

## **Final Evaluation**

### **Evaluation of the project: “United Nations Development Programme Tunisia Electoral Assistance Project (TEAP)”**

## **Final Evaluation Report**

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## **1. List of acronyms and abbreviations**

ARP	Assembly of the Representative of the People
CA	Court of Auditors
CSOs	Civil Society Organizations
CTA	Chief Technical Advisory
CPD	Country Programme Document
EAD	Electoral Assistance Division - Department of Political and Peacebuilding Affairs
EOM	Election Observation Mission
ERP	Enterprise Resource Planning
EU	European Union
HAICA	High Independent Authority of the Audio-visual Commission
ICA	Independent Commission of the Audio-visual Media
ICT	Information and Communications Technology
ID	Identity card
IDEA	International Institute for Democracy and Electoral Assistance
IFES	International Foundation for Electoral Systems
ISIE	Independent High Authority for Elections in Tunisia
M&E	Monitoring and Evaluation
MoFA	Ministry of Foreign Affairs
NAM	Needs Assessment Mission
SEPT	Support to the Electoral Process in Tunisia (2011-2015)
TEAP	Tunisia Electoral Assistance Project (2015-2020)
TEAP II	Tunisia Electoral Assistance Project II (2021-2025)
ToR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNDAF	United Nations Development Assistance Framework

## 2. Executive summary

The United Nations Development Programme (UNDP) project entitled '**Tunisia Electoral Assistance Project**' (TEAP) **was set up to support electoral authorities in Tunisia**. It came as a continuity of the 2011-2015 SEPT project that supported the ISIE in holding the 2014 legislative and presidential elections after the adoption of the new Tunisian Constitution.

TEAP came into effect on 15 June 2015 and is scheduled to finish on 31 December 2020 although it is possible that the project will be extended until 31 June 2021. **The main project national partners were electoral stakeholders**, in effect the **ISIE, the HAICA, the Administrative Tribunal and the Court of Auditors. The Parliament** was also supported through legal advises provided via the ISIE and HAICA followed by direct TEAP staff participation to parliamentary hearings.

The total project budget forecasted in 2015 amounted to US\$ 8.152.000 was nearly fully funded by contributions from the European Union, Switzerland, Germany, the United Kingdom and the UNDP.

Geoffrey Weichselbaum, an international evaluation consultant, conducted the project evaluation between June and September 2020 (total of 30 days). No mid term project evaluation had been previously undertaken.

In the context of the **Covid19 related uncertainties, the evaluation was conducted from a distance**, including all key informants' interviews. This provided a degree of flexibility by adapting to interviewees availability. The prior knowledge of most interviewees by the evaluator helped break the ice and have discussions that allowed for proper data collection. Overall, distance evaluation did not prevent the evaluator to collect necessary data.

The UNDP TEAP **was very relevant in supporting electoral authorities to better implement their mandate during and between electoral periods**. Representatives of all four beneficiaries institutions interviewed mentioned that the project was relevant, through addressing adequately and flexibly their needs and specific circumstances.

The project provided **timely support, sometimes under strong political and time pressure**, especially during the **2018 municipal elections and the 2019 legislative and presidential elections**. All four institutions benefited from a number of ICT solutions that had the multiple advantages of contributing to professionalize and make the institutions more sustainable, facilitate intra and inter institutional cooperation, and overall contribute to both project outputs. These were to promote the sustainability of electoral authorities and their abilities to conduct credible electoral events. The project provided extensive legal and training support to the ISIE and to the HAICA, as well as to a different extent to the Administrative Tribunal and the Court of Auditors. Related trainings for journalists and lawyers took place. That legal expertise also benefited the Assembly of Representatives of the People on various laws, amongst which the extensive election law amendments adopted in 2017 to hold the 2018 municipal elections.

**The longer-term electoral cycle approach allowed for a more sustainable approach to capacity developments** where one activity contributed to others during and between electoral events in

synchronization with political and institutional changes in the framework of the democratic transition in Tunisia.

A comprehensive approach on how to address the **question of gender equality was not formulated in the TEAP project document**. This impacted the project implementation where national beneficiaries could have addressed this issue with more consistency. The project made however a number of very positive contributions in favour of gender equality, not the least supporting the adoption of **gender positive regulations, including when legal frameworks were not clear on the matter**.

The TEAP project was **effective in achieving project outputs and activities results with the HAICA, the Administrative Tribunal, the Court of Auditors and the ARP** but the two **project outputs could partially be achieved in the case of the ISIE**, the most important beneficiary of the electoral assistance.

Elements of the first and second project output implementation were marked by a more hands-on support that substituted some of the critical functions of the ISIE around the 2018 and 2019 elections, in particular the legal and training supports. This came as a result of the crisis within the ISIE that came to light in May 2017 and the collective resignation of the ISIE President, the Vice President, one board members and key executives including directors of legal, training and operations departments. **All interlocutors, including from the ISIE, mentioned that the institution was still grappling with the effect of that crisis in 2020**. For example, key executive positions such as the directors of the legal and the training departments have not yet been recruited.

The project team **expertise on elections as well as their familiarity with the country and institutional context was a key element that contributed to the TEAP project effectiveness, efficiency and relevance**.

The effects of the **TEAP support to the electoral stakeholders during the 2018 and 2019 elections were manifest and logical**: ISIE interviewees qualified it as efficient, fast and professional based on a credible mandate of the UNDP.

The project support contributed to the **adoption of a local and general election legal and regulatory framework in line with international election obligations**. The 2019 elections TEAP legal support was less intense than in 2018 but the project was mobilized to support the ISIE critical and fast decisions on a new electoral calendar and a late reform in August 2019 of the election law to ensure that the snap presidential election timeline be in line with Constitutional provisions. The **external relations and outreach aspect of the support were unsatisfactory**, mostly due to internal ISIE dynamics, and led weaknesses during 2018 and 2019 elections which likely contributed in a lower turnout, although entrenched perceptions by the electorate toward political parties contributed to low turnout.

**Multiple trainings of media monitors around electoral periods, and legal support assisted the HAICA in its mandate to ensure media pluralism**. Targeted monitoring on **detecting hate speech and disinformation** are tools that will be used during electoral periods and beyond.

**The support to the Administrative Tribunal was very effective and timely**. Its support contributed to achieving both project outputs. **Likewise, the support to the Court of Auditors was very effective** through provision of **ICT solutions, publishing of studies and trainings of judges and lawyers**. The

project effectively **advised the ARP** on important elections related legislations in line with international human rights obligations.

**The efficiency of the project has overall been good.** Partnership arrangements with national counterparts were conducive to achieving the project activities and main outputs through good board meetings implementations, very good **project responsiveness, excellent technical and human skills of the project team, sound management, efficient coordination mechanisms with international democracy and election support organizations.**

**The efficiency of the project was affected by fundraising difficulties** and consequently impacted project planning and output achievement. These challenges did not come out of lack of relevance, effectiveness or efficiency of the project. Rather, relative donor fatigue and slow contracting processes are part of the answer. From the UN side (UN EAD, UNDP Country office and HQ), the system was unable to find a solution for this recurrent problem. **Developing a realistic fundraising strategy for a future project** in order to avoid the pitfalls of the TEAP fundraising will be essential.

**The sustainability of the results is different for the four main institutions that benefited from the TEAP support.** The investment of the project to promote institutional dialogues either through convening of public events (conferences, workshops), through technical closed sessions (such as dialogues between the ISIE and the HAICA around the joint declarations in 2018 and 2019), and ICT systems contributed to more sustainable institutional mandates implementation.

**The support of the project in improving the election related legal framework, including electoral regulations, is an important sustainability legacy of the project.** Regulations were drafted in a way that it is applicable to all future elections such as legal provisions for municipal elections was drafted to be applicable for regional elections, and those for general elections were drafted to be applicable for referenda (with some exceptions).

The consequence of the **absence of key senior ISIE staff as well as UNDP fundraising uncertainties prevented the development of efficient ISIE information and outreach procedures and structures.** At the **legal department**, the three remaining officers who remained in the legal department in 2017 took over elements of what was covered by the departing staff, but **not enough to address needs during the 2018 and 2019 elections.** The TEAP resources spent in advisors substituting senior executives at the legal and training departments could have been spent differently in supporting the senior positions, had they been hired. The lack of existence of a proper ISIE training department is also a factor that undermined the sustainability of the efforts.

The HAICA benefited from **trainings and mentoring on media monitoring and support during the electoral periods of 2018 that led to the teams to be partly autonomous during the 2018 and fully autonomous during the 2019 elections.**

The overall operating principle of the project was to **produce the expertise, document it and as much as possible produce training guides, handbooks for further use** and adaptation for future use within the institutions.

The ISIE and the Tunisian Ministry of Foreign Affairs **would positively welcome a new UNDP electoral support project**, and a formal request was sent to Ms. Rosemary A. DiCarlo, United Nations Under-Secretary-General for Political and Peacebuilding Affairs at the beginning of 2020.

**The new TEAP II project provides for a relevant future support**, with more targeted activities, including new national stakeholders. It is likely to contribute to further improve future election quality and participation.

**Future democratic elections** with accepted results will contribute to further consolidate the democratic transition in Tunisia. Stakes **will likely continue to be high as political polarization, maturing institutions and integration of important reforms will continue in the coming years.**

### 3. Introduction

The United Nations Development Programme (UNDP) project entitled ‘Tunisia Electoral Assistance Project’ (TEAP) set up to support electoral authorities in Tunisia is in the continuity of the 2011- 2015 SEPT project (SEPT) which had supported the ISIE in holding the 2014 Legislative and Presidential elections after the adoption of the new Tunisian Constitution.

TEAP came into effect on 15 June 2015 and is scheduled to finish on 31 December although it is possible that the project will be extended until 31 June 2021. Compared to SEPT, TEAP broadened the main project national partners from the ISIE to electoral stakeholders, i.e. the ISIE, the HAICA, the Administrative Tribunal and the Court of Auditors. The Parliament was also supported through the legal advises provided to the ISIE and HAICA followed by direct TEAP staff participation to parliamentary hearings.

The total project budget forecasted in 2015 amounted to US\$ 8.152.000 was nearly fully funded by contributions from the European Union, Switzerland, Germany, the United Kingdom and the UNDP. Fundraising for the project constituted a challenge that was discussed with national stakeholders and the international community and resulted in the project capacities being reduced between July 2018 and June 2019 to a minimum as a result of shortage of funds.

The project was conceived and implemented with the support of DPA through a Needs Assessment Missions (NAMs), fielded from 16 to 22 February 2015 and led by the Electoral Assistance Division of DPA (EAD/DPA).

The NAM recommended the following support actions:

- The need to strengthen the long-term capacity development of electoral authorities mainly through the establishment of a new project of electoral assistance by UNDP;
- Enhance the planning and implementation of electoral operations and support the establishment of authorities with professional expertise in elections, at central, regional and local levels;
- Reinforce the capacities of the ISIE in public awareness and engaging stakeholders;
- The need to maintain the administrative structure of SEPT in order to ensure business continuity and sustain the institutional memory of previous electoral events, which enables UNDP to answer quickly and efficiently to the needs of the Tunisian counterparts.

The TEAP project objective was to « contribute to the efforts of democratic governance in Tunisia through:

- (i) Long-term capacity building of electoral authorities,
- (ii) The implementation of institutional reforms and
- (iii) Increasing the citizen’s participation in accepted credible electoral processes. Obviously, a particular attention will be drawn on the issues identified by the Tunisian stakeholders.

Two specific project outputs contributing to achieving the objectives with a number of activities were outlined:



- Output one: Long term institutional capacity building of electoral authorities
- Output two: Strengthen the electoral authorities' ability to conduct credible electoral events

A mid term independent evaluation of TEAP was planned in 2018 but eventually cancelled. For the final project evaluation, the UNDP recruited an international consultant, Mr. Geoffrey Weichselbaum, an election and democratic transition expert with extensive professional experience in Tunisia, to conduct the evaluation over a three months period (30 days in total) from July to September 2020. In view of the uncertainties around the Covid19 pandemic, it was decided that the evaluation would be conducted from a distance.

#### 4. Background

The UNDP Technical Electoral Assistance Project (TEAP) took place in a context of continued democratic transition in Tunisia, marked by limited success in implementing the new Constitution, increasing political polarisation and instability, a deteriorating economic context, and an increased trust deficit of citizens towards political parties and institutions.

The different governments from 2015 until the 2019 legislative and presidential elections were based on the continued consensus between opposing ideological forces, in particular the conservative Islamist Ennahdha, 'modernist' Nidaa Tounes and other parties. Nidaa Tounes had won most seats during the 2014 legislative elections, but suffered from internal tensions and defections: in 2016, 30 MPs left Nidaa Tounes<sup>1</sup> to join Machroukh Tounes, and later in 2019 other members left Nidaa and Machroukh to join Tahya Tounes, the party launched by the head of government Youssef Chahed. He stayed in office from 2016 until February 2020, when Elyes Fakhfakh became head of government until his resignation submitted on 15 July 2020. These political reconfigurations attested of a fluid and sometimes, tense political situation where the electoral authorities had to remain at equal distance from political forces and ready to adapt to changing electoral timelines.

The implementation of the Constitution included during the 2014-2019 legislature the adoption of around 20 laws (out of 330 adopted laws<sup>2</sup>) that were directly related to its implementation. The ISIE, one of the key institutions foreseen by the Constitution<sup>3</sup>, organized the election of the Higher Judicial Council in 2016.

The 2015-2019 Assembly of Representatives of the People was not able to nominate members of the Constitutional Court as well as to adopt laws for three Constitutional Instances: the Instance of good governance and fight against corruption, the Instance of Human Rights, the Instance of sustainable development and of rights of the future generations. The ISIE, whose legal framework was adopted by an organic law in December 2012, remains to date the only operational independent Constitutional authority. The permanent audio-visual organic law creating the permanent audio visual Authority to replace the temporary HAICA was debated during the project period and remains to be adopted by the parliament. Meanwhile, the HAICA remains in function before its replacement by the Audio Visual Communication Authority ("Instance de la communication audio visuelle" – ICA).

Under the project term, the first local democratic elections were organised in May 2018. Holding the local elections necessitated drafting and adoption of an amended version of the 2014 elections law to include provisions for municipal and regional elections.

Compared to the 2014 election results, during the 2018 municipal elections, main political forces such as Nidaa Tounès and Ennahdha scored less than independent lists, which won most votes and 32.9% of the

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<sup>1</sup> Until August 2018, Nidaa Tounes had 55 MPs.

<sup>2</sup> Source : Rapport, « La mise en œuvre de la Constitution tunisienne au niveau du cadre juridique », Democracy Reporting International, December 2019.

<sup>3</sup> These are: the Constitutional Court, the Instance of good governance and fight against corruption, the Instance of Human Rights, the Instance of sustainable development and of rights of the future generations and the Instance for Audio Visual Communication (the successor to the HAICA). All laws were adopted except for the Instance for Audio Visual Communication (ICA).

seats. The local electoral law provided for the compulsory horizontal parity<sup>4</sup> between women and men. This led to 47.5% of women being elected in local councils. Likewise, legal provisions to promote youth candidacies led to 37.16% of the elected candidates aged less than 35 years old.

According to the 2018 EU Election Observation Mission (EUEOM), the municipal elections' "vote was technically credible despite some logistical weaknesses and low participation. The vote was generally calm, despite some delays and incidents caused by logistical failures." The voter turnout, which was only 35.6%, much lower than the 2014 rate of 61.8% or even the 2011 turnout of 54%, was a negative indicator of voters' commitment to democratic elections.

The second major electoral event during the project term was the holding of the 2019 legislative and presidential elections. They were held following a controversial attempt to revise the election law in June 2019, just a few weeks before the legislative elections candidate registration, therefore against electoral good practices. The President of the Republic Beji Caïd Essebsi refused to promulgate the law before he passed away on 25 July 2019.

The declaration of the passing of the President of the Republic activated art. 84 of the Tunisian Constitution that imposed that a newly elected President of the Republic would take office at the latest after 90 days. The decision by the ISIE not to change the 6 October Legislative election date and hold the presidential elections first round on 15 September and second round on 13 October 2019 put a lot of political and operational pressure on the ISIE. Despite that pressure, and the presidential election campaign with one of the second round candidate imprisoned until four days before e-day, political forces accepted election results.

The EUEOM preliminary statement about the 6 October legislative elections, which is very much in line with the two statements following the two rounds of the presidential elections, mentioned that: "Election day was well prepared despite the challenges posed by the electoral calendar. It was conducted in an orderly manner and in accordance with transparency measures and procedures to preserve the integrity of the process<sup>5</sup>."

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<sup>5</sup> EUEOM preliminary statement: Tunis, 8 October 2019: Legislative elections well organized, marked by a lower participation after an electoral campaign overshadowed by the Presidential elections, p. 1.

## 5. Evaluation objective and methodology

### 5.1. Evaluation objective

As outlined in the mission ToRs, the “evaluation will assess the implementation of the project and assess its scope, relevance, *efficiency*<sup>6</sup>, effectiveness and sustainability. Based on this evaluation, recommendations and new directions will be defined. The proposals to be made will take into account, the achievements to be consolidated, the additional actions to be carried out, the appropriate strategies as well as the appropriate organizational structure. On the basis of this evaluation, recommendations and new directions in the form of a new cooperation project will be defined.

The evaluation will also take gender into account and assess whether the project had a negative, positive or neutral impact in terms of implementation, results and effects, and on the final beneficiaries, and propose lines of improvement for future projects.”

It was confirmed during the inception discussion held on 17 June with the UNDP<sup>7</sup> that the evaluation objectives had not changed after the ToRs publication. These are attached as Annex 1.

The evaluation covered the entire TEAP project duration as no mid-term evaluation was conducted.

### 5.2. Evaluation methodology<sup>8</sup>

#### ***- Evaluation criteria and questions:***

The evaluation was conducted based on the specific evaluation criteria set in the Terms of Reference: relevance, effectiveness, efficiency and sustainability. The evaluation paid particular attention to how the TEAP project document and results promoted gender equality, the inclusion of women and other vulnerable and under represented groups.

*Relevance:* This criterion relates to the design and execution phases of the project. It assesses the degree of compliance of the development initiative and its expected products or effects with national policies and priorities and the beneficiaries needs. It encompasses the project responsiveness to evolving electoral needs. Another important aspect is to determine if the challenges the project aimed to address were clearly defined, if these objectives were achievable and if the relationship between the objectives, products, activities and contributions linked to the project was manifest, logical.

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<sup>6</sup> Efficiency is added here by the evaluator to be in line with the UNDP ToRs.

<sup>7</sup> Inception discussion held on 17 June 2020 with the following UNDP representatives: Alissar Chaker - UNDP Tunisia Deputy Resident Representative, Faiza Elleuch UNDP Tunisia Reporting and Monitoring and Evaluation Expert, Riccardo Barranca - TEAP Chief Technical Advisor, Baha Bakri - TEAP Senior Legal Expert and Ghassen Selmi, TEAP ICT Expert and Project Manager.

<sup>8</sup> See Annex 2 for the full Evaluation Inception Report.

*Effectiveness:* This criterion relates to measuring the degree of achievement of the expected results or the importance of the progress made in achieving the desired products and effects. Another aspect to be taken into account is the implementation and operational performance of the project, special attention must be paid to donor contributions in terms of quality, quantity and respect of the deadlines set as well as the impact of these factors on the work plan implementation schedule and on the overall management of the project.

Donor's contributions and fundraising challenges are developed in details under the *efficiency* section of the evaluation.

*As part of the evaluation of the relevance and effectiveness:* the evaluator analyzed the effects / products as well as the main interventions made to support the electoral authorities with an emphasis on results obtained as well as their conformity with the priorities of the electoral authorities during the municipal elections of 2018 and the presidential and legislative elections of 2019 to measure the degree of achievement of the expected results and the project's contribution to the organization of credible, free and transparent elections.

*Efficiency:* This criterion relates to measuring how resources or inputs are translated into results in a cost-effective manner. An initiative is efficient when it uses resources appropriately and economically viable to generate the desired products. Certain aspects must be taken into account in this regard: (i) the price-performance ratio of certain considerable expenses; (ii) the quality of the implementation and its execution on time; (iii) the role of international assistance in the electoral process, in particular in terms of funding, strategic communication and general coordination.

*Sustainability:* This criterion relates to analysing to what extent the benefits linked to the initiative continue after the end of the project. The evaluation of sustainability requires understanding the presence of favourable social, economic, political, institutional and other conditions and to make, on the basis of this evaluation, projections on the national capacities to maintain, manage and guarantee the results development in the future.

#### **- *Lessons learned and strategic approach for the new electoral cycle:***

Based on the draft UNDP TEAP II project document “establishing a new electoral assistance project in line with the upcoming electoral cycle, to be implemented between 2021-2025”, and the lessons to be learned from the evaluation addressed how the axes, approaches or activities, in the draft UNDP TEAP II project document are consistent with the context, to ensure the inclusion of all and therefore to have a positive gender impact in a future electoral project. It also addressed whether the strategic axes of support for electoral authorities during the new electoral cycle (2021-2025) foreseen in the draft project document for a new electoral assistance project relevant, taking into account the various parameters and constraints.

#### **- *Data collection:***

The evaluator used semi-structured interviews for data collection. This method ensured that interviews captured the unique insights and perspectives of different respondent groups. Common themes among

interviews were identified to allow for preliminary data analysis during the interviews' phase to capture the information necessary to address the main evaluation questions.

The analysis method was composed of content analysis, comparison and data integration. This method of data "triangulation" increased the reliability and validity of the findings, conclusions and recommendations.

The evaluation paid attention on whether the issues of *gender and vulnerable groups* were addressed in TEAP project document and implementation to ensure the promotion of inclusion of women and other vulnerable, under represented groups in the electoral process.

The evaluation undertook the evaluation of the UNDP support to the electoral process in Tunisia taking into consideration the *electoral cycle approach*.<sup>9</sup>

#### **- Documentation review:**

The evaluator started his assignment by reviewing of UNDP country and project documents provided by the TEAP UNDP team. This included, among others:

- UNDP reference documents for Tunisia
- Project documents (TEAP I and Draft TEAP II), including Results and Resource Framework
- Quarterly and Annual reports, other reports
- Financial reports
- Financing agreements with funding partners
- Work Plans

The UNDP and other stakeholders also shared the following documents:

- HAICA and ISIE available 2018 and 2019 election reports
- Preliminary and/or final reports of international and national election observation groups
- Funding partners' documents, including the preliminary conclusions of a Mid-term external review of the Swiss support program for the electoral process in Tunisia (dated September 2018)

#### **- Sampling design:**

The data collection took place with stakeholders based in Tunis, Sidi Bouzid and UN staff in Amman (Jordan) and Goma (Democratic Republic of Congo). Key Informant Interviews (KIIs) were grouped into five categories<sup>10</sup>:

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<sup>9</sup> Indeed, "elections are composed of a number of integrated building blocks, with different stakeholders interacting and influencing each other. Electoral components and stakeholders do not stand-alone. They are interdependent, and therefore the breakdown of one aspect (for example the collapse of a particular system of voter registration) can negatively impact on every other, including human and financial resources, the availability of supplies, costs, transport, training and security, and thus on the credibility of the election itself." ACE Project, The electoral Knowledge Network: <https://aceproject.org/ace-en/focus/focus-on-effective-electoral-assistance/the-electoral-cycle-approach>

<sup>10</sup> The list of KIIs is in Annex 3.

- UN system stakeholders: this category of KIIs represents UN stakeholders which are directly in charge of implementing the project and support its implementation at national, regional and global levels.

These included:

- UNDP Country Office Tunisia
- UNDP TEAP PMU
- UNDP Regional Electoral project
- UN DPPA (EAD)<sup>11</sup>

- TEAP direct beneficiaries: this category of KIIs represents the TEAP project beneficiaries.

These included:

- ISIE
- HAICA
- Administrative Tribunal
- Court of Auditors
- Ministry of Foreign affairs

- TEAP funding partners: as funding partners, this category of KIIs represents key stakeholders of the project implementation. They have been part of the project steering committee, are regularly kept abreast of project implementation progress and therefore have an in-depth knowledge of the project.

These included:

- EU Delegation
- Swiss International Cooperation Division
- Italian Cooperation Section
- German Embassy<sup>12</sup>

- International providers of assistance and election observation: this category of KIIs has been involved in the electoral process through direct work with some electoral stakeholders and will be sources of information, in particular (but not limited to) on questions of project relevance, efficiency and sustainability.

These included:

- IFES
- International IDEA
- The Carter Center
- The National Democratic Institute
- The EU 2018 and 2019 Election Observation Mission in Tunisia

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<sup>11</sup> That stakeholder could not be reached for an interview.

<sup>12</sup> Idem.

- Other national organisations: this category of KIIs has been involved in observing elections, electoral stakeholders and are a source of information on the quality of the electoral process as well as some cross cutting issues such as questions related to gender and inclusion.

These included:

- Mourakiboun
- Ligue des Electrice tunisiennes (LET)<sup>13</sup>

### 5.3. Evaluation challenges

#### **- Project duration:**

One challenge was the five-year duration of the project, which meant that some interlocutors had no institutional memory, as they were not in charge at the early years of the project, or simply tended to speak more about recent project development. A mid term evaluation of the project would have mitigated that challenge.

#### **- Project beneficiaries:**

In terms of beneficiaries, the 2015 project document mentioned that: “the project will be in charge of developing the organizational, technical, financial and operational capacities of all actors involved in the electoral process among which the ISIE, which is the main beneficiary of the electoral assistance, but also the HAICA (French acronym for High Independent Authority for the Audio-visual Communication), government and public institutions, the Civil society organizations, women organisations, under represented groups and the media.”

According to the UNDP, the project beneficiaries “were the Tunisian electoral authorities starting with ISIE together with HAICA. At the same time, other bodies which can be considered electoral authorities, such as the TA and Court of Auditors.’

These institutions have different mandates, the support provided was on different thematic, at different scales and at different moments of the electoral cycle. As much as possible, the evaluation took these specificities into consideration in its analysis and conclusions.

#### **- Distance evaluation:**

All interviews were conducted from a distance through discussion software applications, primarily Zoom and WhatsApp. This enabled the evaluation to be implemented in the context of the Covid19 related uncertainties and provide flexibility as interviewees could have been absent during an on site field visit. Yet, informants had to be contacted well in advance, with sometimes advance notice by the UNDP TEAP project team. The prior knowledge of most interviewees by the evaluator helped break the ice and have discussions that allowed for proper data collection.

Yet, overall, the evaluation could have benefited from more formal and particularly more informal discussions that would have naturally taken place if the data collection phase had been held on the ground.

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<sup>13</sup> That stakeholder was not available for an interview.



**- *Measurement of effects:***

Given the purpose and nature of the evaluation, it was not always possible to determine with certainty whether reported changes could specifically and directly be attributed to the UNDP TEAP. This was the case amongst other in determining the causes for successes and shortcomings during the 2018 and 2019 elections.

In these cases, project effects were measured in nominal terms.

## 6. Evaluation findings

### 6.1. Relevance

This section assesses the degree of compliance of the project with national priorities and relevance towards the needs and expectations of the national counterparts. It analyses to what extent does UNDP engagement reflects strategic considerations and its comparative advantage. It addresses the underlying project theory of change, whether the objectives were achievable and if the relationship between the objectives, output and activities was manifest and logical. It evaluates the project relevance from the design through the execution phase, as well as if gender has been taken into account from the project conception. Finally, it highlights results obtained during the 2018 municipal and 2019 legislative and presidential elections and the project contribution to credible, free and transparent elections.

The UNDP TEAP **support to the electoral authorities during the project duration (2015-2020) was very relevant.**

This support is in line with the UN mandate, which, at the request of state authorities, assists electoral activities. In 2011, it was decided not to use the previous regime electoral infrastructure and organize elections through the creation of an independent institution, the ISIE<sup>14</sup>, which organized elections for the National Constituent Assembly, then Legislative and Presidential elections in 2014. While the next general elections took place in 2019, it is fair to say that holding democratic general elections is still new in Tunisia.

Furthermore, during the duration of the project, the ISIE had to organize local democratic elections for the first time, which held specific challenges, different to the ones of the general elections. The ISIE also ran for the first time the High Judicial Council elections in 2016, legislative by-elections in the German out of country constituency, and a number of local by elections since 2019 after some local council resignations. All these took place in the framework of a complex, and sometimes instable political and institutional environment, often seen in international comparative experience on democratic transition. This did not facilitate the work of electoral authorities.

The support to the **HAICA was also relevant.** As a newly<sup>15</sup> created institution, it needed support for the implementation of its mandate during electoral periods. The support for media monitoring during electoral periods including the development of tools which are relevant to current media and electoral challenges such as hate speech and disinformation monitoring platforms. These are tools that can be used during and beyond electoral period, therefore supporting for the long term the institution. The legal support to the HAICA on media and constitutional bodies draft laws helped the HAICA to propose to the Parliament comments based in international human right obligations and good practices. The HAICA also benefited

<sup>14</sup> In French, "l'Instance Supérieure Indépendante des Élections" – ISIE.

<sup>15</sup> The HAICA was created in 2013 and its Council members elected in 2014.

from ICT systems installation, and other tools such as the implementation and staff training of a comprehensive ERP, all supporting the long term sustainability of the institution and its successor the permanent Instance of Audio-visual communication, the ICA<sup>16</sup>.

Project advisors were praised by both the ISIE and HAICA interviewees for opening dialogues between both institutions including on discussion related to the 2018 and 2019 joint media decisions. Advisors offered specialised legal expertise and support in the convening with positive results, both in 2018 and 2019, as joint declarations allowed for monitoring audio visual media during electoral periods.

**The support to the Administrative Tribunal was timely** as it came to support their infrastructural needs in ICT as a result of the electoral law amendments to run the local elections and local electoral disputes to be judged at the level of 12 regional chambers. The project supported the creation of an operation room to centralize communication with the media, in particular on electoral disputes for the benefit of electoral stakeholders and the general public.

The **support to the Court of Auditors** also included the development of professional ICT solutions to support the CA mandate in controlling the use by candidates of campaign finances, including through online inter institutional exchange mechanisms (with the HAICA, the ISIE, the Central Bank, ...). The assistance included trainings on the legal changes to the electoral law pertaining to campaign finances, trainings of judges and lawyers on the judicial litigation of the CA and respective roles. The project also informed the CA work through publishing a diagnostic study with recommendations on judicial procedures for campaign finance litigation before the Court of Accounts and the degree to which the legal framework and procedures are in line with the international obligations on the right to a fair trial.

During the 2019 legislative and presidential elections, the first module of the finance campaign-monitoring platform developed with the support of the project was operational and successfully used by the CA.

The project team efforts were made possible through their recognised expertise on elections as well as their familiarity with the country context and other institutions, such as in the judiciary. According to the HAICA President, the UNDP team has always been there to smooth things over and bring points of view closer together.

The TEAP project is in line with the UN mandate, which *inter alia* is to support electoral process at the request of States. It is in line with the strategic programming framework of the UN and the UNDP: such as the 2014 and 2017 UNDP Strategic Plan, the 2015-2019 Tunisian UN Development Assistance Framework and the UNDP Country Programme Document and Country Action Plan.

The UNDP Strategic Plan at global level (2014-2017) outlines the need to foster inclusive and efficient democratic governance demonstrating that « the systems of reinforced democratic governance meet the citizens' expectations on freedom of speech, development, the rule of law and accountability to the people ».

The national priority in organizing democratic electoral events is also outlined in the UNDAF as a national public policy framework for the period 2015-2019<sup>17</sup>. For the Tunisian authorities, democratic elections and

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<sup>16</sup> In French, l'Instance de Communication Audiovisuelle - ICA.

<sup>17</sup> Effect and products expected of the programme over the 2015-2020 period: UNDAF 1 effect: "until 2019, the civilian, political and administrative institutions are fully operational, in the framework of the respect of universal human rights, democracy and gender equality".

reinforcement of electoral authorities is a priority. The UNDP Tunisia Country Programme Document (CPD) and Country Programme Action Plan (CPAP) highlight the need to consolidate the democratic system as an inherent condition to the establishment of a new institutional architecture and organic laws to add to the constitution.

According to the representative of the Ministry of Foreign affairs interviewed: “This project is strategically important for the democratic transition which is based on a transparent political competition. All political actors must perceive elections as fair. Political changes must take place in a democratic way and the TEAP project support that objective.”

The UNDP is perceived by all interviewed KIIs as a neutral player, which is grounded in the UN multilateral mandate. This is of particular importance for electoral processes, which are by nature very political and have are sovereign processes. Some interlocutors mentioned continuity in relevance of the UNDP electoral support as in the first weeks after January 2011, the UNDP quickly stepped into electoral support, through its first technical assistance project (named SEPT) and, as a result built legitimacy and a good partnership with electoral stakeholders.

From project **design standpoint**, the project benefited from the lessons learned of the previous electoral assistance project (SEPT), which highlighted the “high complexity in coming electoral events” such as local elections and the need “to make the voter list consistent with the requirements of local elections”. It also identified “the need to address the “ISIE’s improvisational abilities in handling the coming electoral events”, the “risks of important litigations during local elections”, and the need to address the “relatively low participation of youth and women in the electoral process”. All these points, as well as the need for a strong national ownership and coordination with national authorities and international service providers were realistic and underscore the relevance of the continued support to national electoral authorities.

The TEAP **project objectives** were and remain relevant as they aimed at contributing the “democratic governance in Tunisia through:

- (i) **Long-term capacity building of electoral authorities,**
- (ii) **The implementation of institutional reforms and**
- (iii) **Increasing the citizen’s participation in accepted credible electoral processes.**

The **two project outputs** were to:

- 1) Promote the sustainability of the institutional electoral authorities through long-term capacity building;**
- 2) Strengthen the electoral authorities’ abilities to conduct credible electoral events.**

From a design standpoint, they are relevant and in line with socio-political national priorities, provided the beneficiaries continued willingness and ability to cooperate with the TEAP.

At the level of the project design document, **the risk log identified most important project implementation risks** and proposed countermeasures. These included:

- Political risks such as socio political and economic developments, regional events, political violence, that would affect the project implementation;
- Financial risks such as insufficient project funding that would affect the project implementation (see the efficiency section in this evaluation for more analysis);
- Operational strategic risks such as new technical assistance needs;
- Operation such as national resistance to international assistance, compressed timeline for elections increases challenges on capacity development and operation support;
- Operational / Organizational such as insufficient coordination between international technical assistance resulting in inconsistencies and reduced project effectiveness.

The project document **did not identify the risk associated to the inability of the ISIE, the main project national counterpart, to fully be able to cooperate with TEAP in reaching part of the sustainability support to the ISIE.** This could have been anticipated as the disagreement over the role and responsibilities of ISIE Council members versus the executive body took place in 2011 and can at least partially be sourced in the ISIE organic law of 2013<sup>18</sup> which does not fully outline the Council members and the President role towards the executive body.

An organizational chart through the form of a governance charter whose principle was adopted by the ISIE Council in 2014 and 2019 will help clarify “who does what”. ISIE Council members disagreed on what their role is: to make things happen through the ISIE executive body, or to do it themselves and act like heads of specific departments, according to their background and profile. The ISIE law that establishes that council members are elected according to specific backgrounds (media, ICT, legal affairs, etc.) reinforces that view amongst some council members.

While it did not anticipate that risk, the **TEAP project was able to adapt to challenges inside the ISIE.** ISIE interviewees praised the project TEAP staff capacity to adapt to the consequences of this crisis in a flexible and timely manner. This required professional and human skills that were mentioned by many during the evaluation interviews as a great added value. This was particularly sensitive during the elections period.

While a crisis within the ISIE was not identified, the project document envisioned another relevant scenario whose mitigation was used to continue being relevant. This includes “compressed timeline for elections increases the challenges in delivering effective capacity development and operational support”. This risk would result in the more operational support rather than institutional capacity building: “TEAP to shift project activities from institutional capacities from institutional capacity development to operational support for a given electoral event”.

**A key learning point was that a review of the program framework** (with a review the overall intended outputs, indicative activities, etc.) could have been undertaken **to reflect the new reality that emerged starting mid 2017** at the middle of the project implementation. Although some project documents mention that new reality, such as the Project Board meetings, annual workplans or the project quarterly and annual reports, reframing the program document would have aligned better the ISIE new reality with the TEAP. That would have offered a better framework for properly plan support and offered a more accurate framework for this TEAP project evaluation.

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<sup>18</sup> Organic law n° 2012-23 dated 20 December 2012.

**The project document did not outline an explicit theory of change.** One reason provided by UNDP was because it was not usually included in project documents in 2015. The evaluator has noticed that the new TEAP II project document outlines such a theory of change.

The project document underlying **theory of change** was valid but **it would have benefited from an explicit one** inter alia to assess whether the allocated project resources contributed to the two project outputs and the effects, which was to reinforce democratic governance in Tunisia. Based in the 2015 project document, a theory of change could have been:

**If** the institutional capacity of electoral authorities is reinforced through the realisation of a series of five indicators (Improve EMB institutional structure and internal regulations, Existence of a strategic plan, Existence of an external relations strategy, Existence of a public outreach strategy, Presence of local electoral framework that respects international standards and good practices),

**if** their ability to conduct credible electoral events is assured through the realisation of a series of four indicators (Existence of an electoral operational detailed timeline and strategies, Improved quality of cascade training plan, Press briefings are conducted in a unified matter during electoral events aligned to the key steps of the electoral process, TBD based on data collected in benchmark survey),

**then** democratic governance in Tunisia will be reinforced.

**From the project execution standpoint**, beneficiaries have expressed high appreciation of the essential role in supporting the holding of democratic elections in 2018 and 2019. Representatives of all four beneficiaries institutions interviewed mentioned that the **TEAP intervention was relevant, thanks to addressing adequately and flexibly their needs and specific circumstances.**

The political situation in Tunisia remained during the duration of the project complex and fluid, with multiple political crises<sup>19</sup> where the ISIE President described during the evaluation interview his institution as a “fireman” which has to step in on short notice to organise elections. Local elections were postponed multiple times until their holding in 2018. In 2019, the electoral calendar was changed two times, the last one as a result of the passing of the President Beji Caïd Essebsi. It also took place in a context legal uncertainty with amendments of the electoral law just adopted by the Parliament and finally not promulgated by the late President Beji Caïd Essebsi just few weeks prior to the legislative elections candidate registration process. In that context, TEAP has remained relevant to national priorities by supporting beneficiaries the best possible way while they coped with these political developments.

The project was very relevant in **supporting both ISIE and the People Representation Assembly in adopting of legal framework for local elections**, assist ISIE in its legal work prior to the High Judicial Council elections, the amendment to the electoral law in anticipation of the aborted 2019 law, the August 2019 electoral law amendment, facilitating an institutional dialogue between electoral authorities, capacity building of the ISIE, the HAICA, the Administrative Tribunal, the Court of Auditors (see more details in the

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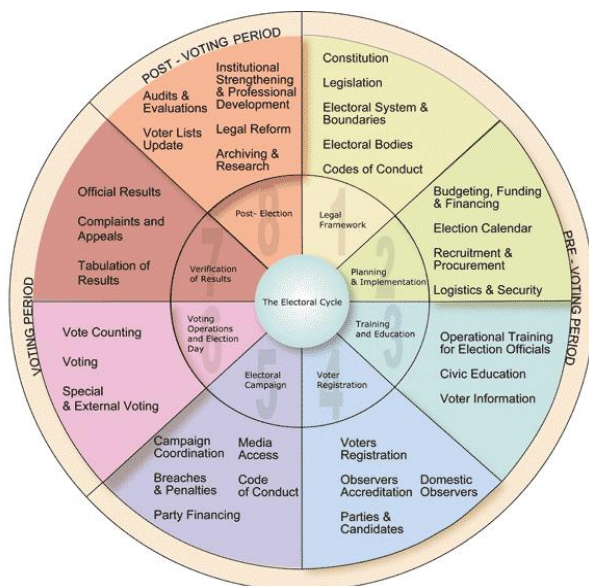
<sup>19</sup> As an example, the Tunisian government led by E. Fakhfakh fell on 15 July 2020, just five months into its mandate, therefore limiting government action and bringing up the option of early elections, in case the President would decide to dissolve the parliament as a result of a failure to form a new coalition government.

sections below under other evaluation criteria). It supported the HAICA's analysis and proposal to the government and the parliament on the new audio-visual authority law, the law applicable to all constitutional bodies and the new law on audiovisual media.

### **Electoral cycle approach**

The project was developed according to the **electoral cycle approach** (see electoral phases of the cycle hereunder<sup>20</sup>). This approach envisions electoral support in a holistic way as part of the democratic transformation of Tunisia. This longer-term support strategy has allowed for a more **sustainable approach to capacity development** where one activity contributes to others during and between electoral events. The example of the ICT solutions developed and provided to the HAICA and the ISIE (IT security, transparency and communication tools, ...) have a multi pronged long term impact on the institutions, their mandates implementation and ultimately the quality of the elections.

That approach has allowed being in line with the broader democratic governance agenda (including through legislative reform supports on the election law, constitutional instances draft laws, draft laws on the permanent audio visual authority) while at the same time had to provide short-term support such as equipment purchase during the 2018 and 2019 elections.



### **TEAP gender approach.**

A comprehensive approach in the project document related to how to address the **question of gender equality was not formulated at the conception of the project**. This impacted the project implementation where national beneficiaries could have addressed this issue with more consistency. While the project

<sup>20</sup> Source: aceproject.org

management made a specific efforts in ensuring gender balance<sup>21</sup> and when possible, prioritizing hiring and participation of women, this was not supported by a clear strategy that would inform the project implementation at all levels.

The project made an effort in ensuring gender balance in trainings. It supported the Parliament in including gender positive mechanisms in the electoral legal framework, such as the horizontal parity for the local elections. It also supported the adoption of gender positive regulations when legal frameworks were not entirely clear on the matter, such as regulation related to the election of the High Judicial Authority.

**These efforts would have been maximized if a proper gender strategy would be developed** in the project document or produced in the early stages of the project implementations. This **would include clear directions on how to support national counterparts in their addressing of gender equality** with the aim of ensuring equal rights for women and men, as well as the same visibility, empowerment, responsibility and participation, in all spheres of public and professional life.

From the national counterparts standpoint, it is positive to note that the Administrative tribunal has a majority of judges and ISIE female executives (*cadres* in French), yet there is no clear overall strategies related to gender equality within these institutions. It is positive to note that there is legal and Constitutional framework that integrates gender equality provisions, and Tunisia is bound by international conventions on gender but there is no overall gender equality strategy at the level of the electoral authorities<sup>22</sup> and no apparent clear understanding of the reasons for developing such strategies. This should be addressed in the TEAP 2 project.

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<sup>21</sup> As an example, since 2017, 41% of hired project consultants were females (2017/2018: 20 female consultants out of 36, 2019: 8 female consultants out of 26; 2020: 12 female consultants out of 25).

<sup>22</sup> including gender specific policies, specific recruitment procedures, etc.



## 6.2. Effectiveness<sup>23</sup>

This section measures the operational performance, degree of progress and achievement, including the way it achieved project outputs and activities. It will answer the question of the extent to which expected results led to the desired effects and whether the results contributed to gender equity. As part of effectiveness, this section analyses the project results and their conformity with electoral authorities' priorities during the municipal elections of 2018 and the presidential and legislative elections of 2019 in order to evaluate to which degree the project contributed to credible, free and transparent elections.

The TEAP project was **effective in achieving project outputs and activities results with the HAICA, the Administrative Tribunal, the Court of Auditors and the ARP** but the two **project outputs could partially be reached in the case of the ISIE**, the most important beneficiary of the electoral assistance.

### 6.2.1. Support to the ISIE.

The support activities implemented by TEAP were considered as important for the ISIE to consolidate elements of its institutional stability and ability to conduct credible electoral events. Yet, the elements of the **first and second project output implementation were marked by a more hands-on support that substituted some important functions of the ISIE around the 2018 and 2019 elections**, in particular the legal and training support.

This came as a result the crisis within the ISIE that came to light in May 2017 and the collective resignation of the ISIE President Shafik Sarsar, the Vice President, one board members and key executives including directors of legal, training and operations departments. This came one month after the resignation of the ISIE Executive Director. **All interlocutors, including from the ISIE, mentioned that in 2020 they were still grappling with the effect of that crisis.** For example, key executive positions such as these of the director of the legal and the training departments have not yet been recruited.

Furthermore, the ISIE Council also suffered from important disagreements in 2018 that led to eight of the nine Council members to initiate a revocation procedure of Mohammed Mnasri, its President, leading to his resignation in July 2018. His resignation as ISIE President came at the moment when the ISIE was in the local elections lessons learned phase and gearing up preparations for the 2019 Legislative and Presidential elections. Mr. Nabil Baffoun, the current ISIE President, was elected in January 2019.

The 2017 crisis erupted months before local elections planned at that stage for September 2017, then postponed to December 2017 and finally held in May 2018. These were the first local democratic elections after 2011 and their holding brought numerous new electoral challenges not the least the organisation of these elections in 350 constituencies, rather than the 33 constituencies for legislative elections. The IRIE,

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<sup>23</sup> Methodological remark: This section followed the project annual reporting order and project document logic, whereby activities are classified under the two project outputs. However, some activities are difficult to separate/classify as overlapping over the two outputs, which may have led to similar activities reported from different angle under both categories. This sometimes led to a sense of duplication. Contrary to the project annual reporting and project document, which reports activities for all electoral stakeholders under each output, this section identifies activities per output per electoral stakeholder. This allows to more clearly identifying the effectiveness of the support activities for each electoral stakeholder.

which were supported through TEAP trainings and advises ahead and during the local elections had to adapt to the reduced support from the ISIE Headquarters and therefore played a very important role in the implementation and success of these elections.<sup>24</sup>

Such challenges at the ISIE in Tunis in pre local election period required the project to address more immediate ISIE needs, through a more direct engagement from the UNDP advisors. Interviewees from the ISIE, from international election related organizations and UNDP acknowledged that the situation required that some **TEAP advisors substituted the missing key ISIE positions**<sup>25</sup>.

### **Overview of the activities carried out and results in relation to effectiveness.**

❖ The effectiveness under **output 1 “increasing institutional sustainability of electoral authorities through long-term capacity building”** is illustrated by the following implemented activities and achieved results.

- Institutional structure and policies in place for sustainable electoral authorities (activity result 1),

The project contributed significantly to the **ISIE roadmap for local elections**, which outlined assumptions and necessary actions to conduct local elections initially expected to take place in 2016, then in 2017 and finally in May 2018. It also **supported the ISIE in outlining the roadmap for the 2019 elections**, particularly in supporting the ISIE in adapting to changing dates, in a context of intense political pressure after the passing of the late President Beji Caïd Essebsi and the 90 days constitutional requirements for a new President to take office.

During the first half of the project, it completed a two years effort to support the ISIE in updating **internal draft staff rules**, outlining rights and responsibilities of ISIE staff, which was adopted in September 2016<sup>26</sup>. This was critical to **increasing the ISIE institutional sustainability** as staff status moved from contractual to statutory positions. By 2019, all staff was statutory but some legal issues still seem to be on the way of the full implementation of these regulation, in particular the creation and manning of joint committee for recruitment<sup>27</sup>. ISIE interlocutors mentioned that the non-appointment of this committee hinders the recruitment of missing senior executive positions.

The project supported the development of internal regulations, produced draft **regulations on the organizational chart** for the ISIE executive administration and memorandum on legal options for filling senior vacancies. Yet, the **lack of agreement and adoption within the ISIE Council on an organizational chart adversely affected the institutional build up**. It is one element that also contributed to delay in hiring senior executives that had resigned in 2017. Nabil Baffoun informed the evaluator that he would shortly sign in July 2020 an official act with the new ISIE organizational chart<sup>28</sup>.

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<sup>24</sup> The EUEOM noted that “the weakening of the central body contributed to expand the margin of assessment of the IRE in their decisions on important aspects of electoral process”. This led to accusations of partiality in some cases related their control of electoral campaigns. European Union Electoral Observation mission, Municipal elections – 2018, final report, p. 38.

<sup>25</sup> One example was the UNDP TEAP Legal advisors who from June 2017 until May 2018 played a key role within the ISIE legal department on advising colleagues and the ISIE Board on local elections legal aspects and in producing regulations.

<sup>26</sup> And then published in the *Journal Officiel de la République Tunisienne* (JORT).

<sup>27</sup> In French: *Commissions paritaires pour les recrutements*.

<sup>28</sup> The decision was not published by 29 August 2020.

The project provided **ICT solutions** that helped the ISIE professionalism, performance and ultimately **increased the ISIE institutional sustainability and contributed to achieving output one**. These included the development and implementation of the ISIE ICT portal that will systematize ISIE internal and external communications, including **the timely publication of key electoral data during elections** (electoral results by constituency and polling stations, etc.) and tools to facilitate the roles of ISIE decisions makers. The project also developed an **emailing system** for better intra and extra institutional communication.

Swift publication of results at polling station level was not systematically done in 2018 and 2019 while it is an essential transparency element of results tracing. The ICT portal offers technical options to the ISIE to facilitate that publication during future elections.

- Enhanced electoral authorities strategic planning capacities (activity result 2).

The **strategic plan 2016-2019** was adopted with the TEAP support after an 18 months process of thorough consultations at different ISIE levels in Tunis and the regions. Disagreements within the ISIE Council, persisting vacancies within the ISIE administration in addition to the institution energy spent in holding the 2018 and 2019 elections **prevented the full strategic plan implementation. Since the strategic plan was a major sustainability element, this impacted negatively achievement of project output one**. The TEAP also supported the ISIE in developing and publishing its 2016 annual work plan.

The TEAP supported the ISIE in graphic designing on operations (PVs, etc), and on the ISIE website and social media account.

- Ongoing stakeholder engagement by electoral authorities encouraged (activity result 3).

TEAP supported the **drafting of an operational handbook** on how to elaborate an external communication strategy for an election management body, but the **efforts did not lead to the production of a strategic plan for external relations or for public outreach**. The ISIE was not able to adopt it. Yet, the project advisors supported the ISIE communication and outreach during the 2018 and 2019 elections, through ad hoc advice and graphic designing of manuals and infographics. The lack of hiring by TEAP of two national positions of Public Outreach Advisor and Stakeholders Engagement Associate whose tasks was to engage the ISIE on these topics hampered moving these activities forward.

- Expand technical capacities of staff for general professional development (activity result 4).

The project also trained the ISIE staff in **project management, and BRIDGE Methodology**<sup>29</sup> training for ISIE executives.

- Electoral laws in line with international standards and contain technical provisions that enable credible electoral processes to be conducted (activity result 5):

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<sup>29</sup> The BRIDGE methodology is focused on practical issues and is activity-based, with each module offering a range of activities designed to convey clearly identified Key Understandings, and to achieve specified Learning Outcomes.

The project supported the ISIE through its legal department with **advises and recommendations on improving the legal framework for local elections**. It reviewed the general election law and proposed **recommendations to avoid some of the 2014 pitfalls during the 2019 elections**.

Project advisors **extensively supported the drafting of the ISIE 2018 local elections regulations**, including contributing to the drafting of regulation governing IRIEs. The project produced various memoranda on specific legal matters.

The team supported the ISIE and participated to a hearing at the ARP in the framework of the contentious June 2019 election law amendment. After the law adoption in July, TEAP advisors supported the ISIE in operationalize the amended electoral law (which was eventually not promulgated by the President of the Republic).

TEAP substantially **contributed to the drafting of the August 2019 amendments to the electoral law** aimed at reducing the overall electoral period to meet the 90 days constitutional requirement for a new President of the Republic to take office. The Parliament approved that work with minor changes, which attests of the quality and effectiveness of the TEAP legal support.

TEAP supported the drafting of the 2018 and 2019 joint ISIE-HAICA joint decisions regarding the audiovisual media during the campaign period. This also played a role in in promoting inter institutional dialogue.

The project effectively supported the institutional sustainability by publishing two compendiums of legal texts related to elections in Tunisia for national electoral stakeholders and other experts. ISIE interlocutors praised the legal support as one of TEAP great success that was important for the 2018 and 2019 election good holdings.

- The TEAP is devised and implemented in a transparent and efficient matter (activity result 6):

This aspect is developed further in the efficiency part of the evaluation.

- ❖ The effectiveness under **output two “to strengthen the electoral authorities’ abilities to conduct credible electoral events”** is illustrated by the following activities’ results. These were not presented in the project annual reports under each of the specific activity results, such as for output one. That would have been better in order to facilitate the overall project delivery monitoring and evaluation process.

The project **supported the ISIE legal department in drafting regulations**, codes of conduct, electoral calendar, forms, memoranda and other notes related to the overall successful holding of High Judicial Council elections run on 23 October 2016. Support to the organization of the by-elections in Germany in 2017 included actions such as support in drafting voter registration and candidate nomination manuals and forms, including working sessions with the ISIE Council members. **The effective support of the TEAP project during these phases was highlighted as important by the ISIE interviewees to contribute to election success.**

Likewise, this type of **direct and sustained legal support was provided to the ISIE for the 2018 and 2019 elections**. For instance, TEAP drafted and published numerous manuals relation to procedures or trainings for ISIE staff around the 2018 and 2019 elections.

TEAP facilitated in 2018 and 2019 workshops of lessons learned with ISIE staff after the elections that allowed to adjust to future electoral events.

TEAP held and/or supported the **holding of numerous trainings in anticipation of 2018 and 2019 elections** on the various electoral phases with central ISIE and regional IRIE staff, polling workers, supporting workers (call centres, etc.), including through training of trainers. **It is** clear that the ISIE staff benefited from that support whose effectiveness was measured through a series of evaluation methods (pre-post training knowledge assessment questionnaires, questionnaires on adequacy of training delivery with needs, trainers' performance, interactive oral feedbacks during trainings' proceedings, evaluations by trainees of quality of cascade trainings).

In 2019, the TEAP project provided support to the ISIE in setting a new electoral calendar for Presidential and Legislative Elections.

#### **Other effects, products and main interventions in support of the ISIE and conformity with their priorities during 2018 and 2019 elections.**

The effects of the **TEAP support to the ISIE during the 2018 and 2019 elections were manifest and logical**. The support to the ISIE is qualified by the ISIE interviewees as **efficient, fast and professional based on a credible mandate of the UNDP**. An ISIE interviewee mentioned that the TEAP project responded to a situation of urgency, focused on the essential, in line with ISIE priorities.

The project support contributed to the adoption of a local election legal and regulatory framework in line with international election obligations<sup>30</sup>.

The 2019 elections TEAP legal support was less intense than in 2018 but the project was mobilized to support the ISIE critical and fast decisions on a new electoral calendar and a late reform in August 2019 of the election law to ensure that the snap presidential election timeline be in line with Constitutional provisions.

The **external relations and outreach aspect of the support were unsatisfactory**, and led to ISIE weaknesses during 2018 and 2019 elections **which are likely to have contributed in a lower turnout**, although entrenched perceptions by the electorate contribute to low turnout<sup>31</sup>.

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<sup>30</sup> According to the EU EOM in 2018: "The legal framework provides an adequate basis for holding elections according to international standards. (...) Some shortcomings remain, in particular, the absence of a dispute specific to the electoral campaign within the deadlines appropriate, and a clarification of the concepts of election propaganda and political advertising". Some shortcomings are common provisions of the law that apply to other elections and observations groups came to the same conclusions during the 2019 legislative and presidential elections, showing the urgency to improve further the legal framework for the quality of future elections in Tunisia. European Union Electoral Observation mission, Municipal elections – 2018, final report, p. 5.

<sup>31</sup> According to the 2019 NDI-IRI international observation final report, "(Internal) challenges limited the ISIE's ability to develop a cohesive communications strategy and allowed for contradictory statements by board members, leaving stakeholders and the broader public struggling to obtain accurate, comprehensive and timely information about elections and the ISIE's work.", p.5.

The legal and training support, as well as the graphic designing support were more limited in 2019 than 2018, in part due to the fact that these were the second general elections since the 2014 Constitution adoption and that a large part of the regulations and procedures were in place.

### **6.2.2. Support to the HAICA<sup>32</sup>.**

The TEAP **support to the HAICA was effective and successful in achieving project outputs one and two.**

The HAICA media monitoring activities was supported through a successful and close partnership with Pavia Observatory which has a large comparative experience. The HAICA was created in 2013 and its members were elected in 2014, so was a young institution not well enough prepared for its role during electoral periods. **Multiple trainings of media monitors around electoral periods and legal support assisted the HAICA in its mandate to ensure media pluralism.**

Targeted monitoring on detecting hate speech and disinformation, studies on representations of women in the media are tools that can be used during electoral periods and beyond. Nouri Lajmi, the HAICA president indeed highlighted that the election media monitoring component is not just a one-off issue around electoral moments but is being used throughout the year.

The HAICA also benefited **from ICT systems installation that supported institutional sustainability.** These included development, implementation and staff training on an Enterprise Resource Planning tool (ERP). That assistance was effective as it addressed specific institutional needs and priorities, and was delivered timely after diagnostic processes.

The project team **expertise on elections as well as their familiarity with the country and institutional context are key elements of the TEAP project effectiveness.** According to the M Lajmi, the UNDP team “has always been there to smooth things over and bring points of view closer together”.

- ❖ The effectiveness under **output 1 “increasing institutional sustainability of electoral authorities through long-term capacity building”** is illustrated by the following implemented activities and achieved results.

- Institutional structure and policies in place for sustainable electoral authorities (activity result 1),

The project advisors reviewed and commented through memos, analytical documents the draft law on the Audio-visual authority (the “Instance de la Communication Audiovisuelle” – ICA) put forward by the HAICA for legislative adoption. Likewise, in 2018, dedicated memos and advises were provided to both the HAICA and the ISIE on the draft law on common provisions for independent constitutional authorities.

The project supported for the **2018 and 2019 elections the HAICA and the ISIE through facilitation of discussions and legal expertise provision to ISIE and HAICA Board members on the joint regulations on**

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<sup>32</sup> Including main interventions and conformity with its priorities during 2018 and 2019 elections.

audiovisual media during electoral campaigns. The project also facilitated the HAICA presentation to the media of the joint regulations.

The project continued supporting the HAICA in anticipation of the 2019 elections through organization of **lessons learned events (workshop, trainings) from earlier media coverage of electoral campaigns**. It supported the HAICA on its presentation of media monitoring work to the media.

In 2019, the project embarked with the **HAICA on the development of a platform for monitoring audio-visual media** with the support of the Pavia Observatory to assist HAICA mandate of monitoring political plurality, through documentation and cataloguing, violations tracking, monitoring of social media and monitoring of public media.

The project **developed with the HAICA in 2019 a platform for fact checking and monitoring of electoral campaigning on social media**. Both platform modules detect and analyze disinformation across the Internet, and monitor social networks as well as the electronic press for campaign infringements. The first module to **identify disinformation was operational during the 2019 elections and very useful as the elections witnessed a sharp increase in the role of electronic media and social network in campaigning**<sup>33</sup>.

- Enhanced electoral authorities strategic planning capacities (activity result 2).

In anticipation of the local elections, the UNDP through the Pavia Observatory held **numerous trainings for HAICA media monitors to prepare them for their work of monitoring radio and TV stations** compliance with specific rules during electoral periods (one training was held in Pavia, Italy, at the Observatory). **Trainings and mentoring activities took also place ahead of the 2019 legislative and presidential elections** supporting the **HAICA effective implementation of its mandate during electoral periods**.

In 2017, the project produced a practical Handbook on Media Monitoring Methodology for Analysing Political Communication in the media during elections.

In 2017, some training material to the HAICA was adapted to online format for journalist's audiences. Trainings were also held in the regions for journalists on covering local elections with TV and radio stations journalists.

The project **supported the HAICA in conceptualizing its external relation strategy and dedicated unit**. It supported the HAICA through trainings on online communication, including crisis communication (attended by the ISIE and the HAICA), and organization of professional public events (press conference, etc.). HAICA also received support on visual communication. **This support contributed to the HAICA effective communication during and beyond electoral periods**.

- Ongoing stakeholder engagement by electoral authorities encouraged (activity result 3).

These activities are reported under activity one and two above.

- Expand technical capacities of staff for general professional development (activity result 4).

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<sup>33</sup> Some parts of the platform are public: <https://tunisiachecknews.com/> and <https://www.facebook.com/Tunisiachecknews/>

The project effectively supported **implementing ICT system solutions**, including software and hardware for media monitoring (such as audio visual storage capacities), ICT security systems, revamping of the HAICA website and the procurement, installation, training of relevant staff on an ERP. The project team provided ongoing support through advices on management of databases, its network and information system troubleshooting. These support activities were professionally and effectively implemented contributing the HAICA institutional capacity building.

The project supported the ISIE and the HAICA through trainings on project management (incl. risk management, deliverables quality, reporting and financial management, etc.).

- Electoral laws in line with international standards and contain technical provisions that enable credible electoral processes to be conducted (activity result 5):

See activity one above.

- The TEAP is devised and implemented in a transparent and efficient matter (activity result 6):

This aspect is developed further in the efficiency part of the evaluation.

- ❖ The effectiveness under **output 2 “to strengthen the electoral authorities’ abilities to conduct credible electoral events”** is illustrated by the following activities’ results. These were not presented in the project annual reports under each of the specific activity results, such as for output one. That would have been better in order to facilitate the overall project delivery monitoring and evaluation process.

The support to the HAICA during the 2018 municipal elections focused on Media Monitoring through the provision of technical expertise, training and mentoring during electoral campaign via the Pavia Observatory. From February to April 2018, monitors benefited from trainings on quantitative and qualitative analysis, use of database, analysis audio-visual media websites and Facebook pages. In addition, the project provided technical and logistical support in organizing press conferences on the rules that the Tunisian media must comply with during the electoral campaign. The project supported holding a workshop for senior journalists on the rules for the media during the electoral campaign and on the joint HAICA-ISIE joint decision. TEAP organised Tunis based and regional workshops on media monitoring during electoral campaigns for representatives of the national and the regional audio-visual media.

Meanwhile, the project supported in 2018 the HAICA for the drafting of the first monitoring report and continued to assist daily the HAICA audio-visual media monitoring team during the electoral campaign. Support included the drafting of the final monitoring report on the electoral campaign, the organization of the press conference to showcase the final report to the media.

Finally, the project printed the handbook on Media Monitoring Methodology for Analysing Political Communication in the Media during Elections, as an important element of project sustainability.



Activities implemented in 2019 to strengthen the HAICA ability to conduct credible electoral events were presented in the annual reporting under the activities under output one above.

### **6.2.3. Support to the Administrative Tribunal.**

**The support to the Administrative Tribunal was very effective and timely. Its support contributed to achieving outputs one and two.** It came at a moment when a reform of the electoral law provided for local electoral disputes to be judged at the level of regional chambers. The project provided for the **newly created 12 regional chambers to be fully operational and connected between them** and the High Court in Tunis.

**As a result of the TEAP project, the chambers were operational during the 2018 elections,** were equipped in the framework of digitalization of the administrative tribunal undertaken in the framework of its strategic planning. The Tribunal aims at paperless management, to facilitate access to justice by litigants.

The project supported the **creation of an operation room to centralize communication** with the media, in particular on electoral disputes, which was operational during the 2018 elections.

**The project supported the production of publications** on electoral disputes resolution, electoral crimes, and collections of election and referendum texts, guide to electoral disputes for lawyers, researchers, university professor, litigants. A seminar on the final electoral results with lawyers, academia, and other legal practitioners was organized in the framework of inter-institutional dialogue and capacity building.

### **6.2.4. Support to the Court of Auditors.**

**The support to the Court of Auditors was very effective** through provision of ICT **systemic solutions, publishing of studies and trainings of judges and lawyers.** Ms. Fadhila Gargouri, the President of the Tunis chamber in charge of political parties and associations **recognizes the project effectiveness thanks to ICT tools that facilitate the implementation of the court general mandate.**

TEAP started to formally support the CA in 2019 and 2020, on various aspects related to the CA role in controlling the use by candidates of campaign finances. This included trainings on the legal changes to the electoral law pertaining to campaign finances, trainings of judges and lawyers on the judicial litigation of the CA and respective roles. **These were particularly appreciated as the Court mandates and related procedures are not well known amongst legal practitioners.**

The project also informed the CA work through publishing a diagnostic study with recommendations on judicial procedures for campaign finance litigation before the Court of Accounts and the degree to which the legal framework and procedures are in line with the international obligations on the right to a fair trial.

The project also supported the **development and installation of a new platform for monitoring campaign finance which includes online inter institutional exchange mechanisms** (with the HAICA, the ISIE, the Central Bank, ...). **The first module was successfully used during the 2019 elections.**

Judges and clerks of the Court of Accounts attended trainings on legal provisions and procedures for monitoring electoral campaign finances, as well as on the operating procedures of the new platform. As part of sustainability efforts, a manual of procedures supports these new tools.

#### **6.2.5. Support to the Assembly of the Representative of the People (ARP).**

The project **advised the ARP on important election related legislations in line with international human rights obligations.** This included during the drafting of electoral related aspects of the Constitutional Court organic law as well as on the draft organic law on the preparations of annual budget, specifically on requirements of ISIE financial independence. It advised in 2016-2017 the ISIE legal department and board members and the relevant Parliamentary Committee on the local elections related amendments of the electoral framework, including through participation to a hearing followed by provision of technical documents. This led the 2018 EUEOM to qualify the legal framework as adequate for holding elections according to international standards. Projects advisors were involved in advising the ARP in the early stages of what became a controversial amendment in May/June 2019 of the election law.

### 6.3. Efficiency

In order to assess the project efficient use of resources and inputs, this section looks into project partnership arrangements, the project responsiveness, and human resources skills mobilized for an efficient implementation of the project. In order to judge whether available resources have been used efficiently, it also looks into coordination efforts amongst international assistance actors, funding questions and internal management issues including monitoring and evaluation efforts.

The efficiency of the project has overall been good. Partnership arrangements with national counterparts were conducive to achieving the project activities and main outputs through good board meetings implementations, **project responsiveness, excellent project team, good management, efficient coordination mechanisms with international democracy and election support organisations.**

**The efficiency of the project has been affected by fundraising difficulties and consequently has impacted the project planning capacities.**

#### Partnership arrangements:

Partnership arrangements with national counterparts, such as the ISIE, the HAICA, the AT and the CA were **formalized through the project document, the annual Project Board discussions and approval of past year activities as well as discussions and agreement on the Project Annual workplans.** Partnership arrangements have been conducive to efforts at achieving the project activities and main outputs (notwithstanding the elements raised in the effectiveness section above).

The project document provides for a Project Board responsible, amongst other, to provide **overall guidance to the project**, agree past annual activities, agree on annual work plan (and quarterly plans when required) through consensus management decisions. For the project duration, it was composed of the Chairman of the Board of the ISIE and the HAICA (or their substitute), the President of the Tunis chamber of the Court of Auditors (in 2019 and 2020), a representative of the Tunisian Ministry of Foreign Affairs, the UNDP Resident Representative and/or the Deputy Resident Representative, representatives of funding partners (Swiss and/or Italian and/or EU cooperation representatives), the CTA and the project team colleagues.

While the Project Board was to meet at a minimum on a yearly basis, **it met more when required such as twice at the beginning of the project in 2015 and in 2016 when the need rose for more discussions.** It could not meet in 2018 as the project operations were reduced to a minimum due to lack of funding (from June 2018 to July 2019).

No specific other technical committee was foreseen in the project document to handle the day-to-day activities but the regularity of the advisors' interactions with national partners did not justify the need for such committee.

**National counterparts and funding partners expressed satisfaction with the professionalism of the preparations and holding of the Board meetings, whose regularity was appropriate.** These meetings

were good opportunities to discuss the project advancement, share views on the political and electoral developments in Tunisia.

The interviews in particular with the national counterparts showed that the ongoing **working relationship with relevant advisors were professional and fluid** so that no major problems emerged during the Project Board meetings.

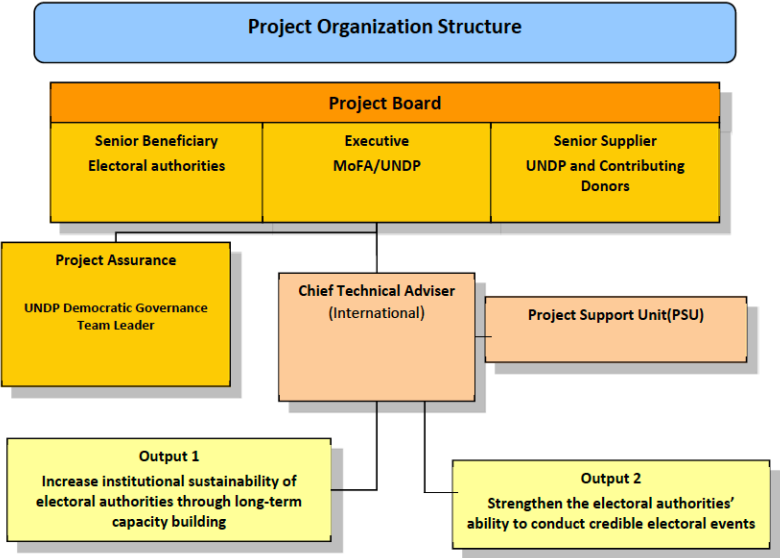
**From a donor perspective, the assessment is equally positive:** the Project Board meetings were well prepared and professionally run, relevant information was received in advance, interviewees expressed satisfaction at the project team which was always available to provide extra documents and information during and between Project Board meetings.

Yet, some elements of that process could be adapted to address some remarks from the Italian and the Swiss representatives.

**The Italian cooperation representative would propose that the UNDP plays a larger role in funding partners’ coordination on election related matters.** That would provide for a more comprehensive view of the funding partners’ support to electoral issues, ensure avoiding duplications and promote transparency. While there is clear added value for such coordination, from the UNDP standpoint, it is much better to do so when the UN has a specific mandate for that role, which it did not in Tunisia.

From a project implementation standpoint, they would also welcome to be **more involved in aspects of the TEAP implementation**, such as for example being involved in publicizing calls for international and national tenders.

**The Swiss cooperation representatives noted that they would welcome the Project Board being more closely associated with decisions on major project orientations.** As an example this applies to approaches chosen to support national stakeholders. It is perceived that more could be done to prevent substitution of UNDP advisors with the ISIE missing human resources.



(UNDP Tunisia TEAP project document 2015-2020, p. 19)

- Project responsiveness:

National partners have all described the **project responsiveness in very positive terms**, both in terms of activities/key benchmarks anticipation and implementation, and in terms of availability of experts in addressing national partners' specific needs and immediate questions. This was the case for long-term capacity building activities and during electoral periods when the time, resources and political pressure was high.

- Project human resources and skills:

Human resources costs in the TEAP project spending are in cumulative term the first project spending. This seems normal, as TEAP is largely based on expertise production and sharing to national counterparts.

The **project team is unanimously recognized by national counterparts and funding partners as very professional**, both in technical terms and in their ability to understand and work with national counterparts. Most of the international, national advisors and many consultants have worked on the project for years, and therefore know each other very well, sometimes back to the early years of the UNDP SEPT project and the early years of the democratic transition in Tunisia. They have therefore a very **good understanding of the national environment, which positively impacted efficiency**, as well as the other three project evaluation criteria of relevance, effectiveness and sustainability.

It has therefore the double advantage of having a project team that knows how to work together, has an historical memory of the project and the country reality, and recognized technical skills. This is an important efficiency indicator: TEAP did not go through the sometimes time and resources consuming process of staff and expertise build up.

These elements were highlighted during most interviews with national counterparts and international partners. The positive national counterpart assessment also covered the 2018 and 2019 period when the project functioned to its minimum due to lack of funding. In the words of Nabil Baffoun, the ISIE President: "they (*the project advisors*) are objective: they strive to remain neutral and not to take decisions that could be misinterpreted (*by other ISIE Board or staff members*). They remain technical in their approach, we never spoke about other aspects than technical questions."

With the exception of the CTA and the international legal advisor, the rest of **the advisors team and consultants are Tunisians**. This constitutes an **important element of sustainability** of the project, which has already produced the effect of training competent national experts that will stay after the project expires.

A number of national and international staff foreseen in the Project document that would have better supported the achievement of output 1 and output 2, were not hired. This includes: a Stakeholders' engagement associate and a public outreach advisor, two national positions to support achieving objective 1 an Operations Advisor and a Logistics Advisor, two international positions to improve the ISIE electoral operations as part of the project output 2. One reason mentioned was the lack of funding visibility, which prevented these hires, especially the international positions, which are more expensive.

As a result, it **increased the workload on the existing TEAP advisors** to partly cover some of the tasks of these positions. **Filling these positions would have probably allowed for more interaction and support** with the ISIE, especially on the external communication and public outreach activities, which were

in 2018 and 2019 pointed by national and international observers group as needing improvements<sup>34</sup>. The EUEOM 2018 final report relative to the ISIE **awareness raising campaign likewise highlighted important deficiencies**<sup>35</sup>.

- Project team self perception:

The UNDP team is aware of its own **strengths and weaknesses**. Its main **strengths** include the neutrality and independence of the UNDP, its track record in Tunisia dating back to the early days of the democratic transition in 2011, good competences of the staff and consultants (national and international), effective approaches and methodology, flexibility, accessibility and availability towards national counterparts, knowledge of the institutional and policy environment, open minded towards other international organizations and pro-activity. Main **weakness** relates to the difficulty in raising funds and dependency on external funding.

- Coordination mechanisms:

The efficient use of resources includes avoiding duplications of initiatives, and proper coordination of international electoral assistance to ensure the best use of international funds. **The coordination mechanisms in place are of good quality and regular and therefore contribute to an appropriate use of project resources.**

In terms of coordination of international implementers, a **monthly meeting with major organizations supporting the democratic transition**<sup>36</sup> is organized within the premises of each of the participating organizations on a rotating basis with chairmanship held by the convening organization. It was set up early in the transition period in 2011 and has continued since. The regularity of these meetings attests of its participants' interest and value added. Discussions both address the political and electoral developments in Tunisia as well as project activities. It is open to a broad range of actors working on various aspects of the democratic transition and therefore is a valuable opportunity to broaden perspectives.

This rather broad forum was complemented from 2015 to 2017 with **meetings with the ISIE Executive director M. Saber Ezzoug, the PNUD CTA, IFES country director and international IDEA project manager**. These meetings allowed for discussing and cooperation between these three institutions directly involved in supporting the ISIE. This included joint implementation of activities throughout the duration of the project. With the departure of M. Saber Ezzoug, these meetings with the ISIE stopped and contacts between the three organisations became less regular, partly due to the fact that the UNDP project was in minimal operation during one year in 2018 and 2019. Meetings took place between IFES and the UNDP for example around specific joint activities with the ISIE and later the Court of Account. From a national

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<sup>34</sup> The 2019 EUEOM final report described the outreach campaign in 2019 as "insufficient and poorly targeted", "(...) placards informing election dates were posted late during polling months, and videos encouraging participation were also released on social media relatively late. (...) the three components of sensitization for each election, namely education on the mandate of elected officials, sensitization on procedures and the call to vote also did not take place." European Union Electoral Observation mission, Tunisia 2019, final report, p. 20.

<sup>35</sup> The awareness raising campaign "was severely limited by a very late launch, in the last week preceding the holding of the poll. The main civil society organizations also active in the sensitization of voters deplored a generally insufficient and poorly targeted campaign, in particular particularly aimed at the youngest and rural communities." European Union Electoral Observation mission, Municipal elections – 2018, final report, p. 16.

<sup>36</sup> Regular participants included: The UNDP, the National Democratic Institute, the International Republican Institute, IFES, Democracy international, the Carter Center, Democracy Reporting International, the Council of Europe, International IDEA.

counterpart perspective, the division of labour between these three organisations is very clear to the ISIE and to the Court of Auditors so there was, from their perspective, no need for formal coordination meetings.

While this process described by one interviewee as ‘organic’ is to be commended, it depends on the personality and prior professional relationships of these organizations representatives. It would be **advised to start again regular coordination meetings with electoral stakeholders and direct electoral support implementers in Tunisia**. This would also be necessary in view of the changing staff and arrival of new players, such as the Council of Europe new project funded by the EU in supporting independent authorities, including the ISIE and the HAICA.

- Internal management issues including monitoring and evaluation efforts:

UNDP monitoring and evaluation mechanisms are in place to track activities results, ensure efforts are geared toward the outputs and objective achievements, identification of future activities as well as issues for improvement. These **mechanisms provided managers with a data flow** that informed their decision-making enabling them to adjust implementation accordingly.

- The following mechanisms are in place:

- Reporting on activity from the perspective of funds disbursements;
- Project management on the UNDP internal platform called ATLAS (keep track of activities, indicators, targets, risk monitoring);
- Quarterly and yearly project reporting;
- External evaluation(s).

The project management unit tracked progress and collected data with the support of the UNDP office monitoring, evaluation and reporting expert.

Management arrangements between the project team and the country office were reported as generally adequate. The pivotal position of **team leader of the governance sector** that ensures a level of quality assurance and connects the project team with the other UNDP governance project was described as **lacking efficiency due to prolonged absence** (absent on another assignment and then sick leave absence in 2019), although a P3 level replacement was ensured in the team leader absence.

Despite that situation, **it is positive to note that synergies with other project within the governance sector were found**, such as with the project of police proximity which led to a pilot ID registration initiative in Fernana in 2019.

It is positive that the CTA has also a **direct line with the successive Deputy Resident Representatives and the Resident Representatives**, which ensure coherence and coordination with the electoral support project, which is politically exposed and therefore sensitive.

- Fundraising challenges:

The **project budget of 8.152.000 \$ was eventually raised but too late to prevent a considerable amount of uncertainties noticeable already early in the project implementation.** The Board meeting minutes, interviews with funding partners and the UNDP staff attest this. These affected the project staff ability to properly plan as contracts were dependent on funds raised, and as a result have impacted planning and activities, therefore adversely influencing the efficiency, effectiveness, relevance and sustainability.

None of the project team decided to quit to a more stable job but the lack of timely fundraising led to the reduction of activities of the project between June 2018 and 2019 as the international CTA and the international project manager had to leave the project<sup>37</sup>.

**In 2018, it is positive that remaining available funds prioritized national staff contracts extensions, in order to maximize as much as possible project continuity before new funds would be raised.** The international legal advisor had to be moved to the Libya electoral assistance project and could nevertheless contribute to the TEAP. National advisors and a national project manager to succeed the international project manager continued supporting national beneficiaries. The ISIE in particular could feel the project capacities reductions but praised the continued commitment of those who stayed on the project payroll.

The reason for these difficulties is multi pronged. It was not due to a lack of relevance, effectiveness, efficiency of the project. Relative donor fatigue to support the democratic transition and slow contracting processes are part of the answer. From the UNDP side, the system could not find a solution for this recurrent problem despite all levels as well as UN EAD knowing the situation<sup>38</sup>.

**From the funding partners' side, the Italian cooperation representative** noted that funding partners want to ensure that the actions will be implemented, and so it was **recommended to have in the future more identifiable modules** to divide the budget better in independent (but complementary) components.

**This approach would facilitate the decision-making of the donor and the financial follow-up.** This request might not be easily accommodated in a basket fund mechanism but the UNDP showed willingness to adapt for instance with earmarked funds with the German Ministry of Foreign Affairs grant from July to December 2017.

From the UNDP standpoint, **non-earmarked funding for electoral support rather provides flexibility** to allocate and repurpose funds to prioritize activities within the project document framework and according to the electoral cycle approach. That would allow for responding to changing contexts and reducing the risk of fragmentation due to funding gaps of the expected strategic results of the project.

The interviewees also mentioned that funding partners do not have the appropriate formal tools to fully assess the efficient fund's spending. It is therefore **recommended to establish more appropriate formal tools between funding partners and the UNDP such as more demanding agreements on reporting on budget use.**

**The interviewees from the Swiss cooperation highlighted the fact that international staff costs are high as well as administrative costs but they correspond to UNDP budgetary framework.**

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<sup>37</sup> The CTA reintegrated his position in July 2019, just weeks before the legislative and presidential elections.

<sup>38</sup> incl. though internal reports such as the fortnightly reporting sent to UN EAD and UNDP HQ.



- Budget and audit:

As mentioned above, **staffs costs have been the first spending of the project**, which is understandable given that it is to a very large extent a project based on **technical expertise transfer to national partners**. The second costs have been the **equipment purchased by the project to support the electoral authorities** in anticipation and during elections.

In terms of distribution by year and based on annual accounts from 2015 to 2019 which represent approximately 75% of the overall project budget, yearly expenditures ventilation were as follows:

- 8,28% in 2015, for half a year since the project started in June 2015.
- 17,4% in 2016 for a non-electoral year at the national level, although there was a by-election in Germany and the High Judicial Council elections.
- 24,7% in 2017; which included the purchase and installation of IT equipment for the 12 regional chambers of the Administrative Tribunal.
- 17,91% in 2018; which included the purchase of electoral material for local elections (Tamper Evident Envelopes and plastic seals for ballot boxes). Despite being an election year, the cost are not high as the project from June 2018 went into limited mode due to lack of funding.
- 31,68% in 2019; which included purchasing of electoral material. The project provided 30,000 ballot boxes to the ISIE as legislative and presidential elections second round could have taken place the same day but was eventually distant from a week, which anyway necessitated extra ballots. TEAP also delivered ballots plastic seals, and Tamper Evident Envelopes.

In terms of outputs, 70% of the budget was spent on achieving output one and 30% on output two. This does not provide much indication as most human resources costs were charged under output one spending.

The overhead costs charged by UNDP are in line with UNDP's policy.

The evaluator took note that the project was audited as part of the UNDP country office evaluation in 2016. The UNDP Office of Audit and investigation will conduct the next UNDP country office evaluation in October 2020.

## 6.4. Sustainability

This section looks at the indications that tend to demonstrate the sustainability of the obtained results for each partner institutions. It analyses whether there are clear indicators that tend to demonstrate the sustainability of obtained results, the strategic and regulatory frameworks in place likely to ensure continuity of benefits, the commitment of the national partners to provide continuous support, to what extend the mechanisms and policies in place allowed for sustainability of results, from a gender equality perspective.

### **The sustainability of the results is different for the four main institutions that benefited from the TEAP support.**

The investment of the project to promote institutional dialogues either through convening of public events (conferences, workshops), through dialogues supported by objective evidence (such as dialogues between the ISIE and the HAICA around the joint declarations in 2018 and 2019), and ICT systems (such for example the Court of auditors election campaign finance control platform) all contributed to facilitate exchange for the benefit of more sustainable institutional mandates implementation.

Work with national and international experts in Tunisia and sometimes during study visits abroad (such as the HAICA, the Court of Auditors) contributed to enhancing sustainably institutional capacities of electoral stakeholders through senior staff capacity building.

A key sustainability element of the project is the operating principle to **produce the expertise, document it and when relevant produce training guides, handbooks for further use by electoral stakeholders**. Also, **regulations were drafted in a way that is applicable to all future elections**<sup>39</sup>.

As mentioned in the evaluation, **no gender strategy was developed** at the level of the project and no such strategy was promoted with electoral stakeholders. This does not mean that the project was not sensitive to the issue. Indeed, project work on the legal and regulatory frameworks was gender positive and the project strived to reach gender parity during the project staffing, in consultants recruitments and during trainings.

### **Sustainability: the ISIE**

The project team was very consistent in **producing guides and training manuals related to support activities for in-house use and experts/the general public**. These included practical guides that separately cover local elections, legislative and presidential elections different electoral phases: voter registration, candidacy, voting and counting, aggregation and tabulation of results. In addition, these are the campaign guides and the campaign financing guides for the three types of elections. There is also a

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<sup>39</sup> Such as law for local elections was drafted to be applicable for regional elections, and those for general elections were drafted to be applicable for referenda (with some exceptions).

**“question and answer document”** to support standardize decisions made by all organs of the ISIE in Tunis and in the regions.

However, some gaps in the future would still have to be filled by senior legal analysis such as drafting by-laws related to referenda in areas, which are different than elections<sup>40</sup>.

Other documents included specific guides on election disputes resolutions, model of electoral calendar that allows to quickly setting up an operational electoral calendar etc. The compendium of laws and regulations used by electoral stakeholders, which compile all the legal texts related to the electoral process in Tunisia is being used by the ISIE and other electoral stakeholders. It can be updated by the ISIE in view of future electoral events.

ISIE interviewees commended that project operating principle that constitutes a key element of sustainability of the actions.

A sustainable result has been the **knowledge transfer during trainings around elections to tens of trainers** which themselves trained hundreds, and thousands ISIE staff who successfully conducted election operations.

The **ISIE portal to be completed before the end of the TEAP project will be very valuable as a comprehensive tool to systematize ISIE’s internal and external information exchange**, including offering **more transparency during electoral periods**, such as registration or complaints and violations of campaign rules or election results publications.

**An ERP** which is an integrated ICT system for business management was independently launched by the ISIE, and the UNDP was asked later to help finalise it.

Some other structural ISIE elements were completed: **the legal status of personnel adopted in 2016** (legal framework of ISIE agent), ensured that in 2019 all agents had statutory positions, contrary to shorter contract before. This includes the key positions of the 27 IRIE coordinators and their local support staff.

### **Challenges regarding sustainability**

The consequence of the absence of these ISIE staff prevented the development of **efficient information and outreach procedures and structures**. Initial work had been done through the publication in 2017 by the UNDP and the ISIE of an operational handbook on how to elaborate an external communication strategy for an election management body. The work of developing a comprehensive strategy and implement it could not be moved forward.

At the **legal department**, the three officers who remained in the legal department in 2017 took over some elements of what was covered by the departing staff, but not enough to ensure that the department was autonomous and able to address needs during the 2018 and 2019 elections. That staff is nevertheless in charge of the local by elections organized in 2019 and 2020.

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<sup>40</sup> ie.: finance for support in favour or against the motion, identification and registration of these support groups, regulations regarding the media during a referendum campaign, etc.

The TEAP resources spent in advisors substituting senior executives at the legal and training departments **could have been spent differently in supporting the senior positions to build their capacities**, making the ISIE more autonomous and sustainable by the end of TEAP.

The TEAP has supported the **ISIE trainings efforts** at central and regional levels especially ahead of 2018 and 2019 elections. The lack of existence of a proper training department at the ISIE is a factor that undermined the sustainability of the efforts, in particular in supporting the creation of a central team able to conduct autonomously the necessary trainings<sup>41</sup>.

**The strategic plan 2016** was adopted after a thorough consultation process at many levels within the ISIE. Yet, **it was not properly implemented** for reasons related to the internal challenges and at times conflicts within the ISIE Council. The ISIE could also not implement parts of the strategic plan due to limited resources beyond the 2018 and 2019 elections and the many persisting vacancies within the ISIE administration making the implementation impossible.

### **Sustainability: HAICA**

The HAICA benefited from **trainings and mentoring on media monitoring and support during the electoral periods of 2018 that led to the teams to be partly autonomous during the 2018 and fully autonomous during the 2019 elections**. Acquired expertise included drafting and publication of the final monitoring electoral campaign reports, the organization of the press conference to showcase the final report to the media.

The **HAICA benefited from the development of a platform for monitoring audio-visual media** to cover multiple functions such as monitoring of political plurality, management of projects, documentation and cataloguing, violations tracking, monitoring of social media and monitoring of public media.

These acquired **skills and tools are used during election periods and beyond** as targeted topical media monitoring is also undertaken (such as for example on women representation in fictions on Tunisian audio visual media).

The project **developed with the HAICA in 2019 a platform for fact checking and monitoring of electoral campaigning on social media**. The HAICA used the first module to identify disinformation during the 2019 elections.

The project supported the HAICA in conceptualizing and setting up its external relation strategy and dedicated unit which are structural achievement serving the HAICA mandate on the long run.

Increase legal expertise: senior staff benefitted from in-depth reviews, including **exposure to comparative legal expertise** and **international human rights obligations** on draft laws related to the Audio-visual authority and the draft law on common provisions for independent constitutional authorities.

Systemic solutions: the HAICA benefited from the installation **of ICT system solutions** (software and hardware solutions for media monitoring) **and trainings of ICT staff**. HAICA external communication and

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<sup>41</sup> An IRIE interviewee mentioned that UNDP trainers were more in the background during the 2014 elections than they were in 2018 and 2019, reflecting the reduced capacities of the ISIE HQ.

transparency benefited from a **revamped website**. The installation and training of relevant staff on an **ERP** are structurally beneficial to the institution.

### **Sustainability: Administrative Tribunal**

The sustainability of the support to the Administrative Tribunal was important as it ensured the acquisition of **structural ICT solutions** (ICT security, storage and a video-conferencing solutions), equipment (computers, printers, photocopy/scanners) and trainings on how to operation them.

This **ensured that the newly created 12 regional chambers to be operational and connected** between them and with the High Court in Tunis. It included the creation in 2018 of an **operation room to centralize communication with the media**. The support included creation of a **new visual** identity for the tribunal. **Support effects went beyond the electoral period**: courts use this equipment in the context of their regular mandate.

The project produced a number of publications on electoral disputes resolution, electoral crimes, and collections of election and referendum texts, guide to electoral disputes for lawyers, researchers, university professor, litigants.

### **Sustainability: Court of Auditors**

Trainings of judges and lawyers on the legal changes to the electoral law pertaining to campaign finances, trainings on judicial litigation will **contribute to sustainably support the mandate implementation**.

Development and installation of a new **platform for monitoring campaign finance, constitute a sustainable tool for better mandate implementation on the long run**. This is critical, as successive international election observation reports have highlighted the deficient control of campaign finances<sup>42</sup>.

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<sup>42</sup> The EUEOM 2019 final report qualifies the election finance control in these terms: "Poor public scrutiny and insufficient enforcement of sanctions undermine the transparency of the electoral process and equality between candidates", p. 35.

## 7. Conclusions

1. The TEAP project was a **valuable and relevant electoral support project over the 2015-2020 period**, in a context of fluid democratic transition. The project provided technical assistance, training and equipment to help the ISIE and the HAICA, two new independent institutions, to better implement their mandate. The support to longer-established institutions such as the Court of Auditors and the Administrative Tribunal, although at a smaller scale, was equally beneficial. This took place through targeted interventions both at the level of ICT infrastructure and solutions as well as technical expertise and exchange between practitioners.

2. The **project intervention supported the holding of democratic local and national elections in 2018 and 2019**, in a context of political and at time legal uncertainties that complicated the work of electoral authorities. In particular for the ISIE, the support around elections came at a time of important internal challenges that could have had very negative repercussions on the elections conduct.

3. The **main impact of results** is always imprecise due to the length of the period covered by this evaluation and multiple factors influencing impacts, but key TEAP accomplishments include:

- Supported through the ISIE the adoption of a **legal framework based on international human rights obligations for local democratic elections**, advised on the amendment of other aspects of the election law, sometimes with limited times and high political stakes. Advised the HAICA on important draft laws such as those on the future audio-visual Authority, and other legislations impacting elections. This support benefited the Parliament that called the project for hearings and analysis.
- Supported the drafting of **ISIE regulations and ISIE/HAICA joint decisions on the audio-visual media during campaigns**, with a view of being replicable for future elections.
- Produced a large number of **targeted user-friendly publications**, such as memos, guides, training manuals, questions and answers documentation that have a high sustainability value.
- Provided electoral equipment in 2018 and 2019 that the electoral stakeholders could not purchase due to lack of funds or inadequate procurement procedures.
- Facilitated **some strategic solutions for the ISIE**, such as the strategic plan (whose implementation was limited) and the drafting and adoption of the **internal staff rules** in 2016 that contributed to stabilize human resources questions.
- Provided **structural ICT solutions** (ICT security, ERP, ...) and **thematic technical tools** that will sustainably improve the quality of aspects of the elections such as the control of campaign finances, media monitoring, disinformation monitoring, etc.
- Even if that was not the intended outcome, many of the **IT solutions will contribute to better collaboration inside and between electoral institutions**, at times of reduced physical interaction and social distancing due to the Covid19 pandemic.
- On the shortcomings side, due to the challenges inside the ISIE, the **project could not deliver on supporting the external communications, civil and voter education outreach** aspects which

were highlighted by election observers' groups as deficient during 2018 and 2019 elections.

- A number of **institutional capacity building activities could not be held** as a result of the ISIE internal challenges, resulting in the limited strategic planning capacities, limited technical capacities transfer to ISIE HQ staff, while trainings at ISIE and IRIE levels around elections were effective, as attested by electoral observers groups assessments.

4. The **overall project management was good** and could benefit from the accumulated experience from the previous SEPT project. Project international and national staff are recognized by all interviewees as very professional and able to adapt to changing situations. This constituted a key positive assessment of the project evaluation. Lack of continuous collocation with the ISIE was not an issue, while in reality there were periods when project advisors were working for weeks, especially around elections, in the ISIE premises. TEAP is therefore a good example of the importance of positive and close interaction with national counterparts.

5. An indication of **good national ownership of the process** was the overall maturity of working relationship with the project advisors and consultants where national stakeholders seemed in many cases to know what they needed and how the TEAP project could support these needs.

6. A **review of the program framework** with an adaptation of the overall intended outputs and indicative activities **could have been undertaken to reflect the new reality of the ISIE** that emerged in mid 2017 at the middle of the project implementation and affected TEAP ability to fully pursue the two project outputs.

7. **TEAP fundraising has been a challenge that brought uncertainties**, which have affected the project efficiency, although the project team showed a lot of professionalism and sought the least damaging solutions during the one-year period between 2018 and 2019 when the project downscaled due to lack of funds.

8. The next cycle of elections will be differently important. **Future elections with accepted results will contribute to further consolidate the democratic transition in Tunisia.** Stakes will likely continue to be high as political polarization, maturing institutions and integration of important reforms will continue in the coming years. Furthermore, global challenges such as the role of social media and disinformation will continue to weight on future electoral processes.

9. After more than eight years of international electoral support, there is **no exit strategy in place to phase out the assistance over time.** In view of the multiple challenges posed by the evolving reality of the democratic transition, it is **still premature to significantly reduce this assistance.** As noted in previous points, new challenges have emerged at a time when institutions and democratic culture still need to grow deeper roots.

## 8. Lessons to be learned (related to TEAP project management)

1. **Outline a gender strategy** in the project document or develop it in the early stages of the project implementations to offer **clear directions on how to support national counterparts in their addressing of gender equality** with the aim of ensuring equal rights for women and men, as well as the equal visibility, empowerment, responsibility and participation in all spheres of public and professional life.

2. **Outline an explicit theory of change:** the project document underlying theory of change was valid but not explicitly outlined. A theory of change should be integrated in future project documents to assess whether the allocated resources contribute to the project objective(s), outputs and effects. Based on the 2015 project document, the evaluator proposed a theory of change in this final evaluation report.

3. **Review the program framework to reflect new realities:** a review of the overall project intended outputs, indicative activities, and other relevant elements would have **reflected the new reality that emerged at the middle of the project implementation**, especially the challenges faced by the ISIE. Although some project documents mentioned that new reality (the Project Board meetings, annual work plans, project quarterly and annual reports), adapting the program document would have aligned better the ISIE new reality with the TEAP. It would have offered a better support planning framework and offered a better foundation for the TEAP project evaluation.

4. **Take into account the lessons learned from the difficulties to raise funds.** The fundraising strategy should ensure that all relevant UNDP instances at national, regional and HQ levels, as well as the UN EAD, are actively involved to avoid discontinuity of funds. This includes raising awareness of funding partners on the value of supporting electoral authorities through an electoral cycle approach. The uncertainties and ultimately TEAP funds discontinuity led to gaps in filling advisors' positions, resulting in **increased workload on the existing advisors. Filling these positions would have allowed for better support** in particular to the ISIE external communication and public outreach activities.

5. **Project strategic guidance:** national counterparts and funding partners expressed **satisfaction with the strategic directions** formulation through the preparations and holding of the **Board meetings**. However, the Italian cooperation representative would propose that the UNDP plays a larger role in funding partners' coordination on election related matters. The Swiss cooperation representatives noted that they would welcome being more closely associated with decisions on major project orientations.

6. **Coordination amongst electoral support implementers:** that coordination was 'organic' in the words of one interviewee but not regular and systematic. It relied on prior professional relationships of these organizations representatives. It is **advised to start again regular formal coordination meetings with electoral stakeholders and direct electoral support implementers in Tunisia**. This would also be necessary in view of the changing staff and arrival of new players, such as the Council of Europe new project funded by the EU in support of independent authorities, including the ISIE and the HAICA.



## 9. Recommendations

1. **Stay engaged and support electoral stakeholders** in order to further develop and integrate the progress already achieved through TEAP and other international electoral support projects. **Continue to implement a differentiated approach** to different stakeholders, in line with their capacities of integration, their needs and requested assistance.

2. At the same time, **help national stakeholders such as the ISIE that needed direct support that substituted missing capacities during 2018 and 2019 elections to move away from that model, which bears the risks of counter productive dependency.** While continuing to keep the right distance in order not to become part of internal differences, be ready to continue advising and providing solutions to the ISIE, including through trainings and legal reforms, to overcome internal managerial and organizational challenges. At the same time, continue strategic support actions such as institutional strategic planning and its implementation.

3. **Continue following an electoral cycle approach** to future support in order to ensure that it contributes to long-term incremental capacity increase. This will also ensure that the project **operates in synchronisation with larger democratic transition developments** that impact the electoral support.

4. Continue supporting high value actions **reinforcing institutional structures and mechanisms such as ICT solutions and infrastructure.** Integrate into that support needs arising from prolonged situations of social distancing and more limited human interactions as a result of Covid19 pandemic.

5. **Integrate into future support, legislative, regulatory, institutional and practical changes related to the recommendations from national and international election observation missions.** A number of recommendations have been similar for the 2018 and 2019 elections<sup>43</sup> and therefore require urgent action in order to improve future elections. Some of the most urgent include to:

- Strengthen the ISIE by adopting an organizational chart and revising the rules of procedure to strengthen the separation of responsibilities of the Council and the executive body;
- Evaluate the feasibility of Article 143 of the Election Law which relates to the ISIE power to cancel results;
- Clarify the notions of “political advertising”, which is largely prohibited, and of “electoral propaganda” authorized;
- Simplify the regulations concerning the access of candidate lists to audiovisual media during the legislative campaign;
- Adopt precise time limits for the control of campaign spending financing adapted to the electoral calendar and strengthen the Court of Auditors;
- Revise electoral dispute procedures in order to free them from excessive formalities while clarifying the calculation of deadlines;
- In order to promote gender equality, adopt in election Law horizontal parity at the level of the heads of lists for legislative elections;

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<sup>43</sup> For a detailed and comprehensive list of recommendations, consult the 2019 EUEOM, p. 65

- Strengthen the transparency on financing of paid political advertising on social networks as well as the location of account administrators, and guarantee the obligations to protect users' personal data online.

6. **Continue close coordination with other international democracy support organizations, and formalize coordination with other organizations** specifically those supporting electoral stakeholders. In the case of the ISIE, that includes the UNDP, IFES, international IDEA and more recently the Council of Europe.

7. **Develop a realistic fundraising strategy for TEAP 2** in order to avoid the pitfalls of the TEAP 1 fundraising by ensuring that all relevant national and international UNDP levels as well as UN AED are mobilized and that funding partners understand the need for longer term electoral support in the framework of a still fragile democratic transition.

7. **Develop more systematic approaches** through TEAP and national counterparts strategies in order to **better support gender equality**, in legal and regulatory frameworks as well as in practice.

8. Develop specific activities aimed at **furthering inclusion of voters and their participation in political life, such as for women, the youth, handicapped as well as other vulnerable groups**. These elements are commented in the following section related to TEAP 2 project.

9. Develop specific activities aimed at **addressing in law and practice the role of social media prior and during electoral periods, as well as projects countering disinformation**. These elements are commented in the following section related to TEAP 2 project.

**10. Specific conclusions and recommendations regarding the approach for the 2021-2025 electoral cycle – TEAP 2.**

This section assesses whether the axes, approaches or activities, in the draft UNDP TEAP II project document are consistent with the Tunisian context, to ensure the inclusion of all and therefore to have a positive gender impact in a future electoral project? It also discusses whether the strategic axes of support for electoral authorities during the new electoral cycle (2021-2025) are relevant, taking into account the experience from previous elections, time constraints, mobilization of funds, expectations of national partners and electoral authorities, alignment with the UNDP governance program and the country's CPD and UNDAF documents (being designed for the next cycle 2021-2025).

The three expected results through project outputs **are consistent with the Tunisian context** and proposed activities that will contribute towards increasing inclusion in the electoral process.

The five years project timeframe allows for proper baselines development and impact assessments. It also offers appropriate timeframes and work with electoral stakeholders and new actions such as the media, educations and youth ministries through the **electoral cycle approach**.

The **UNDP fundraising for the TEAP 2 project will have to take into account the lessons learned from the difficulties during TEAP 1 in raising funds at the right time**. The strategy should ensure that all relevant bodies at national, regional and HQ levels are involved to avoid discontinuity of funds, which could impact the future project efficiency, effectiveness and relevance.

Based on the discussions on the TEAP 1 activities and some discussions on some of the three outputs of a future TEAP 2 project, **national counterparts are overall in line with the three proposed outputs**. It was not possible to comment the project adequacy with the 2021-2025 UNDAF as it is still in development.

***TEAP 2 output 1: Strengthened efficiency, transparency and effectiveness of the electoral management and administration through improved institutional capacity, digitization and legislative reforms.***

Activity result 1: Strengthened institutional capacity of electoral authorities to plan, organize and conduct credible and transparent electoral events

Activity result 2: Professionalization of the administrative planning, management and budgeting capacity of ISIE

Activity result 3: Enhanced strategic partnerships between and among electoral authorities

Activity result 4: Strengthened institutional capacity through support for continued improvement and development of electoral processes

The **Tunisian government and the electoral authorities would positively welcome a new UNDP electoral support project such as the TEAP 2.** This was highlighted during interviews with the Ministry of Foreign Affairs, and representatives of all four electoral authorities supported during the TEAP 1 project. Both the Ministry of Foreign Affairs and the ISIE made formal requests at the beginning of 2020 to Ms. Rosemary A. DiCarlo, United Nations Under-Secretary-General for Political and Peacebuilding Affairs who oversees the United Nations electoral assistance efforts worldwide.

While the ISIE has organized local, legislative and presidential elections one or two times, it was weakened by internal crisis which affected its functioning and its executive structure capacities at the approach of municipal elections and to a certain extent the 2019 legislative and presidential elections. This has **impacted the TEAP implementation by limiting the delivery of longer term capacity building activities to election focus supports**, which for the ISIE training and legal departments substituted missing senior executive staff, that have not yet been recruited in 2020.

**For the TEAP II project to be relevant, the ISIE will need to put in place the relevant structures and personnel to be supported.** This includes hiring senior personnel of the legal department as well as recreate a permanent training department in charge of institutional capacity building (during and between electoral periods). Likewise, an outreach and external relations department will have to be created in order to build proper long-term capacities and improve effectiveness. Deficiencies in voters' outreach and external communication in 2018 and 2019 have been highlighted by national and international election observation groups. While they are not the only reason, **this probably impacted negatively the voter turn-out which is since 2011 on a downward curve** (for local and legislative elections). Addressing this deficit of voter participation will be critical to ensure the legitimacy of future elections and of the democratic transition.

All activity results will also be affected by the lack of consensus amongst ISIE council members on the division of labour and responsibilities between the role of the council and the executive body. One of the manifestations of that question has been the inability of the council to reach an agreement on an organization chart. This question is also likely to continue impacting negatively institutional build-up.

Some interviewees have proposed a **legislative reform of the ISIE organic law in order to clarify further the roles of the ISIE Board and its executive body.** This may turn out to be complicated to achieve with the current Parliament configuration, which is composed of more and smaller parliamentary groups than the previous parliament. Some have raised the concern that opening that law for reform may introduce provisions that will affect negatively the independence of the ISIE, which would be detrimental for the democratic transition as a whole.

At this stage in the democratic transition, and in view of the many institutional changes that have taken place with the TEAP 1 supported electoral authorities, it is clear that strengthening their institutional capacity through **targeted support in planning, organizing and conducting electoral events will be relevant.**

**The support to digital transformation in electoral authorities is a critical element that was already well implemented under TEAP 1.** This process is part and parcel of the digitalization of the Tunisian administration, which will improve its inherent efficiency and effectiveness, as well as improve access of citizens to services and improve the administration transparency. The HAICA, the Administrative Tribunal and the Court of Auditors all benefited greatly from project that enhanced their IT capacities.

Existing IT solutions have been made even more useful during 2020, which was characterized by lockdowns and limited human contacts due to the Covid19 pandemic. **Increase the digitalization of the electoral stakeholders infrastructure and operations will further help to stay operational during future similar situations.**

The digitalization will also greatly facilitate **inter institutional dialogues and cooperation, as show for example by the TEAP 1 campaign finance control platform developed with the Court of Auditors.** Improving the Court work will palliate to the sense of impunity amongst some political actors on campaign finances, as highlighted in the EUEOM 2019 report: “This situation, where the political actors do not respect the rules of the game, did not make it possible to guarantee the transparency of the funding or the equality between the candidates”<sup>44</sup>.

***TEAP 2 output 2: Enhanced inclusiveness of the electoral process through the participation of vulnerable and marginalized groups***

Activity result 1: Women’s participation in electoral processes increased

Activity result 2: Enhanced awareness and knowledge of youth on political participation

Activity result 3: Inclusion of marginalized communities in electoral processes strengthened

**Improving inclusiveness of the electoral process is very relevant, by focusing specifically on vulnerable and marginalized groups. A specific focus on gender equality will be needed to have a positive gender impact.**

The voter registration operation in 2019 has been very successful as it added 1,455,898 new voters, 54 percent of whom were women and two-thirds of whom were under 35 years old. Increased resources and appropriate strategies by the ISIE to reach out to new voters have contributed to that success.

Yet, the increase in overall numbers of voters was not followed during e-days by increases in participation, on the contrary. The voter turnout was of 41,69 % for the legislative elections, and 48,98 % and 55,01 % for the first and second round of presidential elections. The drop in turnout was most pronounced during the legislative election, with a rate 26% lower than in 2014.

The registration figures show that youth are still under represented in the voter registration while it is positive to see that women registration percentages are close to male figures. Yet, some categories of voters

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<sup>44</sup> European Union Electoral Observation mission, Tunisia 2019, final report, p. 6.

such as rural female voters are still under represented in the voter's roll.

The evaluation interviews have highlighted the **lack of understanding by various institutions of the value of proper gender strategies** in order to identify and address gender related discriminations while they can be instrumental to redress inequalities. TEAP 2 dedicated efforts on these issues will be very important.

Working on the question of gender-based violence in politics, which is pervasive in Tunisia, is also very relevant. The NDI-IRI joint final report of the 2019 elections observation mentions that: "according to all women's rights organizations consulted by the mission, sexist insults and derogatory comments against female political leaders and MPs are commonplace in parliament (...)"<sup>45</sup>.

### **2019 legislative elections led to drawbacks in terms of representation of females at the parliament.**

This is due to the fact that the 2019 elections were very competitive, therefore in some constituencies such as Tataouine and Kebili, no women were heads of lists. Female heads of lists did not go beyond 14% in 2019 and the overall number of elected female members of the parliament dropped from 68 in 2014 to 54 in 2019, partly due to the higher number of parties and lists represented in the Parliament as a result of the 2019 legislative elections.

Working on youth political participation and vote will be very relevant. Although the 2019 voter registration increased significantly the percentage of young voters in their specific categories, they are still **under represented on the voters roll compared to other age groups**. The 2019 EUEOM estimated that the 18-25 years old age group had a 72% registration rate compared to 82 to 84% for older age groups<sup>46</sup>. Also, **young voters turn out remain well below other age groups, as seen in the chart below** (voter turnout demographics for legislative and second round presidential elections<sup>47</sup>). Enhanced knowledge by young individuals about political participation through the proposed channels of the ministries of national education, higher education and the youth can improve the youth perception of political participation and electoral processes.

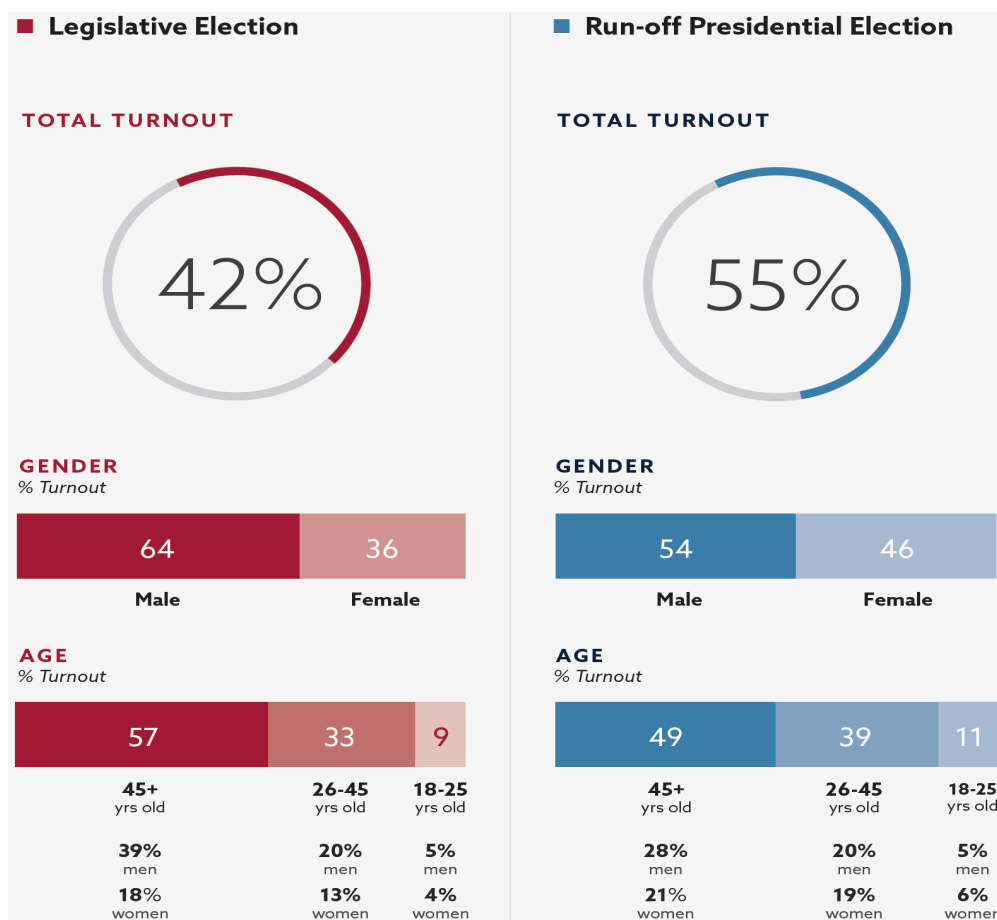
**A key result of the TEAP 2 support would be to significantly reduce the number of voters who do not vote because they still do not know about the elections and/or the reason for them to take place.**

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<sup>45</sup> 2019 NDI-IRI international observation final report , p. 39.

<sup>46</sup> European Union Electoral Observation mission, Tunisia 2019, final report, p. 24.

<sup>47</sup> 2019 NDI-IRI international observation final report, p . 42



Reaching out to other marginalized communities such as persons with disabilities, inmates whose political rights have not been lifted and facilitating their participation to the electoral process will be very relevant, in order to ensure the universality of the vote in Tunisia.

Identifying legal and technical gaps in the legal texts for the above categories of voters will help to strategically improve voter participation and will contribute to redress inequalities.

**TEAP 2 output 3: Effective role of audio-visual and digital media promoted in the electoral process**

Activity result 1: Improved capacity of audio-visual media to perform during electoral cycle

Activity result 2: Enhanced role of social media monitoring during election

Activity result 3: Improved capacity of electoral authorities and media to fight against disinformation and hate speech during elections

**Supporting the improvement of the effective role of audio visual and digital media in the electoral process is very relevant.**

The roles and ethical responsibilities of the media during electoral period are **crucial as inadequate and biased coverage of the electoral process can unduly influence the political outcomes**. The media landscape in Tunisia is diverse but still in transition, at the image of many institutions during the democratic transition. Support activities to the media during electoral periods are still necessary to reach the required levels of professionalism, accuracy, and impartiality.

These challenges are compounded by the global rise of the role of social media during elections and disinformation. Social media played a critical role during the 2019 election campaigns. According to the EUEOM final report: “Throughout the election period, the EU EOM noted **great impunity for regulations violations on paid online advertising (...)**. Of the 1,431 different paid election advertisements that could be observed online by the mission, 560 were broadcasted during campaign silence. **Online disinformation, such as fake images or the use of fake polls, has been observed by the EU EOM**. The law does not protect online personal data and does not regulate its use, facilitating the practice of paid political advertising targeting internet users”<sup>48</sup>

The work already done with the **HAICA on tracking disinformation** through fact checking and implemented during the 2019 elections should be further developed, and at the same time allow for scrutinizing all kinds of disinformation beyond the elections.

Broadening the activities in this field with media organizations will lead to more voters being exposed to balanced and accurate information. The President of the HAICA, Nouri Lajmi, declared during the evaluation interview that “**journalists are very much in demand of trainings and tools to track disinformation as this will dominate the coming years.**”

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<sup>48</sup> European Union Electoral Observation mission, Tunisia 2019, final report, p. 6.



## 11. Annexes

### Annex 1: Evaluation terms of reference

#### I. INFORMATIONS GENERALES:

<b>Titre :</b>	Consultant(e) International(e) en charge de l'évaluation finale de projet
<b>Projet :</b>	Projet d'Assistance Electorale en Tunisie
<b>Type de contrat :</b>	Contrat Individuel (IC)
<b>Reportant à :</b>	Représentante Résidente Adjointe
<b>Durée de la mission :</b>	30 jours ouvrables
<b>Langue requise :</b>	Français et anglais

#### II. CONTEXTE :

En 2011, le gouvernement transitoire tunisien a formulé une requête d'assistance électorale auprès des Nations Unies qui a donné suite à un projet de Soutien au Processus Electoral en Tunisie. Pendant quatre ans, ce projet a permis de déployer une assistance technique aux autorités électorales, un appui aux organisations de la société civile en matière de sensibilisation électorale et à l'autonomisation politique des femmes. Le projet a travaillé selon l'approche du cycle électoral et a soutenu les élections de l'Assemblée Nationale Constituante (2011) ainsi que les premières élections législatives et présidentielles (2014). En juillet 2015 et sur la base de l'expérience passées, un deuxième projet d'assistance électorale en Tunisie (PAET) a été engagé selon l'approche du cycle électoral. Ce projet s'articule autour de deux résultats principalement :

- Produit 1 : Renforcement des capacités institutionnelles des autorités électorales sur le long terme
- Produit 2 : Amélioration des capacités des autorités électorales à conduire des scrutins crédibles

Le PNUD compte engager une évaluation finale du PAET afin de mesurer le chemin parcouru depuis le début de la mise en œuvre du projet, afin d'en tirer les leçons utiles et mieux définir les perspectives futures en matière d'assistance électorale.

### III. OBJECTIFS DE L'ÉVALUATION :

A la lumière du nouveau contexte institutionnel et du processus de transition démocratique en Tunisie, cette évaluation permettra d'évaluer la mise en œuvre du projet et d'apprécier sa portée, sa pertinence, son efficacité et sa durabilité. Sur la base de cette évaluation, des recommandations et de nouvelles orientations seront définies. Les propositions à faire prendre en compte : les acquis à consolider, les actions complémentaires à mener, les stratégies idoines ainsi que la structuration organisationnelle appropriée. Sur la base de cette évaluation, des recommandations et de nouvelles orientations permettant la conception d'un nouveau projet de coopération seront définies.

L'évaluation devra prendre en compte également le **genre** et évaluer si le projet aura eu un impact négatif, positif ou neutre tant au niveau de la mise en œuvre, des résultats que des effets, également sur les bénéficiaires finaux, et proposer des axes d'amélioration pour des projets futurs.

### IV. PORTEE DE LA MISSION :

L'évaluation finale de projet portera sur les trois volets suivants :

#### **1. Évaluation de la pertinence de l'assistance électorale en Tunisie:**

Le/La consultant(e) devra analyser les effets/produits couverts par le PAET ainsi que les principales interventions apportées pour soutenir les autorités électorales. L'accent sera mis sur l'évaluation de la pertinence et de l'efficacité des résultats obtenus ainsi que leur conformité aux priorités des partenaires du projet.

Dans ce cadre, le/la consultant(e) devra procéder à la revue de l'assistance aux autorités électorales durant les élections municipales de 2018 et les élections présidentielles et législatives de 2019, afin de mesurer le degré d'atteinte des résultats attendus et la contribution du projet dans l'organisation d'élections crédibles, libres et transparentes. Le/La consultant(e) devrait répondre aux questions suivantes :

- A quel point les résultats et l'assistance apportée par le projet ont été manifestes, logiques et proportionnés compte tenu du contexte, des ressources disponibles et des délais fixés ?
- Quel sont les axes d'assistance électorale où le projet a réalisé les résultats attendus ? Quels sont les axes qui nécessitent une nouvelle vision et stratégie d'assistance électorale ?
- Dans quels domaines le PAET n'a pas pu atteindre les résultats escomptés et pourquoi ?
- Quel est le niveau de coordination entre PAET et les autres fournisseurs internationaux d'assistance électorale en Tunisie ? Dans quelle mesure les actions menées par PAET ont-elles été complémentaires aux actions menées par les autres fournisseurs internationaux d'assistance électorale ? A quel point les actions ont-elles contribué à atteindre les objectifs voulus ?
- Quel a été le positionnement du PAET, en termes qualitatifs, et comment capitaliser sur ce positionnement ?

#### **2. Leçons apprises et approche stratégique pour le nouveau cycle électoral**

Suite à l'analyse des leçons apprises durant le cycle électoral 2015-2020, le/la consultant(e) identifiera les principaux axes/domaines d'assistance électorale qui nécessitent un soutien et un travail particulier de la part de la communauté internationale. Le/La consultant(e) devrait répondre aux questions suivantes :

- Quels sont les axes stratégiques du soutien aux autorités électorales durant le nouveau cycle électoral (2021-2025) en tenant compte des différents paramètres et contraintes à savoir le retour d'expérience des élections précédentes, la contrainte temporelle, la mobilisation des fonds, les attentes des partenaires nationaux et des autorités électorales, l'alignement avec le programme gouvernance du PNUD et les documents CPD et UNDAF du pays (en cours de conception pour le prochain cycle 2021-2025).
- Quels axes, approches ou activités, cohérentes avec le contexte, devraient être développés afin d'assurer l'inclusion de tous et avoir un impact genre positif dans un futur projet électoral ?

#### **3. Conformité aux principes d'évaluation du PNUD**

L'évaluation approfondira la réflexion autour des 7 critères de qualité et notamment sur les questions suivantes :

**Pertinence** : Ce critère porte à la fois sur les phases de conception et d'exécution du projet. Il évalue le degré de conformité de l'initiative de développement et de ses produits ou effets escomptés aux politiques et priorités nationales et locales et au

besoins des bénéficiaires visés. Ce critère englobe également la notion de réactivité, c'est-à-dire la capacité de riposte adéquate du PNUD aux priorités et aux besoins évolutifs et émergents en matière électorale. Un autre aspect important consiste à déterminer si les défis auxquels le projet était censé apporter des réponses étaient clairement définis, si ces objectifs étaient réalisables et si la relation entre les objectifs, les produits, les activités et les apports liés au projet était manifeste, logique et proportionnée compte tenu du contexte, des ressources disponibles et des délais fixés. Le/La consultant(e) répondra aux questions suivantes :

- Dans quelle mesure le projet est-il resté pertinent aux priorités nationales malgré l'évolution du contexte socio-politique et l'adaptation des activités ?
- Dans quelle mesure l'engagement du PNUD reflète-t-il les considérations stratégiques, y compris le rôle du PNUD dans un contexte de développement particulier et son avantage comparatif ?
- Dans quelle mesure la théorie du changement présentée dans le modèle de résultats offre-t-elle une vision pertinente et appropriée, susceptible de servir de base à d'autres initiatives ?
- - Dans quelle mesure le Genre a-t-il été pris en compte et intégré dès la conception en tenant compte des spécificités du pays ?

**Efficacité** : Il s'agit de mesurer le degré de réalisation des résultats escomptés (produits ou effets) de l'initiative ou l'importance des avancées enregistrées au titre de la réalisation des produits et des effets souhaités. Un autre aspect à prendre en compte au titre de ce critère est la mise en œuvre et la performance opérationnelle du projet, une attention spéciale devant être accordée aux apports des donateurs en termes de qualité, de quantité et de respect des délais impartis ainsi qu'à l'incidence de ces facteurs sur le calendrier d'exécution du plan de travail et sur les modalités de gestion globale du projet. Le/La consultant(e) répondra aux questions suivantes :

- Dans quelle mesure les résultats escomptés du projet ont-ils été réalisés ou des progrès ont-ils été accomplis en vue de la réalisation des effets souhaités ?
- Dans quelle mesure les résultats ont-ils contribué à l'équité de genre ?
- Comment les produits délivrés par le PNUD ont-ils impacté les effets et de quelle manière se sont-ils révélés efficaces ?

**Efficience** : Il s'agit de mesurer la manière dont les ressources ou les apports (tels que les fonds, les compétences et les délais impartis) sont convertis en résultats de façon rentable. Une initiative est efficiente lorsqu'elle utilise les ressources d'une manière appropriée et économiquement viable pour générer les produits souhaités. L'efficience est importante pour s'assurer que les ressources disponibles ont été utilisées à bon escient et mettre en évidence des usages plus efficaces de ces mêmes ressources. Certains aspects doivent être pris en considération à cet égard : (i) le rapport qualité-prix de certaines dépenses considérables envisagées selon une perspective comparative en tenant compte du contexte, des résultats escomptés et des options disponibles ; (ii) la qualité de la mise en œuvre et son exécution dans les délais impartis ainsi que la réactivité du projet compte tenu des objectifs, des produits, des activités et des risques ; (iii) le rôle de l'assistance internationale dans le processus électoral, notamment en termes de financement, de communication stratégique et de coordination générale.

Le/La consultant(e) répondra aux questions suivantes :

- Dans quelle mesure les produits du projet ont-ils résulté de l'utilisation rationnelle des ressources ? Dans quelle mesure les produits qualitatifs ont-ils été livrés dans les délais impartis ?
- Dans quelle mesure les modalités de partenariat ont-elles été propices à la réalisation des produits ? Dans quelle mesure les mécanismes de suivi et d'assurance ont-ils fourni aux gestionnaires un flux de données susceptibles de renseigner leur prise de décision de sorte qu'ils puissent ajuster la mise en œuvre en conséquence ?
- Comment le PNUD a-t-il promu l'égalité entre les genres, les droits de l'homme et le développement humain dans la réalisation des produits ?

**Durabilité** : Il s'agit d'analyser dans quelle mesure les avantages liés à l'initiative perdurent après l'arrêt de l'aide extérieure au développement. L'évaluation de la durabilité exige d'appréhender la présence de conditions sociales, économiques, politiques, institutionnelles et autres favorables et d'effectuer, sur la base de cette évaluation, des projections sur les capacités nationales à maintenir, gérer et garantir les résultats du développement à l'avenir.

Le/La consultant(e) répondra aux questions suivantes :

- Quelles sont les indications qui tendent à démontrer la durabilité des résultats obtenus, par exemple, grâce à

- développement des capacités nécessaires (en termes de systèmes, de structures, de personnel, etc.) ?
- Dans quelle mesure une stratégie de durabilité, notamment en matière de renforcement des capacités des principaux acteurs nationaux, a-t-elle été élaborée ou mise en œuvre ?
- Dans quelle mesure les cadres stratégiques et réglementaires en place sont-ils susceptibles d'assurer la continuité de avantages ?
- Dans quelle mesure les partenaires se sont-ils engagés à fournir un soutien continu ?
- Dans quelle mesure les mécanismes et politiques mis en place permettent-ils de pérenniser les résultats obtenus en matière d'égalité de genre, d'autonomisation des femmes, de droits fondamentaux et de développement humain ?

#### V. APPROCHE METHODOLOGIQUE:

Sur la base des [directrices du PNUD en matière d'évaluation](#) et en consultation avec le Bureau du PNUD en Tunisie, l'évaluation sera conduite à distance (compte tenu du contexte actuel de pandémie), de manière inclusive et participative, impliquant les principales parties prenantes dans l'analyse. Au cours de l'évaluation, le consultant est invité à appliquer les approches suivantes pour la collecte et l'analyse des données :

- Examen approfondi des documents pertinents, y compris le document de projet et plans de travail annuel, les différents rapports (bimensuel, trimestriel et annuel), les lois et règlements électoraux, les publications techniques et évidence produits au titre du projet.
- Des entretiens à distance avec les membres du conseil et les cadres de l'Instance Supérieure Indépendante pour les Élections (ISIE), la Haute Autorité Indépendante de la Communication Audiovisuelle (HAICA), le Tribunal Administratif, la Cour des Comptes, d'autres prestataires d'assistance électorale, des partenaires au développement/donateurs et le personnel de direction et de projet d'assistance électorale du PNUD ;
- Des entrevues à distance avec les représentants du gouvernement notamment le Ministère des Affaires Étrangères, les partenaires au développement et donateurs, et les autres fournisseurs de services électoraux.
- Tout autre entretien pertinent selon l'approche et la méthodologie choisies.

#### VI. RESULTATS & LIVRABLES ATTENDUS :

Les résultats attendus du/de la consultant(e) sont les suivants :

- Rapport initial sur la méthodologie d'évaluation, le plan de travail et la structure du rapport d'évaluation ;
- Un projet de rapport d'évaluation préliminaire et une présentation, à exposer lors de la réunion de débriefing ;
- Rapport final d'évaluation finale, y compris un résumé de 2-3 pages incluant les questions soulevées lors de la présentation du projet et la méthodologie.

#### VII. PROFIL DU/DE LA CONSULTANT(E) :

<b>Education:</b>	<ul style="list-style-type: none"> <li>Diplôme universitaire (Maîtrise ou Master) en administration publique, droit, développement international, discipline connexe.</li> </ul>
<b>Expérience Professionnelle :</b>	<p>Spécialiste en affaires électORALES :</p> <ul style="list-style-type: none"> <li>Au moins 10 ans d'expérience professionnelle dans des domaines liés à l'administration publique, l'assistance technique électorale et /ou à la gouvernance démocratique.</li> <li>Des expériences dans la coopération internationale au développement sont considérées comme des atouts.</li> <li>Une expérience d'au moins 5 ans en tant qu'expert électoral international.</li> </ul>
<b>Langues requises:</b>	<ul style="list-style-type: none"> <li>Excellente maîtrise du français et de l'anglais.</li> </ul>

#### VIII. ÉTHIQUES DE L'ÉVALUATION :

Cette évaluation sera menée conformément aux principes énoncés dans les [«Lignes directrices éthiques pour l'évaluation» de l'UNEG](#). Le consultant devra protéger les droits et la confidentialité des fournisseurs d'informations, des personnes interrogées

et des parties prenantes par le biais de mesures visant à assurer la conformité aux codes juridiques et autres codes pertinents régissant la collecte de données et la communication des données. Le/La consultant(e) devra également assurer la sécurité de informations collectées avant et après l'évaluation et les protocoles pour garantir l'anonymat et la confidentialité des sources d'information là où cela est prévu. Les informations et les données recueillies au cours du processus d'évaluation doivent également être utilisées uniquement pour l'évaluation et non à d'autres fins avec l'autorisation expresse du PNUD et de ses partenaires.

#### IX. MODALITES DE MISE EN ŒUVRE :

Le/La consultant(e) devra compléter sa mission pour une durée totale de 30 jours ouvrables, tout le travail sera effectué à distance, tous les livrables et les rapports seront envoyés et validés à distance.

Pour le bon déroulement de la mission, le consultant travaillera en étroite collaboration avec le Conseiller Technique Principal (CTP), de l'équipe du projet et du programme gouvernance, du Responsable M&E du PNUD Tunisie, sous la supervision générale de la Représentante Résidente Adjointe qui fournira des orientations stratégiques à l'achèvement satisfaisant des livrables. Le CTP et l'équipe de projet aideront à relier le consultant aux partenaires de développement, aux bénéficiaires et aux principales parties prenantes. Le (la) responsable M&E assurera l'assurance qualité et orientera le consultant pour le respect des normes du PNUD.

Conformément aux nouvelles réglementations du PNUD, un panel conjoint sera sollicité pour la validation des livrables.

#### X. PLANNING DE PAIEMENT ET DES LIVRABLES :

Livrables	Echéancier	% Paiement
1. Rapport initial sur la méthodologie d'évaluation, le plan de travail et la structure du rapport d'évaluation	10 jours de travail à distance	100% à la finalisation et à la validation de la mission
2. Un projet de rapport d'évaluation préliminaire et une présentation, à exposer lors de la réunion de débriefing.	15 jours de travail à distance	
3. Rapport final, y compris un résumé de 2-3 pages de l'évaluation incluant les questions soulevées lors de la présentation du projet et (ii) un diagnostic et une liste des recommandations pertinentes pour un prochain projet.	5 jours de travail à distance	

#### XI. SOUMISSION DES DOCUMENTS & EVALUATION DES OFFRES

Les candidats doivent soumettre les documents suivants :

- Une proposition courte de méthodologie de travail (pas plus que trois pages)
- Une proposition financière indiquant le montant global à percevoir exprimé en H/J
- CV ou P11 mentionnant deux (2) références.

##### Évaluation des offres (soumissions) financières :

- Toute offre n'ayant pas obtenu la note technique minimale requise (70 points) ne sera pas retenue pour l'évaluation financière.
- À l'offre financière la moins onéreuse (parmi les offres retenues) est attribuée la note maximale de 100 points ;
- La note financière d'une offre n est calculée comme suit :

$$NF_n = (OF_{mo} / OF_n) * 100$$

NFn = note financière de l'offre n (sur 100 points) ;

OFmo = montant de l'offre la moins onéreuse ;

OFn = montant de l'offre n.

**Sélection de la meilleure offre :**

- La note globale d'une offre n est calculée comme suit :

$$NGn = \frac{70\% * NTn}{100} + \frac{30\% * NFn}{100}$$

NGn = note globale de l'offre n ;

NTn = note technique de l'offre n (70 points ≤ NTn ≤ 100 points) ;

NFn = note financière de l'offre n.

- L'offre n retenue sera celle qui aura obtenu la meilleure note globale NGn.

**Attribution de la note technique :**

Critères	Poids	Point maxi
<b><u>Techniques</u></b>	100%	100
Pré requis : Diplôme universitaire (Maitrise ou Master) en administration publique, droit, développement international, discipline connexe.		
<b><u>Critère A :</u></b> Expérience générale d'au moins 10 ans dans les domaines liés à l'administration publique, à l'assistance technique électorale et / ou à la gouvernance démocratique. <ul style="list-style-type: none"> <li>DE 10 ans à 13 ans .....10 points</li> <li>De 14 ans à 17 ans.....18 points</li> <li>Plus que 18 ans.....25 points</li> </ul>	25%	25
<b><u>Critère B : Méthodologie de travail</u></b> Qualitatif (L'évaluation du comité sera basée sur la qualité de la méthodologie en tenant compte de la présentation, l'approche et la stratégie ainsi que la faisabilité de la mise en œuvre). <ul style="list-style-type: none"> <li>Les aspects importants de la tâche à accomplir ont-ils été traités de manière suffisamment détaillée ?..... 15 points</li> <li>Le contenu de la tâche à accomplir est-il bien défini et correspond-il aux TDRs ?..... 15 points</li> <li>La présentation est-elle claire et le déroulement des activités et la planification sont-ils logiques, réalistes et garantissent-ils une réalisation efficace du projet ?..... 15 points</li> </ul>	45%	45
<b><u>Critère A : Expérience d'au moins 5 ans en tant que expert électoral international</u></b> <ul style="list-style-type: none"> <li>De 5 ans à 8 ans .....15 points</li> <li>De 9 ans à 13 ans.....22 points</li> </ul>	30%	30

• Plus que 14 ans.....30 points		
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VI. SIGNATURES – CERTIFICATION DES TERMES DE REFERENCE :	
Supervisor :	
Name :	Rccardo Barranca, Conseiller Technique Principal du Projet
Signature:	
Date:	23 Avril 2020
Supervisor :	
Name :	Oumama Ennaifer, Team Leader
Signature:	
Date:	23 Avril 2020
Chief de Division/Section :	
Name :	Alissar Chaker, Représentante Résidente Adjointe
Signature:	
Date:	23 Avril 2020

## Annex 2: Evaluation Inception Report

### INCEPTION REPORT FOR THE EVALUATION OF THE UNITED NATIONS DEVELOPMENT PROGRAMME TECHNICAL ASSISTANCE ELECTION PROJECT (TEAP) IN TUNISIA

Evaluation methodology, work plan, tentative structure and timeline of the evaluation report

FINAL INCEPTION REPORT - July 18, 2020<sup>49</sup>

*This inception report has been produced for the UNDP in Tunisia. It was drafted by Geoffrey Weichselbaum, international evaluator in charge of the final evaluation of the UNDP TEAP 2015- 2020 project.*

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<sup>49</sup> This final Inception Report includes remarks by Faiza Elleuch (UNDP Tunisia Reporting and Monitoring and Evaluation Expert) and Riccardo Barranca (TEAP Chief Technical Advisor) made to the 11 July version of this Inception Report.



## **INTRODUCTION**

### **Inception report purpose**

The purpose of this inception report is to present key criteria related to the UNDP TEAP evaluation process and final evaluation report drafting.

This inception report outlines:

- The evaluation methodology,
- The evaluation work plan and timeline,
- A tentative structure of the final evaluation report.

This inception report, which is in line with the UNDP evaluation Terms of Reference (ToRs), will serve as the reference document for the evaluation. It is drafted in English at the request of the UNDP. Unless specified otherwise, the final report will also be drafted in English language.

### **Evaluation objective**

As outlined in the mission ToRs, “this evaluation will assess the implementation of the project and assess its scope, relevance, *efficiency* <sup>50</sup>, effectiveness and sustainability. Based on this evaluation, recommendations and new directions will be defined (*by the UNDP*<sup>51</sup>). The proposals to be made will take into account, the achievements to be consolidated, the additional actions to be carried out, the appropriate strategies as well as the appropriate organizational structure. On the basis of this evaluation, recommendations and new directions in the form of a new cooperation project will be defined (*by the UNDP*).

The evaluation will also take gender into account and assess whether the project had a negative, positive or neutral impact in terms of implementation, results and effects, and on the final beneficiaries, and propose lines of improvement for future projects.”

It was confirmed during the inception discussion held on 17 June with the UNDP<sup>52</sup> that the evaluation objectives had not changed after the ToRs publication.

### **Evaluator**

Geoffrey Weichselbaum has the overall responsibility to conduct this evaluation. He is responsible for the evaluation planning, conduct and production of deliverables. He will coordinate regularly with the UNDP on the evaluation design and implementation. He will determine the information requirements, design data collection instruments, collect data, lead data analysis, draft the inception and final evaluation reports and ensure the quality of contents.

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<sup>50</sup> Efficiency is added here by the evaluator to be in line with the UNDP ToRs.

<sup>51</sup> Added by the evaluator.

<sup>52</sup> Inception discussion held on 17 June 2020 with the following UNDP representatives: Alissar Chaker - UNDP Tunisia Deputy Resident Representative, Faiza Elleuch UNDP Tunisia Reporting and Monitoring and Evaluation Expert, Riccardo Barranca - TEAP Chief Technical Advisor, Baha Bakri - TEAP Senior Legal Expert and Ghassen Selmi, TEAP ICT Expert and Project Manager.

## **1. EVALUATION METHODOLOGY**

### **1. Evaluation Design: Data Collection**

The evaluation will use qualitative data collection and analysis methods. Qualitative methodologies will facilitate the acquisition of rich detail from key stakeholders and partners about lessons learned from the TEAP and recommendations that can inform a future UNDP technical electoral assistance project.

Data sources will include:

- Document Review <sup>53</sup>
- Semi-structured Key Informant Interviews (KIIs): individual and group interviews. (See relevant section below that presents KII categories and questions grid).

#### **- Document Review**

Desk review of key TEAP documents, including:

- UNDP reference documents for Tunisia
- Project documents, including Results and Resource Framework
- Quarterly and Annual reports, other reports
- Financial reports
- Financing agreements with funding partners
- Work Plans

#### **- Sampling Design: Key Stakeholders' Categories for KIIs**

The sampling design was determined in collaboration with the UNDP in early July.

The data collection will take place with stakeholders being mainly based in Tunis, with the exception of some UN staff in Brussels, New York or who may have moved to new mission locations.

While this sampling approach may not result in a fully representative sample of TEAP project stakeholders, it will allow for the collection of rich data for the completion of the evaluation.

Stakeholders for KIIs are grouped into five categories:

- 1) UN system stakeholders
  - UNDP Country Office Tunisia
  - UNDP TEAP PMU
  - UNDP Regional Electoral project
  - UN DPPA (EAD)

This category of KIIs represents UN stakeholders which are directly in charge of implementing the project and support its implementation at national, regional and global levels.

- 2) TEAP direct beneficiaries:
  - ISIE

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<sup>53</sup> See Annex 1 for details of the initial project information shared by the UNDP TEAP PMU.

- HAICA
- Administrative Tribunal
- Court of Auditors
- Ministry of Foreign affairs
- The Parliament (Assembly of the Representatives of the People)

This category of KIIs represents the TEAP project beneficiaries. At this stage of evaluation planning, nine individuals from these institutions have been identified. Yet, the evaluator may identify during the interviews in consultation with the KIIs more individuals from some of the institutions under consideration.

3) TEAP funding partners:

- EU Delegation
- Swiss International Cooperation Division
- Italian Cooperation Section
- German Embassy

As funding partners, this category of KIIs represents key stakeholders of the project implementation. They have been part of the project steering committee, are regularly kept abreast of project implementation progress and therefore have an in-depth knowledge of the project.

4) International providers of assistance and election observation:

- IFES
- International IDEA
- The Carter Center
- The National Democratic Institute
- The EU 2018 and 2019 Election Observation Mission in Tunisia

This category of KIIs has been involved in the electoral process through direct work with some electoral stakeholders and will be sources of information, in particular (but not limited to) on questions of project relevance, efficiency and sustainability.

5) Other national organisations:

- Mourakiboun
- Ligue des Electrice tunisiennes (LET)

This category of KIIs has been involved in observing elections, electoral stakeholders and are a source of information on the quality of the electoral process as well as some cross cutting issues such as questions related to gender and inclusion.

### Grid of Key Stakeholders' Categories and KIIs

The draft list of individual stakeholders has been prepared together between the UNDP TEAP PMU and the evaluator. Depending on availability of respondents and need to collect all necessary data, adjustments in the interviewees' list may be made during the data collection phase. Some KIIs may be interviewed more than once. The following grid also includes tentative categories of questions to be asked to KIIs. Depending on each KIIs, relevant sub-questions to lead questions will be asked.

Categories of Stakeholders	Institution	Name and title	Contact details	Possible evaluation questions	
1 - UN system	UNDP TEAP	Riccardo Barranca, Chief Technical Advisor - Elections	<a href="mailto:riccardo.barranca@undp.org">riccardo.barranca@undp.org</a>	All (Q 1 - Q 6)	
		Baha Bakri, Senior Legal Expert	<a href="mailto:baha.bakri@undp.org">baha.bakri@undp.org</a>	All (Q 1 - Q 6)	
		Ghassen Selmi, ICT Expert and Project Manager	<a href="mailto:ghassen.selmi@undp.org">ghassen.selmi@undp.org</a>	All (Q 1 - Q 6)	
		Lotfi Biel, National Legal Expert	<a href="mailto:lotfi.biel@undp.org">lotfi.biel@undp.org</a>	All (Q 1 - Q 6)	
	UNDP CO Tunisia	Steve Utterwulge, Resident Representative	<a href="mailto:steve.utterwulge@undp.org">steve.utterwulge@undp.org</a>	All (Q 1 - Q 6)	
		Alissar Chaker, Représentante Résidente Adjointe	<a href="mailto:alissar.chaker@undp.org">alissar.chaker@undp.org</a>	All (Q 1 - Q 6)	
		Oumama Ennaifer, Team Leader, Portefeuille Gouvernance Démocratique	<a href="mailto:oumama.ennaifer@undp.org">oumama.ennaifer@undp.org</a>	All (Q 1 - Q 6)	
		Youssef Landolsi, Chargé des opérations		All (Q 1 - Q 6)	
	UNDP Regional Electoral Office	Faiza Elleuch, Experte Reporting/Suivi et Evaluation	<a href="mailto:faiza.elleuch@undp.org">faiza.elleuch@undp.org</a>	All (Q 1 - Q 6)	
		Luis Martinez-Betanzos, Programme Electoral Advisor, Bureau for Policy and Programme Support, UNDP Representation Office in Brussels	<a href="mailto:luis.martinez-betanzos@undp.org">luis.martinez-betanzos@undp.org</a>	All (Q 1 - Q 6)	
	UN	Najia Hashemee, Regional Electoral Policy Specialist	<a href="mailto:najia.hashemee@undp.org">najia.hashemee@undp.org</a>	All (Q 1 - Q 6)	
		Zoran Trajkovski, DPPA EAD Tunisia Desk	<a href="mailto:trajkovski@un.org">trajkovski@un.org</a>	All (Q 1 - Q 6)	
	2 - TEAP direct beneficiaries (provisional list that may be adapted during the evaluation process)	ISIE	Diego Zorrilla, former Tunisia RC and RR	<a href="mailto:diego.zorrilla@one.un.org">diego.zorrilla@one.un.org</a>	All (Q 1 - Q 6)
			Nabil Baffoun, ISIE President	<a href="mailto:nabil.baffoun@isie.tn">nabil.baffoun@isie.tn</a>	All (Q 1 - Q 6)
Hasna Ben Sliman, membre de l'ISIE			<a href="mailto:hasna.benslimane@isie.tn/gmail.com">hasna.benslimane@isie.tn/gmail.com</a>	All (Q 1 - Q 6)	
Omar Boussetta, ISIE Executive Director			<a href="mailto:omar.boussetta@isie.tn">omar.boussetta@isie.tn</a>	All (Q 1 - Q 6)	
HAICA		Nouri Lajmi, HAICA President	<a href="mailto:nouri_lajmi@haica.tn">nouri_lajmi@haica.tn</a>	All (Q 1 - Q 6)	
		Abdessalem Mehdi Grissia, Premier Président	<a href="mailto:abdessalemmehti.grissia@ta.gov.tn">abdessalemmehti.grissia@ta.gov.tn</a>	All (Q 1 - Q 6)	
Court of Auditors		Fadhila Gargouri, Présidente de chambre	<a href="mailto:Fadhila.Gargouri@courdescomptes.nat.tn">Fadhila.Gargouri@courdescomptes.nat.tn</a>	All (Q 1 - Q 6)	
		Ministry of Foreign Affairs	Wisssem Moatemri, Deputy Director for Partnerships for Sustainable Development DG Multilateral Cooperation & Global Issues	<a href="mailto:wisssem.moatemri@gmail.com">wisssem.moatemri@gmail.com</a>	Q 1, Q 5, Q 6
People's assembly (ARP)		Neji Jmal, Assistant Rapporteur, Commission on Internal Regulations, Immunity, Parliamentary and Electoral Laws (in his capacity as the only MP in the Bureau of the commission who served in earlier Parliamentary rounds (2011-2014), (2014-2019) and (2019-	<a href="mailto:neji.jmal@gmail.com">neji.jmal@gmail.com</a>	Q 1, Q 5, Q 6	
		Switzerland	Willi Graf, Division Coopération Internationale : Ambassade de Suisse en Tunisie, Directeur de Coopération,	<a href="mailto:willi.graf@eda.admin.ch">willi.graf@eda.admin.ch</a>	All (Q 1 - Q 6)
3 - TEAP funding partners		EU	Nosra Ayari, Division Coopération Internationale : Ambassade de Suisse en Tunisie, Chargée de programme	<a href="mailto:nosra.ayari@eda.admin.ch">nosra.ayari@eda.admin.ch</a>	All (Q 1 - Q 6)
			Sophie Vanhaeverbeke, Délégation de l'Union européenne en Tunisie, Chef de la Coopération	<a href="mailto:Sophie.VANHAEVERBEKE@eeas.europa.eu">Sophie.VANHAEVERBEKE@eeas.europa.eu</a>	All (Q 1 - Q 6)
		Italy	Bruno Montariol, Délégation de l'Union européenne en Tunisie, Attaché de Coopération Médias, Culture, Elections et transition démocratique	<a href="mailto:Bruno.MONTARIOLE@eeas.europa.eu">Bruno.MONTARIOLE@eeas.europa.eu</a>	All (Q 1 - Q 6)
		Germany	Angela Zanca, Ambassade d'Italie, Première Secrétaire	<a href="mailto:angela.zanca@esteri.it">angela.zanca@esteri.it</a>	All (Q 1 - Q 6)
	Laura Burani, Agence italienne de Coopération, chargée de Programme		<a href="mailto:laura.burani@aics.gov.it">laura.burani@aics.gov.it</a>	All (Q 1 - Q 6)	
		Axel Biallas, former First Secretary Embassy of Germany in Tunis (support to the 2018 municipal elections)	<a href="mailto:pol-3@tuni.auswaertiges-amt.de">pol-3@tuni.auswaertiges-amt.de</a>	All (Q 1 - Q 6)	
	4 - International providers of assistance and election observation	IFES	Nicolas Kaczorowski, Country Director, Tunisia	<a href="mailto:nkaczorowski@ifes.org">nkaczorowski@ifes.org</a>	Q 1, Q 3, Q 5, Q 6
			International IDEA	Sherif Alaa, Programme manager, Tunis office	<a href="mailto:S.Alaa@idea.int">S.Alaa@idea.int</a>
			Emna Zgonda, Programme officer, Tunis office	<a href="mailto:E.Zghonda@idea.int">E.Zghonda@idea.int</a>	Q 1, Q 3, Q 5, Q 6
		NDI	Nicholas Collins, Resident Senior Program Manager	<a href="mailto:ncollins@ndi.org">ncollins@ndi.org</a>	Q 1, Q 3, Q 5, Q 6
The Carter Center			Fidah Nasrallah, Director	<a href="mailto:fida.nasrallah@cartercenter.org">fida.nasrallah@cartercenter.org</a>	Q 1, Q 3, Q 5, Q 6
The EUEOM		Gilles Saphy, former 2018 Deputy Chief Observer	<a href="mailto:gillesaphy@yahoo.fr">gillesaphy@yahoo.fr</a>	Q 1, Q 3, Q 5, Q 6	
		Marie-Violette César, former 2019 Deputy Chief Observer and UNDP TEAP 2015 NAM Expert	<a href="mailto:mvcesar@hotmail.com">mvcesar@hotmail.com</a>	Q 1, Q 3, Q 5, Q 6	
5 - Other national organisations (provisional list that may be adapted during the evaluation process)		Mourakiboun	Raja Halouani, Secrétaire générale	<a href="mailto:raja.halouani@yahoo.fr">raja.halouani@yahoo.fr</a>	Q 1, Partly Q 3, Q 5 & Q 6
		Ligue des électriciens tunisiennes	Aicha Ben Hsan, Viceprésident - Juge Cour de comptes	98673646	Q 1, Partly Q 3, Q 5 & Q 6
Total KIIs (provisional):		36			

## 2. Qualitative Data Analysis

The evaluator will use semi-structured interviews for data collection. The interview questions will be structured to facilitate comparison of answers across the different categories of respondents, while also ensuring that interviews capture the unique insights and perspectives of different respondent groups.

The evaluator will prepare detailed notes for each interview (notes will be taken in the source language of the interviews, in this case mostly in French language), using a standard reporting format.

Common themes among interviews by evaluation question will be identified. Preliminary data analysis will begin during the interviews' phase to ensure that the evaluator is capturing the information necessary to address the main evaluation questions. The interview notes will form the basis for data analysis. As long as they are not publicly accessible, information sources will be anonymised: the statements must not be traceable to individual interview partners or confidential documents.

The analysis methods will be composed of content analysis, comparison and data integration. This method of data "triangulation" will increase the reliability and validity of the findings, conclusions and recommendations.

- Gender and vulnerable groups: the evaluation will pay particular attention to these questions and how the TEAP project document and results promoted inclusion of women and other vulnerable and under represented groups (youth, disabled) in the electoral process. This thematic is reflected in the sub questions under most evaluation criteria of this evaluation.

- Electoral cycle approach: The evaluator will assess the support to the electoral process in Tunisia taking into consideration the electoral cycle approach. Indeed, "elections are composed of a number of integrated building blocks, with different stakeholders interacting and influencing each other. Electoral components and stakeholders do not stand-alone. They are interdependent, and therefore the breakdown of one aspect (for example the collapse of a particular system of voter registration) can negatively impact on every other, including human and financial resources, the availability of supplies, costs, transport, training and security, and thus on the credibility of the election itself."<sup>54</sup>

### **3. Utilization and Dissemination**

The primary audience for the evaluation is the UNDP. The evaluation is meant to cap the implementation of the TEAP and support UNDP in planning for future programming in Tunisia. The evaluation will focus on how key stakeholders and partners perceive and value TEAP, and offer recommendations for refining and improving UNDP electoral projects for the future.

The UNDP will determine the appropriate dissemination and use of the evaluation report internally and amongst its partners and stakeholders in Tunisia and beyond.

### **4. Methodological Limitations and Mitigations**

As with any evaluation, there are biases and potential limitations that need to be addressed.

- Distance evaluation is an opportunity as it enables the evaluation to be implemented in the context of the Covid19 related uncertainties. It also provides for more flexibility as interviewees can be absent during an on site field visit. Yet, informants may feel they can suggest a date in a distant future, because there is no longer the pressure of the evaluator being in country for a few days only. The result may be that the data collection is delayed. Mitigation: the evaluator will contact the informant well in advance and, in case

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<sup>54</sup> ACE Project, The electoral Knowledge Network: <https://aceproject.org/ace-en/focus/focus-on-effective-electoral-assistance/the-electoral-cycle-approach>

interview dates are difficult to set, will highlight the need for the UNDP to complete the evaluation before September 2020.

- Establishing a climate of trust during interviews to collect essential data and therefore feed into relevant conclusions can be a challenge. *Mitigation:* the evaluator will use its context knowledge and prior knowledge of main beneficiaries to build trust and jump start interviews.

- Easy access to a reliable Internet network in Tunisia will guarantee quality communications via available existing softwares (such as WhatsApp, Skype, Zoom). *Mitigation:* If necessary, telephone calls will also be considered.

- Bias in the form of interviewees' choice can mean that only respondents with positive experiences participate in the evaluation. Also, the availability of desired participants may vary, which means that some gaps in data may bias the analysis. *Mitigation:* Good knowledge of the democracy support sector in Tunisia by the evaluator and diverse respondents will mitigate that risk. In addition, the evaluation will include interviews with non-program sources, such as with national associations working on elections and knowledgeable expert not directly affiliated with the project.

- Measurement of effects: given the purpose and nature of the evaluation, it may not be possible to determine with certainty whether reported changes / improvements can be specifically and directly attributed to the UNDP TEAP. The project effects can only be measured in nominal terms, considering that there were other players supporting similar programming during UNDP TEAP. *Mitigation:* The use of data triangulation will be used to mitigate that limitation. By combining information found in documents, interviews from multiple sources, any one piece of biased data will not skew the analysis.

## **5. Evaluation Questions**

The following structure offers a reordering and further clarification of the questions of the Terms of Reference<sup>55</sup>. For the sake of clarity and given the evident time constraint of interviewees', lead questions will be asked first to respondents with possible follow-up sub-questions that will inform the data related to the lead question.

The evaluation questions will be structured under two titles.

### **1. Conformity with UNDP evaluation principles**

**Relevance:** This criterion relates to both the design and execution phases of the project. It assesses the degree of compliance of the development initiative and its expected products or effects with national and local policies and priorities and with the needs of the intended beneficiaries. This criterion also encompasses the concept of responsiveness, that is, the ability to respond adequately to evolving and emerging electoral needs and priorities. Another important aspect is to determine if the challenges the project aimed to address were clearly defined, if these objectives were achievable and if the relationship between the objectives, products, activities and contributions linked to the project was manifest, logical, and proportionate given the context, the resources available and the deadlines set.

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<sup>55</sup> These elements were discussed during two distance conversations with Riccardo Barranca (TEAP Chief Technical Advisor) on 2 July 2020 and with Faiza Elleuch (UNDP Tunisia reporting, Monitoring and evaluation expert), Riccardo Barranca and Ghassen Selmi (TEAP ICT Expert and Project Manager) on 6 July 2020.

The evaluator will answer the following lead question:

1. How relevant was the project for meeting stakeholders' needs and expectations ?

The questions that will inform the lead question are:

- 1.1. To what extent has the project remained relevant to national priorities despite the evolution of the socio-political context and the adaptation of activities?
- 1.2. To what extent does UNDP engagement reflects strategic considerations, including the role of the UNDP in that particular development context and its comparative advantage?
- 1.3. To what extent does the theory of change presented in the results model offer a relevant and appropriate vision, which can serve as a basis for other initiatives?
- 1.4. To what extent has gender been taken into account and integrated from the conception taking into account the specificities of the country?

**Effectiveness:** measuring the degree of achievement of the expected results (products or effects) of the initiative or the importance of the progress made in achieving the desired products and effects. Another aspect to be taken into account under this criterion is the implementation and operational performance of the project, special attention must be paid to donor contributions in terms of quality, quantity and respect of the deadlines set as well as the impact of these factors on the work plan implementation schedule and on the overall management of the project. The evaluator will answer the following questions:

The evaluator will answer the following lead question:

2. To what extent have the expected results of the project been achieved or has progress been made towards achieving the desired effects?

The questions that will inform the lead question are:

- 2.1. How did the products delivered by UNDP impacted the effects and how where they effective?
- 2.2. To what extent have the results contributed to gender equity?

**As part of the evaluation of the relevance and effectiveness:** the evaluator will analyze the effects / products as well as the main interventions made to support the electoral authorities with an emphasis on results obtained as well as their conformity with the priorities of the electoral authorities during the municipal elections of 2018 and the presidential and legislative elections of 2019 to measure the degree of achievement of the expected results and the project's contribution to the organization of credible, free and transparent elections.

The evaluator will answer the following lead question:

3. How manifest, logical and proportionate were the results and the assistance provided by the project, given the context, the resources available and the deadlines set? In what areas has the project been unable to achieve the expected results and why?

The questions that will inform the lead question are:

- 3.1. What are the areas of electoral assistance where the project has achieved the expected results? What are the areas that require a new vision and strategy for electoral assistance? In qualitative terms, how was the project positioned and how to capitalize on this positioning?
- 3.2. What is the level of coordination with the other international providers of electoral assistance in Tunisia? To what extent have the actions carried out been complementary to the actions carried out by the other international providers of electoral assistance? To what extent actions contributed to achieving the desired objectives?

**Efficiency:** It is about measuring how resources or inputs (such as funds, skills and timeframes) are translated into results in a cost-effective manner. An initiative is efficient when it uses resources appropriately and economically viable to generate the desired products. Efficiency is important to ensure that the available resources have been used wisely and to demonstrate more efficient uses of these same resources. Certain aspects must be taken into account in this regard: (i) the price-performance ratio of certain considerable expenses considered from a comparative perspective, taking into account the context, the expected results and the options available; (ii) the quality of the implementation and its execution on time and the responsiveness of the project taking into account the objectives, products, activities and risks; (iii) the role of international assistance in the electoral process, in particular in terms of funding, strategic communication and general coordination.

The evaluator will answer the following lead question:

4. To what extent have the project products resulted from the rational use of resources?

The questions that will inform the lead question are:

- 4.1. To what extent have qualitative products been delivered on time?
- 4.2. To what extent have the partnership arrangements been conducive to achieving the products? To what extent have monitoring and assurance mechanisms provided managers with a data flow that can inform their decision making so that they can adjust implementation accordingly?

**Methodological note on efficiency:** carrying out a complete cost-benefit analysis such as a financial audit in the time and resources allocated cannot be envisaged by this evaluation. The evaluator will evaluate the efficiency of the project through the level of implementation of how the TEAP project aimed to achieve rational use of resources (question 4.). The examination of complementarity and / or overlap in the international electoral offer in support of beneficiaries, partnership arrangements, monitoring and assurance mechanisms (question 4.2.), and the timing of the project outputs (question 4.1.) will also inform question 4.<sup>56</sup>

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<sup>56</sup> The gender question in the efficiency section present in the initial ToRs was removed after discussion with Faiza Elleuch on 6 July 2020.



**Sustainability:** The aim is to analyse to what extent the benefits linked to the initiative continue after the end of external development aid. The evaluation of sustainability requires understanding the presence of favourable social, economic, political, institutional and other conditions and to make, on the basis of this evaluation, projections on the national capacities to maintain, manage and guarantee the results. development in the future.

The evaluator will answer the following lead question:

4. What are the indications that tend to demonstrate the sustainability of the obtained results?

The questions that will inform the lead question are:

- 4.1. What are the indications that tend to demonstrate the sustainability of the obtained results, for example, through the development of the necessary capacities (in terms of systems, structures, personnel, etc.)?
- 4.2. To what extent has a sustainability strategy, particularly in terms of capacity building of the main national actors, been elaborated or implemented?
- 4.3. To what extent are the strategic and regulatory frameworks in place likely to ensure continuity of benefits?
- 4.4. How committed were the partners (*ie. the beneficiaries*) to providing continuous support?
- 4.5. To what extent mechanisms and policies in place have allowed results to be sustainable in terms of gender equality, women's empowerment, fundamental rights and human development?

## **2. Lessons learned and strategic approach for the new electoral cycle**

Following the analysis of lessons learned during the 2015-2020 electoral cycle, the evaluator will identify the main areas / areas of electoral assistance that require support and special work from the international community.

Based on the draft UNDP TEAP II project document "establishing a new electoral assistance project in line with the upcoming electoral cycle, to be implemented between 2021-2025", and the lessons to be learned from the evaluation (based on title 1. above), the evaluator will answer the following questions:

5. Are the axes, approaches or activities, in the draft UNDP TEAP II project document consistent with the context, to ensure the inclusion of all and therefore to have a positive gender impact in a future electoral project?
- 5.1. Are the strategic axes of support for electoral authorities during the new electoral cycle (2021-2025) foreseen in the draft project document for a new electoral assistance project relevant, taking into account the various parameters and constraints, namely experience from previous elections, time constraints, mobilization of funds, expectations of national partners and electoral authorities, alignment with the UNDP governance program and the country's CPD and UNDAF documents (being designed for the next cycle 2021-2025).

## **2. WORK PLAN AND TIMELINE**

The evaluation has five phases, which are described, in this section. It includes a detailed evaluation project timeline. The work plan takes into consideration UNDP time constrain of having the draft evaluation report during the second half of August 2020 in order to feed into the new Electoral assistance project process making for the 2021-2025 period.

### **1. Document review, planning and inception report**

The international evaluator began documents review at the end of June. He consulted with UNDP country office and TEAP team members to plan for the evaluation and present the draft inception report on 11 July 2020<sup>57</sup>.

### **2. Data collection**

During that phase, the evaluator will interview the five categories of evaluation stakeholders. A tentative list is presented under “Sampling design: key stakeholders for KIIs” above. It is possible that more people may be interviewed.

### **3. Data analysis**

That phase will start alongside the data collection, in order to identify main issues, clarify any possible data gaps, identify new KIIs to interview, identify potential recommendations before draft final report writing and submission.

### **4. Draft final report writing and submission**

Report writing will begin at the end of the data collection phase. The draft final report will be submitted to the UNDP during the week of 17 August 2020.

### **5. Presentation of the evaluation report to UNDP team**

A presentation of the draft evaluation report during a debriefing meeting with UNDP staff will take place to discuss the final report findings, conclusions and recommendations. This meeting should ideally take place within a week or two of the draft evaluation report submission.

### **6. Final report submission**

It is possible that the comments raised during the presentation and discussion of the draft final report necessitate holding few final interviews with stakeholder(s). After that, the final report will then integrate possible changes and it will be submitted.

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<sup>57</sup> Meetings were held on 17 June, 2 and 6 July.

### **3. TENTATIVE STRUCTURE OF THE FINAL EVALUATION REPORT**

- 1) Title and opening page
- 2) Table of contents
- 3) List of acronyms and abbreviations
- 4) Executive summary
- 5) Introduction
- 6) Background
- 7) Evaluation methodology
- 8) Objectives, Activities and Planned Results of the TEAP
- 9) Evaluation findings
  1. Relevance
  2. Effectiveness
    - Relevance and effectiveness: special emphasis on 2018 and 2019 elections.
  3. Efficiency
  4. Sustainability
- 10) Conclusions and Recommendations
- 11) Specific conclusions and recommendations regarding the approach for the 2021-2025 electoral cycle
- 12) Annexes

#### **4. LISTE DES PRINCIPAUX DOCUMENTS MIS A LA DISPOSITION DU CONSULTANT**

##### **A – Documentation de base du PNUD-Tunisie**

- Plan cadre du système des Nations Unies d'aide au développement (UNDAF) 2015-2019
- Document de programme pays (CPD)
- Plan d'action du programme de pays (CPAP)

##### **B – Documents clés du projet d'assistance électorale en Tunisie (PAET)**

###### Documents et structure de projet

- Document de projet signés, version française
- Document de projet, version anglaise
- Procès-verbal LPAC et liste de présence PAET
- Procès-verbaux des (6) réunions du comité directeur
- Extension du projet 2019

###### Plans de travail annuel (PTA)

- Plan de travail signé 2016
- Plan de travail signé 2017
- Plan de travail signé 2018
- Plan de travail signé 2019 (version1 et version2)
- Plan de travail signé 2020 (version 1 et version2)

###### Accords de financement avec les donateurs

- Accords avec la Suisse : 3
- Accord avec l'EU
- Accord avec l'Allemagne
- Accord avec l'Italie : 2

###### Rapports trimestriels et annuels

- Rapports annuels : 2015, 2016, 2017, 2018, 2019 et 2020
- Rapports de progrès (trimestriel) : Q3 2015, Q1-Q2-Q3 2016, Q1-Q2-Q3 2017- Q1-Q2-Q3 2018, Q1-Q2-Q3 2019, Q1 2020

###### Liste du personnel et des consultants

- Liste du personnel
- Liste des consultants principaux
- TDR des postes clés

###### Liste des équipements

- Inventaire 2020

Rapports financiers certifiés

- Combined Delivery Report (CDR) 2015
- Combined Delivery Report (CDR) 2016
- Combined Delivery Report (CDR) 2017
- Combined Delivery Report (CDR) 2018
- Combined Delivery Report (CDR) 2019

### Annex 3: List of individual stakeholders interviewed

Categories of Stakeholders	Institution	Name and title	Interview dates
1 - UN system	UNDP TEAP		
		Riccardo Barranca, Chief Technical Advisor - Elections	17 June, 2 & 6 & 13 July, 13 August 2020
		Baha Bakri, Senior Legal Expert	17 June, 13 July, 21 August 2020
		Ghassen Selmi, ICT Expert and Project Manager	17 June, 6 & 14 July, 19 & 27 August 2020
		Lotfi Blel, National Legal Expert	14 July 2020
		Islem Omrani, Training and Capacity Building Specialist	27 August 2020
	UNDP CO TUN		
		Steve Utterwulge, Resident Representative	21 July 2020
		Alissar Chaker, Représentante Résidente Adjointe	17 June, 19 August 2020
		Faiza Elleuch, Experte Reporting/Suivi et Evaluation	17 June, 20 July 2020
	UNDP REGIONAL ELECTORAL		
		Najia Hashemee, Regional Electoral Policy Specialist, Amman	20 August 2020
	UN		
2 - TAEP direct beneficiaries		Diego Zorrilla, former Tunisia RC and RR	21 August 2020
	ISIE		
		Nabil Baffoun, ISIE President	18 July 2020
		Hasna Ben Sliman, membre de l'ISIE	22 July 2020
		Omar Boussetta, ISIE Executive Director	23 July 2020
		Nabil Jellali, IRIE Coordinator Sidi Bouzid	14 August 2020
		Mouna Htira, IRIE Coordinator Tunis 2	20 August 2020
	HAICA		
		Nouri Lajmi, HAICA President	12 August 2020
	Administrative Tribunal		
		Lotfi Khaldi, Secrétaire général	24 July 2020
	Court of Auditors		
		Fadhila Gargouri, Présidente de chambre	12 August 2020
3 - TEAP funding partners	Ministry of Foreign Affairs		
		Wisseem Moatemri, Deputy Director for Partnerships for Sustainable Development DG Multilateral Cooperation & Global Issues	15 July 2020
	Switzerland		
		Willi Graf, Division Coopération Internationale : Ambassade de Suisse en Tunisie, Directeur de Coopération,	22 July 2020
		Nosra Ayari, Division Coopération Internationale : Ambassade de Suisse en Tunisie, Chargée de programme	22 July 2020
	EU		
		Bruno Montariol, Délégation de l'Union européenne en Tunisie, Attaché de Coopération Médias, Culture, Élections et transition démocratique	17 July 2020
4 - International election related organisations		RIAHI Amira, Délégation de l'Union européenne en Tunisie, Coopération - dossier des instances indépendantes.	24 July 2020
	Italy		
		Eleonora Fiorello, Responsable secteur développement local et social, AICS Tunis	22 July 2020
	IFES		
		Nicolas Kaczorowski, Country Director, Tunisia	15 July 2020
	International IDEA		
		Emna Zgonda, Programme officer, Tunis office	16 July 2020
	NDI		
		Nicholas Collins, Resident Senior Program Manager	21 July 2020
	The Carter Center		
5 - Other national organisations		Fidah Nasrallah, Director	16 July 2020
	EUEOMs		
		Gilles Saphy, former 2018 Deputy Chief Observer	17 July 2020
		Marie-Violette César, former 2019 Deputy Chief Observer + UNDP NAM 2015	16 July 2020
	Mourakiboun	Raja Halouani, Secrétaire générale	14 August 2020