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# ASSESSMENT OF DEVELOPMENT RESULTS **TUNISIA**

EVALUATION OF UNDP CONTRIBUTION



HUMAN DEVELOPMENT effectiveness COORDINATION  
efficiency COORDINATION AND PARTNERSHIP sus  
NATIONAL OWNERSHIP relevance MANAGING FO  
sustainability MANAGING FOR RESULTS responsiveness  
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## EVALUATION OF UNDP CONTRIBUTION

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**Graphic design:** Laurie Douglas Graphic Design ([lauriedouglas.com](http://lauriedouglas.com))

**Cover photos:** Moncef Kouidhi, Olivier Cossée and UNDP Tunisia

# ACKNOWLEDGEMENTS

The Evaluation Office would like to thank everyone who contributed to this assessment. The evaluation team, under the direction of Moncef Kouidhi, was also composed of: Henda Gafsi (gender), Ali Abbab (environment) and Mohamed Haddar (economic development and governance). Azusa Kubota was Task Manager for the Evaluation Office, assisted by Anna Parini, research assistant. The evaluation was prepared and carried out with the invaluable help of the staff of the UNDP Country Office in Tunisia, particularly Mr. Mohammed Belhocine, Resident Representative, and Mrs. Rossana Dudziak, Deputy Resident Representative and focal point for this assessment. We

would also like to thank the UNDP Regional Bureau for Arab States, the Government of the Republic of Tunisia, the United Nations Country Team as well as representatives of civil society, non-governmental organisations, donor countries and international financial institutions with whom we met. George Zaidan and Olivier Cossée gave extremely useful comments on the first drafts of the report. Finally, we would like to thank Thuy Hand To and Michelle Sy at the New York Evaluation Office for their administrative support, as well as Marina Blinova, Anish Pradhan, Olivier Cossée and Nasser Brahimi who edited and formatted the text for publication.



# FOREWORD

This evaluation, called an Assessment of Development Results (ADR), examines the contribution of UNDP to development results in the Republic of Tunisia from 2002 to 2010. The main evaluation mission took place from 26 October to 13 November 2010, at a time when the regime headed by former president Zine El Abidine Ben Ali appeared firmly entrenched.

In a sudden, unpredictable manner, the revolution in January 2011 changed everything, releasing old tensions that previously went ignored or suppressed. This revolution has opened up new opportunities for cooperation with the United Nations System as a whole and UNDP in particular. An ADR update mission was undertaken in February 2011 to take into account these new perspectives. As a result, the conclusions and recommendations of the present ADR are grounded in results achieved in the past, but also take into account future perspectives and opportunities.

As documented in the present report, the contribution of UNDP to development results in Tunisia appears quite uneven depending on the sector. While UNDP interventions in technical areas, such as the environment or energy, led to positive results genuinely owned by the relevant national institutions, disappointing results were achieved in the more political areas of democratic governance, the Millennium Development Goals and employment generation. This was not for a lack of trying. The pattern that emerges from the evaluation is that UNDP and its partners frequently produced potentially valuable outputs, studies and instruments which were ultimately ignored or unused by the government. For example, the prospective study ‘Tunisia 2030,’ resulting from the work of more than a hundred national and international experts from the government, the private sector, civil society and academia, was eventually shelved because the Presidency objected to its publication.

This evaluation thus asks a difficult but important question: what can UNDP—an advocate of human development and good governance—do when working in a country where the government has little regard for such concepts?

In Tunisia, UNDP avoided taking a confrontational stand vis-à-vis the government. It worked patiently, building alliances and partnerships where and when it could, as was the case in its support to the Court of Auditors, to try and promote good governance and transparency in the use of public funds. One should keep in mind that UNDP draws its legitimacy from the United Nations and its member states. It answers to the governments that make up its Executive Board. As a result, its room for manoeuvre in a given country is mostly defined by the host government.

Is UNDP then essentially unable to work for people-centred development in such contexts? The evaluation offers some useful lessons in this regard: maintain a high-level dialogue with the government to get clear commitments and prevent arbitrary, last minute decisions from destabilizing the programme; deepen ties with civil society in order to build alternative assistance channels and create spaces for dialogue; and finally, without neglecting advocacy for human development and good governance, invest more resources in technical areas, perceived as politically more neutral and where the chances of success are greater. This was the case in Tunisia where three-quarters of UNDP resources were allocated to the environmental and energy sectors.

Another issue worth emphasizing pertains to technical assistance to middle-income countries. In Tunisia and in other countries of the region, the quality of the technical support extended by UNDP was often found insufficient as compared to the country’s development level and needs. Evidently, the countries and contexts in which UNDP works are evolving. Besides political

upheavals, social, economic and technological forces are gradually transforming these nations, making them more ambitious and more demanding today than they once were. UNDP cannot afford inaction in the face of these developments. To remain relevant in middle-income countries, it must improve its ability to mobilize the best competencies wherever they are available, by tapping into its networks, by working more closely with other parts of the UN System, including the specialized agencies, and by building long-standing relationships with regional centres of excellence.

The Evaluation Office hopes that this evaluation contributes, even modestly, to strengthening UNDP's support to the Tunisian nation as a whole, so as to help it achieve its aspirations to economic development, social justice and political freedom.

A handwritten signature in dark ink, consisting of a large, sweeping loop on the left and a more complex, multi-stroke flourish on the right.

Juha I. Huito, Deputy Director  
Evaluation Office

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# LIST OF ABBREVIATIONS

ADR	Assessment of Development Results
AFD	French Development Agency
AIHR	Arab Institute for Human Rights
ANME	National Agency for Energy Management
ANPE	National Agency of Environmental Protection
APAL	Agency for Coastal Protection and Development
ART GOLD	Support to Local Networks for a Local Governance Geared Towards Development
ATL MST-SIDA	Tunisian Association to Combat Aids and Sexually Transmitted Diseases
BCT	Central Bank of Tunisia
BTS	Tunisian Solidarity Bank
CAWTAR	Center of Arab Woman for Training and Research
CBD	Convention on Biological Diversity
CCF	Country Cooperation Framework
CETIME	Technical Centre for Mechanical and Electrical Industries
CHM	Clearing House Mechanism
CNDD	National Commission for Sustainable Development
CNS	National Statistics Council
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CREDIF	Centre for Research, Study, Documentation and Information on Women
CTMCCV	Technical Centre for Ceramic and Glass Construction Materials
ENA	National School of Administration
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
GDA	Agricultural Development Group
GEF	Global Environment Facility
GTZ	German Agency for Technical Cooperation
HDI	Human Development Index
ICZM	Integrated Coastal Zone Management
ILO	International Labour Office
INS	National Institute of Statistics
IOM	International Organization for Migration
IPGRI	International Plant Genetic Resources Institute
ITES	Tunisian Institute for Strategic Studies
MAFFEPA	Ministry of Women, Family, Children and the Elderly
MDG	Millennium Development Goal
MDCI	Ministry of Development and International Cooperation
MEDD	Ministry of Environment and Sustainable Development

MODAP	Modernisation of Public Administration
NEX	National Execution
NGO	non-governmental organization
ONFP	National Family and Population Board
OTED	Tunisian Observatory for Environment and Sustainable Development
PARLCD	Regional Action Plans to Fight Desertification
RBAS	Regional Bureau for Arab States
RCD	Democratic Constitutional Party
RTMB	Heat Conservation Buildings Regulations in the Maghreb
SGP	Small Grants Programme
UGTT	Tunisian General Workers' Union
UNCCD	United Nations Convention to Combat Desertification
UNDESA	United Nations Department of Economic and Social Affairs
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNFT	National Union of Tunisian Women
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Development Fund for Women
UNS	United Nations System
UTICA	Tunisian Union for Industry, Commerce and Handicrafts

# SUMMARY

This report examines the United Nations Development Programme's (UNDP) contribution to development results in the Republic of Tunisia over the last two cycles of the UNDP programme, i.e. the periods 2002 to 2006 and 2007 to 2011. The evaluation, referred to as Assessment of Development Results (ADR), was carried out on behalf of the UNDP Evaluation Office in New York by four independent consultants. It took place between June 2010 and March 2011. The main evaluation mission was carried out between 26 October and 13 November 2010 and ended with a workshop at which the initial results of the mission were submitted to UNDP and to the national partners under the aegis of the Ministry of Foreign Affairs. After the Tunisian revolution, another brief assessment mission was organized in February 2011 to take into account the new challenges in governance and inclusive human development that Tunisia will face in the short and medium term.

The Evaluation Office submitted the draft report to the UNDP Country Office, the Regional Bureau for Arab States (RBAS) and the Tunisian government to solicit their comments and to correct any factual errors. The Country Office provided comments, but none were received from the government, which had more pressing priorities given the post-revolutionary situation in 2011. For the same reason, a planned workshop to provide feedback to a broader group of stakeholders could not take place.

The report reviews UNDP's actions in the various areas of the country programme to draw lessons learned and issue recommendations that will help the Country Office and its partners develop cooperation programmes for UNDP's next programming cycle.

The report examines the context in which UNDP operates in Tunisia, evaluates the relevance of

interventions in relation to national priorities and the role played by UNDP in various national processes linked mainly to the Millennium Development Goals (MDG), human rights, the environment and improving the international competitiveness of Tunisia's economy. The themes and components of the UNDP programme are examined in relation to the results obtained, the efficiency, effectiveness and durability of results, and UNDP's strategic positioning.

## DEVELOPMENT CONTEXT AND UNDP SUPPORT

Tunisia has undergone significant socio-economic progress over the last few decades, putting it on the path to becoming an emerging country. Its Human Development Index (HDI), calculated in 2010, ranked it 81st out of 169 countries worldwide. In terms of the evolution of the HDI over a long period, Tunisia was one of the 10 highest performing countries in the world. Life expectancy at birth went from 62.1 years in 1960 to 74 years in 2010. The maternal mortality rate decreased considerably going from 68.9 for every 100,000 births in 1994 to 47.7 in 2010. However, this rate still remains high with regard to the development of the entire health sector, which makes the task of achieving MDG 5 by 2015 a difficult one.

Progress recorded in the social sectors is attributable to the consistency of budgetary policies, which, for over 30 years, have devoted 8 to 12 percent of GDP to the health and education sectors. However, income inequalities, along with a rising Gini coefficient (41 percent in 2005), and marked regional disparities are slowing the increase of the HDI.

During the course of the two programme cycles assessed in this ADR, UNDP Tunisia aligned itself with the national priorities outlined in

successive five-year development plans. The 10th plan (2002-2006) is presented as a step towards confronting technological challenges, the challenges of globalization, and those of the scientific and technological revolution. The 11th plan (2007-2011) emphasizes the country's integration in the global economy and the appropriation of know-how by development actors. Efforts were to focus on improving productivity, promoting a knowledge economy and strengthening the quality culture, whilst avoiding the exclusion of any social force. Three major challenges explicitly and implicitly guided the UNDP programmes:

- Job creation, particularly for young people: With an overall unemployment rate exceeding 13 percent, and with young people being the most affected (24 percent), the government increased job creation schemes, but this failed to alleviate the increasing pressure of young job seekers, particularly higher education graduates.
- Regional disparities: Fifty years after the first attempts at ensuring more equitable regional development, there remains a development gap between the coast and the rest of the country. MDG indicators by region, published in 2009, highlight social and economic deficits in the regions of Tozeur, Jendouba, Siliana, Gafsa and Kasserine.
- Sustainable development: Aside from phosphate, Tunisia's natural resources are limited because a large part of its territory is desert land. From 2002 onwards, an emphasis was placed on finding a better balance between development needs and protecting the environment and natural resources. Preventing industrial pollution, preserving natural resources, protecting the coast, energy efficiency and renewable energies were prioritized.

For the two programme cycles under review (2002-2006 and 2007-2011), UNDP opted for broad support to certain sectorial strategies. The

first programme cycle used more of a project approach than a programme approach, with a range of preparatory assistances and small projects. However, during the second programme cycle, UNDP endeavoured to better conceptualize its programme by adopting the programme approach to facilitate strategic development processes and the implementation of programmes that created synergies with other partners. For the first programme cycle, UNDP programmes were concentrated in the following areas:

- integrating the country into the global economy, supporting policies for the development of the productive apparatus and regional integration;
- addressing social challenges through professional insertion, employment and combating marginalization and social exclusion;
- protecting the environment by continuing to combat desertification, preserving ecosystems and reducing energy consumption; and
- governance, with interventions based on the role and efficacy of the State and decentralization.

The responses provided by UNDP during the second cycle (2007-2011) covered three main areas:

- management and integration with the global economy;
- strengthening equity and the quality of services for reducing vulnerabilities; and
- promoting employment.

Most of the interventions planned under the two Country Programme Action Plans (CPAP) anticipated national execution (NEX) methods. Planned interventions highlight the objective of obtaining 50 percent co-funding from the Tunisian government. Other potential partners were identified gradually throughout the implementation and according to the needs of the programme.

## RELEVANCE

The main themes of the UNDP governance and MDG programme—notably the development of a prospective vision and of governance indicators, capacity building of the Court of Auditors, the modernization of public administration (MODAP) and human development—are relevant and correspond to the main objectives of Tunisian development plans. By aiming to modernize public administration, improve the quality of financial expertise and develop national capabilities in terms of prospects, the UNDP programme helped improve public administration programme tools. Local governance also received special attention, in the framework of a sub-regional approach (Maghreb-wide), through the ART GOLD<sup>1</sup> project. The choice of partner institutions was suitable for these three aspects of governance and made the appropriation of results by national institutions possible.

UNDP has persistently supported the areas of environment and energy over the two cycles. The four flagship themes of the UNDP programme in this area—desertification control, the preservation of biodiversity, the fight against climate change and energy conservation—feature among national priorities. They also meet the nation's international commitments, including the three Rio conventions pertaining to sustainable development, namely the United Nations Convention to Combat Desertification (UNCCD), the United Nations Framework Convention on Climate Change (UNFCCC) and the Convention on Biological Diversity (CBD).

## EFFECTIVENESS

The promotion of MDGs and human development in Tunisia was launched in a timely manner; however the results obtained (two national reports) have not been acted upon. The Ministry of Development and International Cooperation (MDCI) did not deem it appropriate to review its tools and its approach in light of the new

conceptual framework of the MDGs. In terms of employment, UNDP's help has had little effect. The joint project on employment in the governorates of Gafsa and Kasserine is slightly behind schedule due to the lack of cooperation and partnership between the concerned ministry and the United Nations System (UNS).

UNDP's assistance to the various components of governance has not achieved all of the expected results in terms of consolidating the rule of law and the emergence of regional and local actors (regions, communes, civil society and private sector). With regard to public administration reforms, actions have been taken with some delay and have not yet produced any conclusive interim results. Finally, there have been mixed results for the good governance development indicators because their development process was not completed due to the sensitivity of this topic and the disagreements between UNDP and the government in 2007 and 2008.

However, the financial resources mobilized by UNDP and its partners for the different programmes in the environment and energy sector unquestionably strengthened the capabilities of the benefiting institutions and organizations on a national, regional and local level. This assistance enabled partners to introduce several institutional, organizational, technical and socio-economic innovations and improvements. It improved the management of the benefiting organizations, even having a 'conveyor-belt' effect on other partners at times. UNDP contributed to the implementation of national strategies and policy, notably through training and improving local competencies as well as via the transfer of new technologies, such as cogeneration, technical checks for energy efficiency, in vitro propagation of date palm and others. This success is due to the relevance of the actions undertaken, their consistency with the strategies and programmes of Tunisian partners, and the solid partnership between UNDP and national institutions.

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<sup>1</sup> Support for Territorial Networks for Local Governance Oriented Towards Development.



Lastly, UNDP's activities on gender led to gender-sensitive budgeting being incorporated into the 11th plan (2007–2011). Nevertheless, UNDP's action in this field is still not targeted or persistent enough to generate a momentum.

## SUSTAINABILITY

Projects are generally set up so as to strengthen the ownership and sustainability of the results obtained. Hosted by the departments of the various institutions involved, the projects are often led by their staff and carefully overseen by senior staff, as in the case of the Court of Auditors and the National Agency for Energy Management (ANME). However, the MODAP team needs to be further strengthened and united in order to ensure the sustainability of the expected results. In the environment and energy sector, UNDP projects have obtained good results, which have been appropriated by partner institutions and integrated into their current activities.

However, there are several indications of weak ownership for certain processes, particularly with regard to the MDGs, governance and the long-term vision of national development. The government-imposed confidentiality of the main documents of the 'Tunisia 2030' prospective vision reduced the impact of this initiative. The national dialogue envisaged as part of the project activities never took place.

## CONCLUSIONS

**Conclusion 1: UNDP in Tunisia led many relevant initiatives, fundamentally aligned with the priorities of the country, and, from 2007, made efforts to conceptualize programming instruments according to a programme approach.**

Adopting a programme approach was intended to reduce the number of small projects and to undertake innovative initiatives. However, the rigidity of the political system, and at times Tunisian bureaucracy, did not encourage dialogue between UNDP and the government in the

design and implementation of some programmes in terms of governance and MDGs.

**Conclusion 2: UNDP's contribution varies greatly depending on the sectors and areas of cooperation. Its interventions in the fields of environment and energy have led to positive results that were appropriated by national organizations. However, results obtained in the areas of governance, MDGs and employment remain very poor.**

In the fields of environment and energy, the projects contributed to capacity building and attracted several additional sources of funding. In the field of governance, UNDP's constant assistance in modernizing and developing new financial evaluation methods has enabled the Court of Auditors to assert itself in the political landscape as an institution guaranteeing the inspection of public expenditure.

**Conclusion 3: The lack of institutionalized dialogue between the main interlocutor (the MDCI) and UNDP, and of strategies by UNDP to bypass certain barriers related to the issue of democratic and local governance, prevented UNDP from achieving its goals and expanding its partnerships with civil society.**

In 2007, UNDP overlooked an opportunity to adapt tools and approaches relating to the MDGs and human development to the Tunisian context. The level of development in Tunisia requires the MDGs to be adapted to the national context (MDG+) and the adopting of a more ambitious approach to human development in which the issues of governance, technological innovation and adapting production systems for sustainable natural resources management carry more weight. UNDP has not formulated appropriate bypass strategies to develop solid partnerships with civil society and strengthen its capacities.

**Conclusion 4: UNDP's low capacity for advisory support at the level of the Country Office, Headquarters and the Regional Centre in**

**Cairo, the hybrid nature of the implementation approach and the lack of a proper monitoring and evaluation system limited UNDP's ability to manage its governance and environmental programmes and to initiate a frank dialogue and establish fruitful partnerships with the government.**

Despite the efforts made by UNDP, national ownership is still insufficient. This is linked to the lack of sustainability strategies in the Country Programme Document (CPD) and CPAP and to micro-management by the two UNDP programme managers. The absence of a monitoring and evaluation system has deprived the UNDP Country Office of an overall view of programme performance and of an ability to capitalize on good practices, which could have enriched discussion and dialogue with national partners on major challenges such as employment, globalization, inequalities and governance.

**Conclusion 5: The revolution of 14 January 2011 opened up new prospects for cooperation for the UNS as a whole and for UNDP in particular.**

Although the new and old systems still coexist in various forms, this revolution made a break with the past possible at two levels: i) politically, with the end of the single party regime, which for the first time makes the emergence of a pluralist political system possible, and deserving of assistance; and ii) economically, with the drafting and implementation of public policies based on social equity and healthy competition, which can reconcile the Tunisian economy's need for competitiveness with job creation for the Tunisian youth.

## **RECOMMENDATIONS**

Based on its observations and new challenges to be met (poverty, unemployment among youth, corruption and the lack of democratic prospects) highlighted by the revolution of 14 January 2011, and by basing itself on UNDP's comparative advantages in terms of human rights, the promotion of

human development and the development of a culture of evaluation and transparency, the ADR proposes the following recommendations.

**Recommendation 1: In the coming years, UNDP should view democratic governance as a priority in order to aid the emergence of a new pluralistic political system and support the establishment and strengthening of the capacities of the new democratic institutions.**

In the new context created by the 14 January 2011 revolution, UNDP's support should mainly involve strengthening the capacities of new democratic institutions and the space for free dialogue between civil society and the government, as well as respect for human rights and gender equality, without neglecting the environment and sustainable development sectors.

**Recommendation 2: The programme approach, initiated in 2007 by UNDP, should be extended to all projects. This will help create a critical mass of outcomes and impacts and promote a new culture of evaluation, accountability and the integration of environmental and social dimensions into sectorial policies.**

Tunisia will have to improve its sectorial policies and implement regional development programmes to help create the maximum number of jobs in all regions. In this context, UNDP should strengthen and institutionalize its partnership with the MDCI, a key ministry with regard to encouraging strategic guidelines and sectorial policies, in order to elaborate a strong growth model promoting technological innovations and employment, to outline a national aid management strategy, to contextualize the MDGs by focusing on income inequality and regional disparities, and to pursue sustainable development and inclusive human development by promoting dialogue between social partners.

**Recommendation 3: UNDP should help the government improve its understanding of employment-related issues and of the**



**challenges that globalization poses to the Tunisian economy, and to develop programmes that bring innovation and provide access to expertise.**

UNDP should continue to place emphasis on innovative activities that are likely to bring about changes in production systems (new technologies, reviewed industrial strategies, energy, environment, water, etc.), on adapting human resources training to market requirements by supporting a review of the education and training policy, and on decentralized regional development in the regions of Gafsa and Kef.

**Recommendation 4: UNDP should improve its support and advice capabilities to facilitate more effective capacity building, given the acceleration of changes in production systems.**

In partnership with other agencies of the UNS, UNDP should improve the quality of its expertise with regard to policy making, evaluation and advocacy issues.

**Recommendation 5: UNDP should improve the design and implementation of its interventions and introduce an effective monitoring and evaluation system enabling it to apply lessons learned and capitalize on best practices.**

The design and implementation of activities can be improved by defining specific objectives, expected results and performance indicators more effectively. The effectiveness of interventions is dependent on an operational strategy drawn up over the long term and adjusted on an annual basis.

**Recommendation 6: With the government's agreement, UNDP should implement an action plan whereby project implementation is gradually passed on to NEX, thereby allowing for greater national ownership and a greater focus by UNDP on its strategic functions relating to development issues.**

**Recommendation 7: UNDP should adopt a clear and operational development strategy for wider technical and financial partnerships that are open to the private sector and civil society.**

**Recommendation 8: UNDP, in concert with other agencies of the UNS, should consolidate and expand its advocacy and support to grass-root social networks on certain important transversal issues, such as human development, citizenship, HIV/AIDS, gender and violence against women, notably by supporting the media in order to promote the image of, and respect for, women in all spheres of society.**

## Chapter 1

# INTRODUCTION

### 1.1 OBJECTIVES AND SCOPE OF THE ADR

Under the framework of the UNDP Evaluation Office's evaluation plan 2009–2010, an Assessment of Development Results (ADR) was carried out in Tunisia. This evaluation had three objectives: i) to assess the progress made against the results outlined in the document of the last two UNDP programme cycles (2002–2006 and 2007–2011); ii) to analyse and clarify UNDP's strategic positioning in its contribution to the government's efforts to meet certain development challenges; and iii) to present the conclusions and lessons learned in view of better positioning UNDP in Tunisia, particularly in terms of required expertise adapted to the needs of this middle-income country, which is undergoing drastic political, socio-economic and cultural changes.

The ADR is concerned with the 2002–2011 period and therefore covers most of the current (2007–2011) and previous (2002–2006) programme cycles. The evaluation team has focused its efforts on the current programme but has also reviewed certain activities from previous cycles, which were recently completed or which have a direct link with on-going projects. The financial information is mostly restricted to the 2004–2010 period. It is difficult to compare the data from the Atlas management system, introduced in 2004, with data from previous years.

The evaluation process focused on development results at two different levels. The first level of analysis relates to the main themes for cooperation between UNDP and Tunisia, while the second level relates to the evaluation of UNDP's strategic positioning in the

country. For the thematic analysis, the main criteria outlined are: relevance, effectiveness, efficiency and sustainability. For strategic positioning, the criteria considered are: strategic interest, reactivity, use of UNDP networks and promotion of the values of the United Nations linked to human development.

The evaluation team has adopted an open approach, which goes beyond the programme and projects and also covers cross-disciplinary themes, advocacy and activities linked to action research by meeting the main institutions of the public sector, the private sector, civil society organizations and the academia.

### 1.2 EVALUATION PHASES

The evaluation was carried out over four periods. Firstly, the evaluation manager of the UNDP Evaluation Office carried out a preparatory mission in Tunis from 21 to 25 June 2010, to present the ADR to the Country Office and the government, and to consider the composition of the national evaluation team. Following the preparatory mission, the Evaluation Office put together an independent team made up of four Tunisian consultants.

The evaluation team leader then travelled to UNDP Headquarters in New York in September 2010 to elicit the views of the Regional Bureau for Arab States (RBAS) and to discuss the appropriate data collection and analysis methods with the Evaluation Office. The fully independent evaluation team carried out a scoping mission from 21 to 29 September 2010. The aim of this mission was to conduct an initial inventory of UNDP's activities and partners in the country, to outline the main issues by drawing up an

evaluation matrix and then analysing the feasibility of the evaluation in order to establish a working method and programme. It enabled the team to draft a scoping report for the ADR, which was submitted to the UNDP Evaluation Office. The scoping mission was followed by an examination of the documentation in order to prepare the evaluation tasks more effectively.

The main mission was carried out between 26 October and 13 November 2010, two months before the Tunisian uprising. The project manager of the Evaluation Office joined the evaluation team on 8 November to help refine their conclusions and preliminary recommendations. At the end of the mission, the team presented its preliminary conclusions and observations separately to the UNDP Country Office in Tunisia and the national partners, under the aegis of the Ministry of Foreign affairs.

The team leader witnessed the events surrounding the Tunisian uprising first hand at the end of December 2010 and, later, during interviews with policy makers and government officials over the first week of February 2011. The main catalysts of this popular revolution and the new challenges that Tunisia will now have to face in terms of governance and inclusive human development over the short and medium term have been incorporated into the conclusions and recommendations of this report.

The Evaluation Office submitted the draft report to the UNDP Country Office, to RBAS and to the government asking them for their comments and to correct any factual errors. The report was also reviewed by an external quality enhancer. Comments were provided by the Country Office but not by the government, which was obviously confronted with more pressing priorities in 2011. For the same reason, a planned stakeholder workshop could not be held.

### 1.3 METHODOLOGY

The evaluation of UNDP's contribution, through programme and non-programme activities, was

carried out using a simple approach aimed at outlining the main effects and results that have impacted the country's development. The evaluation concentrated on planning and programming capacities, statistical capabilities linked to the Millennium Development Goals (MDGs) and human development, governance (democratic, economic and local), environmental conservation, renewable energy promotion, and efforts to improve the working methods of public authorities. It also aimed to assess UNDP's contribution to the ownership of sustainable development tools and approaches, of the main strategic and programme-based frameworks and of the practices introduced to conserve natural resources and develop new sources of energy. The evaluation also aimed to identify new trends in the *modus operandi* of the main institutions monitoring public expenditure, and to analyse the public authorities' capability to offer high quality services and improved transparency in the use of public funds.

The main reference document that guided the work of the evaluation team was the ADR guidelines, drafted in March 2010. UNDP's contribution to development and the suitability of its interventions were chiefly reviewed against the main national planning documents: the 10th development plan (2002–2006), the 11th development plan (2007–2016), the 12th development plan (2009–2014), and the Presidential project (2009–2014).

The evaluation matrix for assessing the main results achieved by the programmes implemented between 2002 and 2011, as well as the difficulties encountered, was based on the following criteria (Annex 2):

- i. Contribution of the programme to the development of the country:
  - thematic relevance;
  - effectiveness;
  - efficiency; and
  - sustainability.

- ii. UNDP's strategic positioning:
  - programmatic relevance and reactivity;
  - use of networks and UNDP's experience; and
  - promotion of United Nations values linked to human development.

The evaluation team was able to benefit from four evaluations in the environmental sector (oasis, protected areas, energy, and micro-financing of the Global Environment Facility or GEF) and three evaluations in the field of governance (governance indicators, Court of Auditors, and outcome evaluation of the 2008 governance programme). It also availed of thematic studies and a set of documents prepared by the Evaluation Office in New York and the UNDP Country Office. The lack of annual reviews of the Country Programme Action Plan (CPAP), a mandatory instrument required by UNDP headquarters, proved a constraint to the assessment of the processes and the dynamics generated by the different projects. The evaluation team used an evaluative approach adapted to the shortcomings observed, using triangulation methods. Three stages were observed:

- a. The review and analysis of the existing **documentation** covering the projects, programmes, policies and strategies of UNDP and the United Nations System (UNS) in Tunisia and benchmarks in the country's development. This review was extremely useful in deepening the analysis of some programmatic perspectives and clarifying the difficulties linked to the effectiveness of political dialogue and advocacy on the topics that are part of UNDP's mandate.
- b. **Targeted interviews** with approximately one hundred people. In addition to UNDP's governmental partners and agencies of the UNS based in Tunisia, the evaluation team targeted other key actors: i) technical and financial partners in Tunis; ii) the main civil society organizations operating in the social and economic fields such as the Tunisian Association for the Struggle against AIDS

and Sexually Transmitted Diseases (ATL MST-SIDA), the Tunisian Association of Democratic Women (AFTD), the Centre of Arab Women for Training and Research (CAWTAR), the Arab Institute for Human Rights (AIHR), the Agricultural Development Group (GDA), the National Union of Tunisian Women (UNFT), etc.; iii) the Tunisian Union for Industry, Commerce and Handicrafts (UTICA, private sector); and iv) the Tunisian General Workers' Union (UGTT). The team alternated interviews with individuals and groups. The purpose of these interviews was to gauge the perceptions of different partners on UNDP's actions by asking a series of homogenous and structured questions in accordance with the evaluation matrix and to validate the information obtained using the documentation.

- c. **Site visits** to corroborate certain observations and conclusions. The time put aside for the mission did not allow for visits to all projects. The team therefore made a selection. Site visits lasted five days. They took place at the beginning of the second week of the main mission. The projects visited were chosen based on the following criteria:

- The level of concentration of the resources allocated: the environment, a strategic sector of UNDP's portfolio for the two programme cycles in terms of the allocation of budgetary resources and expertise, via projects implemented in south and north Tunisia. Certain innovative sectors were chosen: energy, conservation, and management of natural resources and coastal protection.
- Extent of decentralization: the choice of three geographical areas with different issues in terms of the environment, the way in which the issue of youth employment is tackled and the development of decentralized public auditing capabilities (regional chambers of the Court of Auditors).

- Projects from the first and second UNDP programme cycles: projects supporting different national priorities from one cycle to another.

The main regions visited were Tunis, Korba, Sfax, Agareb, Gafsa and Tozeur. Site visits covered the following areas: environment (coastal protection, preservation of agricultural diversity), energy saving (technological innovation and cogeneration), and MDGs (employment and income-generating activities).<sup>2</sup>

Among the difficulties encountered, it should be stressed that the team was unable to meet with the technical managers of the main ministry (the Ministry of Development and International Cooperation, MDCI), particularly those in charge of the MDG section, despite the UNDP Country Office's insistence on obtaining a meeting before and during the evaluation mission.

As with other evaluations, it was difficult to establish an objective link between cause and effect, i.e. between the activities of a given UNDP project and the changes observed. Another difficulty lay in the lack of a monitoring/evaluation system consolidating information on the results of all programmes, which made it difficult to obtain a strategic view of UNDP's contribution

and to identify its comparative advantages. The indicators used by UNDP are more frequently defined at the level of the actions undertaken (for example, number of training sessions organized, documents produced, etc.) rather than at the level of more qualitative outcomes. The lack of a baseline established at the time the project was designed also hindered the monitoring of results through the use of indicators. The evaluation mission tried to approach the main results using the results of available evaluations and the qualitative assessment of changes observed in the operating methods of organizations supported over several years.

## 1.4 REPORT OUTLINE

This report contains five chapters. Following this introduction, the second chapter describes Tunisia's main development challenges and the strategies adopted by the government to meet these challenges. The third chapter looks into UNDP's responses to the challenges identified by the government. The fourth chapter analyses UNDP's contributions to the country's development results, via an analysis of the effectiveness, efficiency, sustainability and strategic positioning of UNDP. Finally, the fifth chapter draws the main conclusions of the ADR and makes recommendations.

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<sup>2</sup> The projects visited were: 1) Certification of electrical house hold appliances; 2) Experimental validation of the thermic and energy efficiency of buildings; 3) Strengthening of task-force capabilities (IGCE and cogeneration); 4) MedWetCoast (protected regions Korba/Haouaria); 5) Participative management of the genetic resources of date palms in the Maghreb (UNDP-GEF Biodiversity International); 6) GEF-micro-financing (Gafsa, Sfax and Tozeur); 6) Employment (Gafsa); and 7) Court of Auditors (Gafsa Chamber).



# TUNISIA'S DEVELOPMENT CHALLENGES 2002-2011

### 2.1 GEOGRAPHICAL AND DEMOGRAPHIC CONTEXT

With a surface area of 162,155 km<sup>2</sup>, including seven socio-economic regions, Tunisia is part of the Maghreb area along with Algeria, Libya and Morocco. It has very few natural resources such as oil, gas and so on, and only 18 percent of its territory is considered fertile. The national authorities, aware of the limited potential of the country's natural resources, have tried to diversify Tunisia's production base over the years by targeting certain sectors such as tourism, phosphates and outsourcing industries oriented towards exporting and services.

Administratively, Tunisia is divided into 24 governorates which are further divided into 264 delegations and the same number of communes. According to data published by the National Institute of Statistics (INS) and based on the last population census (2004), Tunisia's total population in 2009 was 10,439,500 inhabitants of which 29 percent were aged 15 to 29 years old; the urban population accounted for 66 per cent of the total population. The country is on track to succeed in its demographic transition, with an annual demographic growth rate that fell from 3 percent in 1966 to 1.09 percent in 2007.

### 2.2 ECONOMIC CONTEXT

Since its independence, Tunisia has implemented a series of development policies to bring about structural changes to its productive base. The share of the trade and services sector, the most dynamic sector, went from 48 percent in 1980 to

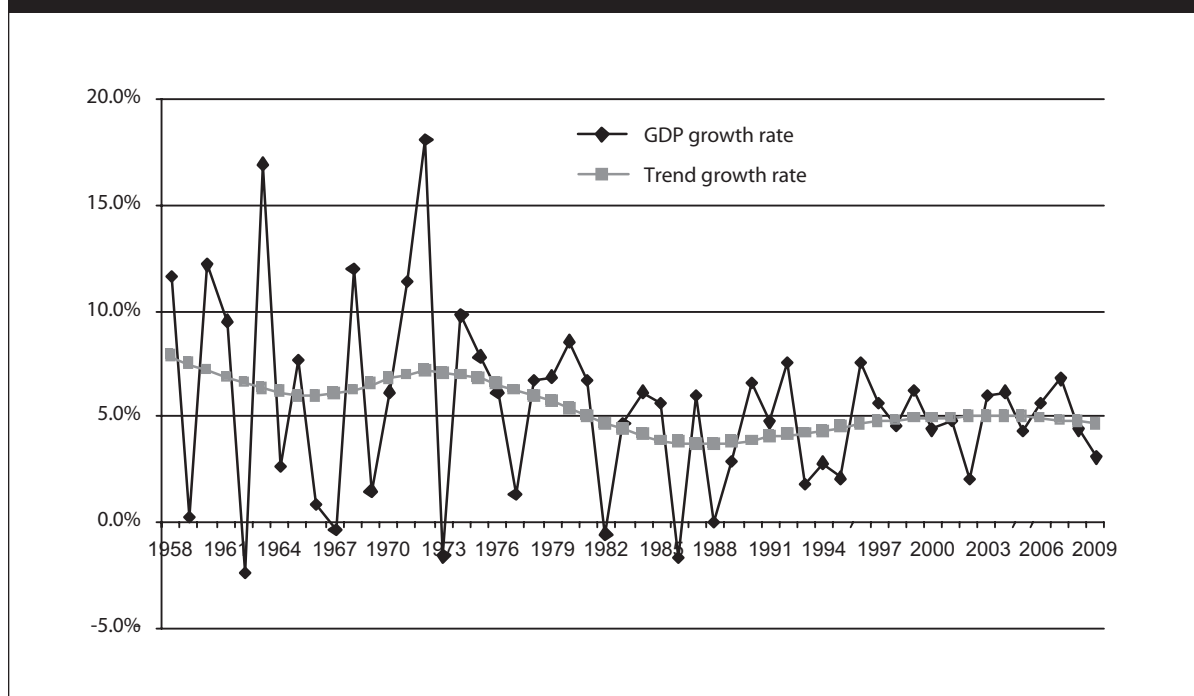
54 percent in 2007 and the share of the industrial sector went from 26 percent to 29 percent. Progressive integration into the global economy enabled the country to boost its increasingly diversified exports (from 21 percent of GDP in 1966 to 43 percent in 2004) and to attract more external investment. In 2006, with a per capita GDP (in terms of purchasing power parity) of USD 6,859, Tunisia drew level with Turkey.<sup>3</sup> This sound economic growth, linked to a significant fall in the demographic growth rate, enabled the country to diversify its productive base, to improve the standard of living of the population and to create employment in all sectors.

The level of development attained is the result of the building of a strong state, organized around strategic objectives centred on the development of human capital and the diversification of productive bases to create employment and make the economy more competitive internationally. The public policies being implemented for several decades are part of a tradition of planning structured around five-year plans, which reflect the new challenges to be met. By opening itself up to the outside world, Tunisia has succeeded in building a diversified economy and industry with regular long-term growth: 5 percent per year on average between 1960 and 2005.

However, these successes drew attention to other issues, such as the weak competitiveness of industry, insufficient production output, youth unemployment (particularly for graduates), income inequality and widening regional disparities. With the global financial and economic crisis, economic

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<sup>3</sup> World Bank, 'Tunisia: Tunisia's Global Integration: A New Generation of Reforms to Stimulate Growth and Employment', May 2008.

**Figure 1. Actual GDP growth rate 1958-2009**

Source: National Institute of Statistics (INS) and Qualitative Research Institute (IEQ)

activity slowed down substantially and this was characterized by a drop in private investments and an unemployment rate in the double figures. The impact is now also being felt on public funding, with a declining tax ratio, from 21 percent in 2006 to 19.9 percent in 2010.

Tunisia is committed to the modernization of its economy and its public administration, in order

to improve the competitiveness of its economy and reduce the insecurity of certain social strata of the population via the implementation of 'social safety nets'. It continues to further its reforms and development programmes to ensure its strategic positioning in the global economy, which has multiple effects in terms of the creation of wealth and employment. Its aim is to catch up with Europe by implementing bold policies to

**Table 1. Tunisia: Main economic performance indicators 1997-2009**

	1997-2001	2002-2006	2007	2008	2009
GDP growth	5.2%	4.6%	6.3%	4.5%	3.1%
Export growth	7.2%	2.6%	25%	22%	-18%
Unemployment rate	15.9%	14.2%	12.4%	12.4%	13.3%
Tax ratio	19.8%	21.0%	19.1%	20.5%	19.9%
Services sector contribution/GDP (end of period)	52.3%	56.6%			
Tunisia's market share in the EU	0.5%	0.7%			
Investment rate in % of GDP	24.4%	22.7%	23%	23.5%	23.9%
Private investment rate in % of GDP	14.5%	13.0%	14.4%	14.4%	13.7%

Source: Guideline from the 11th plan and 2007-2016 decade report, MDCI, March 2006, and the Central Bank of Tunisia 2010 report

promote technological and scientific innovations, which will give the country a competitive edge in the global market. It has implemented, with the support of the EU, a programme to modernize Tunisian companies and public administration in order to facilitate the development of a partnership with the EU.

According to UNDP's 2010 report on human development,<sup>4</sup> Tunisia was among the highest performing countries in terms of progress made on human development since the 1980s. It has made, over the last 10 years (1997–2010), sizeable economic advances bringing it closer to big emerging countries. However, some tensions are becoming increasingly visible. According to the policy paper of the 11th plan of the decade between 2007 and 2016 and the budgetary guidelines based on the development of the budget-programme, Tunisia should, over the next few years, develop its strategic guidelines and development programmes in view of the following:

- Improving public resources via more efficient economic governance to better maintain fragile financial balances (rise in oil price, decline in export opportunities in certain sectors, etc.) and bear the pressure of obligatory spending (salaries, pension schemes and debt servicing).
- Reducing the gap between the steadily increasing demand for jobs and actual job creation, particularly for young people, which has arisen due to the weak performance of employment creation plans implemented.
- Increasing private investment, which is still rather low compared to similar emerging countries that are experiencing more sustained investment.
- Ensuring a better integration of export companies, which at the moment appear more like foreign enclaves than national companies.
- Improving the pace of modernization in the telecommunications sector and its competitiveness, through business parks that are more open to global exchange and are more competitive (the utilization rate of new communication technologies in Tunisia has gone from 2.7 percent in 2000 to 27 percent in 2010, compared with 0.7 percent to 33.6 percent in Morocco, from 2.9 percent to 37.5 percent in Brazil and 14.4 percent to 67.9 percent in France).
- The slow improvement of indicators linked to economic, democratic and local governance (lack of transparency, corruption, etc.).

These challenges constitute reference points for UNDP, which should target its next interventions on processes and tools where its comparative advantages are proven and likely to improve the efficacy of public policies in Tunisia and contribute to structural reforms in terms of transparency in managing the public purse, equity and the promotion of expression and social dialogue.

## 2.3 HUMAN DEVELOPMENT AND MDGS

With a Human Development Index (HDI) of 0.683 in 2010 and a ranking of 81 out of 169 countries for which data is available, Tunisia has made substantial socio-economic progress and is now in line with emerging countries. The annual average HDI growth rate was 1.49 percent for the 1980–2010 period, with faster growth during 1990–2000 (1.3 percent) than during 2000–2010 (1.07 percent). Since 2000, Tunisia has experienced a deceleration in its HDI growth rate compared to the performance of other countries and even compared to the group of Arab States. However, overall for the 1990–2010 period, its performance is much higher than the averages recorded in sub-Saharan Africa and Arab countries. In terms of the evolution of the

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<sup>4</sup> UNDP, 'Human Development Report', New York, 2011.



HDI over a long period, Tunisia was one of the 10 highest performing countries in the world.

Life expectancy at birth increased from 62.1 years in 1960 to 74 years in 2010. The maternal mortality rate<sup>5</sup> decreased significantly, from 68.9 for every 100,000 births in 1994 to 47.7 for every 100,000 births in 2010 (National Institute of Health study conducted in 2010). However, this rate remains high given the level of development in the health sector and in comparison with Brazil and Turkey<sup>6</sup>, which have higher poverty rates than Tunisia<sup>7</sup>. The possibility of meeting this MDG by 2015 remains uncertain.

The progress made in the social sectors can be attributed to the consistency of fiscal policies, which for more than 30 years have allocated 8 to 12 percent of the GDP to the health and education sectors. However, income inequality, with a higher Gini coefficient (41 percent in 2005) slows down the HDI growth rate. Tunisia also faces regional disparities in terms of health, job precariousness, employment and income opportunities.

The possibility of meeting or exceeding MDG targets before 2015 is very promising<sup>8</sup> (see Table 2). In fact, the poverty rate will certainly be below 2 percent by 2015<sup>9</sup> and the goal 'to eliminate gender disparities in the enrolment in primary and secondary education by 2015' has already been met in Tunisia from 2000 onwards.

However, the level of maternal mortality remains high, and at the current rate, the target of 18.7 deaths for 100,000 births will be difficult to meet by 2015.

## 2.4 TUNISIA'S DEVELOPMENT STRATEGIES

### 2.4.1 DEVELOPMENT BENCHMARKS

UNDP supported two development plans. The 10th plan (2002–2006) was a decisive step towards meeting the challenges of globalization and the scientific and technological revolution. The 11th plan (2007–2011) emphasizes Tunisia's effective integration into the global economy and the appropriation of knowledge by development actors. In this context, efforts had to be made to increase productivity, promote a knowledge economy and strengthen the culture of quality, whilst avoiding social exclusion.

#### 10th development plan (2002–2006)

The 10th plan draws its inspiration from the political choices outlined in the manifesto of the President of the Republic, presented during the presidential elections in October 1999. The priorities and the challenges to be met are set taking into account the progress of the Association Agreement with the European Union signed in 1995. According to the 10th plan, this Agreement constitutes a 'national strategic choice', which is an expression of the country's willingness to further integrate into the global economy, attain higher levels of growth and meet the challenge of employment.

In this context, one of the priorities of Tunisian decision-makers is to confront the challenges linked to the implementation of this Agreement, and more specifically, to the fall in the State's revenue due to the abolition of customs tariffs and to increased competition in the local and global

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<sup>5</sup> INS: (National Statistics Institute) 2010 socio-economic data – Tunisia

<sup>6</sup> Two countries that have slightly higher socio-economic scores compared to Tunisia (GDP per capita, national income per capita, life expectancy, rate of maternal mortality, etc.)

<sup>7</sup> The 2009 poverty rates were 8.5% for Brazil, 8.5% for Turkey and 2.8% for Tunisia.

<sup>8</sup> MDIC/UNDP, 'MDGs in Tunisia: A Regional Perspective', provisional report, September 2009.

<sup>9</sup> However, given the lack of reliability of some of the very sensitive data linked to poverty and employment, poverty rates could be revised upwards if we take into account various parameters of the study concerning household spending. Some estimate the poverty rate to be closer to 10%.

**Table 2. Situation of MDGs**

MDG	Targets	Indicators	Benchmark	Target in 2015	Level attained	Sources	Probability of meeting target
1	<b>Target 1.</b> Halve, between 1990 and 2015, the proportion of people living on less than \$1 a day	Incidence of poverty in %	6.7% in 1990	3.35%	3.8% in 2005	Source: 2004 and 2009 report	Met
	<b>Target 2.</b> Halve, between 1990 and 2015, the proportion of people suffering from hunger	Proportion of the population suffering from hunger in %	The issue of food security has been resolved for several years			Source: 2009 report	Met several years ago
2	<b>Target 3.</b> Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	Gross enrolment in %					
		Net enrolment rate in %	96.1% in 1994	97.6%	97.4% in 2007	Source: 2009 MDG report	Met and largely exceeded
		Illiteracy rate in %	68.3% in 1994		76.6% in 2006	INS	In progress
3	<b>Target 4.</b> Eliminate gender disparity in primary and secondary education preferably by 2015, and at all levels by 2015	Gender parity index	F/M (1990) Primary: 0.83 Secondary: 0.81 Higher: 0.62		F/M (2007) Primary: 0.91 Secondary: 1.13 Higher: 1.44	Source: 2009 MDG report	Met in 2000
4	<b>Target 5.</b> Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate	Child mortality rate in ‰	37.3‰ (1990)	11‰	19.1‰ 2006	Source: 2009 MDG report	Will probably be met
5	<b>Target 6.</b> Reduce by three quarters, between 1990 and 2015, the maternal mortality rate	Maternal mortality rate for every 400,000 live births	68.9 for every 100,000 live births (1994)	18.7 for every 100,000 live births	36.3 for every 100,000 live births (2006)	Source: 2004, 2009 MDG reports	Behind due to marked regional disparities
6	<b>Target 7.</b> Have halted by 2015 and begun to reverse the spread of HIV/AIDS	Prevalence rate of HIV/AIDS in %	Epidemiological rate of HIV/AIDS infection controlled			Source: 2004 MDG report	Met
7	<b>Target 10.</b> To reduce by 50%, by 2015, the percentage of the population without a sustainable supply of healthy drinking water	Rate of access to drinking water in %	84.7% (1994)		98% (2009)	Source INS	Largely met

Source: Ministry of International Development and Cooperation/UNDP, 'The MDGs in Tunisia: A Regional Perspective', provisional report, September 2009.

market. The 10th plan regarded the employment challenge as ‘the absolute priority’ for the 2002–2006 period. The main objectives were: i) the consolidation of the economic growth rate; ii) the promotion of employment; and iii) the promotion of exports. The priorities were improving the efficiency and effectiveness of job creation instruments, improving competitiveness, institutional and legislative reforms (reform of public administration, the legal system, and the national statistic system), sustainable development and regional development.

### 11th plan and the 2007–2016 decade

During this period, Tunisia must confront a global environment characterized by increasingly intense competition, demographic changes and pressure on natural and financial resources, persistent unemployment and the difficulty in maintaining financial balances.

The 11th plan draws inspiration from the guidelines set out in the 2005–2009 presidential programme that aimed to accelerate economic and social development by introducing the knowledge economy, encouraging initiatives, strengthening employment, stimulating the private sector, creating businesses, and promoting the quality of life and well-being of the population. It prioritizes integration into the global economy and the appropriation of knowledge by all actors. This plan is seen as a ‘decisive step towards meeting the challenges of globalization and the scientific and technological revolution’. It focuses on the appropriation of knowledge by all parties, in view of laying the foundations of an information society and knowledge economy. In this context, the human factor was promoted in terms of access to higher levels of knowledge and culture. This should result in an injection of investment in

human capital. In addition to this is the adoption of sectorial policies aimed at diversifying and increasing the contribution of high added-value sectors and skilled users. Based on these choices, the main strands of the 11th plan are:

- to establish a knowledge economy;
- to improve the level of competitiveness;
- to improve the output of the private sector;
- to win the employment challenge; and
- to guarantee social development.

### 2.4.2 EMPLOYMENT CHALLENGES

Tunisia’s employment policy<sup>10</sup> is focused on strengthening the competitiveness of companies, and on social measures for employment via youth schemes, particularly those targeting young graduates<sup>11</sup>. The active population increased from 3.4 million people in 2006 to 3.7 million people in 2009, that is, 300,000 new jobs were created. The decade 1997–2006 saw an increase in the number of higher education graduates, which went from 15,600 in 1997 to 54,000 during the 2005–2006 academic year. Over this decade, almost 705,000 jobs were created.

However, the structure of the active population has evolved, with increasing numbers of university graduates (8.3 percent in 1997, 13.1 percent in 2005) particularly in the sectors of education, health and services to companies. The proportion of university graduates in the total number of unemployed rose from 3.6 percent in 1997 to 13.6 percent in 2005. The main labour market indicators show that pressure on higher education graduates continues, with an unemployment rate that increased from 16.9 percent in 2006 to 21.9 percent in 2009<sup>12</sup>. Between 1984 and 2009, the

<sup>10</sup> Data taken from the official employment statistics for Tunisia published and disseminated by government bodies, namely: the National Statistics Institute (INS); the National Employment and Independent Work Agency (ANETI); the National Employment and Qualifications Observatory (ONEQ); and the Tunisian Central Bank (BCT).

<sup>11</sup> According to the last census in 2004, the graduate unemployment rate was three times higher than the unemployment rate among the illiterate.

<sup>12</sup> INS, 2009 population and employment study, Tunis, 2010.

**Table 3. Main labour market indicators 2006-2009**

Indicators	2006	2007	2008	2009
1. Active population (in thousands)	3,435	3,522	3,604	3,689
2. Additional demand (in thousands)	88	87	82	85
3. Jobs created (in thousands)	76.4	80.2	70.3	57.0
4. Cover ratio of the additional demand (in %)	86.8	92.2	85.7	67.1
5. Overall unemployment rate (in %), of which graduates from higher education (in %)	12.5 16.9	12.4 18.2	12.4 20.0	13.3 21.9

Source: BCT Report, Tunis, March 2010

unemployment rate among higher education graduates increased five-fold, from 3.8 percent in 1994 to 21.9 percent in 2009. In absolute terms, the number of unemployed higher education graduates went from 6,300 to 139,000 over the same period. The other characteristic of unemployment is its concentration in certain governorates, as we will see later on.

Since 2000, measures to promote employment comprised principally of:

- The creation of a national employment fund in 2000. Its principal aim is to improve the employability of young school-leavers and graduates and to promote the creation of businesses through: i) retraining according to labour market needs; (ii) apprenticeships; (iii) training; (iv) training-employment in work of public interest; and v) assistance with entering the workplace. Since it was formed, this fund has assisted 80,000 people, 9 percent of whom are university graduates.
- Credit allocation by the Tunisian Solidarity Bank (BTS). Created in 1997, the aim of the BTS is to facilitate access to credit for small companies. In January 2003, it was given the responsibility of managing loan and micro-credit programmes created by the 21-21 National Employment Fund and regional authorities. Since it was set up, the BTS has created an average of 11,000 jobs each year, 7,000 of which have received micro-credits.

- The initiatives of the regional councils and certain regional development programmes via regional and national schemes and integrated regional development programmes targeting the most vulnerable populations and petty traders in rural regions.

A reform of the employment policy, which was launched in 2008 and came into force in March 2009, regrouped different mechanisms for supporting employment under six programmes supported by the 21-21 National Employment Fund. There was also a focus on improving the professional qualifications of university graduates, notably in those specialities for which there seems to be little demand in the labour market, while allocating more resources to regions to enable them to develop their local job creation capacities. The principal aim of the 10-year period from 2007–2016 was to reduce the unemployment rate by four points, including among university graduates.

### 2.4.3 REGIONAL DEVELOPMENT CHALLENGES

Regional development is a long-standing concern in Tunisia. Since its independence, Tunisia has had to come to terms with a structural imbalance between the coastal and the inland regions. Broadly speaking, three significant periods can be identified: i) proactive development through industrial centres

of growth in the 1960s and 1970s, where public investment played a key role—however, the expected effects on employment did not materialize; ii) regional development as a priority under the 6th plan from the 1980s (with the creation of a General Commission for Regional Development)—although investments still largely favoured the coastal regions, various governmental programmes (the Rural Development Programme since 1973, the Integrated Rural Development Programme since 1984) were launched both to create income-generating opportunities and to alleviate social consequences in inland areas faced with migration to the more attractive coastal areas and large towns; and iii) starting in the 1990s in a context marked by the liberalization of the economy and a reduced role for central planning, the focus was placed on enticing high-growth areas (coastal regions and towns) to spread development to other regions. The current regional development policies still attempt to promote local development through means such as economic stimuli and encouragement, rather than through direct investment by the State. Regions have been given increased authority in the area of private investment through the setting up of regional committees to promote business creation, and through the creation of ‘business centres of public economic interest’<sup>13</sup>. Other measures include the establishment of the BTS and an improvement in the investment code to channel investments more effectively to least developed regions. However, the centralization of decision-making has reduced the scope of this commitment and deprived regions of the capacity to manage their own development.

Fifty years after the first attempts to achieve more equitable development among regions, the disparities between the coastal regions

and the rest of the country remain enormous despite attempts to keep populations in their regions through activities that are supposed to guarantee sustainable incomes. According to INS figures, in 2005 poverty rates remained higher in the south (7.5 percent) and central west (7.1 percent) regions than in Greater Tunis (2.8 percent) and the central east region (2.4 percent). This same trend is observed in the employment rates using INS data for 2007 with the unemployment rates reaching 20 percent in the south-west and the north-west. The most affected governorates recorded unemployment rates between 24 percent and 26 percent, for example in Tozeur, Jendouba and Siliana followed by Gafsa and Kasserine<sup>14</sup>. In light of this data and the studies carried out by national and international institutions, the new challenges can be summarized as follows:

- Drafting a regional development policy that assists regional councils through real decentralization to democratically elected bodies with the mandate, financial resources and technical capacity to foster local development.
- Improving coordination between regional actors and the private sector.
- Drawing up and implementing regional employment plans that comprise of relevant monitoring instruments and are managed by regional administrations.

#### 2.4.4 ENVIRONMENTAL CHALLENGES

Since the late 1980s, Tunisia has been implementing a strong public policy on environmental protection, which led to the creation of the National Environmental Protection Agency (ANPE) in 1988, a National Environmental Action Programme in 1990, the establishment of the Ministry of the Environment and Territorial Improvement in 1991, the creation in

<sup>13</sup> *Centres d'affaires d'intérêt public économique.*

<sup>14</sup> Official data from INS. Other sources indicate much higher unemployment rates that exceed 40% for certain governorates in the interior.



1993 of a National Commission for Sustainable Development (CNDD), the creation in 1994 of the Tunisian Observatory for Environment and Sustainable Development, and the development in 1995 of its Agenda 21. Furthermore, the country has participated actively in the United Nations' adoption of the three international conventions—United Nations Convention to Combat Desertification (UNCCD), United Nations Framework Convention on Climate Change (UNFCCC) and the Convention on Biological Diversity (CBD)—which took effect from the Rio Summit in 1992.

In the 1990s, important institutional legal, technical and financial tools were put in place to implement the policies of the Ministry of the Environment and the CNDD and to gradually incorporate environmental concerns into national development. Thus, the country's eighth Financial and Social Development Plan (1992–1996) dedicated for the first time an entire chapter to environment and sustainable development. The focus on environment was strengthened during the period covered by the two cooperation cycles between UNDP and Tunisia through the following plans:

- 10th plan (2002–2006), which dedicated a chapter to sustainable development and emphasized achieving a better balance between development needs and the protection of the environment and natural resources.
- 11th plan (2007–2011) whose sustainable development approach focuses on an improvement in the quality of life of citizens living in urban and rural areas and promotes participatory eco-development. Its major strands are: i) prevention of industrial pollution; ii) conservation of natural resources; iii) protection of the coast; iv) harnessing

energy and renewable energy; and v) territorial improvement and urban development.

- 12th plan (2009–2014), which incorporated water management, climate change and reduction in energy dependence into the country's sectorial policies.

Tunisia's efforts over the last 20 years in the fields of environment and energy<sup>15</sup> have met with some success. In particular, they have enabled the country to better manage the impact of joining the global economy on its environment and natural resources.

#### 2.4.5 GOVERNANCE

Since its independence in 1956, Tunisia has had two presidents: President Habib Bourguiba, who governed from 1956 to 1986, and President Zine-el-Abdine Ben Ali, who ruled from 1987 to 2010. President Bourguiba stepped down following a 'medical coup d'état' by Ben Ali, who in turn was forced to leave office after the Tunisian people's revolution of 14 January 2011. The situation in terms of governance is evolving rapidly and the present section describes the situation towards the end of 2010.

The history of the movement to democratize political life is punctuated by stops and starts. Since the 1980s, Tunisia has been working towards democratizing political life. One of the results of this process was the introduction of a symbolic representation of opposition parties in national institutions. This helped expand the space for expression, despite the resistance to change demonstrated by the dominant party, the Constitutional Democratic Rally (RCD). Until the revolution on 14 January 2011, this party left little room for other political forces to develop<sup>16</sup>. Over the last 20 years, political and institutional reforms have advanced a lot more slowly than

<sup>15</sup> Tunisia has allocated 1.2% of its GDP to public funding intended to manage the environment and natural resources; this explains to a certain extent the continuing costs of environmental degradation which are overall approximately 2.1% of GDP (GTZ 2010).

<sup>16</sup> The RCD was dissolved in March 2011 following several popular demonstrations; this dissolution was perceived as a symbol and a strong political act to end 20 years of dictatorship.

liberal financial reforms as a result of the authorities' strict control over information methods and room for expression. The gap between the country's financial performance and political development has widened. Progress has been made in financial governance by strengthening the ability of the Court of Auditors and Revision of Legal Instruments pertaining to the system of checking public finances. A reform of administrative governance was also drafted in 2007 in the form of an administrative development strategy for the period 2007–2011, followed by a national programme for administrative reform, which was under way in 2010.

At a local government level, the communal councils were elected by universal suffrage, but the RCD dominated these elections and the representation of the opposition parties remained marginal. The governorates had neither the power nor the means to drive development in their regions.

The post-revolution situation requires the rule of law to be strengthened, within the framework of a forward-looking vision shared by all forces in the country about how to develop democratic institutions. It is also important to protect human rights and to ensure that women's rights are respected, to guarantee transparency, to promote a culture of governance based on results, and to foster a sense of citizenship.

## **2.5 ROLE OF THE PRIVATE SECTOR**

Since the beginning of the 1970s, Tunisia has focused on the private sector with the movement towards liberalization and the integration into the world economy. The State has played a key role in driving private capital through legal and financial mechanisms to support the development of private companies. It has supported

efforts to develop human capital by training technicians and managers in all professions. The private sector has adapted to the opening of the national economy to international trade by developing partnerships with private sectors in other countries. It has been structured around several sectorial and regional federations with an umbrella organization, the Tunisian Union for Industry, Commerce and Handicrafts (UTICA). Private investment in the private sector represents an annual average of 15 percent of GDP. The private sector helps to create 70,000 jobs per year.

The development of competitiveness in the Tunisian private sector and the consolidation of economic, legal and financial bases to guarantee private propriety and investment security have helped increase foreign private investment. Thus foreign direct investment represented 4.8 percent of GDP in 2008 compared with 1.9 percent in 1996<sup>17</sup>. These foreign investments account for at least 20 percent of total annual job creation in Tunisia.

Today, Tunisia's private sector must enhance its productivity, invest in promising areas of innovation and research, and diversify its market opportunities beyond the European Union.

## **2.6 ROLES OF NON-GOVERNMENTAL ACTORS**

Non-governmental actors, who represent civil society and can defend special interests or participate in national political dialogue, grew in number in the 1980s as politics became more open and opposition political parties began to express themselves. Since then, the number of associations has steadily increased, reaching 9,517 in 2010 (compared with 2,503 in 1988)<sup>18</sup> in the following areas:

<sup>17</sup> In 1996, 63% of foreign direct investment was in the textiles industry. In 2008 the textile sector attracted only 18% of FDI, while 60% of it went to mechanical, electrical and chemical industries.

<sup>18</sup> Centre for Information, Training, Study and Documentation on Associations (IFEDA): <http://www.ifeda.org.tn>

Cultural and artistic associations:	5,988
Sporting clubs:	1,270
Development associations:	592
Social clubs:	570
Scientific associations:	478
Charitable/social organizations:	474
General associations:	123
Women's associations:	22

These associations are divided into two main categories: those that provide a service to a group targeted by public administrations and sometimes act as intermediaries on their behalf, and those that stand for social mobilization in the defence of certain causes and are more independent from the State apparatus. They sometimes serve as a channel for lobbying: women's causes, human rights, environment, transparency, freedoms, etc. This reality of Tunisian civil society reflects the complexity and ambivalence of its relationship with public authorities, between on the one hand co-optation or capture by the State, and on the other hand militancy vis-à-vis the same State to strengthen the voice of citizens. Through regulatory controls and funding mechanisms, the State's apparatus has significant power to mobilize these associations to implement certain components of its social policy. As such, with the creation of the BTS, several micro-credit associations have been set up to serve as intermediaries between the BTS and the population.

The legal and financial framework and the monitoring of activities of the Tunisian civil society organizations reflect a desire to monitor

and control the social fabric. This paternalist approach to civil society undermines the building of genuine citizenship and engenders workaround strategies that can damage the transparency of objectives pursued by certain associations.

## 2.7 GENDER

Since Tunisia's independence, gender has received special attention from political leaders, unions and a large section of the Tunisian intelligentsia. President Bourguiba's forward-looking views on this issue led to the adoption of a code on personal status before the creation of the Constitution. Despite attempts to halt or even reverse progress, what has been achieved is significant and has been consolidated by various legal instruments to promote gender equality<sup>19</sup>. Legal provisions and raising the educational standards among women have played a key role in stimulating social progress by asserting the role of the woman in public life.

In 2010, the proportion of women members of parliament<sup>20</sup> was 27.5 percent in the lower chamber<sup>21</sup> and 15.2 percent in the upper chamber<sup>22</sup>. At the local level, they account for 26 percent of municipal counsellors<sup>23</sup>. Conversely, women hold only 9 percent<sup>24</sup> of all decision-making posts (legislators, civil servants and managers).

In economic terms, Tunisian women today occupy important positions in all fields of work: doctors (42 percent), dentists (60 percent) and magistrates (25 percent). However, the employment rate among women remains low

<sup>19</sup> The Code on personal status of 1956 overturned the law on marital constraint, required both parties to consent to marriage, abolished polygamy and instituted legal divorce. The Constitution of 1959 proclaimed the equality of all citizens before the law and granted the right to vote to women. Since that date, other laws and legal instruments have been introduced (Employment Code of 1966, law against discrimination of 1993, etc.).

<sup>20</sup> The Tunisian parliament is bicameral and has a lower house of Deputies and an upper house of Senators. More detail at: <http://www.tunisieinfo.com/references/constitution/constitution-fr.pdf>.

<sup>21</sup> Elections of 2009 (<http://www.ipu.org>).

<sup>22</sup> Elections of 2008 (<http://www.ipu.org>).

<sup>23</sup> CAWTAR et al., 'National Empirical Studies on Arab Women in Local Governance in Algeria, Egypt, Lebanon, Tunisia and Yemen', 2006, p.6.

<sup>24</sup> World Economic Forum, 'The Global Gender Gap Report', 2009, p. 178.



(24.8 percent for women compared with 68.7 percent for men) and does not match their level of education. Regional gaps persist in all sectors. In addition, gender principles need to be mainstreamed into sectorial policies to improve upon social norms and behaviours, both at work and in the public and private spheres.

According to studies and analyses available, the main remaining challenges are:

- the fight against gender-based violence;
- affirming institutional leadership in advocacy and awareness raising about safeguarding women's rights and gender equality in all spheres of society;
- reducing the extent of regional inequality by helping women to access their rights and decent jobs;
- strengthening the capacity of women's organizations engaged in defending their interests; and
- improving the level of representation of women in management positions and political responsibility.

## 2.8 PLACE AND ROLE OF TUNISIA IN THE SUB-REGION

Tunisia is part of three areas of cooperation and dialogue. The first is the Organisation of African Unity. The second is the Arab Maghreb Union<sup>25</sup>. The third group is the League of Arab States, a forum for political dialogue and cultural exchange that brings together all Arabic-speaking countries.

Since the mid-1990s, Tunisia has focused on advancing its integration into the world economy. In 1995, it signed the Association Agreement

with the European Union to create a free trade area in 2008. It also signed other preferential trade agreements such as the Arab free trade zone<sup>26</sup> (18 countries) and the European Free Trade Association, which unites Switzerland, Norway, Iceland and Liechtenstein.

Tunisia is also a member of the Euro-Mediterranean partnership (Euromed), which was signed on 28 November 1995 in Barcelona. Euromed originally comprised 15 members of the European Union and originally 10 Mediterranean countries (Algeria, The Palestinian Authority, Egypt, Israel, Jordan, Lebanon, Morocco, Syria, Tunisia and Turkey). Albania and Mauritania have been members since 2007. The purpose of this partnership is to construct a shared forum for peace, security and prosperity. At the financial level, the process aimed to create a free trade market by 2010. The EU provided Euromed with EUR 16 billion in financial support between 1995 and 2007. Priority is given to private investment, infrastructure, local and regional projects on South-South cooperation, and development of human capital.

## 2.9 NEW DEVELOPMENT GOALS FOR TUNISIA

With a per capita income of 5,649 DT (USD 3,900) in 2009 and a ranking of 81 in the HDI in 2010, Tunisia is classified as an emerging country. Social and economic advances have been the result of a historical process of building the national economy by developing human capital and diversifying production bases, with successive strategies of industrialization and opening up to external markets. Economic and social structures have been entirely modified. Economic growth is today led by the service sector. The financial sector has developed rapidly. The industrial fabric has diversified and is focused on external markets. Strong fundamental macroeconomics and the

<sup>25</sup> This union, home to 90 million inhabitants, has been unable to develop for political reasons linked to the conflict in Western Sahara. In recent years, initiatives have focused on re-launching Maghreb cooperation by creating a development bank and by regrouping common strategic approaches such as for agriculture.

<sup>26</sup> GAFTA (Greater Arab Free Trade Area).

careful management of internal and external debt have enabled Tunisia to access capital markets more easily to finance its development.

In the social sphere, the level of human development is high, with performances that are close to those of developed countries. Women today have a very honourable status and their position is becoming increasingly established in all areas of society, in spite of the social-cultural difficulties that are impeding greater gender equality. Tunisia is well on track to meet the MDGs by 2015, through rapid gains in at least two objectives including maternal mortality.

An analysis of two decades of development and of the significant economic and social trends in Tunisia highlights several socio-economic challenges that will be faced by the country over the next 10 years.

Firstly, the annual average growth rate levels off at 5 percent per year (1990–2010) with a capacity for creating 70,000 jobs per year, which falls short of what would be required to reduce unemployment.

Secondly, the private sector is unable to exceed an investment rate of 15 percent of GDP (ranging between 12 and 15 percent depending on the year). It is especially unable to make substantial investments in technological innovations and in the creation of added value in regional economies. The private sector has found it difficult to generate growth through innovation and investment in new technologies and sustainable development. Ultimately, this situation risks making the economy more fragile and vulnerable to external competition from regions with lower production costs than Tunisia.

Thirdly, Tunisia is dependent on trade with the European Union and vulnerable to the constant challenge posed by Asia; the country's

presence in African and American markets remains insignificant.

Fourthly, there has been the growth of structural, long-term unemployment, in particular among university graduates who have to wait on average two to three years to get their first job. Employment will be a huge challenge over the coming years, taking into account the size of the 20-29 year age group, which will represent 31 percent of the active population until 2014 and will not slow down until approximately 2019. To this is added the problem of under-employment, found particularly in public areas managed directly by the governorates; here there are approximately 300,000 part-time employees who receive less than half of the national minimum wage. Thus the declared unemployment rate of 13.3 percent is significantly less than the real number<sup>27</sup>.

Finally, the fifth risk is the fragility of social equality, with persistently strong income inequality, the vulnerability of some sections of society affected by economic and social insecurity, and the persistence of strong regional disparities. All composite indicators suggest that the regions with the slowest creation of wealth and employment are the governorates of Gafsa, Kef, Sidi Bouzid and Siliana.

To meet these challenges, public policies should be based on training, on the creation of small and medium-size enterprises (entirely revising the currently ineffective finance and support apparatus), on a more effective industrial policy to achieve greater added value and technological innovations, and on a frank and open dialogue about the issues related to employment, bringing together all the actors including the labour organizations and training (UGTT, UTICA, universities, research institutions etc.).

Despite their lack of efficacy, public administrations are resisting change and are struggling to

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<sup>27</sup> Some studies estimate the real rate of unemployment to be around 21%; Mahmoud Ben Romdhane, *Tunisia State, Economy and Society*, Sud Editions, Tunis, January 2011.

turn themselves into impartial institutions that can drive development and meet citizens' needs. Tunisia must do the following to keep up with other large emerging countries:

- Develop a new economic growth model based on a high degree of innovation, research and development of new technologies. The model should also promote biological agriculture to create more sustainable employment (at least 200,000 jobs per year are necessary), foster more balanced regional growth and prepare the agriculture sector for liberalization.
- Consolidate and develop economic and financial reforms whilst ensuring fundamental macroeconomic balances and careful debt management through new sectorial results-based programming instruments.
- Combat all forms of corruption and secure the economic and financial environment of companies, which must comply with the state laws of transparency in the management of public resources.
- Develop strategies for diversifying commercial trade, in particular to lessen Tunisia's vulnerability to the price instabilities of certain products such as oil, which it needs for its development.
- Improve fiscal tools and policies in order to reduce income inequality and regional disparities, which may become a source of political instability.
- Develop coherent sectorial and regional programmes to ensure sustainable development with regard to the protection of the environment, climate change, water management and energy management.
- Enhance human capital taking into consideration the MDG+ with the main objective of reducing inequality.
- Incorporate modern methods into teaching and research and grant adequate human and financial resources.
- Improve the standards of technology companies in terms of specialization and competitiveness, drawing on the experiences of competing countries such as Morocco.
- Improve governance both at the national and local levels and lay the foundation for the rule of law, by creating space for free expression and dialogue, strengthening citizenship, promoting respect for the rights of women and giving responsibility to local governments to achieve real decentralization.

# UNDP RESPONSE AND STRATEGY

### 3.1 PRIORITIES OF THE UN SYSTEM AND UNDP RESPONSE

The interventions of UNDP take place under the United Nations Development Assistance Framework (UNDAF), which is drawn up every five years. The first UNDAF (2002–2006) targeted four areas of cooperation:

- Integration within the world economy via:
  - i) commercial trade and movement of capital;
  - ii) adaptation and development of production infrastructure; and
  - iii) regional economic integration.
- The main social challenges: i) integrating young people into society; ii) developing the workforce and promoting employment; iii) combating marginalization and social exclusion; and iv) promoting women's rights.
- The environment and cultural heritage, by placing an emphasis on: i) managing natural resources; ii) environmental conservation; and iii) promoting cultural heritage.
- Governance issues focusing on: i) transforming the role of the State; ii) decentralization; and iii) information and communication.

The second UNDAF (2007–2011) set four strategic objectives for all UNS agencies operating in Tunisia with four principal 'outcomes' to achieve by 2011:

- *Outcome no. 1:* Access to good quality socio-economic and environmental services will be improved and vulnerability reduced, particularly for the poorest segments of society, women, children and people vulnerable to STD and HIV/AIDS, mainly in rural areas and the underprivileged regions of the country, contributing to the equitable completion of MDGs throughout the nation's territory.

- *Outcome no. 2:* Adolescents and youth are enabled to participate actively in society, and have access to good quality socio-economic services, including basic healthcare and reproductive healthcare services adapted to their needs and rights.
- *Outcome no. 3:* Increased job opportunities mainly for youth, women and higher education graduates in order for them to obtain productive and permanent jobs with decent pay.
- *Outcome no. 4:* Public authorities will be able to keep responding to the needs of all citizens and the private sector generated by the international context.

During the two programme cycles (2002–2006 and 2007–2011), UNDP has focused its support on achieving globalization goals, the creation of jobs, environmental protection, and promoting governance. The first programme cycle had more of a 'project-based' than 'programme-based' approach, comprising of a mixture of preparation assistance and small-scale projects. Conversely, during the second programme cycle, UNDP, while referring more clearly to the UNDAF outcomes, made an effort to better conceptualize its assistance by adopting a programme approach that made it possible to accompany processes and strategic development visions and to implement more readable programmes that are more in line with other partners.

UNDP's responses during the first cycle were based on the analysis of the Common Country Assessment drawn up within the context of the UNDAF preparation, and on national priorities such as those defined in the 10th economic and social plan. In terms of support to Tunisia's integration into the world economy and improved

governance, the main issues selected by UNDP were adapting the production infrastructure to meet the challenges of globalization, improving the efficiency of the State in an economy that is more liberal and open to external trade, and developing a pilot for local human development. At the social sectors level, the strategic choice was to focus on adapting the MDGs to the national context (MDG+). In terms of the environment, during this cycle, energy management appears to have focused more on reducing greenhouse gas emissions than on improving energy efficiency.

In reality, during this period, the energy efficiency programme slowed down and was marked both by uncertainty regarding the role of the agency responsible for energy efficiency, and a certain passivity in terms of fixing energy prices (National Agency for Energy Management, August 2010). During this period, energy does not appear as a separate sector in the cooperation between UNDP and the government, at least in the Country Cooperation Framework (CCF) for 2002–2006, even if, in practice, the projects implemented and the funding awarded to this sector were relatively important.

The focus areas of UNDP-Tunisia programmes for the first programming cycle were:

- The integration of Tunisia into the world economy: The main interventions fall into three categories: i) commercial trade and foreign investment, targeting export strategies and their accompanying policy and policies on direct foreign investment; ii) adapting and developing the production infrastructure by taking into account the future of the production sectors (agriculture, industries and services) with regard to possible changes in direct foreign investment and commercial trade; iii) regional integration with the principal objective of creating a Tunisian negotiation platform for the main Euro-Mediterranean dossiers.
- Meeting social challenges that relate to: i) professional development and employment, to help create a long-term strategy for developing human resources with expertise adapted to the needs of the market; and ii) the fight against marginalization and social exclusion (protection of vulnerable social segments and groups, reduction of regional and social disparities and support for the emancipation of women living in rural areas).
- Protecting the environment with a focus on: i) the fight against desertification; ii) the conservation of ecosystems; iii) the conservation of biological diversity; and iv) the reduction in energy consumption.
- Issues of governance based on: i) the role and efficacy of the State (a better definition of the roles of the State, the public sector and the private sector, and achieving efficacy in administration and the judicial system); ii) decentralization by strengthening the participatory approach based on associative movement; and iii) information and communication.

UNDP's responses during the second cycle (2007–2011) took into consideration the lessons learnt from past cooperation<sup>28</sup>, particularly:

- the potential of UNDP projects to provide technical assistance and strengthen Tunisia's ability to formulate strategies and development policies;
- the requirement to pursue and strengthen the participation of the private sector and civil society in implementing UNDP projects;
- a number of shortcomings observed in project performance, such as the numerous delays and problems with payments to local partners, due to their limited financial absorption capacity; and
- a need to adjust programmes related to democratic governance including at the sectorial

<sup>28</sup> These findings are drawn principally from the UNDP mid-term review carried out in November 2004 and the UNDAF final review for the period 2002–2006, carried out in December 2006 (CPAP 2007–2011).



level such as the environment and preventive management of natural and environmental catastrophes.

Furthermore, according to the Country Programme Document (CPD) and CPAP, UNDP's responses to the development challenges in Tunisia during the second cycle (2007–2011) were based on an assessment of the 10th plan of social and economic development (2002–2006) conducted in 2004, on the objectives defined in the Presidential programme, as well as on the strategic axes drawn during the preparation of the 11th plan (2007–2011).

These responses are structured within the CPD/CPAP framework in three main components, which are: i) managing Tunisia's integration into the world economy; ii) strengthening equality and quality of services with a view to reducing vulnerability; and iii) promoting employment. The UNDP Country Office aims to position itself as a favoured partner of Tunisia by targeting strategic processes in the fields of governance, environment, MDG+, UNS reform, regional partnerships and South-South cooperation.

In certain thematic areas targeted by the CPD/CPAP, the national priorities are not very clear, particularly in the areas of MDGs and democratic governance. On the other hand, while national priorities in the environment and energy sectors are clearly set out, these two areas do not appear explicitly in the CPD/CPAP. However, it is important to note that the CPAP has identified a number of results and products in the area of governance in terms of reducing the risks of natural disasters, integrated management of coastal areas and planning sustainable development at the local and regional level. Interventions concerning the environment and energy have grown in importance since the end of the first programming cycle, which may explain why they do not have a high profile in the CPD/CPAP.

The programme proposed for the period 2007–2011 aims to meet a dual imperative. On the one hand, it aims to support the development

of national strategies in the different priority areas by mobilizing expertise that the country genuinely needs, and on the other hand, it aims to promote the expertise and experience accumulated by Tunisia through UNDP networks by supporting South-South cooperation within the Arab region and beyond. The programme focuses on three UNDAF outcomes, notably:

- *Disparities, equality and quality of life:* Action concerns: i) supporting policies and programmes aimed at preventing and reducing vulnerability and disparity by strengthening statistical capacity in support of planning and promoting sustainable human development strategies, taking into account the environment and HIV/AIDS; and ii) strengthening the partnership in decision-making at the regional and local level, developing the participatory approach at the regional and local levels, and strengthening regional and local capacities.
- *Employment:* The focus is on improving employment opportunities through: i) supporting a detailed analysis of unemployed groups with a view to developing targeted and effective follow-up to help them find work; ii) strengthening the capacity to manage employment problems and to promote partnerships and agreement on employment initiatives especially those concerning young people [this is in coordination with the International Labour Office (ILO), the Food and Agriculture Organization (FAO), the International Organization for Migration (IOM) and the United Nations Industrial Development Organization (UNIDO)].
- *Globalization:* Programmed support targeting: i) enhancing the efficiency and effectiveness of public political structures (strengthening capacity in strategic planning, monitoring and quality assurance for the administration, developing new public administration management tools, and consolidating Tunisia's position at the international level); and ii) globalization of all development partnerships to expand

resources to complement the country's finances (South-South cooperation and public-private partnerships).

Most interventions envisaged under the two CPAP frameworks will use the national implementation modality, in accordance with the principles of results-based management, with the objective of achieving 50 percent co-funding from the Tunisian government. The other potential partnerships should be identified as the programme is implemented. Methodological training in results-based management has been envisaged in partnership with other organizations in the UNS, in particular at the regional

level. Implementing partners are essentially the ministerial departments and institutions responsible for interventions in terms of advocacy and strategic advice.

The CPAP for 2007–2011 comprises four joint programmes:

- The engagement of youth in implementing the MDGs
- Regionalization of the MDGs
- Gender mainstreaming and the fight against gender-based violence
- Reduction in maternal mortality

**Table 4. Outcomes and products of CPD programme 2007-2011**

Components	Outcomes of programme	Products
Reduction in disparity and promotion of equality and quality of life	<p><b>Outcome 1:</b> improved policies and programmes aimed at preventing and reducing vulnerability and disparity</p> <p><b>Outcome 2:</b> consolidated participation and partnership in decision-making process at regional and local levels</p>	<p>1.1 Strengthened statistical capacity to support strategic planning and to follow-up achievement of MDGs</p> <p>1.2 Strategies for sustainable human development developed at regional and national levels, enabling integrated management of risks</p> <p>2.1 Operational mechanisms at regional and local levels, allowing the participation of women and youth, of civil society, and of the private sector in planning and implementing development</p> <p>2.2 Strengthened ability of local and regional actors to formulate and implement programme strategies</p>
Promotion of employment	<b>Outcome 1:</b> improved performance of labour market institutions	<p>1.1 Strengthened capacity to analyse and identify groups affected by unemployment and/or job insecurity</p> <p>1.2 Strengthened regional management capacity for employment</p>
Enhanced integration of Tunisia in its regional and global environment	<p><b>Outcome 1:</b> Increased efficiency and effectiveness of public policies and institutions</p> <p><b>Outcome 2:</b> Mobilization of all partners in development so as to increase resources available for development, in addition to State budget</p>	<p>1.1 Strengthened capacity of the administration in strategic planning, monitoring and evaluation, and quality assurance</p> <p>1.2 Innovation capacity of the administration strengthened to support modernization</p> <p>1.3 Operational inter-ministerial negotiating platforms for the monitoring and implementation of international commitments</p> <p>2.1 Potential for greater contributions by Tunisians living abroad identified (financial and human resources)</p> <p>2.2 Effective private-public partnerships contributing to the development of innovative mechanisms to finance investment</p>

**Table 5. Main UNDP projects planned for the period 2002-2011**

Cycle 2002-2006			Cycle 2007-2011		
Projects	Total estimated cost (in USD)	UNDP financing (in USD)	Projects	Total estimated cost (in USD)	UNDP financing (in USD)
<b>1. Governance/MDG</b>	<b>2,318,555</b>	<b>1,266,428</b>	<b>1. Governance/MDG</b>	<b>7,698,700</b>	<b>2,690,424</b>
1.1 Income-generation: development of continental fish farming.	163,663	34,930	1.1 Support for strengthening the capacity for analysis and monitoring of labour markets (2007-2009)	90,000	60,000
1.2 Information system for insertion of governance indicators and human development in Tunisia (SIRISE)	104,509	56,215	1.2 MODAP 2009-2012 **	1,500,000	750,000
1.3 Assistance in conducting the Tunisia 2030 study (2002-2009)	543,500	265,000	1.3 Support for implementing a communication strategy for the Court of Auditors	75,000	75,000
1.4 Support for modernizing and strengthening the Court of Auditors	604,142	216,315	1.4 Court of Auditors (2009-2012)	776,700	388,350
1.5 Let's share the future (2005)	234,590	150,000	1.5 Involving Tunisian youth in the achievement of MDGs (2009-2012)	3,115,000	679,074
1.6 White paper on electronic government (2003-2004)	90,000	25,000	1.6 Reduction in maternal mortality (2009-2011)	1,032,000*	550,000
1.7 ART GOLD national platform (2004-2005)	92,518	88,335	Gender 1.7 Integration of gender in the fight against violence based on gender (2007-2011) ***	1,110,000*	188,000
1.8 Support for process of collecting statistical data for MDGs (2005-2006)	80,000	80,000			
1.9 Support for implementation of strategy to modernize public administration (2006-2009)	205,633	205,633			
1.10 Support for dialogue to identify indicators of good governance and sustainable human development in Tunisia (2006-2009)	95,000	70,000			
1.11 Regionalization of MDGs (2006-2009)	105,000*	75,000			

(continues)

\* Joint project

\*\* MODAP: Modernisation of Public Administration

\*\*\* The joint gender programme has been managed for three years by the environmental unit with UNDP-Tunisia



(continued)

<b>Table 5. Main UNDP projects planned for the period 2002-2011</b>					
<b>Cycle 2002-2006</b>			<b>Cycle 2007-2011</b>		
<b>Projects</b>	Total estimated cost (in USD)	UNDP financing (in USD)	<b>Projects</b>	Total estimated cost (in USD)	UNDP financing (in USD)
<b>2. Environment</b>	<b>15,176,167</b>	<b>6,291,149</b>	<b>2. Environment</b>	<b>7,547,000</b>	<b>3,150,000</b>
2.1 Experimental validation of thermal and energy performance for new buildings in Tunisia (2000-2007)	10,700,000	4,360,000	2.1 Regional action plan for the fight against Kasserine desertification (El Brek) (2008-2010)	372,000	
2.2 Strengthening national capacity to raise awareness and provide information about climate change (2004-2009)	1,130,000	530,000	2.2 Support for implementation of quadrennial programme 2008-2011 in managing energy (2009-2012)	1,600,000	850,000
2.3 Strengthening capacity of Task Force to manage energy (2005-2008)	798,862	393,476	2.3 National strategy and energy substitution action plan (2008-2010)	600,000	300,000
2.4 Preparing second national communication of Tunisia on climate changes (2005-2009)	488,000		2.4 Global and incorporated approaches to climate change in Africa (2010-2011)	2,975,000	
2.5 Updating study of national action plan on biological diversity (2005-2009)	224,000	112,000	2.5 Development by private sector of wind-generated electricity connected to Tunisia network	2,000,000	2,000,000
2.6 Support for process to create a protected area at Sidi Mechreg and Cap Negro (2006-2009)	372,000	186,000			
2.7 Evaluation of needs to strengthen capacity and contribution to implementation of exchange centre on biodiversity (2006-2009)	201,305				
2.8 Certification of household refrigeration appliances in Tunisia	1,262,000	709,673			
<b>Total</b>	<b>17,494,722</b>	<b>7,557,577</b>	<b>Total</b>	<b>15,245,700</b>	<b>5,840,424</b>

### 3.2 STRATEGIES AND TOOLS FOR IMPLEMENTING PROGRAMMES

In order to achieve the results expected from the two programme cycles, UNDP has systematically attempted to combine four instruments:

1. **Support for processes that bring about a change in conduct in all public/private spheres and methods of operation of certain institutions.** UNDP has developed technical and political partnerships to support its efforts to develop public policies. This translates into the development of prospective capacities (Tunisia 2030) and a more profound reflection on human development through the publication of a study on the determining factors for poverty in Tunisia in 2004<sup>29</sup> and the two national reports on MDGs (2004 and 2009). The same is true for the development of a culture for controlling public expense through support for the Court of Auditors.
2. **Capacity-building as a UNDP strategic approach concerning governance, employment, the environment and energy.** Capacity-building involves: i) technical support through making human resources available (project personnel, consultants and experts mandated for specific support); ii) supplying equipment; iii) organizing national and international seminars and workshops; iv) organizing trips abroad for Tunisian partners to exchange information or to participate in international events (indicators of governance, global network of the Court of Auditors, COP-UNCCD, UNFCCC, CBD, CRIC, Scientific Congress); v) organizing targeted technical and methodological training (audit information and extraction of financial data, calculation methods for governance indicators, tackling desertification, managing energy, international negotiations on climate change, monitoring and evaluation, geographic information systems, results-based management, methods of ecological inventory, approach based on human rights etc.); and vi) supporting the mobilization of funds to support national sustainable development programmes.
3. **The advisory function is another strand of UNDP's strategy.** Given its limited resources, UNDP cannot exert strong influence through direct investment in the country's economic and social development. It focuses instead on offering advice and expertise to support the development of sectorial strategies and action plans and via studies and strategic work, such as the strategic study Tunisia 2030; the strategic plan of the Court of Auditors; the fourth national report on biological diversity; the study on the vulnerability to climate change of the Tunisian coast and the corresponding adaptation strategy; and the second national communication of Tunisia in terms of the UNFCCC.
4. **Pilot development projects constitute practical experiences for supporting the development process and the country's environmental protection.** These interventions are generally done in partnership with public bodies, non-governmental organizations (NGOs) and grassroots organizations. For example: GEF micro-finance projects, projects to equip laboratories for the certification and quality-control of energy efficiency (appliances and building), the biodiversity protection project, and conservation projects for wetlands and coastal ecosystems (Cap Bon and Kroumirie). All these projects are of critical importance, since they balance a country programme that tends to favour upstream interventions at the political and national strategy level.

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<sup>29</sup> UNDP, 'Strategy for Reducing Poverty: Study into the Poverty Phenomenon in Tunisia', Tunis, July 2004.

### 3.3 CAPACITY TO MANAGE PROJECTS

The UNS in Tunisia is limited to a few resident agencies that have very modest programmes<sup>30</sup>. The UNDP Country Office in Tunisia comprises a core team of 17 people. It is managed by the Resident Coordinator/Resident Representative and the Assistant Resident Representative, and the programmes are controlled and managed by two programme supervisors and two programme assistants. The operations team comprises six people.

The expertise of the two programme units of UNDP (governance and environment) is often called upon for daily project implementation tasks, at the expense of focusing on strategic issues to be handled with national partners. Those responsible for the programmes lack the overview (or sometimes the necessary technical expertise—you can't specialize in everything) to expand certain strategic dossiers such as the MDGs, human development and sustainable development. The mobilization of expertise outside the UNDP Country Office for support and advice purposes is not systematic and is not part of the Office's programmatic vision.

### 3.4 MOBILIZATION AND UTILIZATION OF RESOURCES

During the two programme cycles, UNDP has mobilized significant financial resources, averaging USD 4.4 million per year since 2004. These resources were the most significant during the first programme cycle, with an annual average of USD 6 million between 2004 and 2006 due to the amount allocated to the environment and energy sectors and the contribution of new funding partners and the private sector. For the second programme cycle (2007–2011), budgetary resources were on average USD 3.3 million per year. Seventy-five percent of resources were allocated to the environmental and energy sectors, 14 percent to the MDGs and 11 percent to governance.

The average rate of financial disbursement of project budgets increased from 56 percent for the period 2004–2006 to 77 percent for the period 2007–2009 (80 percent in 2009, see Table 6). The weakest rates are recorded for MDG projects due to the complexity of joint projects (employment and maternal mortality) and the low rate of interest in these projects by the MDCI and the INS (see chapter 4).

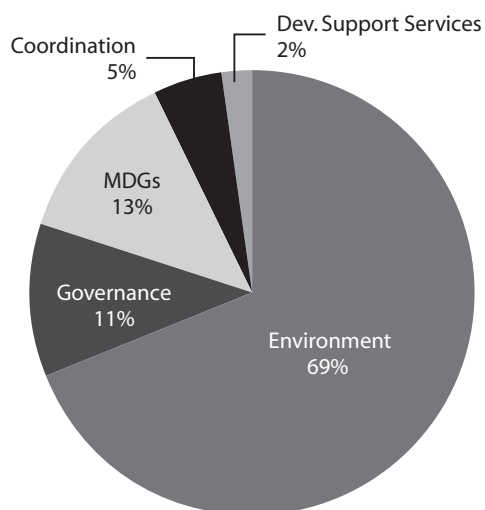
**Table 6: Budget implementation rates between 2004 and 2010 (in USD 1,000)**

	2004-2006			2007-2009			2010		
Programmes	Budget	Expenditure	Implementation rates	Budget	Expenditure	Implementation rates	Budget	Expenditure	Implementation rates
Environment & sustainable development	14,393	8,342	58%	5,956	4,756	80%	2,411	1,099	46%
Governance	2,859	1,591	56%	1,156	937	81%	701	423	60%
MDGs and poverty	735	231	57%	1,114	669	60%	500	384	77%
<b>Total projects</b>	<b>17,987</b>	<b>10,164</b>	<b>57%</b>	<b>8,226</b>	<b>6,362</b>	<b>77%</b>	<b>3,612</b>	<b>1,906</b>	<b>53%</b>
Coordination	268	258	96%	332	308	92%	166	155	94%
Development Support Services	160	152	95%	162	125	77%	55	23	41%
<b>TOTAL</b>	<b>18,415</b>	<b>10,574</b>	<b>57%</b>	<b>8,720</b>	<b>6,795</b>	<b>78%</b>	<b>3,833</b>	<b>2,084</b>	<b>54%</b>

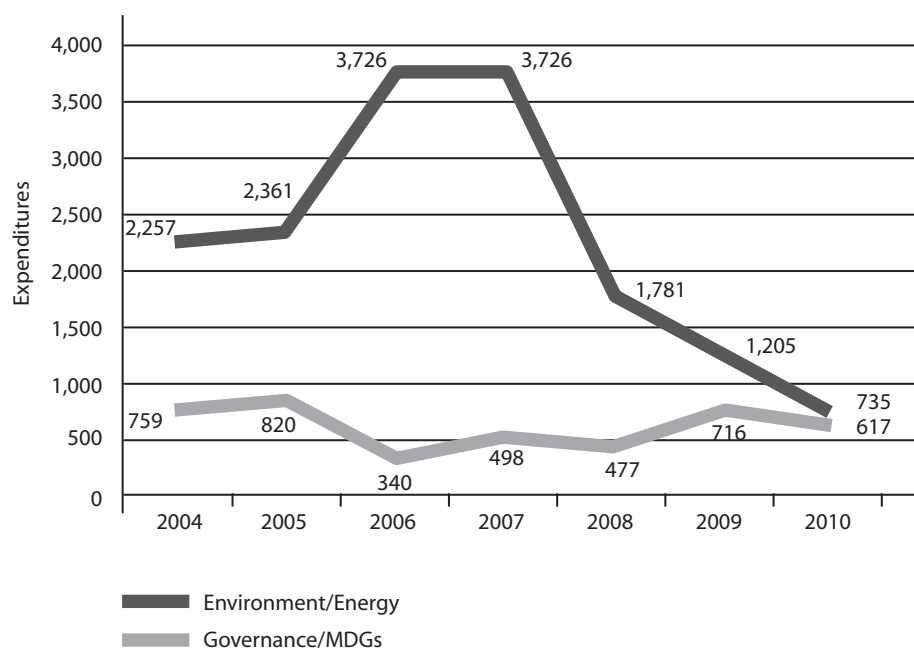
Sources: UNDP/Tunisia December 2010

<sup>30</sup> The main agencies represented are FAO, WHO, UNIDO, UNDP, UNIFEM, UNFPA, UNHCR, UNOPS and UNICEF.

**Figure 2. UNDP expenditure per sector 2007-2009 (USD 6.8 million)**



**Figure 3. Annual Expenditures by UNDP projects 2004-2010 (in USD 1,000)**





# CONTRIBUTION OF UNDP PROGRAMMES TO DEVELOPMENT RESULTS

## 4.1 EVALUATION BY THEME

In this chapter the interventions of UNDP in Tunisia are analysed against the ADR evaluation criteria<sup>31</sup>. It is undeniable that in terms of support for the national processes for creating strategic vision, sectorial strategies, advocacy on significant topics (MDGs, climate change and the environment), and the launching of pilot projects, UNDP has played a fundamental or pivotal role and has acted as a catalyst. In other areas, it has initiated significant and relevant action, which has not come to fruition, as in the cases of the MDGs, employment, and local, administrative and economic governance due to a less favourable environment and the country's socio-political troubles.

### 4.1.1 ACHIEVING MDGS AND REDUCING DISPARITIES

#### A) Relevance

##### *MDGs*

The issue of MDGs was not covered explicitly in the UNDP's support strategy as part of the 2002–2006 CCF. There was a greater emphasis on professional development and employment as well as on the fight against marginalization and the reduction of regional and social disparities. It was only during the 2006–2011 CPAP that this topic was reformulated in terms of strengthening statistical capacities and monitoring the MDGs.

The principal goals to be achieved were: i) strengthened statistical capacities and support for strategic planning and monitoring the MDGs; and ii) strengthened human development strategies through (among other things) the use of annual human development reports tackling a different topic each year (gender, employment and social integration). The relevance of the MDGs as an international commitment is not in doubt. However, their adoption in Tunisia (a middle-income country that had made social progress even before the United Nations' proclamation on MDGs in 2000) has not been sufficiently considered, neither on the part of the government which signed the Millennium Declaration in 2000, nor by UNDP. The MDGs do not appear to be a priority in the 10th and 11th development plans. Hence the inclusion of the project entitled 'Regionalization of MDGs' in the CPAP to support vague national priorities, ran the risk of revealing the government's lack of political will.

This shows that UNDP lacked a strategic vision for adapting MDG targets and indicators to the realities of Tunisia (MDG+). This should have been done within the framework of a global reflection relating to the content and meaning of the MDGs in a human development strategy. This problem was identified in the CPAP document in terms of "adapting to the national context the MDG framework, targets and indicators defined

<sup>31</sup> The interventions that formed part of the axis 'Insertion of Tunisia in the world economy' in the first programme cycle—which were insignificant except for the small project 'Upgrading national capacities for managing the new multilateral commercial system', a remnant of an old regional project (JITAP) that started in 1996—are not analysed in detail below. In terms of defining technical partnerships and internal capacities, the UNDP was not sufficiently prepared to provide this type of support, which was taken on more effectively by the four most important partners in Tunisia, namely the World Bank, the African Development Bank, the European Union and France via AFD. However, the implementing procedures of these development partners, aligned with national procedures, have not improved conditions of collaboration. Direct contacts between UNDP and the World Bank in this respect could have provided more interesting coordination and collaboration perspectives.



at the global level (MDG+).” The initial idea of the MDG+ moved out of focus or was watered down in results that were not necessarily part of a strategy appropriated by the MDCI, a ministry that is key to the integration of MDGs into national planning.

#### *Employment*

One of the main priorities during the two programme cycles was to meet the employment challenge. In order to do this, the government focused on the following issues during the 10th plan: i) encouraging self-employment; ii) adopting new methods for tackling the labour market in a dynamic way and improving employment schemes; and iii) creating a coherent information and analysis system to monitor the evolution of employment and the unemployment rate. During the 11th plan, government action focused on strengthening human resources and adapting training programmes to the economy’s needs.

In the context of national priorities, UNDP supported: i) the preparatory assistance called “support to strengthen capacity to analyse and monitor the employment market in Tunisia”, implemented in conjunction with the International Labour Office (ILO); and ii) a joint multi-year programme (UNDP, ILO, IOM, FAO and UNIDO) to support the promotion of youth employment and involve the youth in achieving the MDGs.

These two areas of UNPD support are relevant because they are part of an approach to develop capacities to correct inequalities. UNDP has focused on the modernization of labour market management tools and on the capacity to analyse the main parameters in terms of employment, while also keeping a geographical focus (second programme cycle) on the three regions (Gafsa, Kef and Ben Arous) where the unemployment rate is very high.

#### *Gender*

The incorporation of gender issues into UNDP programmes over the last 10 years has mainly focused on:

- supporting the implementation of programmes dedicated to gender and more particularly to the production of gender-disaggregated statistics;
- setting up gender-sensitive planning tools (guidelines for mainstreaming gender into sectorial policies, gender-sensitive budgets, gender audits, etc.); and
- empowering women in rural areas and encouraging the participation of women in public life.

Gender mainstreaming was also pursued in accordance with the ‘Gender Mainstreaming Strategy (GMS) of UNDP Tunisia’, produced in 2007, and is relevant to all UNDP programmes.

As part of the Small Grants Programme of the Global Environment Facility (SGP/GEF), a strategy has been drafted and is being implemented for integrating the issue of gender into projects financed by the SGP, which are implemented by local agricultural associations and groups. This strategy aims to involve women in all projects, especially in rural areas, since to date they have practically no access to this type of funding.

Finally, since 2007, UNDP in Tunisia has been involved in a joint programme with the United Nations Population Fund (UNFPA) on ‘Gender Mainstreaming and the Fight Against Gender-based Violence’ with the Ministry of Women, Family, Children and the Elderly (MAFFEPA) as a direct partner. In September 2009, the United Nations Development Fund for Women (UNIFEM) Tunisia joined the programme to contribute to the implementation of gender-sensitive budgets within the ministries.

During the first cycle, UNDP helped to implement a system of statistics broken down by gender. This was part of two principal programmes:

- 2003–2005: ‘Poverty and MDGs: incorporating gender into planning’. This programme

was led principally with INS and the National Statistics Council (CNS) in collaboration with MAFFEPA and the Centre for Research, Study, Documentation and Information on Women (CREDIF). The allocated budget was initially very modest (USD 10,000) but due to the nature of the activities carried out, the budget was increased to USD 32,000;

- 2005–2006: Preparation assistance: ‘The Integration of Gender into National and Regional Planning’ carried out with MAFFEPA in collaboration with the INS and the CNS. The aim was to strengthen national statistical capacities for integrating a gender-based approach into the creation and evaluation of priority public policies (employment, training, health, political life, etc.). This assistance was supposed to create a framework for collecting and analysing gender-specific statistical data, as well as rolling it out to the regions.

## **B) Effectiveness**

### *MDGs*

The principal results achieved to date are:

- Support for drafting and publishing three reports in 2004: the National Report on Human Development; the National Report on MDGs; and a study on poverty in Tunisia. These analyses were not, unfortunately, used to enrich collaboration between UNDP and the MDCI, which would have enabled the creation of a multi-year action plan relating to tools and strategies to be developed. A closer collaboration would also have helped develop conceptual approaches and sectorial strategies relating to human development and sustainable development.
- Production, in technical partnership with the INS and the CNS, of the second report on

MDGs. The report was well prepared and put together for publication in 2009, and was meant to be presented in 2010 at the United Nations General Assembly dedicated to the MDGs. While at the national level Tunisia is well placed to achieve the MDGs by 2015, the report highlighted regional disparities related to the MDGs and the difficulty some regions experienced in achieving the MDG targets. Unfortunately, the MDCI decided at the last minute that the report could not be published, due to the minister’s disagreement. This meant that Tunisia missed out on an opportunity for advocacy and communication on the progress made by the country in terms of human development.

Since the evaluation team could not meet with MDCI managers<sup>32</sup>, the mission could not obtain all the information needed to understand the factors holding up progress on the MDGs processes and the human development reports. The lack of institutionalized mechanisms for collaboration with the MDCI has no doubt impacted the cooperation between UNDP and MDCI, and explains the delays in rolling out DevInfo<sup>33</sup> in Tunisia as well as in planning for an update of the national report on human development, the latest issue of which dates from 2004.

As part of the division of tasks for the UN joint programme on HIV/AIDS, UNDP has for many years supported communication, awareness-raising and advocacy for the rights of people living with HIV and the fight against their stigmatization and discrimination. It has also worked to strengthen community action for this group, particularly by supporting the creation of the first support group for people living with HIV in Tunisia. It has also funded action to prevent HIV/AIDS in vulnerable populations, in particular, men in sexual relationships with other men. UNDP provides assistance to networks and associations that specialize in the fight against

<sup>32</sup> See section 1.3 Methodology.

<sup>33</sup> DevInfo (<http://www.devinfo.org>) is the United Nations database for monitoring human development and the MDGs.

HIV/AIDS, for example, the Tunisian Association for the Fight against HIV/AIDS, created in 1992 to help those living with HIV or vulnerable to the infection. Finally, UNDP participates fully in the national response as an active member of the UN joint programme on HIV/AIDS in Tunisia and of the United Nations thematic group on AIDS.

### *Employment*

In the area of employment, the support provided by UNDP has achieved mixed results. The preparatory assistance, 'Support for strengthening capacity and analysis and monitoring the labour market in Tunisia', has improved the capacity for analysis and identification of unemployed people and those lacking job security and has strengthened regional capacities in terms of employment management. Representatives from all public and private departments and employment associations, as well as regional and central managers responsible for handling employment management, took part in seminars led by national and international consultants.

Moreover, this preparatory assistance resulted in a joint multiannual support programme (UNDP, ILO, IOM, FAO and UNIDO) for the promotion of youth employment in the context of the MDGs. The project, 'Engaging Tunisian Youth to Achieve the MDGs', was funded with USD 3 million, spread over a period of 36 months, and was launched in January 2009. It is still too early to assess the achievement of the three key expected results: i) the policies and programmes for youth, employment and migration will be more responsive to employment market trends and to the specific needs of unemployed university graduates and unskilled unemployed people in the targeted areas (Greater Tunis, Kef and Gafsa); ii) university graduates will have better access to decent jobs and will engage in the creation of small and medium-size enterprises in the targeted regions (Greater Tunis, Kef and Gafsa); and iii) the young men and women without qualifications and living in Kef, Greater Tunis and Gafsa will have access to better support services for employment and migration and to opportunities for decent employment.

Theoretically, this joint project has the advantage of working at the regional and local level and of developing the planning capacities of government actors as well as representatives of civil society. Unfortunately, no communication and advocacy efforts have been made. Regional authorities do not feel involved at all and are unaware of the project objectives. Neither the Tunisian private sector, nor the BTS, nor the World Bank participated in financing, principally due to a lack of information.

This project led to a study produced by UNDP on the dynamics of employment within the two governorates of Kef and Gafsa; for its part, FAO began a parallel study on seasonal work in the Gafsa region and UNIDO will soon be conducting another study with different objectives and tools. This clearly reflects a lack of collaboration between agencies. The project has not achieved the desired results owing to the following difficulties:

- the formulation of the project was rushed in order to benefit from MDG funding, which resulted in the lack of a realistic operational strategy defining the role of each agency in coordination with other development partners;
- a lack of consensus on the support mechanisms for the project and on programme planning;
- a lack of coordination between the government and UNDP;
- a lack of ownership of project objectives by local officials (for example, very few study results have been presented to the regional employment departments of the three most affected governorates); and
- the lack of presence of the ILO, which does not have an office in Tunis.

### *Gender*

All the initiated activities helped in the process of mainstreaming gender and resulted in the integration of the objective of gender-aware budgeting in the 11th plan (2007–2011). It should also be noted that a small project was funded during the

2003–2005 period—‘Training and Information Support for Associations’—for a total of about 6,000 Tunisian dinars (or USD 4,500). Due to the lack of documentation and information about this project, it is not clear whether it fell within the framework of a comprehensive strategy to support associations and whether the modest amount allocated to the activity was due to an issue with the mobilization of funds, to a lack of priority given to supporting associations, or to other reasons.

Overall, UNDP’s work on gender still lacks focus and consistency. Documentation and evaluation of programme results remain inadequate. This is even more important as the gender focal point has moved in the organization over the last decade: the gender dossier was initially the responsibility of the governance programme (2002–2006), and then moved to the environment programme (2007–2011). Although the relationship between gender and the management of natural resources and energy is relevant, it does not support a global and transversal approach that would promote gender mainstreaming and institutionalize parity between men and women in development and human rights.

The second cycle (2007–2011) was devoted to the UNFPA-UNDP-UNIFEM partnership for the implementation of a joint programme, ‘Gender Integration and Combating Gender-based Violence’, with MAFFEPA and the National Family and Population Board (ONFP) as direct partners. This is an ambitious programme with a total cost of USD 1.1 million. Funding was obtained from UNFPA (USD 350,000), UNDP (USD 188,000) and UNIFEM (USD 90,000). The Tunisian government contributed USD 200,000 and the rest remains to be mobilized. This programme has three objectives: i) integrating the gender dimension into the plans and annual budgets of the major sectors and the media; ii) strengthening the capacity and participation of women in public life and community associations; and iii) formulating, implementing and coordinating

a national strategy and a national action plan to combat violence against women. The programme is subject to annual action plans (2008, 2009, 2010) developed by the partners (UNFPA, UNDP, UNIFEM, MAFFEPA, ONFP) who established an Executive Committee for the programme. Every three months, the three UN agencies involved hold meetings to monitor the programme followed by decisions reported in the minutes. Clear results were recorded, namely:

- a) The development of action plans for gender integration: the MAFFEPA action plan for gender integration as well as sectorial implementation plans (wife, family, children, the elderly), and the national action plan for the institutionalization of gender.
- b) These action plans have been accompanied by numerous training activities and the production of mainstreaming tools (gender audit manual, manual for establishing gender budgeting, ‘Think-gender’ or guide for a management centred on results sensitive to inequalities between women and men).
- c) The preparation of a report on ‘Gender and Participation of Women in Public Life’ (2008), which took stock of the situation and included recommendations for improving it.
- d) The creation of a national strategy concerning violent behaviour within the family and society: ‘Gender-based violence through the life cycle’.

These results have encouraged government action and created useful tools for defining and implementing public policies for promoting gender equality and combating gender-based violence. Nevertheless, UNDP, UNFPA, UNIFEM and their partners (notably MAFFEPA and MDCI) still need to galvanize their efforts to achieve the programme objectives and ensure its lasting effects. In fact, despite the progress achieved so far in the implementation of the project’s work plans and despite the effectiveness of the resulting outputs, concerns persist because of the following:



- MAFFEPA is experiencing serious administrative problems<sup>34</sup> due to inadequate human, technical and financial resources and the lack of a stable, dedicated cadre of officials responsible for the gender issue.
- In 2009 MDCI was officially given the responsibility of mainstreaming gender into planning and into all areas of activity. However, it has not yet disclosed either its strategy or its plan of action, or the human resources that it intends to allocate to it.
- The role of NGOs (totally subservient to the State) in this project remains to be defined and should be subject to an institutionalized partnership for the duration of the programme.

UNDP has also funded a small project, 'Economic Empowerment of Women in the Governorate of Kasserine', implemented in 2009 by CREDIF. This project reached approximately 30 crafts-women who received training in design and management, as well as support in organizing themselves into groups, which improved their chances of access to the market. The results obtained are interesting but remain anecdotal, in the absence of a broader strategy to support the economic empowerment of craftswomen.

Moreover, in November 2007, the UNDP Country Office undertook a Strategy for Systematic Gender Integration to guide the organization and work of the team and its activities in relation to its partners. It was developed on the basis of a gender audit that involved the staff at the UNDP Tunis Office in a process of reflection and raising awareness on the issue. It highlighted a partial ownership of the principles and concepts of gender equality by the personnel but also the lack of formal commitment on the part of the Office, the inability to track core resources allocated to gender and an imbalance to the detriment of men in the staff at the Office<sup>35</sup>.

In the context of its Strategy for Systematic Gender Mainstreaming, UNDP intends to introduce a gender perspective in all projects in Tunisia and to do so through:

- establishing a gender focal point in the UNDP Country Office;
- promoting gender integration in national planning through: i) the establishment of a gender focal point at MDCI; ii) raising gender awareness and training the people responsible for planning in the ministries; and iii) supporting MAFFEPA in integrating the gender approach into the work of sectorial committees of the development plan;
- institutionalizing gender in the development and implementation of projects by establishing a binding procedure for new and ongoing projects; and
- establishing a scheme for monitoring and evaluating interventions for the definition of new gender-sensitive indicators to be applied to new and ongoing projects.

An operationalization plan was launched in 2009 with an initial expert mission concerning four projects, but it is too early to assess the progress.

The same approach was used in 2007 by UNDP to mainstream gender in projects forming part of the SGP/GEF. To this end, in February 2007, UNDP formulated the 'Guidelines for Integrating Gender into SGP/GEF Projects in Tunisia' and conducted a survey on the integration of the gender dimension in the SGP/GEF in December 2008, involving 30 NGOs linked to the programme.

Nevertheless, much work remains to be done before gender equality is addressed in all its dimensions: economic, political and cultural.

<sup>34</sup> MAFFEPA audit conducted by the Court of Auditors.

<sup>35</sup> This imbalance is nevertheless compensated by the recruitment of consultants.

#### 4.1.2 DEMOCRATIC, ECONOMIC AND ADMINISTRATIVE GOVERNANCE

##### A) Relevance

The main themes of the UNDP programme in the area of governance—the forward-looking vision, the development of governance indicators, strengthening the capacities of the Court of Auditors and the Modernization of the Public Administration (MODAP)—are relevant and aligned with the objectives of national development plans. UNDP support has shown some continuity between the two cycles on these topics. However, in the first cycle of the programme (2002–2006), UNDP focused over-ambitiously on the role and effectiveness of government and the decentralization process without planning for accompanying activities of sufficient scope.

By targeting the modernization of public administration (with the Prime Minister as the main partner), the improvement of the quality of financial expertise (support to the Court of Auditors) and the strengthening of national capacities with regard to prospective analysis (in partnership with the Tunisian Institute for Strategic Studies or ITES, placed under the direct authority of the Presidency), UNDP has chosen strategic processes that will strengthen its comparative advantage and its positioning in high-level political dialogue. Local governance was also involved, as part of a sub-regional approach (Maghreb), through the ART GOLD project.

Overall, senior officials and technicians at public institutions that met with the mission consider UNDP to be both a precursor and a catalyst. Its support has made it possible to improve strategic plans and introduce some innovations in the working methods of supported institutions. UNDP could play this role because of its neutrality and its working methods, which are deemed more suitable than those of other development partners.

##### B) Effectiveness

Results vary greatly depending on the programming cycles and the projects. Based on the available documentation, interviews and exchanges with the technical teams of key national partners, civil society, the National School of Administration, UGTT and UTICA, it appears that UNDP support to different elements of governance has not achieved all the desired results. Although several projects have met their programme objectives, their effects on governance remain fairly intangible. Their involvement in a plethora of activities makes it hard to evaluate their contribution to consolidating the rule of law and the emergence of regional actors and local issues.

In two areas where Tunisia suffered from a clear capacity deficit, UNDP support helped to develop new abilities. One was in the field of prospective analysis, through support to the Tunisia 2030 exercise, and the other was the modernization of the working methods and tools of the Court of Auditors, with a view to promoting a culture of financial investigation and accountability in the public and semi-public sectors. However, with regard to support for public administration reforms, activities were launched late and have not yet produced intermediary results.

Finally, regarding support to the development of governance indicators, the results were not successful because of the sensitivity of the topic, too many different approaches and the disagreements that arose between the government and UNDP. The symposium on governance, which was supposed to be held in Tunis to share and validate these governance indicators, was finally cancelled.

##### *Local and democratic governance*

The regional project<sup>36</sup> entitled ‘Support for Local Networks in Implementing Local Governance Geared Towards Development’ (ART GOLD), funded by the Italian Cooperation, helped

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<sup>36</sup> Covering Algeria, Libya, Morocco and Tunisia.



develop a number of documents, especially on the 'Marketing of Local Development', for the five governorates of Kairouan, Mahdia, Le Kef, Zaghouan and Kasserin, which are among the poorest in the country. This experience should have been concluded with a national workshop to present the participatory approach and the results achieved, with a view to mobilizing the resources required for the implementation of actions contained in the 'Marketing of Local Development' document. But on the eve of the workshop, UNDP was forced to cancel the event at the request of the government. The process was interrupted in 2006 without any evaluation of the programme. No explanation was given for the sudden termination of the project. As a result, the project has been unable to implement its approach and tools for giving a new impetus to local development in Tunisia.

#### *Prospective vision Tunisia 2030*

One of the actions carried out with UNDP support during the first programming cycle was the Tunisia 2030 study, a long-term tool for setting benchmarks for the next 30 years. Work started in January 2002 and resulted in an analytical report and other thematic reports (water, Sahara, energy and youth), which were the subject of a direct response to the Head of State. The general report was examined by the Council of Ministers on 8 July 2005. The Tunisia 2030 prospective study mobilized more than a hundred people from public administration, the private sector, civil society and universities. With the support of a hundred national and international experts<sup>37</sup>, this study provided an opportunity for the creation of new national capacities in prospective analysis, through five seminars that each brought together around 60 participants.

Unfortunately, the Presidency objected to the publication of the prospective study and some of the intermediate results. This withholding of information, as well as the weakness of the participatory processes throughout the course of the

study, have compromised the usefulness of the study and created a sense of frustration among the public administrations involved.

#### *Modernization of the Court of Auditors*

In terms of economic governance, since 2002 UNDP has strengthened its partnership with the Court of Auditors through three separate projects. These related to the introduction of new concepts and new evaluation standards and decentralization of the judiciary, through regional chambers of the Court of Auditors. UNDP has established an excellent working relationship with this institution, involving the staff at the Court of Auditors in planning activities and enabling them to access UNDP's network of international expertise to provide quality technical assistance. Its assistance has contributed to: i) improving the financial expertise of judges through better use of new assessment methods and use of the latest IT tools; ii) implementing a communication strategy; iii) completing the decentralization process with the four regional chambers (Gafsa, Jendouba, Sfax and Sousse); and iv) updating its website.

These achievements are due not only to the high level of trust that prevailed in the partnership between UNDP and the Court, but also to the leadership exercised by the President of the Court of Auditors, which helped develop team spirit and defended the identity and importance of the Court in terms of development of the rule of law in Tunisia.

However, these advances in the development of the culture of accountability have failed to influence public policy in the fight against corruption. The persistence of networks of influence, present in the privatization of public enterprises, is accentuated by the opacity and nepotism rampant in the sphere of public finance.

#### *MODAP*

Work on MODAP began with the development of the 'White Paper on Administration'. This

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<sup>37</sup> By establishing a technical and scientific partnership with the Institut Futuribles International France.

was formulated as part of preparatory assistance to the Prime Minister in designing an overall strategy aimed at transforming the administration and promoting the integration of information and communication technologies in the public sector. Through MODAP, UNDP has been able to commence dialogue at a strategic level in the area of administrative governance, which is one of the pillars of the cooperation between UNDP and the Tunisian government for the 2007–2011 period.

MODAP is aimed at improving the quality of public service, rationalizing the operation of public administrations and promoting electronic government (e-governance). Unfortunately, significant results are yet to materialize. The project has experienced delays; some websites were poorly constructed and inadequately coordinated among the various departments concerned, and the management team changed twice in the space of one year. However, studies are being finalized, including those linked to the ‘measurement models for the business administrative environment’, or those relating to e-governance.

This strategic programme needs to consolidate its operational strategy, improve collaboration with other donors (EU and French cooperation in particular), establish more extensive and relevant technical partnerships (for instance with the National School of Administration or ENA, universities, research centres and consulting groups), as well as clarify responsibilities within its management and its team.

#### **4.1.3 ENERGY AND ENVIRONMENT FOR SUSTAINABLE DEVELOPMENT**

##### **A) Relevance**

UNDP action in the field of the environment is relevant and the projects implemented during

the period under review meet the challenges of development in Tunisia. This is due to the approach adopted by UNDP for planning its activities, which emphasizes cooperation with Tunisian partners and taking national priorities into account, as defined by the principal frameworks and official references with regard to development (five-year economic and social development plans, sectorial plans, presidential programmes, sectorial strategies).

The four key themes of the UNDP programme on environment and energy—the fight against desertification, conservation of biodiversity, the fight against climate change, and energy management—are among the national priorities. They also meet the international commitments of the country and UNDP, including commitments to the three Rio Conventions (UNCCD, UNFCCC and CBD). The rise in oil prices since late 2004 and the emergence of climate change with its potential impact on the environment and ecosystems (water resources, coastal areas, etc.), constituted opportunities for the UNDP programme to put greater emphasis on environmental issues and energy from the first cycle onwards.

UNDP’s support in the areas of environment and energy has been marked by a certain continuity between the two cycles, although environmental and energy issues were diluted somewhat in the CPAP (2007–2011) component called ‘Strengthening equity and quality services with a view to reducing vulnerabilities’. UNDP has deepened its involvement in the energy issue, focusing during the second cycle on the objectives of energy management started during the first cycle, in particular via the integrated project ‘Support to the implementation of the four-year programme (2008–2011) for energy management in Tunisia’<sup>38</sup>. With regard to the environmental sector, the continuity between the two

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<sup>38</sup> The main result expected from this project was to “achieve energy savings through mechanisms and programmes to promote energy efficiency in various energy sectors, by raising households’ awareness and by integrating the energy management theme into school syllabi.” This was to be achieved through energy efficiency interventions in the various energy-intensive sectors such as construction, industry or public transit (project document, July 2009).

cycles is less obvious insofar as UNDP's intervention has been marked by a certain dispersion both thematically and in terms of partnership. This difference between the two sub-sectors may be linked to the planning methodology: UNDP succeeded in organizing support for the energy sector through a joint planning process with the ANME and by adopting results-based management, while the Ministry of Environment and Sustainable Development (MEDD) reportedly rejected this planning approach for the support to the environmental sector.

The UNDP programme contributes to the development of strategies and national policies on environment and energy management through: i) training and improvement of the competencies of the relevant actors, transfer and access to new technologies (cogeneration, technical controls for energy efficiency, in vitro multiplication of date palm, etc.); ii) support for improving the institutional and legal framework (act no. 2009-7 of 9 February 2009 on energy management<sup>39</sup>; decree of 5 July 2010 creating the national park Djebel Chitana Cape Negro; orders of 23 July 2008 and 1 June 2009 concerning energy saving in the construction of office buildings and residential use, etc.); iii) the implementation of concrete actions to protect the environment and natural resources (conservation and enhancement of wetland sites and sensitive coastal areas, fight against desertification, development of eco-tourism circuits, etc.); iv) the development of approaches and methodologies for sustainable management of the environment and natural resources (Regional Action Plans to Combat Desertification or PARLCD, Integrated Coastal Zone Management or ICZM, methodology for determining energy performance and level of comfort, etc.); and v) the preparation of strategic studies for development planning and environmental protection (vulnerability study of effects of climate change on the coastline, National Strategy on Biological Diversity 2020, PARLCD, ICZM Action Plan).

In general, the managers of public institutions interviewed by the evaluation team felt that UNDP has played an important role in promoting public policies in the field of energy and the environment. It has done so by favouring the development of sectorial strategies and by supporting the implementation of these policies at national, regional and local levels. UNDP has successfully exercised its many comparative advantages, such as financial support, the flexibility of procedures, the multilateral aspect, access to international networks and being the custodian of international causes.

Despite this favourable assessment, UNDP should build stronger partnership ties with the STEG, the leading producer and distributor of electricity in Tunisia, to promote deeper cooperation between the latter and ANME in the context of a broader vision for the development of renewable energy.

## **B) Effectiveness**

Based on the documentation available and statements by actors, it appears that UNDP support in the environment and energy sector has generally achieved the anticipated effects. However, these results must be qualified according to the cycle and the field.

The resources mobilized by UNDP and its partners for the various programmes have strengthened the capacity of institutions and beneficiary organizations, nationally as well as regionally and locally. For example, ANME and the Agency for the Protection and Coastal Management (APAL) could substantially improve their human and material potential thanks to UNDP support. The Technical Centre for Mechanical and Engineering Industries (CETIME) and the Technical Centre for Ceramic and Glass Building Materials (CTMCCV) also benefited from UNDP projects, with the installation of laboratory facilities for monitoring

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<sup>39</sup> This act amends and supplements Law No. 2004-72 of 2 August, 2004.

the performance of building materials and household appliances with regard to energy efficiency. Producer organizations (GDAs for Agricultural Development Groups) and NGOs have also significantly benefitted from the SGP/GEF projects, thus increasing their capacity and developing their productive potential. For example, support was given to the pilot organic eco-farm belonging to the Association “Ettafael” for the Rehabilitation of Children with Mild Disabilities in Gafsa; the GDA Ouled Azzedine was supported in its activities to protect marine biodiversity, by dropping concrete reefs off the shore of the Kerkennah islands. Finally, two science labs, located in Dégache and Sfax, have strengthened their capacity for the in vitro multiplication of endangered date palm cultivars.

UNDP support also introduced innovations at the institutional, organizational, technical and socio-economic levels; innovations that have often been followed by a ripple effect, both in the public and private sectors. For example, energy management projects resulted in significant innovations in the different sectors concerned (building, electrical goods, etc.) especially in private companies. In the environmental sector, there have been improvements in the institutional, organizational and methodological aspects of implementing national policy guidelines and international conventions on sustainable development.

The promotion of the three Rio Conventions (UNCCD, UNFCCC, CBD), to which Tunisia is a party, has been the focus of many initiatives, leading to the wide dissemination of these Conventions’ message to the general public, the mobilization of internal and external budgetary resources in favour of environmental action, and greater compliance by Tunisia with its international commitments.

### *Fight against desertification*

In this area, the planned interventions in the first programming cycle of UNDP focused on the establishment of institutional coordination mechanisms. This was achieved through the creation in 2005 of the National Council for Combating Desertification and Regional Commissions for the Fight Against Desertification. Funding from GEF supported the implementation of activities linked to environmental issues. The numerous projects funded by GEF appear to have achieved their objectives through a good partnership with the MEDD.

The actions undertaken during the second programming cycle relate to the development and validation of four Regional Action Plans to Combat Desertification (PARLCD), through an integrated and participatory approach<sup>40</sup>, in the governorates of Zaghuan, Siliana, Kef and Kasserine. This experiment was extended to eight other governorates with support from other partners of Tunisia (GTZ and the Global Mechanism). However, it should be noted that the PARLCD concept is not part of the institutionalized process of development planning, but encourages the fight against desertification to be taken into account as an aspect of regional development planning.

### *Biodiversity*

The preservation of biodiversity has been targeted at the areas considered most at risk, with projects aimed at safeguarding vulnerable ecosystems and agro-systems such as the oasis system (project implemented by the International Plant Genetic Resources Institute or IPGRI), the insular marine ecosystem of the Kerkennah islands (SGP/GEF project<sup>41</sup>), and the coastal wetland ecosystems (Cap Bon, Sidi Mechreg and Cap Negro). The main results of the UNDP projects are:

<sup>40</sup> Carried out in the context of the project, ‘Support for the Development of PARLCD in Four Governorates of Tunisia’.

<sup>41</sup> This relates to the project entitled ‘Participatory Management of Plant Genetic Resources of Date Palms in the Oasis of the Maghreb’.



- i) To protect date palm genetic resources, the IPGRI project has established a breeding programme for 35 varieties in the laboratories of the INRAT Centre at Dégache and the Faculty of Science at Sfax. It has also strengthened the in situ and ex situ conservation and management capacity for date palm genetic resources. However, the final assessment of this project highlights a low number of palm shoots supplied to farmers under the project (less than 250 shoots over a period of five years). In addition, during the visit to an oasis supported by the biodiversity project in Dégache, the evaluation team observed the risk of a transition from a productive oasis system, marked by the 'Deglat Nour' monoculture, to a more traditional system characterized by a high density and a biological 'anarchy' that may be detrimental to productivity<sup>42</sup>.
  - ii) To protect coastal and wetland ecosystems, the MedWetCoast project promoted the physical protection of numerous sites (Port au Prince, Sidi Amer Houaria, etc.) particularly in the Cap Bon region; the conservation and protection of habitats and species (rehabilitation of the dune ridge in Korba, the forest of Sidi Amer in Houaria); and the development of eco-tourism (eco-cultural Centre at Korba, creating three ecological discovery circuits, etc.)<sup>43</sup>.
- In the second cycle, a higher level of efficiency was achieved thanks to the realization of the majority of the expected products, notably:
- Developing, through a participatory approach, a strategy and guidance plan for managing the marine protected area and coastal area of Kroumirie and Mogods<sup>44</sup>. However, this strategy is still awaiting approval and implementation by the competent authorities.
  - Identifying and implementing pilot projects in the context of the PARLCD of the Kasserine governorate and of the Elbrek area. These projects have carried out work on water and soil conservation, created and equipped water points for additional irrigation (surface and wells), developed olive plantations, distributed light water tanks, supported income generating activities (animal rearing and crafts) and strengthened local producer organization (GDA)<sup>45</sup>. Local development activities were implemented through a partnership with two NGOs (AID and UTSS) and the technical services of the Regional Commission for Agricultural Development. Financial support from UNDP served as a catalyst for mobilizing other funding, including from the State.
  - Promoting the implementation of the UNCCD, notably the drafting of Tunisia's fourth report under the UNCCD, initiating the process of updating the National Action Programme to Combat Desertification, producing a film on desertification in Tunisia, and strengthening the Secretariat of the National Council for Combating Desertification<sup>46</sup>.
  - Establishing, in 2009, a Clearing House Mechanism on Biological Diversity (CHM)<sup>47</sup>

<sup>42</sup> This is not about opposing the traditional oasis, characterized by high biodiversity, in favour of a more modern oasis system marked by monoculture. The objective is to draw attention to the long-term risks of moving from a fairly productive modern oasis system, which plays an important role in the national and regional economy, to a system with lower productivity and higher genetic diversity, which is poorly managed by farmers (including at the phytosanitary level) because they are hardly ever supervised by extension services.

<sup>43</sup> On the other hand, the final evaluation of this project indicates the small number of palm shoots provided by the project to farmers, which did not exceed 250 shoots for a period of five years (Baouendi. A, 2006).

<sup>44</sup> Carried out in the context of the project 'Support for the Creation Process of a Marine Protected and Coastal Area between Sidi Mechreg and Cap Negro'.

<sup>45</sup> PARLCD project, 2nd phase.

<sup>46</sup> PARLCD project, 2nd phase.

<sup>47</sup> Clearing House Mechanism.

– Tunisia) to implement the provisions of the CBD. The CHM promotes technical and scientific cooperation among the stakeholders involved in biodiversity at a national level and among the signatory countries of the CBD. However, the website was last modified on 26 June 2009 and many events, both nationally and internationally, relating to biodiversity are not even mentioned by the CHM<sup>48</sup>.

- Developing in 2009 a national biodiversity strategy and an action plan, documents which serve as a reference, both nationally and internationally, regarding the state of biodiversity in Tunisia.
- Developing a strategy and action plan for the implementation of the Rio Conventions<sup>49</sup> through 12 projects, some of which are already in progress.

#### *Climate change*

The following actions were undertaken in this field:

- A study was carried out on the environmental and socio-economic vulnerability of the Tunisian coast, which is facing an accelerated rise in sea levels due to climate change, and an adaptation strategy was defined (2008). The second national communication of Tunisia was also finalized, under the UNFCCC (February 2009)<sup>50</sup>. In the same vein, UNDP also helped Tunisia to update its inventory of greenhouse gas emissions in the energy sector and to access the carbon market created by the Clean Development Mechanism of the Kyoto Protocol, in partnership with other technical and financial partners (including GTZ).
- A strategy for spreading awareness and information, education and training in the field of climate change has been prepared and

implemented. The main results recorded are: capacity building of various stakeholders, the creation of a website on climate change ([www.changementsclimatiques.tn](http://www.changementsclimatiques.tn)), the quarterly publication of a newsletter, the development and dissemination of a guide to raise awareness on climate change in schools, and a brochure on the emissions of greenhouse gases in Tunisia.

#### *Energy conservation*

The annual energy savings, planned with a view to reducing greenhouse gas emissions, did not take off significantly in the 2000–2004 period (ANME, 2010). Many initiatives have been undertaken with the direct or indirect support of UNDP, including the inventory of greenhouse gas emissions, the creation of the National Energy Conservation Fund in 2005, the decree of 2 September 2004 on labelling equipment for refrigerators and freezers, the organization of a national conference on energy in April 2005, and the creation of four specialized task forces on cogeneration<sup>51</sup>, energy-intensive industries (IGCE), wind energy and substitution.

The strengthened energy conservation programme has enabled in particular:

- The elaboration of an action plan for financing energy conservation for submission by the government to technical and financial partners. This plan has already helped raise a EUR 40 million line of credit from the French Development Agency (AFD).
- The establishment of an energy efficiency programme concerning the energy-intensive companies in the industrial sector. The programme has reached a much higher number of companies than initially expected

<sup>48</sup> It should be noted that the UNDP has only provided the administration for this project, which was implemented through a partnership between the Ministry of Environment and Sustainable Development (MEDD) and UNEP.

<sup>49</sup> The strategy was elaborated thanks to UNDP (PARLCD project, first phase) and GEF funding.

<sup>50</sup> Climate Change Project.

<sup>51</sup> Cogeneration is the use of a power station to simultaneously generate both electricity and useful heat.



(300 instead of the planned 55). Following the energy crisis in 2005, energy efficiency experienced a real boom in industry, which is reflected in the growth of programme contracts. The National Fund for Energy Management played an important role in this dynamic. In addition, 263 energy efficiency programme contracts, signed with industrial companies for the duration of the UNDP project (2005–2008), should in due course lead to the economy of 200 kTep/year, corresponding to nearly 577 TE C02/year (Bida Mongi, 2010).

- The elaboration and promulgation of a thermal and energy regulatory framework in new buildings (decrees of 23 July 2008 and 1 June 2009 concerning energy conservation in the construction of offices and residential buildings) thanks to the project entitled Heat Conservation Buildings Regulations in the Maghreb (RTMB).
- The implementation during the 2005–2008 period of cogeneration plants within private or public industrial enterprises. Taking the progress of the implementation of cogeneration projects into account, the objectives of this programme have been revised, from an original aim of 50 MW in capacity down to 30 MW. The outcomes of the project implementation, at the time of its final evaluation (September 2010) were: i) the installation of four cogeneration units totalling 21.5 MW, or almost 72 percent of the target set for 2008; ii) three additional units, totalling 15 MW, were in the process of acquisition; and iii) the launch of calls for tenders for the acquisition of three other units with an electrical output of 10 MW. In total, these 10 units should achieve a total installed capacity of 46.5 MW in 2011 (Bida Mongi, 2010).

#### 4.1.4 EFFICIENCY

##### MDGs and governance

Resources from UNDP and the government have contributed to strengthening national and, to a

lesser extent, regional (in particular, the Regional Chambers of the Court of Auditors) capacities. The two projects involving the Court of Auditors and ITES developed several training modules at central and regional levels. This capacity development has mobilized expertise both at a national level, through using consultants, individual experts and academics, and internationally, through partnerships with the Institute Futuribles France, international auditing firms, exchanges with other Courts of Auditors (France, Belgium and the Netherlands) and with some public administrations in France (for MODAP). However, cooperation with the National School of Administration (ENA) provided little support to training in the context of MODAP.

The main problems faced by projects funded by UNDP are essentially delays in starting projects (four months for the Court of Auditors and seven months for MODAP), difficulties in recruiting adequate teams to conduct some complex components (MODAP), and the lack of a high-level mechanism for dialogue and management, which would be useful for the annual guidance of activities. Finally, some projects that failed (for example, ART GOLD Tunisia and governance indicators) suffered from sudden and authoritarian political decisions on the part of the Tunisian administration, without any consultation with UNDP. This situation was seen especially in 2007 and 2008, which were marked by tense relations between UNDP-Tunisia and the government on issues of democratic governance. UNDP has made several attempts to include activities related to the development of governance indicators but has faced fierce opposition from the authorities in charge of this issue for fear of “exploitation by the political opposition”. Also, during this period, neither the the Regional Bureau for Arab States (RBAS) in headquarters nor the UNDP regional centre in Cairo were able to assist the Country Office in clearing up misunderstandings with the government. This situation illustrates the limited room for manoeuvre available to the UNS, including UNDP, in promoting the principles of governance and human rights in authoritarian political systems.

## Energy and environment

The delays in the implementation of some project components in the areas of energy and environment impacted the progress of activities and achievement of the expected results. For example, the project for the thermal regulation of buildings was delayed by 24 months, the project for the certification of household appliances by 12 months, the IPGRI project by 12 months and the MedWetCoast project by 6 months. These late starts are due to long delays in finalizing and signing project documents. With regard to implementation difficulties, they often come down to quality problems in the formulation of project documents, which result in multiple revisions and adjustments of logical frameworks (as was the case for the IPGRI project, the certification of household appliances project, the support to task forces on IGCE and cogeneration, and the MedWetCoast project).

Moreover, the administrative procedures of funders sometimes prove inadequate (RTMB project) and often institutional arrangements regarding the division of responsibilities between partners with a different legal status and institutional position (IPGRI project) prove to be inappropriate. Additionally, some projects are quite ambitious, requiring a longer duration and more resources than anticipated (Task Forces project, project for the creation of protected areas in Sidi Mechreg and Cap Negro, RTMB project). Finally, the weak collaboration with STEG has not allowed full control of the innovations introduced by ANME in the energy sector.

### 4.1.5 SUSTAINABILITY

#### MDGs and governance

The degree of involvement of the different institutions in charge of UNDP projects in the conduct of their activities varies from one project to another. Overall, the evaluation mission concludes that the projects are strongly supported

by their respective teams and are well monitored by senior officials. The Court of Auditors and ITES are the two most visible examples of this. MODAP is another example of ownership, but its team needs to be strengthened and to be made more cohesive to ensure the sustainability of results. However, the fact that the key Tunisia 2030 documents, produced by ITES, were kept confidential by order of the Presidency, hampered any hopes of results concerning this prospective vision. The national dialogue on Tunisia 2030, although planned as part of the project, could not take place. The same applies to the implementation of a prospective vision on a regional scale. The connection to other prospective studies conducted by technical ministries (such as the national land management scheme)<sup>52</sup> remained insufficient.

## Energy and environment

The majority of results obtained by UNDP projects in this sector demonstrate sustainability, illustrated through:

- The utilization of the results achieved by many UNDP projects in the current programmes and activities of the partner institutions involved. For example, the procedures for monitoring the energy efficiency of building materials and cooling equipment adopted by the technical centres CETIME and CTMCCV, following the installation of laboratory equipment under UNDP projects (RTMB project and certification of household appliances). The same is true for the conservation of wetlands and coastal ecosystems, supported by APAL, in the Cap Bon region (MedWetCoast project) and the Cap Serat-Cap Negro regions (SMAPIII project).
- The strengthening of certain activities and the use of equipment donated by UNDP projects. For example, the production of in vitro date palm plants (IPGRI project) under a partnership agreement between the

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<sup>52</sup> A study evaluating the Tunisian experience in land management was launched in November 2010, with financial support from the AFD.

Dégache Centre for Oasis Research and Agriculture and the Fruit Interprofessional Grouping (contract for the production of 2000 in vitro plants); the expansion of cogeneration plants and the increase in contract programmes for energy conservation with industry; and the increased use of applications for monitoring the energy efficiency of new equipment and materials.

- The implementation of legal regulation projects initiated by UNDP through the publication of application texts and the implementation of technical and financial instruments (guide, decrees implementing the law and incentive funds) to encourage the interest of the operators concerned. For instance, this is the case for regulations related to energy efficiency in the construction sector (RTMB project).
- The integration of personnel originally hired by UNDP projects within the concerned national institutions. This is notably the case for the employees of the MedWetCoast projects, support for the process of creating a protected marine and coastal zone in the area between Sidi Mechreg and Cap Negro, SGP/GEF and the certification of household appliances project.

Despite the positive overall assessment of the sustainability of UNDP's project achievements in this area, some weaknesses remain: the lack of development of an integrated management plan for the protected marine and coastal area of Sidi Mechreg and Cap Negro; the inadequate protection of the Korba lagoon against some pollutants (canned agro food residues and solid waste from the beaches); the achievements of the IPGRI project not being extended into the development activities undertaken by the Regional Commission

for Agricultural Development in oasis zones<sup>53</sup>; the limited prospects of the eco-organic farm in Gafsa, which appears to be stumbling over the issue of commercialization<sup>54</sup>; and the insufficient development of results that are important for regional development (strategic studies, diagnostics, regional planning, local planning and an information platform).

## 4.2 STRATEGIC POSITIONING

### 4.2.1 RELEVANCE OF THE UNDP PROGRAMMES AND RESPONSIVENESS

Since 2002, and despite the very ambitious character of the objectives and the dispersion of projects of the first programming cycle (2002–2006), UNDP has refined its support strategies for Tunisia by adopting a programme approach during the period covered by the CPAP 2007–2011. The recourse to 'preliminary assistance' projects (small projects of USD 30,000) has fortunately decreased, but the temptation to finance small, ad hoc operations, sometimes under pressure from national institutions, remains present and undermines efforts to establish a new programming culture based on the CPAP as the sole programming framework.

Overall, the key areas identified—the environment, energy conservation, and the development of tools for transparency and confidence in public financial management (Court of Auditors and MODAP)—are relevant to the national context. They reinforce the strategic positioning of UNDP as a partner that can contribute to Tunisia's development efforts by taking on strategic challenges and acting as a vector for change in the governance process (even though some projects that could have promoted democratic governance were unsuccessful). The lack of

<sup>53</sup> The final evaluation report of the IPGRI project states that some technical services of the Regional Commission for Agricultural Development have even helped to encourage actions that go against the project's main objective, namely the protection of the phytogenetic diversity of palms, by encouraging the replacement of certain varieties of palm trees deemed unattractive, with the Rochdi variety (Baouendi, 2006).

<sup>54</sup> The farm currently has a large stock of organic verbena, which it has not been able to sell since 2009. This is due to a lack of access to export markets, bearing in mind that the product is considered too expensive for the Tunisian market.

dialogue between UNDP and the government, as well as the rigidity of the main institutions involved (Prime Minister, Ministry of Justice, Ministry of the Interior and MDCI) in relation to this issue have resulted in a missed opportunity for Tunisia to close the gap between its economic progress and its democratic deficit.

The advisory support provided by UNDP was a response to the demands of institutional partners, even if those demands were not included in an overview from the MDCI and UNDP. With regard to the framework provided by the UNDAF, it seems too broad to move towards a strategic position, taking the added value of UNDP into account.

UNDP has been unable to nurture an upstream, strategic reflection on future challenges relating to governance, the environment and energy. This type of dynamic, involving independent high-level resource persons from different backgrounds (civil society, scientific community, international expertise, media, politics, etc.) could have helped UNDP to better formulate its advice to government and strengthen its comparative advantage.

UNDP's advisory function requires a capacity for technical and intellectual leadership. Many of those consulted for this evaluation felt that this capacity was either absent or insufficient in the Country Office. The advisory function is exercised more by international and national experts from outside the Country Office who are mobilized by the projects. Overall, UNDP's capacities for support and advice appear to be limited. The instability of the Country Office's management between 2003 and 2009 (four Resident Representatives succeeded one another, with interim periods of more than four months between them), and the departures of programme officers to other agencies and private institutions due to more attractive salary conditions, also reduced UNDP's advisory support capacities and above all damaged the continuity of some supports considered to be of high quality by national partners. Finally, UNDP has no high-level national economist able to

contribute to a strategic vision and a quality dialogue with national authorities and technical and financial partners.

However, the Country Office was able to meet the expectations of the government during the energy crisis in 2005. Following a national conference on energy conservation held in April 2005, UNDP supported the creation and operation of two task forces on energy intensive industries (IGCE) and cogeneration, in accordance with the programme of priority actions resulting from the conference. These task forces helped create a new energy conservation dynamic and made it possible to quickly realize the potential energy savings identified, while reducing greenhouse gas emissions.

#### **4.2.2 DEVELOPMENT OF PARTNERSHIPS**

UNDP-Tunisia proved strategic in its choice of national partners. The institutions selected for high-level political dialogue were very appropriate for all projects. For example, the choice of ITES for the prospective study enabled it to convey key messages in terms of human development, gender mainstreaming and the importance of a coordinated public policy. The same is true for the development of a new culture of accountability in the public sector, through the Court of Auditors. The option of working with the Prime Ministry to reinvigorate the MODAP process was also quite judicious. However, all these initiatives lacked an element of high-level political dialogue, which would have helped overcome sectorial approaches, initiate a debate on the effectiveness of public policies on corruption and transparency in the management of private and public funds in Tunisia, or ensure the dissemination and use of the prospective study.

Other choices of partners appear less relevant, such as those for local governance and employment that did not elicit dialogue on policies and strategies, confining UNDP to the management of small projects without impacting on employment policy and citizen participation in local development. Moreover, the ILO is



the United Nations agency that is mandated to act in the field of employment. However, until February 2010, the ILO did not have a representative in Tunisia. Due to a lack of dialogue with UNDP, both institutions failed to provide relevant responses to employment issues.

Partnerships focusing almost exclusively on the State have been very useful to UNDP for disseminating certain innovations and mobilizing financial resources, but at the same time, they have made UNDP too dependent on the public administration. Its relations with civil society organizations remained marginal, apart from its partnerships with the association (ATL MST-SIDA) for the fight against HIV/AIDS and with GDAs through the GEF micro-financing project. The lack of an overall strategy for a real involvement of civil society in programmes and advocacy (for example, gender, human rights, development of citizenship, social justice, equity and vulnerable groups) deprived UNDP of a better understanding of the social realities in the country, as well as of a lever that could have proved very useful. The same could be said of some employers' organizations (UTICA) and trade unions (UGTT) who could have usefully contributed to the dialogue and reflection on such core issues as public-private partnerships, youth unemployment, the impact of the global crisis, private sector competitiveness and promotion of social dialogue.

Finally, in the energy sector, UNDP has developed a technical and financial partnership with ANME, which led to spill over effects on other development partners including the private sector, although collaboration with STEG has not always been straightforward and effective. It was following the support provided by the UNDP that the AFD and the EU joined the energy savings programme, providing critical mass in some innovative projects. The private sector has also

shown an interest in getting involved through partnerships with UNDP, especially large private groups such as Polinat (Carthago Ceramic) for the establishment of a cogeneration unit with the support of UNDP.

#### 4.2.3 USE OF NETWORKS AND COMPARATIVE STRENGTHS

The use of UNDP and UNS networks deserves improvement. The network of expertise has been easier to mobilize in the environment sector than in governance and employment. In the field of environment and energy, UNDP has used partnerships with UNEP, the Global Mechanism, the Drylands Development Centre and the GEF. This high-level national and international expertise has allowed the institutions and actors involved to access innovations and integrate specialized international networks.

On the other hand, in the fields of governance and employment, the remoteness of the partners from the Country Office (RBAS<sup>55</sup>, the ICTIDAR<sup>56</sup> programme, UNDESA<sup>57</sup> for the MODAP project, etc.) and their lack of expertise relevant to the specific needs of Tunisia with seasoned French-speaking experts have limited the usefulness of their support. Only UNDESA had the necessary expertise, but its participation was limited. International expertise mobilized for the MDGs and human development was deemed insufficient by the national party and did not always meet the requirements of the situation in Tunisia.

The UNDP Country Office sees itself as an 'orphan' of the Regional Bureau in New York and of the Regional Centre in Cairo, citing as an example the fact that some support was provided by English-speaking experts although Tunisia is a French-speaking country. The national party harshly criticizes the quality of some of the

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<sup>55</sup> Regional Bureau for Arab States.

<sup>56</sup> Information and Communication Technology for Development of the Arab Region.

<sup>57</sup> United Nations Department of Economic and Social Affairs.

support provided by experts or technical advisors from UNDP Headquarters and its Regional Centre in Cairo, especially when reports are provided in English and are therefore not usable by the Tunisian authorities, who sometimes wonder whether UNDP focuses on producing reports that are of far greater use to itself than to the national party.

Some support has been better appreciated. The partnership with the Oslo Governance Centre (UNDP) on governance indicators enabled the production of a methodological document and of governance indicators adapted to Tunisia<sup>58</sup>. But overall, it appears that RBAS lacked a clear strategy on the type of support to be provided to the Maghreb countries. No support mechanism was set up specifically for the four French-speaking Maghreb countries (Algeria, Morocco, Mauritania and Tunisia).

Following the Tunisian revolution of 14 January, 2011, RBAS seems to have realized the magnitude of the challenges to be overcome. Hopefully the new socio-political context will prompt RBAS to review its support and advice strategies to better meet the needs, cultural backgrounds and political dynamics of each country in the region.

#### **4.2.4 ADVOCACY ON THE VALUES OF THE UNS**

UNDP, through its neutrality and the significance of its global networks of expertise, is recognized by the government and donors for the quality of its aid in certain political and programmatic processes in the field of development. Its comparative advantages are clear, especially in the areas of human development, MDGs, the fight against income and geographical disparities, climate change, human rights and gender.

UNDP projects clearly promote the values of the UNS regarding environmental protection and conservation of the ecological heritage of humanity. The protection of marine and terrestrial plant and animal biodiversity and the fight against global warming are direct contributions to the promotion of these values. Moreover, some projects attempted to combine environmental protection and the fight against poverty and social exclusion in some central and south regions in the country (projects funded by the GEF and the Global Mechanism, PARLCD project and Kerkennah project).

The situation is more complex with regard to governance. During the first programming cycle (2002–2006), UNDP successfully initiated activities related to reports on human development and MDGs. The same is true for the gender issue, by means of assisting CREDIF. However, during the second cycle (2007–2011), with the exception of administrative and economic governance, UNDP has failed to instil a vision shared by the government on governance indicators, the MDGs and human development. The pre-revolutionary Tunisian government wanted to affirm its own concept of governance through a rigid political system, closed to diverging opinions and self-withdrawn. However, given the educational level of Tunisian men and women, the gradual decline of poverty and the social control exercised by the State, Tunisia seems better prepared than other countries in the region for an expansion of the space for free expression and dialogue. Numerous studies<sup>59</sup> have shown that democratically elected institutions and an impartial public administration, based on fairness, competence and merit, are better able to contribute to development, improve competitiveness and consolidate the State than autocratic institutions.

<sup>58</sup> Unfortunately still not validated or shared with all national governance actors, due to the cancellation of the symposium on governance that was to be held in Tunis. See section 4.1.4 Efficiency of MDGs and governance.

<sup>59</sup> For example: UNDP, 'Deepening Democracy in a Fragmented World', Global report on human development 2002, New York 2002.





## CONCLUSIONS AND RECOMMENDATIONS

### 5.1 CONCLUSIONS

**Conclusion 1: UNDP in Tunisia led many relevant initiatives, fundamentally aligned with the priorities of the country, and, from 2007, made efforts to conceptualize programming instruments according to a programme approach.**

A significant trend, from one cycle to another, is the deepening of the programme approach, which aimed to reduce the number of small projects and undertake innovative initiatives. However, dialogue constraints and differences of approach with national partners led the UNDP Country Office to rely on a multitude of small preparatory assistance projects<sup>60</sup>. This practice did not allow multi-year strategic planning within the framework of the CPAP, or the development of a programmatic culture in the spirit of sustainable partnership.

The rigidity of the political system and at times the bureaucratic nature of the Tunisian administration have hampered dialogue between UNDP and the government in designing and implementing programmes concerning governance and MDGs.

In the fields of the environment and energy, which consumed three-quarters of UNDP's financial resources, the strategic vision was clearer, more consistent and better shared with national partners, notably with ANME (particularly in 2005 during the energy crisis) and the Environment Ministry, enabling Tunisia to be better equipped at international conferences on biodiversity and climate change and to lay the foundations for the development of renewable energy.

**Conclusion 2: UNDP's contribution varies greatly depending on the sectors and areas of cooperation. Its interventions in the fields of environment and energy have led to positive results that were appropriated by national organizations. However, results obtained in the areas of governance, MDGs and employment remain very poor.**

In the fields of environment and energy, UNDP interventions have strengthened capacities and have attracted much additional funding (AFD, EU and World Bank). UNDP helped AMNE develop a strategic plan for energy conservation and to implement innovative projects (construction standards, technical capacity for the inspection of household appliances, sector involvement in new energy-saving solutions, etc.). The autonomous operation of the two technical reference centres (CETIME and CTMCCV) demonstrates strong national ownership in the field of energy. The same is true concerning the environment, with a weaker programme approach because the projects were intended to implement various international conventions. Finally, UNDP's interventions in the context of regional, oasis and coastal protection projects have had an impact that is greatly appreciated by all stakeholders.

Sadly, such national ownership has been lacking in the areas of governance and MDGs. Weak political dialogue and partnership between UNDP and some government bodies limited the effects of the actions taken. Especially since 2007, UNDP experienced a very difficult

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<sup>60</sup> Nine preparatory assistances concerned the following areas: Agenda 21, e-government white paper, modernization of justice, nationalization of MDGs, Sharing the Future, Business Intelligence, Social Watch, ART GOLD Tunisia and Parliament.

relationship with the MDCI on issues related to MDGs, clearly perceived as an agenda supported by UNDP more than as a concern of the government.

In terms of modernizing the public administration, the results achieved are modest; MODAP has not yet gained momentum. UNDP's assistance since 2003 to modernize and develop new methods for financial evaluation has enabled the Court of Auditors to monitor and control public expenditure. However, these advances in the development of a culture of accountability have failed to effectively reduce corruption, which has reached systemic proportions.

Besides, UNDP helped develop tools for a prospective approach in cooperation with ITES for conducting the Tunisia 2030 study, which was unfortunately placed under wraps by the Presidency. We can only regret the confidentiality of this study, the conclusions of which could have been so useful to the Tunisian people. Similar results were obtained in the area of democratic and local governance. The creation of governance indicators and support for decentralization (ART GOLD Tunisia) resulted neither in a matrix of indicators to be monitored by Tunisia nor in new local governance practices, due to a lack of genuine political ownership.

**Conclusion 3: The lack of institutionalized dialogue between the main interlocutor (the MDCI) and UNDP, and of strategies by UNDP to bypass certain barriers related to the issue of democratic and local governance, prevented UNDP from achieving its goals and expanding its partnerships with civil society.**

In 2007, UNDP missed an opportunity for in-depth reflection on the conceptual tools and approaches of the MDGs and human development and their adaptation to the Tunisian context. This could have resulted in a set of 'MDG+' objectives and in a more ambitious concept of human development, in which issues of good governance, technological innovation and adaptation of production systems

to the requirements of sustainable management of natural resources really come into play.

Nevertheless, UNDP's room for manoeuvre was severely limited in the face of the Tunisian authorities' distrust in the field of governance and MDGs. Any initiative aimed at developing indicators of democratic and economic governance could have proved that Tunisia still had progress to make. Moreover, these dialogue problems between UNDP and the Tunisian government arose in 2007-2008, a period during which security issues concerned both UNDP and the government but not necessarily in the same terms. The government was particularly concerned about maintaining order to address the risk of instability and terrorism, while UNDP saw the issue in terms of compliance with United Nations security regulations.

This situation raises the question of the role and influence of UNDP and the UNS in general, in a country where political dialogue is difficult because of monopolization of power and the confusion of roles on the one hand, and on the other, the development of small networks around the centre of power, vying for control of major national economic interests.

UNDP could have considered strategies to circumvent these problems, such as adopting programme strategies anchored in Tunisian civil society. The institutions and organizations not controlled by the ruling party, such as ATL MST-SIDA, did not have any resources other than those provided by UNDP. Having said that, attempts by UNDP from 2007 to 2008 to expand its networks to other NGOs not designated by the authorities were apparently not appreciated by some ministry officials, sometimes creating acute tension between the government and UNDP.

**Conclusion 4: UNDP's low capacity for advisory support at the level of the Country Office, Headquarters and the Regional Centre in Cairo, the hybrid nature of the implementation approach and the lack of a proper monitoring and evaluation system limited UNDP's ability**

**to manage its governance and environmental programmes and to initiate a frank dialogue and establish fruitful partnerships with the government.**

Despite the efforts made by the UNDP bureau to clarify the content and scope of the main programmes with all national partners, national ownership remains insufficient. This is due to the lack of a CPD/CPAP operational strategy, the fact that the two UNDP programme managers are essentially focused on project micro-management, as well as the inadequacy and slow pace of joint programming (government/UNDP), which hampers a common vision and project planning.

Moreover, the absence of a monitoring and evaluation system for the CPD/CPAP has deprived the UNDP Country Office of an overview of the performance of its programmes and of studies on good practices, which could have enriched dialogue with national partners on major issues such as employment, globalization, inequality and governance.

Projects are generally implemented through hybrid modalities that combine Direct Execution (DEX) and National Execution (NEX). For a country with a relatively developed administration and financial apparatus, this system does not allow real national ownership and forces UNDP's staff to focus on project management to the detriment of strategic vision and advocacy. The fact that project budgets are managed by UNDP confines it to the role of cashier.

**Conclusion 5: The revolution of 14 January 2011 opened up new prospects for cooperation for the UNS as a whole and for UNDP in particular.**

The Tunisian revolution of 14 January 2011, which was the result of social and political

movements that developed over several years<sup>61</sup>, has laid bare underlying tensions, which can be summarized in a lack of freedom, frequent mistreatment and humiliation imposed by power holders, and the concentration of powers and interests in the hands of a few. Six factors can help explain the fall of the authoritarian regime, a fall so sudden and apparently unplanned: unemployment, youth, unequal regional development, the loss of social status, the disconnection of the political power from democratic aspirations, and widespread corruption.

Although the old and the new still coexist in various forms, this revolution has created a break with the past and opened up new prospects for cooperation for the UNS as a whole and for UNDP in particular. This break is on at least two levels: i) political, with the end of the single party system that makes the emergence of a multiparty political system possible for the first time, necessitating guidance; and ii) economic, with the development and implementation of public policies based on social equity and healthy competition, which will help reconcile the Tunisian economy's need for competitiveness with job creation for the Tunisian youth.

## **5.2 RECOMMENDATIONS**

Based on its findings, on the new opportunities created by the revolution of 14 January 2011, and on the comparative advantages of UNDP with respect to human rights, promoting human development and the development of the culture of evaluation and transparency, the ADR proposes the following recommendations:

**Recommendation 1: In the coming years, UNDP should view democratic governance as a priority in order to aid the emergence of a new pluralistic political system and support the**

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<sup>61</sup> Historically, the most important social events were the social movement in January 1978 when the UGTT opposed the government, the "bread revolt" of January 1984 due to the increase in the prices of cereals, and the revolt in the Gafsa region in June 2008.

### **establishment and strengthening of the capacities of the new democratic institutions.**

Tunisia has entered a new era characterized by dialogue between all the actors in society and developing democratic governance. Strategic issues come down to the establishment of new democratic institutions derived from free and transparent elections and that encourage the separation and balance between the executive, legislative and judicial powers. The press, released from state monopoly, must support this move towards free and pluralistic information. As for civil society organizations, they must redefine their relationship with the State.

UNDP, through its neutrality and the universality of the values it defends, can attract the interest of development partners in Tunisia through an ambitious programme to accompany the democratic process. Its support in the area of governance could involve the Parliament, the governorates, the judiciary system, civil society, the media, anti-corruption agencies and the establishment of mechanisms to prevent and resolve social and political conflicts.

UNDP's assistance should focus on strengthening the capacity of new democratic institutions, expanding the dialogue between civil society and the State, and promoting respect for human rights and gender equality. The strategic objectives of future programmes could be part of a vision with dual targets: i) in the short and medium term, support for the democratic transition process; and ii) in the medium and long term, strengthening the capacities of the republic's new institutions. This would involve promoting values that have been neglected for decades—justice, dignity (including through employment), citizenship—and increasing opportunities for all sections of the population to exercise their hard-won freedom.

However, the promotion of democratic governance should not obscure the need to provide continued support to the environmental sector and to sustainable development, which is both a

guarantee of the consolidation of the democratic process and a condition for the development of the Tunisian people.

**Recommendation 2: The programme approach, initiated in 2007 by UNDP, should be extended to all projects. This will help create a critical mass of outcomes and impacts and promote a new culture of evaluation, accountability and the integration of environmental and social dimensions into sectorial policies.**

Tunisia must deepen its sectorial policies if it intends to catch up with developed countries. It should also meet the challenges of job creation in all regions, supporting key sectors of innovation. In this context, UNPD should:

- Contribute, through strengthened and institutionalized partnerships with the MDCI—a key ministry in the development of strategic and sectorial policies—to developing a growth model promoting technological innovations and employment, to achieving the 'MDGs+' and to promoting sustainable and human development.
- Help design regional development programmes that enable the most disadvantaged governorates to catch up. These programmes should come from the regions themselves and be based on multi-sectoral analyses. This will allow the development of a map of regional priorities with clearly defined objectives and financial commitments (for example in the form of a multi-year contract), to be established jointly with the central government.
- Position itself as a strategic partner of the MDCI in developing a national aid management strategy, taking into account the national strategy for South-South cooperation, for more efficient and transparent use of resources and public funds in development efforts.
- Work more closely with the government to further develop the instruments and fiscal redistribution policies for reducing income inequalities and regional disparities,



promoting new mechanisms for dialogue between social actors, generalizing social safety nets and ensuring the sustainability of pension systems.

- Continue working on administrative governance issues, with more effective implementation strategies, as well as on environmental issues, improving environmental governance at the local level (Agenda 21, carbon footprint of cities, participatory development of ecosystems, etc.) and on sustainable management of natural resources.
- Emphasize strengthening the capacities of the INS, for the development and dissemination of MDG indicators and regionalized human development indexes, which will help the government refine its interventions and correct regional inequalities.

**Recommendation 3: UNDP should help the government improve its understanding of employment-related issues and of the challenges that globalization poses to the Tunisian economy, and to develop programmes that bring innovation and provide access to expertise.**

UNDP should continue to focus on innovative activities likely to bring about changes to production systems (new technologies, revised industrial strategies, energy, environment, water, etc.), and on improving and adapting human resources training to market demands by supporting a review of the education and training policy.

Within the framework of the MDGs and human development, UNDP could extend its support to employment programmes, through a holistic analysis of the issue and a new interpretation of employment support policies. This would involve assisting the government in assessing employment policies, in partnership with ILO and the World Bank, and promoting development plans in the regions of Gafsa and Kef. UNDP could also develop a strategy for mobilizing resources (state, private sector, banking sector, donors) and providing support and advice to the two regions, through pluri-annual programmes

managed directly by the regions, and a financial mechanism in the form of a decentralized Regional Fund for Economic and Social Development. This fund could cover both investment and capacity building.

**Recommendation 4: UNDP should improve its support and advice capabilities to facilitate more effective capacity building, given the acceleration of changes in production systems.**

In partnership with other UN agencies, UNDP should improve the quality of its expertise with regard to policy making and evaluation, as well as advocacy issues. The main recommendations at this level are:

- establishing, within the UNDP Country Office in Tunis, a mechanism to assist the Office in building a strategic vision concerning the most relevant fundamental issues at the moment, such as the political or financial crises, the threats to certain social rights, climate change, etc.;
- consolidating partnerships with the university, the ENA and research centres on themes mentioned in the CPAP;
- developing partnerships with other UN agencies and international organizations with proven capacities: UNDESA for governance issues, the United Nations Capital Development Fund (UNCDF) for micro-finance, etc.;
- reviewing the status of UNDP programme officers to enable the Country Office to recruit the expertise needed to raise its profile with the government and donors;
- utilizing the in-house competencies of the three Maghreb Country Offices to capitalize better on their experience and to develop the exchange of expertise;
- reviewing strategies for support by UNDP Headquarters and the Cairo Regional Centre and establishing an annual roadmap to provide the required expertise in the relevant themes, in the French language.



**Recommendation 5: UNDP should improve the design and implementation of its interventions and introduce an effective monitoring and evaluation system enabling it to apply lessons learned and capitalize on best practices.**

The design and implementation of projects may be improved by a better definition of specific objectives, expected results and their monitoring indicators, taking into account the potential resources and a thorough analysis of the concerned actors and national monitoring and evaluation systems, the choice of partnerships and the necessary accompanying measures.

The project results are also dependent on an operational strategy developed over the long term and adjusted annually, with a clear approach to implementation, definitions of the terms of reference, anticipation of accompanying measures, definition of exit strategies and sustainability of results as well as a better consideration of risks when formulating and implementing projects.

UNDP should adopt all the tools designed for this purpose through a results-based management approach. A system should be implemented to enable annual summaries or consolidated reports under each of the CPAP outcomes, in order to achieve a synoptic view of progress and of the identified weaknesses. Currently, reporting stops at the level of the projects and their activities and does not give an overview of the programme.

Finally, UNDP should improve field monitoring through regular visits and specific technical support missions. It should review its intervention strategies and the coordination of joint projects, such as those on employment and maternal mortality, which are experiencing coordination difficulties and implementation delays. More effective coordination of project activities would create increased synergy and understanding between partners and programmes, which would resolve the current division between the governance and environment programmes, as

well as between the programme and the operation departments in the UNDP Country Office.

**Recommendation 6: With the government's agreement, UNDP should implement an action plan whereby project implementation is gradually passed on to NEX, thereby allowing for greater national ownership and a greater focus by UNDP on its strategic functions relating to development issues.**

UNDP should analyse the conditions needed to implement NEX procedures in their entirety in order to increase the responsibility of national partners and to devote its human resources to more substantive and conceptual support.

**Recommendation 7: UNDP should adopt a clear and operational development strategy for wider technical and financial partnerships that are open to the private sector and civil society.**

UNDP, in partnership with the World Bank, the African Development Bank, the EU and other donors, should seek to involve the private sector and civil society in reflecting on the country's key challenges (governance, regional inequalities, human rights, professionalization of the media, employment, and improving the education and training system).

**Recommendation 8: UNDP, in concert with other agencies of the UNS, should consolidate and expand its advocacy and support to grass-root social networks on certain important transversal issues, such as human development, citizenship, HIV/AIDS, gender and violence against women.**

The resistance to change in Tunisian society clashes with the strong political will observed since independence to improve the status of women. Given the changing political context, the UNS should favour the participation of women in public life; the elimination of all forms of discrimination and the combating of violence against women by supporting the media to

promote the image of, and respect for, women in society; and raising awareness of legal texts from political parties, organizations defending human rights, the prison system, security forces, the judiciary and the Bar Association.

Regarding the fight against HIV/AIDS, UNDP could invest more in civil society organizations so that they are better able to fight against HIV/AIDS both in terms of advocacy and the provision of information services.



# ANNEX 1: TERMS OF REFERENCE

## 1. INTRODUCTION

The Evaluation Office (EO) for the United Nations Development Programme (UNDP) periodically carries out Assessments of Development Results, or ADRs, aimed at collating evidence to enable the evaluation of development activities. The assessments are carried out as part of the general provisions envisaged for UNDP's Evaluation Policy<sup>62</sup>. The general aims of an ADR are to:

- provide concrete support to the Administrator in her accountability function towards the UNDP Executive Board;
- promote greater accountability of UNDP towards stakeholders and the national partners whose country is the subject of a programme;
- serve as a means of quality assurance for UNDP action in the country; and
- contribute to learning at the internal, regional and national levels.

The EO carried out an ADR in Tunisia during 2010. This assessment was to provide inputs for drawing up a new programme for the country, to be implemented by the Country Office and relevant national stakeholders.

## 2. NATIONAL CONTEXT AND UNDP PROGRAMME

Tunisia is a middle-income country with a population of 10.3 million. The UNDP Human Development Indicator shows a value of 0.769,

putting the country in 98th position among the 182 countries for which data are available. The chances of achieving, or even exceeding, the targets specified worldwide for the Millennium Development Goals (MDGs) by the year 2015 are promising, except for the goal relating to maternal mortality. Tunisia remains one of the most economically competitive countries in Africa, and continues to adopt numerous reforms and programmes aimed at improving its integration into the competitive world economy. Despite its efforts, economic and social challenges remain, particularly additional employment demands, the rising unemployment rate and the unequal distribution of wealth<sup>63</sup>.

The country's policy on economic and social development was articulated in the 10th national development plan (2002–2006) and the 11th national development plan (2007–2011).

Starting in 2002, UNDP-Tunisia approved two documents of strategic importance for the country, constituting reference documents for this assessment: Tunisia's Country Cooperation Framework (CCF) for the period 2002–2006 and the Country Programme Document (2007–2011), based on the United Nations Development Assistance Framework (UNDAF).

The Country Programme Document (2007–2011) was designed to contribute to UNDAF's three outcomes: (i) managing integration into the world economy; (ii) strengthening equity and quality of services with a view to reducing

<sup>62</sup> [www.undp.org/eo/documents/Evaluation-Policy.pdf](http://www.undp.org/eo/documents/Evaluation-Policy.pdf).

<sup>63</sup> UNDP country programme document (2007–2011), Country Profile 2008 Tunisia, Economic Intelligence Unit, Human Development Report 2009, and National Report on the Millennium Development Goals (UN) 2004.

vulnerabilities; and finally (iii) improved inclusion and participation of young people and adolescents in the development process, and employment promotion.

### 3. OBJECTIVES, SCOPE AND METHODOLOGY

The ADR in Tunisia was expected, in particular, to achieve the following:

- Provide an independent assessment of the progress made, as compared to the results identified in the UNDP's programme documents. In some cases, the ADR would also highlight any unexpected results (whether desirable or undesirable) and opportunities that were missed.
- Analyse the UNDP's added value in responding to national needs and to changes that occurred affecting the national development context.
- Present the main findings, drawing on key lessons and providing a set of recommendations to the management team, with a view to preparing policy for the next country programme.

The ADR was to examine UNDP's experience in Tunisia, together with its assistance in settling social, economic and political problems. It would relate to the current country programme (2007–2011) and the previous one (2002–2006). The evaluation will probably place greater emphasis on the most recent interventions, in particular because of better data availability. However, it should also examine the design and implementation of UNDP activities since the beginning of the concerned period. Identifying data relevant to assessment, and potential constraints, would occur during the orientation mission (see section 4 for more information on this procedure).

The general methodology will follow the ADR Guidelines<sup>64</sup> and the new methods manual that

EO is currently drawing up. It involves examining all the activities and programmes carried out by UNDP during the period covered by the evaluation, in order to assess their contribution to the country's development. The ADR will assess the main results achieved—whether positive or negative, intended or not. It will cover UNDP assistance financed with resources from TRAC (Target for Resources Assignment from the Core) and from other resources, together with regional and global projects (such as those funded from the Small Grants Programme, or SGP) implemented by UNDP in Tunisia.

The assessment has two main components: analysing the development results, and UNDP's strategic positioning.

### DEVELOPMENT RESULTS

Assessing development results involves a general examination of the portfolio of programmes during the current and the previous programme cycles. That examination will involve the following components: the development outcomes and the contribution made to them by UNDP's key interventions; the changes in outcomes obtained by the current programme; the factors influencing those outcomes (notably UNDP's positioning and capacity, partnerships, and policy support); UNDP's contribution to development (both in political terms and in relation to mobilization); inter-sector relationships, and also how the various sectors relate to the MDGs and UNDAF. Analysing development outcomes will help identify the challenges and possible approaches for future interventions.

Using all available information, the assessment will describe and analyse what has been carried out, in relation to the intended results, and also the links between activities, results and outcomes. It will lead to a description, with a reasonable level of plausibility, of UNDP's contribution to the country's development. The ADR will take into account four fundamental

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<sup>64</sup> [www.undp.org/evaluation](http://www.undp.org/evaluation)

aspects, in order to assess the design, management and implementation of the interventions. Those aspects are<sup>65</sup>:

- *Relevance*: Is the formulation of intended actions relevant, taking into account national policies, development challenges and UNDP's mandate? Do the approaches for action reflect Best Practices, as recognized nationally and internationally?
- *Effectiveness*: Has the UNDP programme achieved its objectives and produced the expected results? What are the strengths and weaknesses? What unplanned effects have been produced? Should the programme continue in the same direction, or should its fundamental principles be revised for the new cycle?
- *Efficiency*: How successfully has UNDP used its human and financial resources in order to make its contribution? What could be done to ensure more efficient use of the resources in the specific context of the country or sub-region?
- *Sustainability*: Has UNDP made a sustainable contribution to development outcomes? Are the benefits resulting from those forms of action taken up by national stakeholders, once the UNDP intervention itself is finished?

In the case of the UNDP programme in Tunisia, the assessment of development results will be undertaken through a detailed examination of a sample of 20 projects representing the main areas of UNDP intervention in Tunisia. The sample will be determined during the orientation mission (see below). It will also be necessary to take account of other activities, not corresponding to specific projects (such as activities involving consultation and dialogue, coordination, advocacy and knowledge management) and some regional activities in which UNDP had participated.

The ADR makes special efforts to examine the UNDP's contribution to capacity building, knowledge management, gender equality, and human rights.

## STRATEGIC POSITIONING

The assessment will also review UNDP's strategic positioning in relation to the organization's and the Nation's priorities for development. The analysis will relate to the following: (i) UNDP's role in Tunisia's development and political context; (ii) the approaches used by the Country Office to strengthen the UNDP's position within the development space and establish its place in the main areas of practice; (iii) UNDP's policy support, and its initiatives for mobilizing other stakeholders, in the light of development results in the country. In addition, the assessment will analyse an array of fundamental factors associated with UNDP's strategic positioning, as listed below:

- *Relevance of the programmes, and responsiveness*: UNDP's role as a lever supporting national strategies and policies, with a balance between forms of action intervening at the macro (central government) and micro (local communities and institutions) levels; UNDP's ability to respond to changes in the national context and to urgent requests from the organization's partners, without losing sight of the long-term objectives.
- *Making use of UNDP's networks and experience*: To what extent has UNDP drawn on its global network, knowledge and experience to provide solutions and new conceptual approaches? How much has UNDP benefited from its current and potential partners' experience and characteristics (in terms of resources and technical capabilities)? Has UNDP helped the government benefit from South-South cooperation?

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<sup>65</sup> The ADR's methods are currently being finalized, and there may be changes to the exact descriptions of the various factors.



- *Promoting United Nations values from a human development perspective:* UNDP's role as a substantive partner of the national governmental authorities in policy discussions on sensitive topics; its efforts in promoting gender equality; its ability to engage in discussions and initiatives relating to socio-economic equity and to target the poor and excluded groups.

With regard to UNDP's networks and partnerships in Tunisia, the ADR should not limit itself to partnerships with governmental and donor institutions, but should also include civil society and the private sector.

The assessment will also examine aspects of managing the programmes, to the extent that they can throw light on effectiveness and efficiency in achieving results. This could, for example, include: (i) the Country Office's structure and staffing; (ii) quality-control systems for projects; (iii) monitoring and assessment; (iv) knowledge management; (v) communication; and (vi) questions of synergy with the Regional Centre in Cairo.

#### **4. ASSESSMENT METHODS AND APPROACHES**

##### **DATA COLLECTION**

The assessment will use a number of methods to collect data: examining documents, workshops, meetings with groups or with individuals (both at headquarters and at country level), field visits and surveys. Its exact methodology will be decided during the orientation mission, and described in the preliminary report<sup>66</sup>.

Following the example of other ADRs, the evaluation team will begin by reviewing documents. It will then visit the country for an orientation mission and will select a representative sample of UNDP projects and other activities, including some carried out at the regional level. This will be

done in collaboration with the UNDP Country Office. The sample should include: (i) a mix of institutional-support projects and fieldwork projects; (ii) projects being carried out nationally and those being carried out directly; (iii) some projects that were evaluated and some that were not.

Individual and group meetings with key information providers as well as field visits will be organized within the main mission.

##### **VALIDATION**

The evaluation team will use various methods, including triangulation, to validate the data. The exact methods to be used for validation will be described in the preliminary report.

##### **STAKEHOLDERS' PARTICIPATION**

The evaluation will identify the main stakeholders, including representatives of governmental institutions, civil society and the private sector, United Nations agencies, multilateral organizations, bilateral donors and beneficiaries. With a view to facilitating this approach, the ADR will inventory all stakeholders, whether or not they will participate directly in the ADR.

#### **5. EVALUATION PROCESS**

Directives relating to ADRs provide that the evaluation process can be divided into three phases, each including a number of steps.

##### **PHASE 1: PREPARATION**

- *Desk review of documentation:* This is initially carried out by EO (identifying, collecting and mapping relevant documents and other data), and then continued by the evaluation team. This examination includes general documents relating to development and/or to the country. It provides an overview of the UNDP programme for the relevant period.

<sup>66</sup> The orientation mission and the preliminary report are described in Section 5, devoted to the evaluation process.

- *Mapping of stakeholders:* This refers to a census of the actors involved, and is carried out in the country. It includes stakeholders representing the State and those representing civil society, including those who are not UNDP partners. The mapping also reveals relationships that exist between the various groups.
- *Preliminary meetings:* These are meetings and discussions that take place at UNDP headquarters, with EO (on procedure and methods), RBAS (UNDP's Regional Bureau for Arab States) and other departments involved, such as the Bureau for Development Policy (BDP) and United Nations missions.
- *Preparatory mission (five days):* This is carried out by the evaluation task manager, who gives a presentation—to the UNDP Country Office, the government and the main partners—on what the assessment involves. During the assessment, the task manager will also consider the part being played by the national authorities (see below), the composition of the evaluation team and that of the reference group.
- *Briefing at UNDP headquarters, New York (two to three days):* The team leader will travel to UNDP headquarters for discussions with the EO team, the EO manager for the ADR, RBAS, and relevant divisions of BDP. This New York briefing will enable the team leader to familiarize himself with the methodology and objectives of the ADR, with the UNDP context and programmes, and with the UN System in Tunisia.
- *Orientation mission (one week):* The team (team leader and team members) will assemble in the country with the following objectives:
  - to identify and collect more documents;
  - to validate the country programme mapping;
  - to collect the views of the main stakeholders regarding the key questions to be examined;
  - to settle logistical aspects of the main mission, and in particular the timetable;
  - to decide appropriate methods for collecting and analysing the data;
  - to deal with management issues related to evaluation process, including the division of labour between team members; and
  - to ensure that the Country Office and the main stakeholders understand the objectives, methods and procedure for the ADR.
- *Preparatory report:* A brief initial report will be drawn up, providing information on the design and the final assessment plan; the background to the ADR; the main questions to be tackled; the methodology in greater detail; information sources; the instruments envisaged for collecting data; the data analysis process; and the format required when drawing up the subsequent report.

## PHASE 2: CARRYING OUT THE ADR AND DRAFTING THE ASSESSMENT REPORT

- *The ADR's main mission (14 days for data collection, 7 days for analysis and 2 days for debriefing):* This mission, which will last approximately 23 days and will be carried out by an independent evaluation team, will concentrate on collecting and validating data. The team will go out to the field, visiting the locations of significant projects that were identified in the course of the orientation mission. During the main mission's last week, the evaluation team will focus on analysing the data collected and will regroup that information against the ADR's main questions. An important final step in the process will be a meeting during which the preliminary results and indicative recommendations for the ADR will be presented to the UNDP Country Office and the stakeholders.
- *Analysis and drawing up the report:* Within three weeks of leaving the country, the

evaluation team will draw up a draft report, in which it will analyse the information collected. That report will undergo a quality control review by EO and external experts.

- *Examination:* The draft report will be submitted to the main clients (including the UNDP Country Office, RBAS and the government), each of which will then make factual corrections. Their opinions and interpretations will be incorporated into the final version. The EO will prepare an ‘audit trail’, in order to show how the comments received have been treated. The team leader, in close collaboration with the EO task manager, will make the final changes to the ADR report based on these examinations.
- *Final stakeholder workshop:* A meeting will be held with the main stakeholders to present the results of the assessment and examine the ways and means to further progress in the country. The meeting’s main purpose is to garner support from national actors so that they can take advantage of the lessons learned and the report’s recommendations. It also aims to strengthen national ownership of the development process and increase the level of responsibility exercised by national stakeholders in UNDP’s interventions.

### PHASE 3: FOLLOW-UP

- *Management response:* The Country Office is responsible, in conjunction with national partners, for preparing a management response to the ADR. As a supervising body, the Regional Bureau will be given the responsibility for supporting and supervising the implementation of follow-up activities, using the Evaluation Resource Centre on-line database.
- *Communication:* The ADR report and dossier will appear in printed and electronic

versions, and will be made available to the UNDP Executive Board when that body has to approve a new programme document for the country. The public will be able to consult the report and management response on the UNDP website<sup>67</sup> or in the ERC public database<sup>68</sup>.

## 6. MANAGEMENT ARRANGEMENTS

### UNDP’S EVALUATION OFFICE (EO)

The EO task manager will manage the assessment, involving coordination and liaison with the Regional Bureau, the other units involved at headquarters and the Country Office team. EO will enter into a contract with a research assistant, who will help conduct the initial desk review. The assessment will also require input from a programme assistant, who will be concerned with logistical and administrative questions. EO will take responsibility for all the costs directly associated with carrying out the ADR. This will include participation of the team leader and consultants, the preliminary research and publication of the final report. EO will also cover the costs of any workshop held with stakeholders as part of this evaluation.

### THE EVALUATION TEAM

The team will consist of three members:

- the team leader, who will have overall responsibility for providing the direction(s) to be taken and for management, and who will also coordinate production of the draft and final reports;
- two specialists (team members), who will bring their expertise in the main areas of the evaluation (energy and the environment, and economic development).

The team leader should have established capabilities in strategic analysis, policy advice and

<sup>67</sup> [www.undp.org/evaluation](http://www.undp.org/evaluation)

<sup>68</sup> [erc.undp.org](http://erc.undp.org)

assessment of complex programmes in the field. All members of the team should be familiar with the development issues in Tunisia.

The evaluation team will be supported by a research assistant based in the New York EO. The EO task manager will assist the team in designing the evaluation, and will participate in the orientation mission. While the initial and final reports are being drawn up, the team will keep EO regularly informed for quality assurance purposes. The EO task manager will also participate in the main mission during its final week devoted to analysis.

The evaluation team will work in accordance with the United Nations Evaluation Group (UNEG) standards and will adhere to its Code of Conduct<sup>69</sup>. The assessment will be subjected by EO to an internal quality control procedure. Also, the report will be reviewed by an external and independent reviser<sup>70</sup> to ensure high quality of the final product.

#### **UNDP'S COUNTRY OFFICE (CO)**

The Country Office will support the evaluation team in its contacts with the main partners. All the meetings will take place without representatives of the Country Office being present, in order to ensure the independence of the ADR process. The Country Office will provide the team with all the necessary information on UNDP's activities in the country, and will help organize a meeting with the stakeholders at the end of the evaluation process. When needed, the Country Office could also be asked to provide additional logistical support to the team, such as when meetings or field visits need to be organized. The Country Office's contribution will mainly involve providing services (such as making office space available

to the evaluation team), but the EO will cover local transport costs.

With regard to the orientation mission, the evaluation team will ask the Country Office to provide the following: (i) an initial 'map' or chart of the stakeholders in the programme; (ii) a short text (no more than two to three pages) identifying UNDP's main strategic changes in Tunisia, and the main reasons for those changes; (iii) a short list of key people within the government and international organizations whom it would be desirable to contact during the orientation mission; (iv) reference documents on the programme; (v) a comprehensive list of projects and programmes supported by UNDP during the period covered by the assessment, together with indicators on the activities that were strategic priorities.

#### **THE ROLES OF NATIONAL AUTHORITIES AND MEMBERS OF THE REFERENCE GROUP**

Since 2010, the UNDP EO has been trying to strengthen the involvement of national authorities in carrying out ADRs, while safeguarding the independence of the evaluation process and of its results. The national authorities and other members of the reference group (to be determined), including donors and civil society, etc., could be invited to play a wider role, possibly involving: (i) forming a national reference group; (ii) providing comments and suggestions on the ADR's terms of reference; (iii) participating in an introductory meeting in the course of the orientation mission to explain the priorities and items of interest for the ADR team; (iv) participating in the debriefing after the main mission has been concluded; (v) providing written comments on the draft assessment report; and (vi) participating in the

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<sup>69</sup> United Nations Evaluation Group (UNEG), 'Standards for Evaluation in the UN System' (April 2005) and 'Evaluation Rules Applicable within the United Nations System (April 2005)'.

<sup>70</sup> The external and independent revisers are not members of the evaluation team. Their role is to check the quality of the report and to make suggestions with a view to its improvement. To avoid conflicts of interest, the external revisers must not be involved directly in establishing policies or in designing, carrying out or managing activities to which the assessment relates, whether before, during or after the assessment.

final validation workshop at the end of the evaluation process.

## 7. EXPECTED OUTCOMES

The outcomes expected from the evaluation team were:

- contribute to drafting a preparatory, or inception, report (no more than 15 pages) with an evaluation matrix; and
- contribute to drafting a final general report on the assessment of results from development activities in Tunisia (no more than 50 pages, plus appendices).

The draft and final versions of the ADR report will be provided in French, with the document then published in French and English.

## 9. RESPONSIBILITIES OF THE TEAM MEMBERS

The team members will be responsible for the following activities:

- participate in the orientation mission, the main mission and the final workshop (in Tunis);
- contribute to drafting the inception report, following the orientation mission; and
- contribute to drafting the final report. Each member of the team will be responsible for certain topics (to be determined in the course of the orientation mission).

EO will be responsible for the quality of the ADR process and outcomes, and the report will be published as an EO document, since it is an independent evaluation conducted by EO.

## 8. TIMETABLE (PROVISIONAL)

Activity	Date envisaged
First draft of the terms of reference communicated to UNDP Tunisia	May 2010
Preparatory mission to Tunisia, by the project manager for the EO	21-25 June
Documents reviewed	September
Briefing of the EO in New York (by the head of the team)	Around 1 September
<b>Orientation mission</b> (all team members)	13-17 September
Revision of the draft terms of reference communicated to UNDP Tunisia, RBAS and government	22 September
Orientation report to EO	22 September
Orientation report communicated to UNDP-Tunisia and RBAS	28 September
<b>Main mission and debriefing</b> (all team members)	11 October – 2 November
Submission of consultants' working documents	15 November
Initial draft report submitted to EO	20 November
Reports sent to external revisers	1 December
<b>Report sent to UNDP-Tunisia and RBAS</b>	23 December
<b>Comments from UNDP-Tunisia and RBAS</b>	15 January 2011
Revised report sent to government	30 January
Comments from government	mid-February
Final workshop in Tunis	late February
Total	32 days



## Annex 2

# EVALUATION MATRIX

Criteria & sub criteria	Main questions for the Assessment of Development Results (ADR)	What was sought	Sources and methods for collecting data
<b>D1 Effectiveness</b>			
D1.1 Progress towards the results sought	<ul style="list-style-type: none"> <li>Has implementation of the programme helped achieve the results envisaged?</li> </ul>	<ul style="list-style-type: none"> <li>Checking and analysing the quantitative indicators of outcomes from each programme.</li> <li>Highlighting the main activities that have made significant contributions to achieving the outcomes.</li> <li>Highlighting the mechanisms and arrangements introduced that have made significant contributions to achieving the outcomes.</li> <li>Assessing the quality and extent of the results achieved, by using an analysis grid relating to outcomes from other technical and financial partners and resumption of advocacy by the government.</li> </ul>	<ul style="list-style-type: none"> <li>Collecting data, group and individual meetings, and interviews with: <ul style="list-style-type: none"> <li>the people responsible for UNDP programmes;</li> <li>Prime Minister, Ministry of Development and International Cooperation (MDCI), Tunisian Institute for Strategic Studies, Court of Auditors, National Agency for Energy Management (ANME), National Environmental Protection Agency (ANPE), Ministry of Women, Family, Children and the Elderly (MAFFEPA).</li> </ul> </li> <li>Reviewing operational projects, including Global Environment Facility (GEF) /Small Grants Programme (SGP); consulting reports on execution, completion and assessment of projects.</li> </ul>
D1.2 Alignment and relevance of results	<ul style="list-style-type: none"> <li>How do the projects and activities relate to the results envisaged? How does the combination of project and non-project forms of intervention help maximize the outcomes?</li> </ul>	<ul style="list-style-type: none"> <li>Effectiveness and performance of the monitoring and assessment system for projects.</li> <li>Analysis of the various networks (governmental and UNDP) for collecting and processing the indicator data.</li> <li>Seeking information from the annual reports of UNDP's internal reporting system (results-oriented annual reports, or ROAR).</li> <li>Seeking information on the periodic multi-player review meetings (involving UNDP, UN System (UNS) and national actors).</li> <li>Examining the monitoring system within the UNDP programme units.</li> <li>Capabilities for mobilizing people, through UNDP partnerships or otherwise, in each programme.</li> <li>Seeking technical and financial forms of partnership.</li> <li>Seeking non-project activities for firms (knowledge management, etc.) and their interaction with project activities, through UNDP forms of intervention or through partnerships with other organizations.</li> </ul>	<ul style="list-style-type: none"> <li>United Nations Development Assistance Framework (UNDAF) monitoring and assessment system</li> <li>ATLAS financial database</li> <li>Annual activity reports</li> <li>ROAR</li> <li>Meetings with partners</li> </ul>

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Criteria & sub criteria	Main questions for the Assessment of Development Results (ADR)	What was sought	Sources and methods for collecting data
<b>D1 Efficiency</b>			
D1.3 Targeting of poor and disadvantaged groups	<ul style="list-style-type: none"><li>• Has implementation of the programme had a favourable effect on the poor and disadvantaged groups?</li><li>• How was that effect brought about?</li></ul>	<ul style="list-style-type: none"><li>• Examining the most relevant indicators in relation to the UNDP programmes that are associated with the living environment and standards of living of poor and vulnerable groups, particularly women and especially female heads of households.</li><li>• Analysing procedures that encouraged the changes noted, and the nature of activities initiated by the programmes.</li><li>• Identifying improvements to the living conditions of poor and disadvantaged groups that could be introduced by UNDP projects.</li><li>• Determining whether these improvements are direct or indirect results of the UNDP project.</li></ul>	<ul style="list-style-type: none"><li>• Impact studies (National Institute of Statistics or INS, Institute of Quantitative Studies, MDCl, etc.).</li><li>• National Millennium Development Goal (MDG) reports.</li><li>• 11th plan review.</li><li>• Meetings with target groups.</li></ul>
<b>D2 Efficiency</b>			
D2.1 Efficiency in management	<ul style="list-style-type: none"><li>• Have the programmes been implemented within the required timing with the necessary estimated costs?</li><li>• Have UNDP and its partners quickly taken any measures necessary to resolve implementation issues?</li></ul>	<ul style="list-style-type: none"><li>• The number of projects or of project components for which implementation was delayed or, on the contrary, which were ahead of schedule.</li><li>• The number of projects or of project components for which there were excess costs or, on the contrary, for which costs were less than forecast and/or less than is usual for the region or country.</li><li>• Mechanisms for guiding and coordinating project activities.</li><li>• Decisions and measures taken to ensure suitability and/or improve the implementation mechanisms.</li></ul>	<ul style="list-style-type: none"><li>• Collecting and analysing:<ul style="list-style-type: none"><li>– project annual work plans</li><li>– annual reports for activities</li><li>– ATLAS</li></ul></li><li>• Project documents and reports for steering committees of projects to be sought from the MDCl and UNDP.</li><li>• Correspondences between the government and UNDP.</li><li>• Meetings with the beneficiaries or project leaders.</li></ul>

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Criteria & sub criteria	Main questions for the Assessment of Development Results (ADR)	What was sought	Sources and methods for collecting data
<b>D2 Efficiency</b>			
D2.2 Programme efficiency	<ul style="list-style-type: none"><li>• Are the resources allocated by UNDP to all the activities sufficient to achieve significant results?</li><li>• Were there synergies among the various forms of UNDP intervention that helped reduce costs in achieving the results set?</li></ul>	<ul style="list-style-type: none"><li>• Analysing the nature of programmed activities and the costs required for realistic implementation, as compared with the usual costs in the country.</li><li>• Determining whether the forecast costs took account of the risks of inflation and supply difficulties.</li><li>• Analysing joint programmes and partnerships fostered by the projects.</li><li>• Revealing activities that could only be financed by UNDP (because of the specific features of UNDP financing in relation to governance issues and the MDGs).</li></ul>	<ul style="list-style-type: none"><li>• Project documents and feasibility studies for certain projects.</li><li>• Annual work plans</li><li>• Joint programmes involving UNDP, UNICEF, UNFPA, WHO and FAO.</li><li>• Partnerships between UNDP and the technical and financial partners.</li></ul>
D2.3 Avoiding overburdening the various partners	<ul style="list-style-type: none"><li>• Has implementing the programme led to excessive costs (an additional burden) for some of the partners?</li><li>• If 'yes', what were the consequences?</li></ul>	<ul style="list-style-type: none"><li>• Identifying and analysing cases where projects led to additional operating costs and/or supplementary investment by the partners.</li><li>• Project size and the expected quality of services, number of beneficiaries, and number of project components.</li><li>• Determining whether there were problems or conflicts with the partners or beneficiaries, or even cessation of the programme.</li></ul>	<ul style="list-style-type: none"><li>• Meetings and interviews</li><li>• Annual reports for projects</li><li>• Reports on completion or on assessment (for projects)</li></ul>
<b>D3 Sustainability</b>			
D3.1 Designing for sustainability	<ul style="list-style-type: none"><li>• Were the forms of action designed to produce sustainable results, with identification of risks and policies in place to prepare for the post-project stage?</li></ul>	<ul style="list-style-type: none"><li>• Analysing the institutional set-up and the mechanisms for implementing each project (with institutional anchoring of the projects; extent of ownership).</li><li>• Determining whether the project components were integrated and complementary.</li><li>• Assessing whether the projects were designed to be synergistic, with development policies, programmes and projects implemented by local actors.</li><li>• Ascertaining whether the projects encouraged decentralization and reduced concentration of the development activities.</li><li>• Determining whether the projects encouraged strengthening of the local actors: local authorities, non-governmental organizations (NGOs) and community-based organizations.</li><li>• Examining the conditions required to implement projects.</li><li>• Assessing whether the formulation and implementation of each project provided for and established exit strategies from the project.</li></ul>	<ul style="list-style-type: none"><li>• Project documents.</li><li>• Meetings and interviews.</li></ul>

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Criteria & sub criteria	Main questions for the Assessment of Development Results (ADR)	What was sought	Sources and methods for collecting data
<b>D3 Sustainability</b>			
D3.2 Questions relating to implementation, and corrective measures	<ul style="list-style-type: none"><li>• What questions emerged during implementation of the project that could threaten the project's sustainability?</li><li>• What corrective measures were adopted?</li></ul>	<ul style="list-style-type: none"><li>• Socio-political and financial context to implementation of the projects.</li><li>• Extreme climate events (drought, floods, locust invasions, etc.).</li><li>• New topics and emerging challenges for the government and the UNS.</li><li>• Institutional instability factors.</li><li>• Amendments and additions to the project documents.</li><li>• Financing of non-project support activities.</li><li>• Policy discussions with competent authorities and seeking partnerships with other actors, including technical and financial partners.</li></ul>	<ul style="list-style-type: none"><li>• Interviews and meetings with individuals and working groups:<ul style="list-style-type: none"><li>– Heads of the UNDP programmes;</li><li>– National project directors;</li><li>– UNDP managers;</li><li>– Prime Minister and MDCI.</li></ul></li><li>• UNDP and MDCI.</li></ul>
D3.3 Scaling up pilot initiatives	<ul style="list-style-type: none"><li>• Is there a support plan for scaling up pilot projects that have proved their worth?</li></ul>	<ul style="list-style-type: none"><li>• Identifying and analysing projects chosen as pilot projects.</li><li>• Reviewing concept notes and/or audio visual 'documents' on the nature of pilot projects.</li><li>• Determining what support measures were envisaged for extending and generalizing pilot projects.</li></ul>	<ul style="list-style-type: none"><li>• Meetings with individuals and groups:<ul style="list-style-type: none"><li>– UNDP</li><li>– SGP/GEF</li><li>– MDCI</li><li>– ANME</li><li>– ANPE</li><li>– Court of Auditors</li><li>– Prime Minister</li></ul></li></ul>
<b>S1 Strategic relevance</b>			
S1.1 Relevance to the challenges and priorities for the country's development	<ul style="list-style-type: none"><li>• Is the UNS as a whole, and UNDP in particular, in line with the challenges to the country's development, and do they support the national policies and priorities?</li><li>• Is there continuity or a deepening of the objectives for the various UNDP programmes from one cycle to another?</li></ul>	<ul style="list-style-type: none"><li>• Examining and analysing the country programme action plans (CPAPs), Presidential Election Programmes (for 2004-2009 and 2009-2014), national policies (for energy control, replacement forms of energy, administrative reform, the fight against desertification, national industrial strategy, national policy to adapt Tunisian agriculture to climate changes, clean development mechanisms, and policies to promote women in programmes of APAL) and Tunisia's development plans (10th and 11th).</li><li>• Analysing the objectives and activities of the main CPAP programmes and project documents.</li></ul>	<ul style="list-style-type: none"><li>• UNDAF, CPD and CPAP</li><li>• Development plans (10th &amp; 11th)</li><li>• Sectorial policies for development (including sustainable development)</li><li>• CPAP and project documents.</li></ul>

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Criteria & sub criteria	Main questions for the Assessment of Development Results (ADR)	What was sought	Sources and methods for collecting data
<b>S1 Strategic relevance</b>			
S1.2 Assistance with implementing national strategies and policies	<ul style="list-style-type: none"><li>Does the UNDP programme facilitate implementation of the strategies and policies for the country's development, and is it complementary to that of the government?</li></ul>	<ul style="list-style-type: none"><li>Considering governmental perceptions (on the part of the Prime Minister, MDCI, and the foreign affairs department).</li><li>Analysing sectorial policies.</li><li>Considering perceptions on the part of the technical and financial partners.</li></ul>	<ul style="list-style-type: none"><li>Meetings and interviews</li><li>Documents on sectorial policies</li></ul>
S1.3 Comparative strengths and advantages	<ul style="list-style-type: none"><li>What policy did UNDP adopt to maximize the impact of its support and make the most of its specific advantages?</li></ul>	<ul style="list-style-type: none"><li>Determining whether there are notes on the discussions, or minutes of the internal meetings, on UNDP's strategic positioning in Tunisia.</li><li>Determining the 'entry points' of the various programmes.</li><li>Analysing capabilities for discussion, advocacy and strategic partnerships developed by UNDP.</li><li>Reviewing methods and approaches adopted.</li></ul>	<ul style="list-style-type: none"><li>Meetings and interviews with UNDP (risk reduction, particularly in relation to disasters; heads of programmes).</li><li>Meetings with government and with technical and financial partners.</li></ul>
<b>S2 Responsiveness</b>			
S2.1 Responsiveness to changes in development priorities	<ul style="list-style-type: none"><li>Was UNDP proactive with respect to altered challenges and new development priorities, in relation to national policies and significant changes due to external conditions?</li></ul>	<ul style="list-style-type: none"><li>Identifying, while carrying out the cooperation programme, new ways in which UNDP could assist governmental policies in Tunisia, in relation to the international financial crisis and emerging issues such as climate change.</li><li>Determining whether UNDP has strengthened policy discussions with the government and, if so, by what means.</li></ul>	<ul style="list-style-type: none"><li>Meetings and interviews (government and UNDP).</li><li>Analysing new project documents.</li><li>UNDP responses to governmental requests.</li></ul>
S2.2 Mechanisms to deal with crises and emergency situations	<ul style="list-style-type: none"><li>Has UNDP got an appropriate mechanism to respond quickly to significant changes in the country's situation, in particular if there is a crisis situation or urgent need?</li></ul>	<ul style="list-style-type: none"><li>Flexible procedures.</li><li>Capabilities for mobilizing experts and specialized resources to deal with environmental crises (such as floods or drought).</li><li>Governmental perceptions (MDCI).</li><li>Including both action to counter violence against women (a national priority) and action regarding unemployment of young people in UNDP activities.</li></ul>	<ul style="list-style-type: none"><li>New financing of UNDP</li><li>UNDP Country Office advocacy and initiatives</li></ul>
S2.3 Balance between short-term responsiveness and long-term development objectives	<ul style="list-style-type: none"><li>How are the short-term governmental requests for assistance reconciled with the long-term development needs?</li></ul>	<ul style="list-style-type: none"><li>Assessing whether projects undertaken by UNDP fit into a prospective view (as advocated by the Tunisian Institute for Strategic Studies and the MDGs) or, on the contrary, if they are ad hoc responses to immediate problems.</li></ul>	<ul style="list-style-type: none"><li>ITES documents to be collated</li><li>MDG report 2009</li></ul>

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Criteria & sub criteria	Main questions for the Assessment of Development Results (ADR)	What was sought	Sources and methods for collecting data
<b>S3 Contribution to UN values (from a human development perspective)</b>			
S3.1 Assistance with carrying out the MDGs, and policy discussions on human development	<ul style="list-style-type: none"><li>• Does UNDP provide effective support to the government in its efforts, in particular, to work towards the MDGs?</li><li>• Does UNDP provide support to the government in engaging in policy discussions on human development and delicate issues? (See B 3.1, page 21 in the ADR guide.)</li></ul>	<ul style="list-style-type: none"><li>• MDG actions and initiatives in the regions.</li><li>• MDG reviews.</li><li>• Advocacy activities.</li><li>• Strengthening the capabilities of sectors relevant to the MDGs.</li></ul>	<ul style="list-style-type: none"><li>• MDG strategy to be requested from the MDCI.</li><li>• Projects to be visited in the Gafsa and Kasserine regions.</li><li>• Meetings with the Ministry of Health and the Ministry of Employment.</li></ul>
S3.2 Contribution to gender equality	<ul style="list-style-type: none"><li>• Does the UNDP programme suitably include the result for each sector helping to achieve gender equality?</li></ul>	<ul style="list-style-type: none"><li>• Determining whether the gender issue appears in the performance indicators for programmes and projects, and in the monitoring and assessment reports.</li><li>• Assessing how the outcomes obtained in relation to gender issues are taken into account in conducting programmes and projects, and in the partnership.</li><li>• Analysing what the 'gender performance' effects of activities on programming are (possibly involving formulation, indicators or the choice of partners).</li></ul>	<ul style="list-style-type: none"><li>• Examination of legislation</li><li>• Databases and meetings: UNDP; UNFPA; UNIFEM; MAFFIPA; MDCI; CREDIF; CAWTAR; women's and feminist NGOs</li><li>• UNDP project documents</li><li>• Annual reports</li><li>• Assessment reports</li><li>• Action plans</li><li>• Gender-issue diagnoses</li></ul>
S3.3 Responding to the needs of vulnerable and disadvantaged persons	<ul style="list-style-type: none"><li>• Does the UNDP programme focus on the needs of vulnerable and disadvantaged population groups throughout the economy, with a view to improving social equality?</li></ul>	<ul style="list-style-type: none"><li>• Determining whether there is a project or pilot activity relating to gender issues.</li><li>• Establishing whether UNDP has participated in or supported any public programmes to improve the condition of vulnerable population groups.</li><li>• Ascertaining whether there is a project or pilot activity relating to poverty reduction (concerned with vulnerable areas or groups).</li><li>• Determining whether there are capitalization activities and if the outcomes are disseminated and shared.</li><li>• Ascertaining whether there are focal points on gender issues; reviewing staff training plans.</li><li>• Reviewing the numbers and positions of people who have received training in gender issues.</li></ul>	<ul style="list-style-type: none"><li>• UNDP policies on gender issues in Tunisia</li><li>• Legislation</li><li>• Audits and diagnoses of gender issues</li><li>• Statistics reflecting gender issues</li><li>• Organization structures</li><li>• Guide to procedures</li><li>• Criteria for assessing performance of the Country Office and of projects and programmes</li><li>• Staff-recruitment criteria</li><li>• Public programmes to improve the condition of vulnerable population groups (project, monitoring and assessment documents)</li></ul>

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Criteria & sub criteria	Main questions for the Assessment of Development Results (ADR)	What was sought	Sources and methods for collecting data
<b>S4 Strategic partnerships</b>			
S4.1 Effective utilization of partnerships to achieve development outcomes	<ul style="list-style-type: none"><li>• Has UNDP increased its support through diverse partnerships so as to improve the effectiveness of its activities?</li><li>• Are there cases where UNDP has missed opportunities to make more effective use of a partnership?</li></ul>	<ul style="list-style-type: none"><li>• Strategy and initiatives for mobilizing resources.</li><li>• Types of technical and financial partnerships actually in place.</li><li>• Priority sectors where UNDP partnership development strategies have been very weak.</li><li>• Policy discussions and consulting the technical and financial partnerships.</li></ul>	<ul style="list-style-type: none"><li>• Joint financing to be identified with the technical and financial partnerships and UNDP.</li><li>• Seeking and analysing technical and financial partnership agreements: UNDP, technical and financial partnerships, national organizations and civil society organizations, (concerned with energy, climate change or MDGs, etc.).</li><li>• Partnership agreements.</li></ul>
S4.2 Work with non-governmental partners	<ul style="list-style-type: none"><li>• Has UNDP worked in partnership with non-governmental actors in order to maximize the impact of its activities?</li></ul>	<ul style="list-style-type: none"><li>• Number of NGOs and grassroots associations involved in UNDP programme activities.</li><li>• Types of partnerships (with NGOs, community-based organizations, and government)</li></ul>	<ul style="list-style-type: none"><li>• Meetings and interviews with NGOs (ENDA, CAWTAR, etc.).</li></ul>
S4.3 Assisting the government in developing external partnerships and South-South cooperation	<ul style="list-style-type: none"><li>• Has UNDP been effective in its support for the government in developing new external partnerships for development or the coordination of donors?</li><li>• Has UNDP sought to maximize the opportunities for developing South-South cooperation as a complementary mechanism aimed at improving the effectiveness of development assistance?</li></ul>	<ul style="list-style-type: none"><li>• Reviewing advocacy initiatives relating to the MDGs and climate change.</li><li>• Reviewing UNDP policy for coordinating development partners in Tunisia.</li><li>• Analysing initiatives taken by UNDP for developing South-South cooperation on family planning issues, statistics, gender issues, MDGs, etc.</li></ul>	<ul style="list-style-type: none"><li>• Support documents for MDCl on issues relating to mobilizing resources and the effectiveness of public sector assistance to development.</li><li>• South-South missions.</li></ul>

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Criteria & sub criteria	Main questions for the Assessment of Development Results (ADR)	What was sought	Sources and methods for collecting data
<b>S5 Assistance with coordinating the UNS</b>			
S5.1 Commitment to the CCA/UNDAF process	<ul style="list-style-type: none"> <li>Was the CCA/UNDAF process conducted reasonably and consistently in accordance with an effective partnership between the United Nations Country Team and non-resident agencies working in the country?</li> </ul>	<ul style="list-style-type: none"> <li>Conducting a cross analysis of UNDAF/CPAP matrices.</li> </ul>	<ul style="list-style-type: none"> <li>UNDAF-CPD/CPAP.</li> </ul>
S5.2 Other forms of inter-organizational collaboration	<ul style="list-style-type: none"> <li>Has UNDP contributed to greater collaboration between the UNS and the other international bodies present in the country?</li> </ul>	<ul style="list-style-type: none"> <li>Partnerships developed by UNDP.</li> <li>Coordination mechanisms.</li> </ul>	<ul style="list-style-type: none"> <li>Meetings and interviews with technical and financial partners.</li> <li>Documents</li> </ul>
S5.3 UNDP acting as a window for other UN agencies and forms of assistance	<ul style="list-style-type: none"> <li>Has UNDP been able to facilitate a national ownership of knowledge, expertise and other UNS resources?</li> </ul>	<ul style="list-style-type: none"> <li>Capitalization and dissemination of instruments and Best Practices for development.</li> <li>Putting national actors in contact with other sources, approaches and forms of expertise for which other UNS agencies are responsible.</li> </ul>	<ul style="list-style-type: none"> <li>Meetings and interviews with public-sector administration partners in UNDP programmes.</li> <li>Number of projects having a real effect on ownership.</li> </ul>

## Annex 3

# LIST OF PERSONS CONSULTED

### GOVERNMENT, MINISTRIES AND PUBLIC SECTOR BODIES

Ben, Cheikh, National Coordinator of the joint employment programme	M'Dhaffer, Zouheir, Minister of State – Undersecretary to the Prime Minister, responsible for the civil service and administrative development
Bali, Moncef, Director General of Organizations and International Conferences, Ministry of Foreign Affairs	Mejdoub, Bechi, Former National Director of the GOLD (development-oriented local governance) project in the Ministry of the Interior and Local Development
Chaabane, Sakok, Chairperson, Economic and Social Council	Morjane, Kamel, Minister of Foreign Affairs
Dali, Najeh, Director General, ANPE	Moussa, Fatma, Director General of Employment
El Bahri, Tarek, Official Representative to the Prime Minister, Director General of Reforms and Prospective Administrations	Säid, Faouzia, Director General of the Budget, Ministry of Finance
Elgherbi, Hafeth, Assistant Director General, BTS	Sellami, Khaled, Director of Strategic Monitoring, Tunisian Institute for Strategic Studies
Erzgui, Mondher, Director of Studies, National Assembly	Soltene, Sihem, DGOCl (General Management of Organisations & International Cooperation)
Feki, Maître Monia Ammar, Ministry of Justice and Human Rights	Touiti, Akram, Head, CTIME (Technical Centre for Established Mechanical Industries) project
Hadhri, Taïeb, Director General, Tunisian Institute for Strategic Studies	Zekri, Abdallah, Director of International Financial Cooperation, MDCI
Hendaoui, Afif, Director, National School of Administration	Zeram dini, Mohamed Hédi, Chairperson, Regional Chamber of the Court of Auditors at Sousse
Kaddour, Khaled, Director General, SITEP (Italian-Tunisian Oil Exploitation Company)	Zouabi, Néziha Labidi, Director of Women's Affairs, Ministry of Women, Family, Children and the Elderly
Keffi, Faïza, Chairperson, Court of Auditors	
Khelifi, Hafeth, Director, Credits Centre, BTS	
Khsib, Taha, Secretary General, National Statistics Council	
Labidi, Khaoula, Public Services Advisor to the Prime Minister	

## **MINISTRIES AND SECTORIAL BODIES**

### **GOVERNANCE AND GENDER ISSUES**

Ben Fkih, Khalifa, Director General, INS  
Besrou, Fares, Director General Electronic Administration, MODAP  
Boutheïna, Gribaâ, Former Director General, MAFFEP, INSTRAW, Tunis  
Khalfallah, Former Director General, National Energy Control Agency  
Limam, Faïza, Director General, MODAP  
Michael, Kracknel, Director, ENDA  
Naziha, Zouabi, Director General for Women, MAFFEP  
Zaouche, Ahmed, Programme Assistant, UNFPA

### **ENVIRONMENT**

Abdelkader, Baouendi, Manager, GEF-SGP  
Abdelmajid, Rhouma, National Coordinator for IPGRI (International Plant Genetic Resources Institute) project  
Akram, Touiti, Project Manager, CETIME  
Ali, Zouba, Director General & Chairperson, UNESCO club Regional Centre of Tunis National Agronomic Research Institute at Dégache  
Amor, El Hajji, Technician, Carthago Ceramic  
Anis, Ghaouar, Secretary General, El Tafaél NGO  
Ayadi, Ben Aissa, Director General Tunisian Electricity & Gas Company – Renewable Forms of Energy (STEG ER)  
Aymen, Kilani, Monitoring Cap Bon construction site, APAL  
Fadhel, Bakar, Head of Management Unit at Korba site, ANME  
Faouzi, Maamouri, Head of Tunis office, WWF  
Hafedh, Hentati, Environment Manager Lions Club, Sfax-Thyna

Hamda, Aloui, Head of Department, MEDD  
Hamdi, Harouch, Director, ANME  
Hassen, El Agrebi, Head of Department, ANME  
Imed, Fadhel, Under-Director, MEDD  
Kawther, Lihidheb, Engineer in Chief, ANME  
Laroussi, Noura, Director General, ANME  
Maher, Mahjoub, Head of Department, MEDD  
Mahmoud, Chihoui, Former Director, MedWetCoast project, APAL  
Mounir, Bahri, Director, ANME  
Nabil, Hamada, Under-Director, MEDD  
Nejib, Osman, Director, ANME  
Noura, Gadri, Project Director, El Tafaél NGO  
Rafik, Zaiane, Director, CTMCCV  
Rajaa, Abdelmalek, Site Engineer at Cap Bon, APAL  
Sami, Dhouib, Project Manager, WWF  
Sihem, Mselmi, Director, APAL

### **CIVIL SOCIETY AND PRIVATE SECTOR ORGANIZATIONS**

Bacouche, Taïeb, Director General, IADH  
Bechraoui, Nadia, Economist and Energy & Environment Consultant  
Ben Achour, Sanaa, Chairperson, Tunisian Association of Democratic Women  
Bouraoui, Soukeina, Director, CAWTAR  
Fki, Maher, Director, Economic Affairs Centre for UTICA  
Grar, Lamia, IADH  
Jrad, Abdessalem, Secretary General, UGTT  
Kammoun, Ridha, ATL MST-SIDA  
Khaiat, Leyla, Assistant Director, UTICA  
Terzi, Saloua, Chairperson, UNFT

## **TECHNICAL AND FINANCIAL PARTNERS**

Goudiard, Roger, Director, French Development Agency

Koetsenruijter, Adrianus, Head, European Commission delegation

Lenglois, Juliette, French Development Agency

Ms Mendez, Representative for Spanish Affairs

## **UNITED NATIONS BODIES**

Ayari, Malik, Country Coordinator, UNIFEM Tunisia

Belhocine, Mohamed, Resident Coordinator, United Nations

Benzekri, Samir, Head of Programme, UNICEF Tunisia

Carco, Monica, UNIDO Representative

Dudziak, Rossana, Assistant Resident Representative, UNDP Tunisia

Ennaifer, Oumama, Head of MDG/Governance Programme, UNDP Tunisia

Gonzales, George, Assistant Representative, UNICEF, Tunisia

Joudane, Leïla Saji, Assistant Representative, UNFPA, Tunisia

Kacem, Ghalia Benothman, MDG/Governance Programme Associate, UNDP Tunisia

Landolsi, Youssef, Head of Operations, UNDP Tunisia

Nasr, Nourreddine, Head of Environment Programme, UNDP Tunisia

Saigal, Sunil, Assistant Director of the UNDP Regional Bureau for Arab States, New York





## Annex 4

# DOCUMENTS CONSULTED

### GENERAL

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### GOVERNANCE AND MDGS

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## ENVIRONMENT

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