiting the south of Tunisia as the country office was unable to organize a meeting with beneficiaries.

Though the evaluation team observed one of the pottery businesses, its owner was not on site. The short duration of the UNDP intervention (one year, 2014-2015) casts doubts on the number of viable businesses created as well as on the ability of those national trainers and coaches who were trained by UNDP experts to support entrepreneurs. At the same time, the UNDP team and national stakeholders acknowledge that there was a high failure rate of supported businesses.

UNDP partnered with the Government’s Office for the Development of the South (ODS) with the view to enhancing the replication and sustainability of the intervention. According to ODS management, the project helped to strengthen ODS capacities in creating a regional aid coordination structure and enhanced the office’s M&E capacities.

The second project, “enhanced entrepreneurship system in South Tunisia” (2016-2017), can be considered as a continuation of the accelerated job creation project, with additional support aimed at filling the gaps related to lack of business support services for potential and existing entrepreneurs. It supported capacity-building of key regional institutions, namely ODS and National Agency for Employment and Self-Employment (Agence Nationale pour l’Emploi et le Travail Indépendant (ANETI)). An entrepreneurship space/centre was established in 2017 in Tataouine and capacitated to support the creation of small businesses. A partnership was established with the Tunisian Solidarity Bank (Banque Tunisienne de Solidarité (BTS)) establishing a microfinancing scheme to support the financing of entrepreneurial initiatives. Further the project contributed to strengthening coordination mechanisms between the stakeholders (public institutions, local authorities, civil society, academic institutions and the private sector). A technical committee consisting of ODS, ANETI, Chamber of Commerce, BTS and civil society was established, setting the selection criteria for potential entrepreneurs and providing guidance and financing entrepreneurial initiatives. Women’s participation in the creation of enterprises was promoted under the project. The evaluation team was unable to confirm that the planned target of 40 entrepreneurs developed their projects. However,

from consultations in the south of the country, it is understood that both UNDP projects on entrepreneurship have been more effective in the promotion of an entrepreneurial culture than in creating new businesses and jobs. This seems more reasonable in view of the short duration of the projects. The comparative advantage of UNDP, according to its partners in the south, is the fact that it involves all stakeholders (public institutions, municipalities, civil society and private sector) in implementation and ensures regular follow-up of the projects. Despite these constraints to achieving intended results, UNDP was able to support the development of Tunisia's National Entrepreneurship Strategy, along with an action plan. UNDP plans to support the implementation of the national strategy through a new project being developed.

Management of natural resources and resilience

Finding 6. UNDP support helped to create high-level political support for coordination of renewable energy development, leading to the adoption of the public-private partnership regulations which have enabled the Government to launch large renewable energy projects with private sector funding.

Through financing from the Global Environment Facility (GEF), UNDP has been providing technical support to the Ministry of Energy, Mining and Renewable Energies in the development of the enabling conditions, methodologies and tools for the implementation of the Tunisian Solar Plan through nationally appropriate mitigation actions (NAMA). The project, "NAMA support for the Tunisian Solar Plan" (2014-2019) is expected to contribute to the achievement of the country's energy transition plan. Tunisia aims to achieve a total renewable energy penetration target of 30 percent in the electricity mix by 2030. The project achieved good progress under the first component on developing an enabling architecture for a NAMA. A high-level interministerial committee was established with UNDP support to oversee the NAMA for the Tunisian Solar Plan. In addition, technical and financial support was provided for the preparation of the decree on the management,

replenishment and resources use modalities of the Energy Transition Fund. The decree was promulgated in July 2017. The project continues to provide support to define the operationalization of the Energy Transition Fund, particularly regarding the non-subsidy financial instruments (credits, equity participation and reimbursement grants). Support to elaborate the regulatory and legal framework to create an independent regulatory body is ongoing. Some progress was achieved on restructuring the National Agency for Energy Management to enable it to better support the planned large-scale renewable energy investments.

Under the second component regarding the Tunisian Solar Plan NAMA, the financial mechanisms, the conception of the measurement, reporting and verification system and the implementation plan were finalized. An action plan for the acceleration of the implementation of renewable energy projects was also prepared and adopted. Under the third component of the project, the NAMA architecture was to be tested by supporting two baseline projects: one public-sector photovoltaic project (10-megawatt plant at Tozeur); and one private sector wind project (24-megawatt farm at Gabes). The former project is under construction and the latter is at the procurement/tendering stage. Though UNDP achieved its targets and its intervention had an impact on the scaling-up of the solar and wind energy projects, the role of UNDP was minimal in the Government's installation of renewable energy generation capacity.

Finding 7. Support for improved drinking water governance exceeded its targets in terms of the number of beneficiaries provided with access to drinking water; however, it faced difficulties in changing attitudes of partner institutions and the population towards the implementation of an effective water governance system.

UNDP supported the Ministry of Agriculture in improving drinking water governance in rural areas between 2012 and 2016. About 18,292 people (54 percent women) were provided access to drinking water through the rehabilitation of 18 drinking water supply systems. These figures exceeded initial

targets of 12 systems and 11,000 people in the four target governorates because of the requests by agricultural development groups (groupements de développement agricole (GDAs)) and the local populations for an individual water supply and water meter for each house.⁴⁹ This was made possible by UNDP after securing additional funds from the Government of Japan. The rehabilitation works faced some delays due to technical issues and difficulties recruiting companies willing to operate in the intervention areas where acts of vandalism and terrorist attacks were perpetrated. The rehabilitation component was accompanied by awareness-raising and capacity-building of communities and the GDAs. A total of 1,293 people (47 percent women) were reached and trained on water governance.⁵⁰ The administrative and technical management of most GDAs was also strengthened and they were oriented on use of participatory approaches with the local population, particularly in the decision-making process. A special programme was devoted to gender issues and involvement of women in rural areas in water governance and decision-making processes. The project did not, however, lead to changes in attitudes and behaviour of the local partners and population vis-à-vis improved water governance. The population was reluctant to contribute to the cost of the water, and in some locations illegal water connections were installed by the community. Also, the GDAs, which consist of local structures comprising owners and users who manage certain natural resources (water in this case), were apparently in conflict with the Ministry of Agriculture in view of recurrent water cuts.

The UNDP country programme also supported the Ministry of Local Affairs and Environment in the preparation of its third national communication on climate change, though capacity-building activities were postponed. The national inventory of greenhouse gas emissions for 2012 was produced. The draft road map for the nationally determined contribution (NDC), which entailed the development of a summary analysis of country mitigation

and adaptation policies and plans, commitments and targets, implementation strategies and sector priorities, was developed and is expected to be finalized at the end of 2018. The analysis of vulnerability in specific sectors in Tunisia has been updated. Some 50 national professional staff from various public institutions, the financial sector and civil society were oriented on the implementation of the National Adaptation Plan, as well as on the identification of gaps and constraints hindering the implementation of the adaptation projects and measures. New project proposals to support the implementation of the Paris Agreement are being developed. The support provided by UNDP to help Tunisia fulfil its international commitments on climate change provides a framework for future funding and access to climate change finance.

UNDP also supported the implementation of the Strategic Plan for Biodiversity 2011-2020, adopted by the States Parties to the Convention on Biological Diversity, through enabling activities that integrated Tunisia's commitments to the Convention in the national development planning framework. The strategy and action plan on biodiversity were updated in the light of the Strategic Plan. The fifth national biodiversity report has been endorsed and UNDP is currently supporting the elaboration of the sixth report. UNDP should consider supporting the further development of the legal framework for biodiversity as well as other areas of biodiversity such as green economy, organic agriculture and ecotourism.

Resilience-building

Finding 8. Disaster risk reduction (DRR) awareness and capabilities at national and local levels, particularly preparedness and response mechanisms to increasing climate change risks, have been improved in targeted vulnerable communities.

Tunisia's coast is the backbone of its economy, since it is home to two thirds of the total population and constitutes 70 percent of economic activity.

⁴⁹ Governorates of Beja, Bizerte, Zaghuan and Kasserin.

⁵⁰ UNDP, Final evaluation report, Improvement of local governance of drinking water in rural areas project.

However, 44 percent of the coast is classified as vulnerable to highly vulnerable. Sandy beaches that constitute about 35 percent of Tunisia's coastline and which underpin 80 percent of the tourism industry are particularly threatened and predicted to disappear at an accelerated rate because of climate change. Non-coastal local communities, in particular those located in northern mountainous region of the country, also face threats from natural disasters such as floods, landslides, forest fires, heavy rainfall, cold waves and excessive snowfall.

Responding to the priorities of the Strategic Development Plan 2016-2020 as well as Tunisia's first and second national communications on climate change, which prioritized sea-level rise and coastal development, the country programme launched the project, "addressing climate change vulnerabilities and risks in vulnerable coastal areas of Tunisia" (2014-2020). The project built the institutional capacities of planning authorities, including the coastal protection agency, regional governorates and local authorities, on advanced coastal risk assessment and adaptation to the impacts of climate change-induced risks/disasters on coastal infrastructure. Hardware and software have been delivered to improve observation capacities, data collection and treatment. All stakeholders and partners including the direct beneficiaries, local authorities, public institutions and civil society were involved. Good progress was also made in the implementation of innovative risk reduction measures covering 40 kilometres of coast on Djerba island. UNDP supported the integration of climate risk into the new Code of Planning and Urban Development which is under review. The project is also advocating for ratification of the Protocol on Integrated Coastal Zone Management in the Mediterranean. The installation of observation buoys started mid-2017, and tide gauges to measure the sea level have been installed at three sites.

The regional pilot project supporting local capacity-building for DRR in three Arab cities (Ain Drahem in Tunisia, Khartoum in Sudan and Saida in Lebanon)

aims to help urban communities become more resilient through building the capacities of local institutions. Under this initiative, an assessment report on risk and vulnerabilities of the city of Ain Drahem was developed, enabling fund mobilization for a comprehensive DRR programme with support from the European Union and United Nations Trust Fund for Human Security. A similar risk assessment study is under preparation in Tataouine, involving all stakeholders (civil society, local public institutions, schools, Red Crescent, etc.). A DRR strategy and action plan for the community are under preparation in Ain Drahem. Because of the programme, both municipal councils are aware of the actions to be taken. The observatory station which is funded by UNDP under the DRR project and provided to the National Institute of Meteorology is currently operational and is expected to be set up in Ain Drahem at the end of 2018. The Institute expressed the need for UNDP capacity-building support on vulnerability studies and having greater engagement with UNDP as a direct partner rather than being supported through the Ministry of Environment.

Lastly, with funding from the United Nations Trust Fund for Human Security, UNDP is supporting DRR in five cities,⁵¹ which is the first project of its kind implementing the Sendai Framework for Disaster Risk Reduction 2015-2030 through the integration of the human security concept. The main outputs are local DRR strategies and action plans in two of the five target cities. These will undergo further consultations at several levels before the documents are finalized for adoption.

2.1.3 Gender equality and women's empowerment

Finding 9. The effectiveness of gender mainstreaming in the country programme varied. The governance programme was generally more successful in incorporating gender perspectives in legislation, policy and planning that yielded some concrete results in terms of gender equality and women's empowerment.

⁵¹ Bizerte and Gabes in coastal areas and Jendouba, Kasserine and Siliana in non-coastal areas.

Through its corporate gender equality strategy 2014-2017,⁵² UNDP is fully committed to promoting gender equality and women's empowerment. UNDP Tunisia developed a gender strategy in 2016 as required under the corporate strategy. The overall objective of the strategy (2017-2019) is to provide a common and coherent vision for UNDP Tunisia's interventions in promoting gender equality and women's empowerment.

The country office uses the gender marker, a corporate tool designed to sensitize programme managers on gender equality and women's empowerment through the assignment of a score in the financial reporting system.⁵³ Looking at the last three years, almost all programmatic expenditures (98 percent) either contributed significantly or in some way to gender equality results. A small expenditure is recorded against GEN3, which corresponds to interventions having gender equality as the principal objective. This contribution relates to the country office's engagement in a two-year joint programme in the prevention of violence against women initiated in 2016 with other United Nations agencies including the United Nations Population Fund (UNFPA), United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), International Organization for Migration (IOM), United Nations Office on Drugs and Crime (UNODC), OHCHR and the World Health Organization (WHO). The gender marker is a self-rating tool and can be subject to inconsistencies due to underrating or overrating of projects.

To examine the quality of programme results from a gender perspective, the evaluation applied the gender results effectiveness scale, a framework developed as part of the corporate evaluation of the UNDP contribution to gender equality

and women's empowerment (2015) which classifies gender results into five categories: gender-negative, gender-blind, gender-targeted, gender-responsive and gender-transformative.⁵⁴

Gender equality and women's empowerment constituted an important component of the UNDP governance programme. In addition to important results that addressed the differential needs of women and men and equitable distribution of benefits and rights (gender-responsive), some of the results to which UNDP contributed targeted changes in norms, cultural values and power structures (gender-transformative). The UNDP electoral support projects identified activities to promote women's political empowerment, including collection of gender-disaggregated data on voter registration and voting, training and empowering potential women candidates and training of journalists on gender-balanced election coverage. UNDP advocacy and provision of gender orientation/sensitization to electoral management bodies and members of Parliament during the revision of the electoral legal framework produced parity provisions that resulted in greater proportions of women being elected to Parliament and municipalities (women received 47 percent of the votes in recent local elections). The evaluation rated the electoral support projects as gender-transformative. Similarly, the transitional justice project was found to be gender-responsive in that it addressed the differential needs of men and women and equitable distribution of benefits. The project undertook a study which found that a lower proportion of women than of men have heard of the transitional justice project (56 percent compared to 76 percent). This led to the project supporting IVD to conduct advocacy initiatives with civil society

⁵² A new corporate gender equality strategy for the period 2018-2021 was approved in September 2018.

⁵³ The ratings are: GEN3 = outputs that have gender equality as the main objective; GEN2 = outputs that have gender equality as a significant objective; GEN1 = outputs that will contribute in some way to gender equality, but not significantly; GEN0 = outputs that are not expected to contribute noticeably to gender equality.

⁵⁴ Gender-negative = result led to a negative outcome that reinforced/aggravated gender inequalities/norms; gender-blind = result had no attention to gender; gender-targeted = result focused on equity (50:50) of women and men in targeting; gender-responsive = result addressed differential needs of men and women and equitable distribution of benefits, resources, status, rights, etc.; gender-transformative = result contributed to changes in norms, cultural values, power structures and the roots of gender inequalities and discrimination.

which led to an increase (from 5 to 23 percent)⁵⁵ in the proportion of women victims registering cases with IVD.

Although the new project (joint United Nations programme) supporting women victims of violence is the only project scored by the country office as GEN3, the highest gender marker rating, it is still in the initial stage and cannot be expected to have yielded significant results at this stage.

The remaining projects in the governance programme (security sector reform, Parliament support, anti-corruption and promotion of civil society participation) can be classified as gender-targeted, i.e., ensuring women's participation in interventions, such as training events.

In the inclusive and sustainable growth programme, the project supporting strategic planning, poverty and vulnerability analysis ensured that gender is mainstreamed in the Strategic Development Plan 2016-2020. One of the objectives of the third pillar of the plan (human development and social inclusion) is specifically to promote gender equality and women's empowerment, addressing parity in election councils, ending violence against women and promoting women's economic empowerment. Further, the development of the multidimensional poverty index supported under this project has ensured that data are disaggregated by sex, contributing to the understanding of sources of vulnerability affecting both women and men. The evaluation rated this project as gender-responsive. The rest of the projects under this programme are rated as gender-targeted.

As regards the internal UNDP business environment for gender mainstreaming, the evaluation found this is still developing. At the time of the evaluation, the office did not have in place a multidisciplinary gender focal team as required or have a dedicated gender specialist/adviser; however, an international consultant acted as gender focal point. On

staff parity, the office showcases a close parity in its overall staffing with 56 men for 44 women staff, however, at the time of the evaluation, most of the senior positions were held by men. For instance, among the international staff category only one out of the eight positions in the country office was held by a woman, and only three of the 11 positions of chief technical advisers and project managers were held by women. According to the country office, the staff had not yet received training on gender mainstreaming and gender analysis, other than the corporate online gender awareness training.

2.1.4 UNV collaboration

Finding 10. While there is no specific collaboration between UNV and UNDP, UNV contributes at different levels of the country office supporting the implementation of the country programme, including supporting the UNDP presence outside of Tunis.

At the time of the evaluation, the country office was supported by a total of 21 UNVs (11 females and 10 males). The group is composed of 18 national UNVs and three UN Youth Volunteers.⁵⁶ UNVs are involved in important areas of work of the office, such as the Resident Coordinator's office (2), finance (1), environment (1) and entrepreneurship (1). In addition, 16 UNVs are deployed in four different governorates to support the local governance project under the democratic governance stream. They effectively extend the UNDP presence and support outside of Tunis in the local administrations of these governorates. While the evaluation did not assess their specific contribution in great detail, their contribution was positively reported by local authorities met during the mission's field visit.

2.2 Sustainability of the country programme's results

Finding 11. Contextual challenges will for the most part affect opportunities for the sustainability of the results to which UNDP contributes.

⁵⁵ UNDP Tunisia, Results-oriented Annual Report, 2016.

⁵⁶ The recruitment of UN Youth Volunteers targets candidates under 30 years old. This programme seeks to respond to the United Nations Secretary-General's call for greater engagement in youth volunteerism.

As highlighted above, the context in Tunisia presents some important challenges when considering sustainability and the type of results UNDP is looking to achieve during this programme cycle. A large extent of the UNDP portfolio has been around supporting the Government in consolidating reforms that emerged from the democratic transition process, including by supporting the new institutions that emerged from the new Constitution through capacity development and advisory support. However, the political situation has been rather volatile involving frequent turnover in government officials, often slowing the progress of UNDP-supported interventions, particularly in the area of governance. The worsening economic situation marked notably by increased inflation and debt to GDP ratio limited the prospect for uptake in government budgets or cost-sharing opportunities, as evident by the gradually declining share of local cost sharing in UNDP funding sources, that could be expected from a middle-income country such as Tunisia. These contextual factors, among others, are quite significant for UNDP results, given its focus on supporting democratic governance processes and systems for which sustainability can only be achieved through government uptake and financing. In this regard, while it is important to stress the value and merit of the positioning of UNDP in the field of democratic governance, the nature of the support, largely oriented towards supporting emerging institutions and systems, would indicate that the prospect of sustainability of results may be expected in the long term.

A review of key project documents suggests that the design of projects had limited considerations for sustainability and for managing prospects for scaling up. Apart from GEF projects, only about one third of reviewed project documents from 2012 onwards included a section on sustainability, though half of them included a risk analysis matrix. Project documents that included considerations for sustainability provided succinct descriptions of measures, evoking partnerships, knowledge management and the upholding of standard programmatic principles that aim to enhance the likelihood of achieving results rather than sustainability or

scaling up. The evaluation did not identify explicit exit strategies for the scaling-up of interventions or an overall approach to sustainability that goes beyond standard programming principles.

There is evidence that studies have been regularly commissioned in the context of mapping or situational analysis at design stages. However, the evaluation did not find that similar strategies and investments have been deployed during and after interventions to produce rigorous evidence on their performance and impact with a view to demonstrating proofs of concept to inform the scaling up of interventions. While they are not always explicitly referred to as pilot projects, this is particularly relevant for interventions in the inclusive growth and human development portfolio for which the scale of interventions provides localized solutions but is very far from addressing the full scale of the issue at hand.

2.3 Factors affecting the country programme's performance

2.3.1 Resource mobilization

Finding 12. UNDP positioned itself successfully as a convener of donors in the democratic transition process, resulting in significant resource mobilization.

Tunisia's democratic reforms attracted considerable interest from international development partners and in this context of rising ODA levels, UNDP mobilized significant financial resources. The country office annual throughput quadrupled between 2011 and 2013 (from \$5 million to \$20 million). Currently the office throughput is about \$15 million per annum (figure 2).

Resources mobilized in the first three and one half years (2015 to mid-2018) of this cycle exceeded the entire planned five-year budget by 37 percent (table 1). This is due to a threefold increase in funding for democratic governance interventions, specifically for outcome 1 covering rule of law, elections, parliament and civil society support. By comparison, outcome 2, covering decentralization and local governance, did not mobilize the anticipated amounts.

TABLE 1. Country programme budget: planned vs. actual, 2015-2018 (As of July 2018, in United States dollars)

Programme component		Planned budget (2015-2019)	Actual budget (2015-2018)	Expenditures (2015-2018)
Democratic governance	Outcome 1	8,350,000	32,459,087	26,746,632
	Outcome 2	14,500,000	3,559,562	2,980,008
Inclusive and sustainable growth	Outcome 3	3,300,000	1,776,758	1,628,062
	Outcome 4	13,989,000	12,644,846	8,934,107
Total		40,139,000	54,957,999*	44,051,336**

*Excludes \$4,517,746 which is not linked to any outcome.

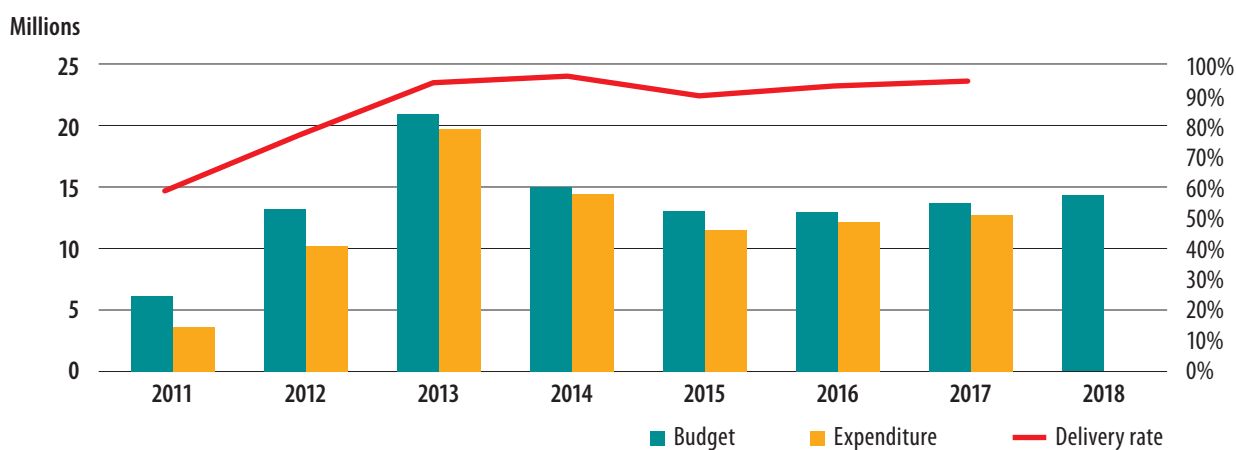
**Excludes \$3,762,527 which is not linked to any outcome.

Source: UNDP corporate planning system

The increased funding potential in outcome 4 covering natural resources management and resilience is due to vertical trust funds, mostly from the GEF, whose share has tripled since the start of the current programme cycle in 2015.

While the delivery/utilization rate was low in 2011-2012, it increased sharply in 2013, jumping by 40 points compared to 2011 (figure 2). The low delivery rates registered in 2011 reflect on the important adjustments that needed to be adopted by the

country office to cope with increased demands from a doubling of its programme size from 2010. This transformation was supported by the deployment of technical experts through UNDP internal surge (deployment of staff) mechanisms and the application of fast-track procedures during 2011. In 2012, a change management exercise led by the country office and UNDP headquarters was conducted to guide and support the country office to cope with its growth and new demands.⁵⁷ Yearly

FIGURE 2. Evolution of UNDP programme budget and expenditures, 2011-2018

Note: 2018 data is partial for the year.

Source: UNDP corporate planning system

⁵⁷ Tunisia Transformation Plan, Report of the Management Consulting Team.

delivery rates have been relatively stable since 2013 at above 90 percent. As of July 2018, the level of expenditure was at 47 percent, suggesting that the country office is likely to maintain its average delivery performance of 2015-2017 for 2018.

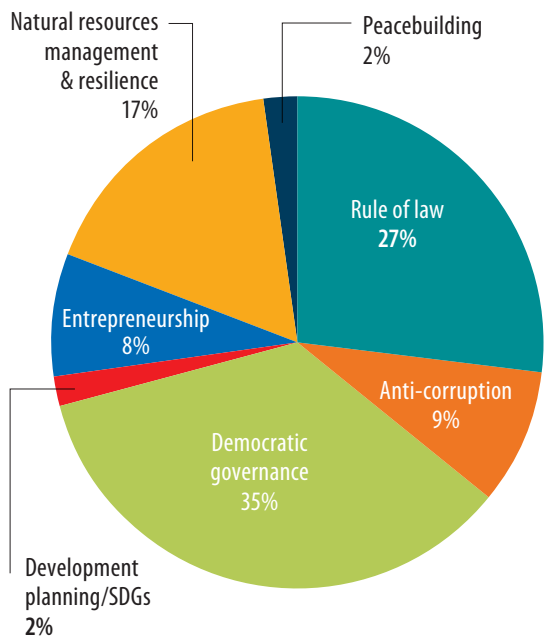
Slightly above one third of total programme expenditures (35 percent) have targeted interventions aimed at supporting electoral processes, support to the constitutional process, democratic participation of civil society and support to Parliament (figure 3). More than a quarter of expenditures has been directed to support interventions related to rule of law, including transitional justice, human rights and access to justice, security reforms and combating violence against women. Anti-corruption initiatives represented 9 percent of total expenditures, and about 2 percent of expenditures were allocated for peacebuilding efforts, corresponding to the launch of new interventions around the fight against violent extremism in 2017-2018, as well as advisory support provided by the peace and development

adviser through the joint UNDP-United Nations Department of Political Affairs (DPA) programme on conflict prevention.

In the area of inclusive growth, about 17 percent of programme expenditures have been directed to environment-related interventions, including DRR and climate change adaptation, energy efficiency and natural resource management. Job creation and entrepreneurship promotion consumed only 8 percent of expenditures.

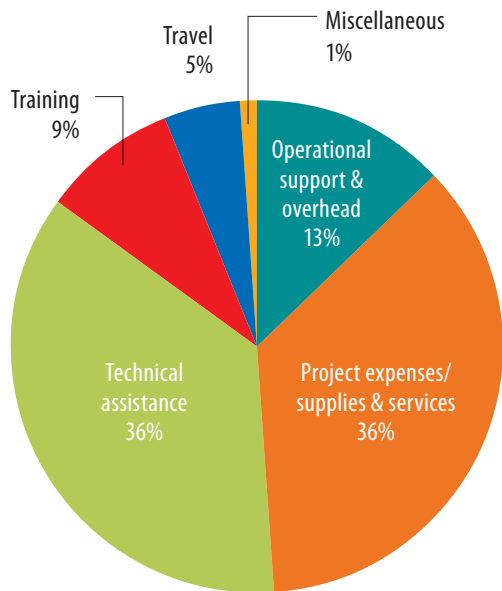
A breakdown of programme expenditures for 2015-2017 suggests that the bulk of expenditures (45 percent) were in line with UNDP capacity development and advisory support services (technical assistance and training); 36 percent covered operational support (project expenses related to supplies and services, as well as grants attributed for project implementation). The remaining expenditures covered operational support and overhead costs (13 percent), travel (5 percent) and miscellaneous financial management costs (1 percent) (figure 4).

FIGURE 3. Expenditures by thematic area, 2015-2018
(As of 30 July 2018)



Source: UNDP corporate planning system

FIGURE 4. Breakdown of programme expenditures
(By account category), 2015-2017



Source: IEO computation based on UNDP corporate planning system data

2.3.2 Country programme design and management

Finding 13. The country office has taken important steps towards increasing synergies across programmes and projects by adopting a convergence strategy, which is expected to improve the overall effectiveness of the country programme.

By progressively converging interventions geographically in disadvantaged areas, the country programme aims to achieve key results and maximize its impacts. This approach is currently being piloted in Medenine governorate in the south-eastern part of the country. By comparison in the interior regions, the governorates of Le Kef, Jendouba, Kasserine and Gafsa are more disadvantaged than the south-east⁵⁸ and the evaluation probed the country office on the choice of Medenine for rolling out the convergence approach. Similarly, some of the government stakeholders shared a similar concern on the selection of Medenine. According to the country office, there is a concentration of development actors in the latter regions and consequently very little space for UNDP engagement, hence the selection of Medenine where UNDP had a critical mass of ongoing interventions.

Medenine will receive concentrated UNDP support. This includes introducing greater integration between the interventions of some projects through a geographic focus around multidimensional issues such as the prevention of violent extremism, local community development, the fight against corruption and community policing. It is not clear if the country office plans to support the operationalization of common mechanisms and tools for planning, monitoring and evaluation in the convergence municipalities (e.g., common committees instead of sectoral committees); however, this could be a benefit. Convergence also offers the potential for promoting joint activities and monitoring with United Nations agencies and other development partners.

Another important step taken by the office to enhance programme synergies is reviving office-wide midyear and annual reviews. These meetings bring together all staff from the programme and operations teams to discuss and review performance and make adjustments, making it easier to identify new opportunities for synergies across programmes and projects.

Finding 14. The country programme has partially implemented the consolidation of its interventions under a programmatic approach as envisaged in 2012 through its change management plan. As a result, the programme design and/or implementation still reflects a project orientation, which has not favoured coordination and synergies across interventions.

The last ICPE conducted by IEO in 2010-2011⁵⁹ recommended inter alia the adoption of a programmatic approach to enhance results, impact and support to the Government in employment and challenges posed by globalization to the Tunisian economy. This recommendation was supported by a change management exercise led by UNDP headquarters in 2012, further supported by an internal audit of the office the same year,⁶⁰ proposing the consolidation of projects under two pillars (governance and sustainable development), and to gradually develop a pillar on poverty alleviation supported by the establishment of substantive analytical and advisory capacity in poverty and economic analysis. Subsequently the current country programme was consolidated under two distinct pillars (governance, and inclusive growth and environment), designating two team leader positions for both thematic areas and programme staff. Beyond this, implementation of a programmatic approach, particularly in the inclusive sustainable growth programme, to respond to the challenges faced by the country is not evident.

This is exemplified in the area of employment and job creation, which was expected to develop and form a

⁵⁸ Alfonso Medinilla, Sahra El Fassi, "Réduire les inégalités régionales en Tunisie", European Centre for Development Policy Management, Information note 84, April 2016.

⁵⁹ UNDP, Assessment of Development Results Tunisia, 2012.

⁶⁰ UNDP, Audit of UNDP country office, Report No. 983, August 2012.

distinct programme pillar in the current programme cycle. Since 2011, there have been four specific projects⁶¹ implemented by the country office under this theme, including two initiated in 2011-2012 and with the last one closed in January 2018. These two projects were implemented successively, adopting a similar strategy of supporting job creation through self-employment, for which results in terms of job creation and successful entrepreneurial projects were not evident during the evaluation's field visits. The two projects initiated under the current programme cycle represented 8 percent of total programmatic expenditures between 2015 and 2018. At the time of the evaluation, responsibility for the continued development of this portfolio is not clear as there are no dedicated staff with specific expertise in this area. A national UNV involved in the project implementation was maintained after the closure of the projects, but with no clear substantive and strategic guidance at programme level as the team leader position for inclusive growth and sustainable development was vacant, with responsibility discharged to a programme officer also working on the governance portfolio. According to the country office, a project proposal for the continuation of entrepreneurship interventions and extension in other governorates of the south was in the pipeline at the time of the evaluation. The new project builds on the previous strategy despite limited evidence of success in terms of actual job creation.

In contrast, the governance pillar, consisting of a set of interrelated projects supporting key institutions and processes that promote an inclusive, representative, transparent and accountable governance system, reflects a strong programme approach. Yet the structure and management of the programme assume the characteristics of a project approach. This is significant for this portfolio that covers 67 percent of overall country programme expenditures, with 12 distinct active projects implemented by seven project teams at the time of the evaluation. The current structure is a remnant of the

transition programme (2011-2014) and was to some extent justified then to enhance the capacity of the country office to deliver on the spectacular increase in demands and resources after the 2011 revolution. In addition, the political sensitivity of democratic reforms required the deployment of high-level technical leadership, and different projects were in some instances led by different teams. The projects continued to be implemented in a rather siloed approach, possibly also reinforced by the fact that the country office staff were based in six different office locations in Tunis, although the country office initiated plans to establish common premises for all its staff and other United Nations organizations.

The gap in coordination is also highlighted in the organigram of the country office. The reporting lines between the programme heads and the different project teams, which report to the Deputy Resident Representative, are indirect, leaving the breakdown of strategic roles and responsibilities somewhat unclear. This appears to have sometimes affected the visibility and image of UNDP to external stakeholders, with reported instances of perceived competition and uncoordinated resource mobilization efforts by the office. The country office is aware of this issue and has already taken some steps to enhance programmatic coordination and synergies across projects.

Lastly, the management and implementation of the country programme has pursued largely a direct implementation modality (DIM) whereby UNDP assumes responsibility for the day-to-day management, including financial and other operational aspects. About 77 percent of the country programme expenditures were in line with the DIM approach as opposed to national implementation (NIM). The 23 percent of expenditures under NIM are for projects in the area of natural resources management and resilience. The adoption of DIM modality has enabled UNDP to maintain some level of control over projects to mitigate the impact of bottlenecks due to the fluid political

⁶¹ Strengthening the Entrepreneurial Ecosystem in South Tunisia 2016-2017; Support to job creation and entrepreneurial initiatives 2014-2015; Support to economic recovery, private sector development, and social cohesion for an inclusive growth in Tunisia 2011-2015; Employment Generation for the Youth in Tunisia 2012-2013.

context and ensure progress in the implementation of the country programme. While the country office adheres to UNDP corporate guidance seeking to ensure that project conceptualization and implementation remain nationally led, NIM is more conducive to promoting the responsibility and ownership of national partners. Under the DIM modality, UNDP assumes full responsibility and accountability for the programmatic and operational delivery of the country programme's inputs and outputs. While necessary in specific contexts, DIM requires the country office to assume a heavy administrative burden and engage in greater coordination efforts than it would under NIM, which is reliant on national processes and systems. In this regard, while line ministries and public authorities have been engaged in the design of project documents and continue to lead project implementation through the project steering committees, some coordination gaps have been reported by focal points of key ministries who expressed concerns about the quality and the timeliness of information shared by the country office. One solution cited by government stakeholders for mitigating this concern is quarterly meetings between the key government focal persons and UNDP management to discuss monitoring results.

The General Directorate of International Organizations and Conferences under the Ministry of Foreign Affairs and the MDIIC have joint responsibility for the overall coordination of the country programme. UNDP partnered with various other ministries and public authorities for the implementation of the country programme.

2.3.3 Monitoring and evaluation

Finding 15. The M&E capacity of the country office is not commensurate with the level of programmatic activities and with the complexity of the environment in which UNDP operates in Tunisia. This has led to a focus on fulfilling the corporate monitoring requirements with less attention to tracking results at outcome level.

The last ICPE also highlighted the need to strengthen the office's M&E system to enhance use of lessons learned and best practices. Subsequently, the change management plan and audit exercise conducted in 2012 echoed this recommendation which were followed by the establishment of a programme management support unit for the country office supported by one staff member, whose responsibility encompasses a wide range of cross-cutting office functions, including: (a) review and quality assurance of annual workplans, project progress reports, evaluation reports and terms of reference; (b) tracking and reporting on programme budget utilization; (c) monitoring the corporate calendar and compilation of all office standing reports; (d) compliance with guidelines on cash transfer to government; (e) audits of nationally-implemented projects; (f) incorporation of social and environmental standards in projects; (g) preparing/maintaining donor fact sheets; (h) managing the evaluation resource centre by posting and updating reports and management responses; (i) managing other corporate dashboards, such as the International Aid Transparency Initiative portal; (j) organization of annual and midyear review meetings; and (k) ensuring a results-based management culture in the office. The nature of these tasks implies that the country office's M&E system is focused on operational management, accountability and compliance monitoring. Although the country office has taken steps to improve results-based management, evident in the increasing availability of project progress reports, the focus of the reporting stills tends to be on activities and immediate outputs. The fact that projects tended to operate in silos within their respective results framework is an underlying factor and poses a challenge for ensuring a meaningful aggregation of project-level M&E at country programme outcome levels. Nowhere is this more evident than in the evaluation plan for the period 2015 to 2019 which consists of 27 planned evaluations, nearly all of which are project evaluations.⁶² The recent initiation of joint annual planning and review

⁶² Source: UNDP Evaluation Resource Centre data, June 2018.

meetings with the participation of national stakeholders should alleviate some of these concerns and promote the creation of synergies across the portfolio as well as an integrated M&E system. The country programme operates in a complex environment with contributions from multiple actors, and where both intended results and unintended results are emergent and happen in nonlinear fashion. Typically, dealing with this level of complexity requires stronger application of adaptive management based on dynamic formative evaluation processes that provide rapid feedback for considering new parameters and hypotheses and integrate them into a theory of change or conceptual framework against which the progress can be based. The office should also strengthen results-based management skills through training of programme staff.

2.3.4 Strategic positioning

Finding 16. The position of UNDP in Tunisia can be described as catalytic as its presence provides an enabling environment for other United Nations agencies to intervene, acting as an “operational backbone support” for the rest of the United Nations system.

From the point of view of operations, in line with the role it often plays at country level, UNDP Tunisia provides operational services such as procurement services, administration, human resources, finance and ICT services to a number of United Nations agencies, including the International Labour Organization (ILO), UNODC, OHCHR, United Nations Human Settlements Programme, UN-Women, UNFPA, United Nations Information Centre and United Nations Department of Safety and Security. Beyond this important support role, it is also important to note that Tunisia hosts several United Nations agency operations for Libya, which due to security reasons have been operating from Tunisia since 2012. As a result, the country office provides similar services to an additional five United Nations agencies for Libya, including

UNDP, United Nations Support Mission in Libya, OHCHR, UNFPA and United Nations Office for the Coordination of Humanitarian Affairs. The country office estimated that support to Libyan operations constitutes about 20 percent of total transactions, but that estimate varies.

Despite the challenging context, and some concerns expressed about the heaviness of its procedures, UNDP is praised for its responsiveness and ability to deliver quickly.

Finding 17. UNDP support for United Nations coordination has helped to demonstrate its convening role, notably in the areas of SDG mainstreaming and prevention of violent terrorism. However, the use of strategic partnerships with United Nations and non-United Nations development actors that go beyond funding and implementation mechanisms was limited.

UNDP Tunisia is strongly positioned in the country vis-à-vis the United Nations Development Assistance Framework (UNDAF) 2015-2019. UNDP interventions seek to contribute to five out of eight outcomes of the UNDAF. In addition to recognition of its long-term positioning in the country, UNDP benefits from an increased visibility through the hosting of the Resident Coordinator’s office. UNDP participates in the five results working groups and three task forces established under the United Nations Country Team (UNCT).⁶³ While democratic governance constitutes the largest portfolio of the country programme, UNDP is not leading the associated results group but instead leads the results group on inclusive growth and the task force on the SDGs.

UNDP is currently providing positive leadership for United Nations coordination in key strategic areas, notably through some of its corporate and regional tools and partnerships. For instance, ongoing efforts on the prevention of violent extremism have been supported by the peace and development adviser deployed through the joint UNDP-DPA programme

⁶³ The UNCT has established five results groups—democratic governance; inclusive growth; social protection; gender; youth and adolescence—as well as three task forces on prevention of violent extremism, the SDGs and citizenship education.

on conflict prevention,⁶⁴ who provides analytical and advisory support in shaping the national and UNCT response to violent extremism in Tunisia.

Another area which shows a positive contribution in terms of strategic United Nations coordination is the joint programme aimed at supporting the mainstreaming of the 2030 Agenda for Sustainable Development in national policies, involving 17 United Nations agencies in Tunisia. Initiated and led by UNDP through prior and recent engagement with the project on inclusive growth, this objective was re-articulated into a joint programme placed under the leadership of the Resident Coordinator's office and through a task force, with the aim of providing holistic support to the Tunisian Government. This effort was supported by the conduct of a pre-MAPS⁶⁵ mission in December 2017 led by the UNDP Regional Bureau for Arab States, which sought to support and guide the articulation of the work of the UNCT and initiated the scoping of the MAPS mission in 2018.⁶⁶

While it is too early to assess the effectiveness of these two joint programmes, in both instances UNDP is directly supporting and enabling United Nations coordination in strategic areas highly relevant to the Tunisian context, with catalytic potential in terms of their contribution to national challenges. In total, UNDP Tunisia is involved in two other active joint programmes⁶⁷ at the time of the evaluation.

However, initiatives similar to the ones mentioned above were not exploited in the areas of entrepreneurship and job creation, where specialized agencies such as the United Nations Industrial Development Organization and ILO are also intervening in Tunisia. While some level of engagement exists through the UNDAF working groups, to date it

has not yielded close collaboration or opportunities for joint programmes despite an important degree of convergence in their respective interventions in Tunisia. The evaluation did not seek to assess if and to what extent the lack of joint approaches between these agencies affected results. However, the challenge of youth unemployment, given its complexity and scale, would provide a good case for greater levels of integration, building on the comparative advantage of each United Nations agency, particularly as UNDP would not appear to have a clear and/or strong positioning in this area.

In this regard, many stakeholders interviewed expressed demands for an increased role of UNDP in terms of facilitating coordination and in convening multi-stakeholder platforms at various levels to enhance coherence and coordination in interventions, as well as enhancing mutual accountability among development actors operating in Tunisia. Interviews highlighted gaps in coordination and overall visibility of the interventions of the numerous development actors present in Tunisia, suggesting a lack of coherence and potential duplication in the overall development response provided. This was perceived as an important challenge in Tunisia as well as an important role for UNDP to play.

The last ICPE conducted in Tunisia recommended the country programme to “adopt a clear and operational strategy for wider technical and financial partnerships that are open to the private sector and civil society”. While UNDP programmes have sought to target CSOs in their project implementation, there is no clear evidence in the current strategy that UNDP prioritized the development of traditional and non-traditional partnerships with private sector actors, as such engagement has been limited to the implementation of activities in two projects

⁶⁴ Launched in 2004, the joint UNDP-DPA programme on building national capacities for conflict prevention provides support to national stakeholders, United Nations resident coordinators and UNCTs to strengthen national and local capacities for conflict prevention. In 2017, peace and development advisers were deployed in 48 countries.

⁶⁵ Mainstreaming, Accelerating and Policy Support for the 2030 Agenda. See: <http://www.2030agenda.undp.org/content/2030agenda/en/home/more/MAPS.html>

⁶⁶ At the time of the evaluation, the expected MAPS mission had not occurred, however the country office informed the evaluation team during the review phase of the evaluation report that the MAPS engagement mission began in July 2018.

⁶⁷ The transitional justice programme with OHCHR and a recently launched joint programme on the prevention of violence against women, initiated in 2016 with other United Nations agencies including UN-Women, UNFPA, IOM, UNODC, OHCHR and WHO.

so far.⁶⁸ In this regard, the recommendation formulated in the last ICPE appears to remain valid.

Overall, the evidence gathered in this evaluation would suggest that the partnership approach pursued by the country office is largely oriented towards funding or implementation of the country programme. Outside of the UNCT and national

authorities, this has resulted in limited strategic partnerships which are different from funding partnerships as they are focused on leveraging knowledge and expertise of other development actors. In the current and potential resource mobilization environment, the need for strategic partnerships has perhaps not been so evident but will grow as available funding diminishes.

⁶⁸ UNDP, Project on Strengthening the Entrepreneurial Ecosystem in South Tunisia 2016-2017, and in the context of the acceleration plan for renewable energies.

A decorative graphic consisting of a dotted line that starts vertically on the left, then turns horizontally to the right. Along this line are five colored circles: a yellow one near the top, a blue one below it, a green one further down, a yellow one on the horizontal segment, a blue one next to it, and a green one at the far right end.

CHAPTER 3

CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness
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This chapter presents the evaluation team's main conclusions on the UNDP performance and contributions to development results in Tunisia, its recommendations based on the key findings presented and the management response.

The conclusions and recommendations are based on the findings presented in chapter 2. They are not meant to be prescriptive and are at the strategic level, highlighting only the most critical issues. The evaluation team recognizes that the country office is aware of the issues raised herein.

3.1 Conclusions

- **Conclusion 1. UNDP responded to the emerging national priorities vis-à-vis political reforms and transition to democratic governance. In so doing, UNDP consolidated its position as a trusted development partner. Though UNDP cannot be credited for the achievements of new democratic governance institutions, it is recognized for its policy advisory support and institutional capacity development to these institutions, which enabled them to become operational and achieve important results.** The perceived comparative advantage of UNDP in relation to other partners is its neutrality. Consequently, its engagement on politically sensitive democratic reforms constitutes a strategic niche that has been valued by the Government and donors alike. In addition, UNDP upstream policy advisory support in the development of the Strategic Development Plan 2016-2020, the Energy Transition Fund, the Urban and Land Use Planning Code and national DRR endeavour, to name a few, constitutes catalytic contributions to the extent to which they provide a framework of engagement, for all actors, in addressing national challenges. UNDP is also effectively the only United Nations partner present in the country which has provided continuous and pervasive support in environment-related issues such as climate change adaptation, energy efficiency and DRR.
- **Conclusion 2. The UNDP country programme is operating in a fluid environment, stemming from the institutional and other contextual**

complexities inherent to the transition process. While generally effective, the current political and economic constraints pose challenges for the programme to consolidate its results by the end of 2019. The first phase of Tunisia's democratic transition did not end as expected with the first free and fair presidential elections in December 2014. Consequently, the UNDP country programme was implemented in an evolving institutional context, which affects the implementation and consolidation of the results to which the programme aimed to contribute. There have been many instances over the last four years where this was an issue. For example, planned support to decentralization and local governance did not advance due to delays faced in the development of the institutional and legal framework. The transitional justice work and support to job creation and entrepreneurship development are other examples. Meanwhile, the country programme results framework and targets remained unchanged, partly because UNDP corporate programme planning guidelines are not flexible enough to allow for adaptive planning, and secondly the country office did not prioritize M&E processes focused on learning and course corrections. While steps have been taken to consolidate programming planning and review practices, the M&E function is stretched and oriented towards fulfilling reporting requirements, limiting its value for strategic decision-making. At the same time, supported interventions will likely continue to face delays and other setbacks due to the uncertainty of political transition dynamics, which among others have manifested in frequent turnover in government institutions (for example, between 2013 and 2017 there have been five Prime Ministers and the current Interior Minister is the ninth since 2011). A greater focus on identifying, monitoring and managing the key assumptions for success that underpin programme and

project theories of change is required to support adaptive management practices in line with a dynamic and volatile context.

- **Conclusion 3. There has been a greater emphasis on contributing to democratic reforms than to supporting job creation and strengthening entrepreneurship.** The country office, acting on the recommendation of the last ICPE and change management plan, made efforts to consolidate the portfolio under two programme pillars: democratic governance; and inclusive and sustainable growth. The latter pillar had as one its objectives to support the Government in implementing new public policies related to inclusive growth, skills development, employment creation and poverty eradication. However, results have been limited. Expenditures contributing to this objective amounted to 8 percent of total expenditures over the period 2015 to mid-2018, compared to a planned 26 percent.⁶⁹

The positioning of UNDP in this area of work is a concern for the country office, given the continuing challenges of unemployment and inequality in Tunisia, which remain the main preoccupations of the Government since before the 2011 revolution. In that sense, the proposal formulated in the midst of the 2011 revolution is still valid today. At the same time, the inability of UNDP to position itself strongly in this arena for the last six years raises some questions.

- **Conclusion 4. While positive for strengthening civil society capacities, the current approach to civil society engagement, centred on capacity development of CBOs, is not consistent with the country programme's policy and institutional focus, and may limit strategic partnerships with a wider range of civil society actors.** Civil society includes professional associations, social movements, religious organizations, media, academic

institutions, CBOs, etc. Besides its role in service provision and programme implementation at the local level, civil society also has an important role in advocacy, raising public awareness and putting on the agenda the issues of the day. It is not clear as to how the current small-scale support to nascent CBOs will inform the policy focus of the country programme. More efforts should be invested to explore non-traditional partnerships with civil society actors based on converging objectives in the next country programme.

- **Conclusion 5. The partnership strategy of the country office has been more focused on the delivery of its project activities and outputs and less on establishing linkages and synergies to enhance the collective contribution of actors.** The country programme approach to partnerships does not fully leverage the comparative advantage of UNDP to promote a whole-of-government and whole-of-society approach that is highlighted as “vital for transformational change” in the UNDP Strategic Plan, 2018-2021. The country programme has not fully explored the development of non-traditional partnerships built around leveraging knowledge and expertise of other development actors. Instead, partnerships and collaboration that have been developed focus on activity- and output-level engagement. There is, however, room for the country office to consider strategic partnerships as a means of favouring or creating an enabling environment for outcome-level achievements. Furthermore, ODA levels have declined since the design of the current programme. There are also changes in donor priorities and modalities of engagement, and the emergence of other actors in the areas of work of UNDP. This would imply declining UNDP resource mobilization potential, requiring UNDP to be more proactive in seeking strategic partnerships.

⁶⁹ UNDP, Country Programme Document and Country Action Plan. 2015-2019.

3.2 Recommendations and management response

<p>Recommendation 1.</p> 	<p>The new country programme should be more flexible, pursuing greater adaptive planning and management approaches to address the challenge of working in a fluid national context. The results framework of the country programme has remained unchanged despite limited progress in some of the key outcome results. The country office and stakeholders of the country programme need to more explicitly recognize the dynamism and change of speed of the national context, reflecting it in ongoing environmental scanning, risk analysis and rigorous M&E processes, which are subsequently used to inform midcourse corrections. This requires greater clarity in the country programme's theory of change, investments in a M&E function that supports the monitoring of key assumptions for success at project and programme level, and a greater level of integration of M&E practices.</p>
<p>Management Response: Agreed</p> 	<p>In an unstable and changing environment, the country office has already undertaken major actions in terms of flexibility and agility, including the elaboration of a series of new projects not initially foreseen in the country programme document (CPD) (i.e., joint programme on the SDGs, new integrated programme on SDG16, project on preventing violent extremism, project in support of the national strategy on entrepreneurship, project in support of the implementation of the sectoral vision on youth) that will be pursued and integrated in the midterm review of the current CPD and the new cycle CPD, notably as well as the new UNDAF (2021-2024).⁷⁰</p> <p>Action A. To integrate the independent evaluation's recommendations alongside the outputs of the two ongoing studies on economic inclusion and decentralization in the midterm review of the current country programme framework, building on the key adjustments that have already been engaged.</p> <p>These key adjustments helped to make the country programme more relevant and adapted to the major political, social, economic and security changes. Taking into account the recent changes in the programme and project management policies and procedures, UNDP Tunisia will encourage the development of a portfolio of project documents that will allow greater integration and flexibility to adapt to the variable context in the country.</p>

⁷⁰ All the actions undertaken are explained in annex 4 at the end of the document.

Key Actions

1. To finalize both analyses (the first one is analysing the necessary programmatic adjustments for the inclusive growth and human development portfolio in light of the social and economic evolution in the country; and the second one aiming to strengthen UNDP action in terms of the new decentralization process engaged in May 2018 following the national municipal elections and the promulgation of the national law on local collectives). Based on the analyses' recommendations and the conclusions drawn by both, the current CPD framework will be reviewed and adjusted.
2. To elaborate and implement a capacity development plan focused on M&E and theory of change for programme and project teams.

Action B. To continue to reinforce the flexibility and responsiveness of UNDP to the changing environment by building on the recommendations of the above-mentioned analyses and integrate the main findings in the next CPD and the design model of new projects.

Key Actions

To integrate the main findings and recommendations resulting from the independent evaluation report and the two analyses in the new cycle UNDAF/CPD starting 2021-2024.

Key Actions	Time frame	Responsible	Tracking	
			Status	Comments
Action A:				
1. Adjust the CPD framework based on the CPD midterm review	February 2019	DRR		
2. Elaborate and implement a capacity development plan focused on M&E and theory of change for programme and project teams	February 2019	M&E and reporting officer		
Action B:				
1. Integrate the main findings and recommendations resulting from the independent evaluation report and the two analyses in the new cycle UNDAF/CPD starting 2021-2024	March 2020	DRR		

Recommendation 2.



UNDP should seize the opportunity of the preparation of the next country programme to conduct a strategic review to identify a differentiated and strategic niche for its positioning in the area of job creation with a view to enhancing its value proposition in this area of work. Such positioning should be informed by a thorough analysis and reflection on past success and failures and the positioning of other stakeholders. As noted in this evaluation, while successive projects are credited for their capacity development support and multi-stakeholder approach, interventions have had limited sustainable results in terms of job creation, and at the same time have not demonstrated an approach distinct from those of other actors. While supporting the development of entrepreneurship and social and economic solidarity is in line with national priorities to address the challenge of unemployment, particularly of youth, UNDP should seek to be more ambitious and innovative in its value proposition and explore other entry points and modalities for supporting job creation, including balancing between supporting self-employment and wage employment options in order to adapt its response to the employment aspirations of Tunisians.

Management Response: Agreed



Action A. Based on the main findings and recommendations on the expert's analysis of the necessary programmatic adjustments to the inclusive growth and human development programme, to shape, design and implement innovative programmes in coherence with the new CPD framework.

The first step to reach this objective has already been initiated through the project on entrepreneurship developed by UNDP to support the Government of Tunisia in developing a national strategy on entrepreneurship in partnership with the Government of Norway. Indeed, this initiative stems from the observation made that the previous UNDP entrepreneurship programme was implemented at micro level with limited harmony between projects. To respond, the previous programme on entrepreneurship was capitalized upon UNDP suggesting to the Tunisian Secretary of State to implement one coherent and harmonized programme on entrepreneurship which will support the Government in elaborating a national strategy on entrepreneurship. This programme has become a reality and will cover the period 2018-2021 with an estimated budget of \$33 million, of which \$18.7 million have already been engaged and allocated to UNDP by the Government of Norway. The implementation partners are the Ministry of Vocational Training and Employment/Secretary of State's Office for Vocational Training in the six targeted governorates of Tataouine, Medenine, Gabes, Kebili, Tozeur and Gafsa and the Office for Development of the South as activity partners. Other partners include the Agency for employment and self-employment (ANETI) and the Tunisian Solidarity Bank (BTS) and CSOs.

Through the above-mentioned national strategy on entrepreneurship, a greater impact on job creation will be strengthened through the integration of new technologies and innovation as vectors to a more adapted, innovative and open environment to entrepreneurship. This step has already been taken by the UNDP and will be capitalized upon by pursuing the already-launched partnership with the International Telecommunication Union (ITU).

One of the thematic areas tackled by UNDP during CPD implementation was energy transition through promoting renewables and energy efficiency. The institutional context was quite changing, and UNDP was flexible to adapt its capacities and approach to can answer the national priorities. Indeed, through the NAMA support to the Tunisian Solar Plan project, an action plan to accelerate the achievement of the renewable energy targets was developed with UNDP support in consultation with all stakeholders (private sector, CSO, Government, Parliamentarians, donors, etc.). This action plan was approved by a ministerial council (Meeting chaired by the Chief of the Government on 28 February 2018 – Minutes of the meeting are in available and in Arabic available upon request). Thanks to UNDP support and the dynamic created with all stakeholders, the capacity of the renewable energy programme for 2018-2020 was increased by 1,000 megawatts and a call for interest was done to private investors for 500-megawatt photovoltaics and 500-megawatt wind under concession regime. UNDP will also support coordination of the action plan for renewable energy implementation by the National Agency for Energy Management (ANME) in addition to contributing to reforms in the sector of energy (restructuring the ANME, operationalizing the Energy Transition Fund, establishing a help desk, establishing an independent regulator etc.) that will support accelerating renewable energy projects implementation by private sector.

In addition, in the framework of the same project, an action plan to accelerate the energy efficiency programmes in Tunisia was elaborated in consultative way similarly to the renewable energy one. By end of August institutional change occurred and the Ministry of Energy, Mines and Renewable Energy was cancelled. UNDP continues its support to ANME for this priority and collaborate with the Ministry in charge of energy (Ministry of Industry and Small and Medium-Sized Enterprises).

UNDP adapted its climate and energy interventions to support innovative approaches as per promoting the carbon instruments to enhance energy sector related targets for NDC implementation. This initiative is supported by the World Bank Partnership for Market Readiness and is the first concrete collaboration between UNDP Tunisia and the World Bank.

Key Actions

1. Integrate the main findings and recommendations from the expert's analysis in the economic programmes to inform the development of an integrated portfolio of projects related to the promotion of inclusive growth, job creation and poverty reduction.
2. Strengthen the capacities of the country office in this area of economic and inclusive growth through the recruitment of at least one international chief technical adviser on entrepreneurship and job creation and one national team leader for the inclusive growth portfolio.
3. Pursue close collaboration with ILO and synergies between agencies for integration of the national strategy on entrepreneurship that will be elaborated in the national strategy on employment that is also currently under development. This will be done by organizing meetings and workshops with ILO, United Nations agencies and key partners.

Action B. To work with all agencies and key implementers to identify where and how UNDP will have an added value and support innovation.

Key Actions

1. Pursue developing the partnership with ITU by formalizing the already engaged joint partnership aiming to integrate ICT into the entrepreneurship projects and hence pursue supporting innovation and technology as vectors to job creation.
2. Continue to engage with other agencies and implementers to coordinate and lead participatory reflections on job creation.
3. Cross-feed the UNDP programmes to capture all the other projects related to employment to ensure harmony and synergies and inform new proposals.

Key Actions	Time frame	Responsible	Tracking	
			Status	Comments
Action A: 1. Ensure systematic integration of the relevant findings and recommendations of the independent evaluation and the economic and decentralization analyses in the design of all new projects relating to inclusive growth and human development	Starting December 2018	Team leaders		
2. Strengthen the capacities of the country office to promote innovative approaches to the design of new projects <ul style="list-style-type: none"> • Living labs • Design thinking 	From February 2019 to December 2019	DRR/team leaders		
3. Formalize the partnership with Business Call to Action	Starting December 2018	Team leader/chief technical adviser		
4. Develop a partnership with the civil society consortium CONECT (Confederation des Entreprises Citoiennes de Tunisie) in the framework of the Business Call to Action platform	Starting December 2018	Team leader/chief technical adviser		
5. Enlarge the impact and strengthen the sustainability: <ul style="list-style-type: none"> • Advocate and coordinate with ILO and key stakeholders to ensure a larger impact of the entrepreneurship strategy, to ensure its integration within the national strategy on employment which has a broader impact on the whole country 	Starting December 2018	Team leader/chief technical adviser		

Recommendation 2 (cont'd)

<ul style="list-style-type: none"> Advocate for the integration of the key priorities of the national strategy of entrepreneurship in the next five-year National Development Plan 				
<p>Action B:</p> <ol style="list-style-type: none"> Pursue the already initiated joint work with ITU in the implementation phase of the entrepreneurship project Identify a clear value added of UNDP in the area of job creation: <ul style="list-style-type: none"> During the new Common Country Assessment/ UNDAF/CPD process, ensure a focus on job creation and inclusive growth in the comparative advantages exercise Cross-feed UNDP programmes to capture all of the other projects' achievement for employment and inform new proposals 	<p>December 2018</p> <p>September 2019</p> <p>January 2019</p>	<p>Chief technical adviser</p> <p>Team leader</p> <p>Team leader</p>		

Recommendation 3.



UNDP should review the current level and nature of partnerships developed with civil society to ensure that such partnerships are at the strategic level required in Tunisia's middle-income country context. The UNDP strategy of engagement with CSOs has focused on supporting the emergence and organizational capacity development of civil society groups in local governance and development. While this level of engagement is relevant, UNDP should re-examine the strategic fit of this approach given the growing influence of larger and established civil society actors in public debates, with whom partnerships were not developed. There are important synergies, at technical rather than financial levels, that could be explored with existing civil society actors. UNDP should seek opportunities to more systematically consider synergies with existing civil society actors across its portfolio, with due regard to the need to maintain its positioning as a neutral partner.

Management Response: Agreed



Action A. Capitalize on the work already achieved with the small-scale CSOs by facilitating the collaboration, exchange and partnerships between small and larger established civil actors of civil society in public debates, based on the existing mapping of CSOs in support of the Tunisian Organization for Social Cohesion.

Key Actions

1. Maintain the Civil Society Forum ("Forum de la société civile") organized by the Tamkeen project which gathers, on a yearly basis, the main key CSO partners while promoting a networking process between the small CSOs and larger ones by ensuring the latter's active participation.
2. Based on the already existing mapping, identify the most relevant non-governmental organizations (NGOs) based on the needs for advocacy in support of public policies, debates and strategies.
3. Ensure that large sectoral NGOs with strong influence on national policies and strategies are clearly identified in the design process of new projects to ensure a good balance between small and larger CSOs.
4. Integrate in new projects a civil society capacity-building framework (mainly in the fields of advocacy and public decision-making).
5. Develop and integrate a criteria checklist for the Local Programme Appraisal Committee.

6. Train the UNDP team on the tool to measure the CSOs' capacity improvement. This tool will allow to evaluate the CSOs' capacities on different areas such as vision and planning abilities, financial abilities, project management abilities and advocacy.
7. Continue investing in emerging actors in order to contribute to the reinforcement of social cohesion.

Action B. Continue to position UNDP as a key partner in high-level strategic reflections with the Tunisian Government and support appropriation of the win-win partnership and actions by capitalizing on the work already engaged with the Ministry of Youth in order to contribute to create links between ministries and civil society members through win-win actions (based on the model of what has already been done with INLUCC (National institute against corruption) and as developed with other ministries

Key Actions

1. Provide support to the Ministry of Youth in the implementation of its sectoral vision on youth by associating the CSOs with youth centres through formalized partnerships (release of calls for proposals, elaboration of a multisectoral national youth policy).
2. Support the Ministry of Higher Education in the conception and implementation of a joint project for the strengthening of social cohesion through the universities by associating the student syndicates and the Tunisian organizations (the implementation of mitigation committees in the universities and a mechanism to prevent conflicts)
3. Support the INLUCC in the implication of civil society in the fight against corruption through joints calls to proposals between UNDP and INLUCC targeted on local and national associations

Recommendation 4.



UNDP should consider adopting a more proactive coordination role and engage in strategic partnerships with other actors who are contributing to the same objective, so as to enhance coherence and harmonization and optimize collective contributions where relevant. UNDP Tunisia has developed effective partnerships with the national authorities, which has enabled it to position itself as an important development partner in several sectors that are relevant to Tunisia's development plan, particularly in the area of democratic governance. UNDP is engaged with the relevant national authorities in the implementation of its country programme and is recognized for its positive contribution to development challenges. However, leveraging existing capacities further through strategic partnerships is likely to grow as an imperative for the positioning of UNDP in Tunisia. Given anticipated declines in both UNDP resources and donor funding, the country office should lay the groundwork for strategic partnerships in the current cycle to avoid opportunistic resource mobilization. Different from funding partnerships, the proposed strategic partnerships are centred on leveraging and knowledge exchange.

Management Response:

Agreed



Based on inter-agency partnership already established notably through the joint SDG programme.

1. Enlarge the partnerships with the private sector, international financial institutions (IFIs) and the Islamic Development Banking (e.g., CONECT, UTICA, World Bank, European Union, Business Call to Action) as already initiated.
2. Update and continue monitoring the country office's partnership and resource mobilization strategy.

Key Actions	Time frame	Responsible	Tracking	
			Status	Comments
1. Enlarge the partnerships with the private sector, IFIs and Islamic Development Bank (ex: CONECT, UTICA, World Bank and European Union, Business Call to Action) as already initiated	Starting 2018	Team leaders		

Recommendation 4 (cont'd)

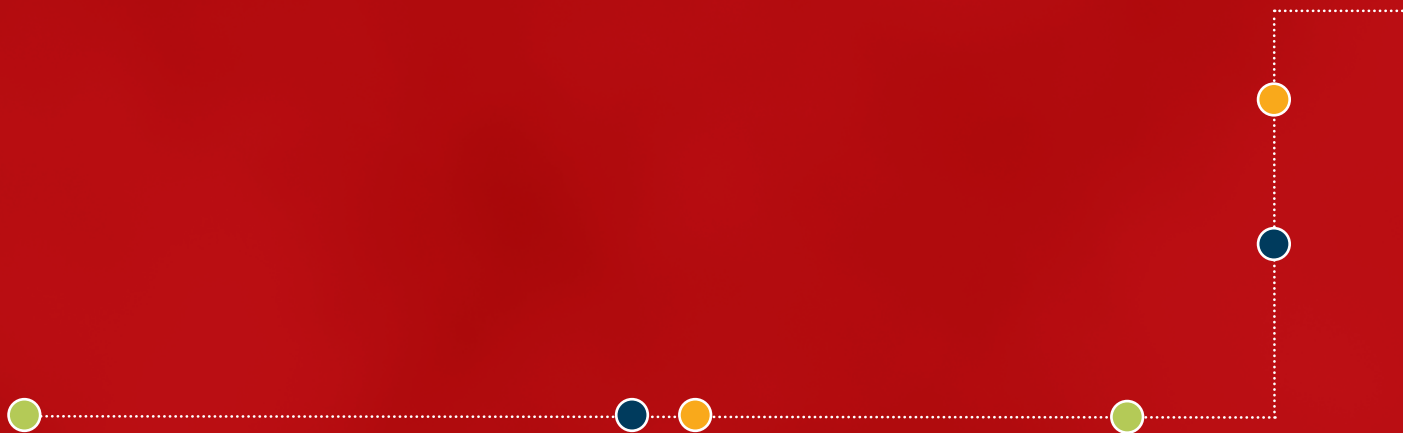
 2. Update and continue monitoring the country office's partnership and resource mobilization strategy	Starting 2018	Team leaders		
3. Continue advocacy and partnership mobilization to access the Green Climate Fund	Starting 2018	Team leaders		

Annexes



Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at:
<https://erc.undp.org/evaluation/evaluations/detail/9405>

- Annex 1.** Terms of Reference
- Annex 2.** People Consulted
- Annex 3.** Documents Consulted
- Annex 4.** Summary of CPD indicators and status as reported by country office



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