

THE  
REPUBLIC OF  
TUNISIA

THE  
UNITED  
NATIONS  
SYSTEM

**DEVELOPMENT  
ASSISTANCE  
FRAMEWORK FOR  
TUNISIA 2015-2019**



**MARCH 2014**





## TABLE OF CONTENTS

	Pages
<b>Acronyms</b>	5
<b>Executive Summary</b>	6-8
<b>SECTION 1. INTRODUCTION</b>	
<b>1.1. Process</b>	8
<b>1.2. Potentials and Comparative Advantages</b>	9
<b>1.3. Intervention Optimization</b>	10
<b>1.4. Alignment with National Planning Process</b>	10
<b>1.5. Lessons Learned from Previous Cooperation</b>	11
<b>SECTION 2. THE UNDAF'S EXPECTED RESULTS</b>	
<b>2.1. Democratic Governance</b>	12-15
<b>2.2. Inclusive, Sustainable and Resilient Economic Model</b>	15-19
<b>2.3. Social Welfare and Equal Access to High Quality Social Services</b>	19-22
<b>SECTION 3. OTHER DEVELOPMENT PARTNERS</b>	22
<b>SECTION 4. FINANCIAL RESOURCES</b>	23
<b>SECTION 5. THE UNDAF'S IMPLEMENTATION</b>	24
<b>SECTION 6. MONITORING AND EVALUATION</b>	24

## ACRONYMS

NCA	National Constituent Assembly
HRBPA	Human Right-Based Programme Approach
CCA	Common Country Assessment
CPAP	Country Programme Action Plan
CPD	Country Programme Document
GDIOC	Directorate General for International Organizations and Conferences
TG	Thematic Group
RDI	Regional Development Index
IHBE	Independent Higher Body for Elections
SDO	Sustainable Development Goals
MDG	Millennium Development Goals
CSO	Civil Society Organizations
PSG	Peer Support Group
RTBM	Resources-To-Be-Mobilized
MR	Mobilized Resources
UNS	United Nations System
TST	Transition Strategy in Tunisia
M&E	Monitoring & Evaluation
OR	Own Resources
TGTU	Tunisian General Trade Union
UNDAF	United Nations Development Assistance Framework
TUICC	Tunisian Union for Industry, Commerce, and Crafts

## EXECUTIVE SUMMARY

The Tunisian Revolution ousted an authoritarian regime in 2011 and paved the way for democratic transformations. Since then, Tunisia has found itself committed to the path of reforms. The elections of October 23, 2011 gave a democratic legitimacy to the transitional process which resulted in the establishment of a National Constituent Assembly (NCA) entrusted with drafting a new Constitution, voting for the confidence in a provisional government and carrying out legislative and monitoring responsibilities.

As such, Tunisians are the pioneers of the "Arab Spring" in building democratic institutions. Indeed, since February 10, 2014, they have been enjoying a new Constitution that complies with international standards and constitutional practices especially with regard to human rights and gender equality. Tunisians call for a more prominent role of the civil society, along with well-anchored reforms related to justice and security sectors, and supported by a transparent and efficient transitional justice process as well as mechanisms to overcome corruption and impunity, and restore the rule of law.

As far as the economic sector is concerned, the development model that has been highly performing in stabilizing the growth with an average of 5% over a fifteen-year period and whose effects have led to a achieve progress in health and educational sectors has, however, raised socioeconomic inequalities and regional disparities, which has increased the level of poverty, insecurity and unemployment, especially among young graduates and women. This development model could by no means be maintained because it does not ensure social inclusion, a priority for the public authorities that plan to implement reforms to boost development in underprivileged regions and to empower the youth and women by facilitating their access to decent jobs.

The United Nations System (UNS) considers that the Tunisian authorities' commitment represents an opportunity to provide its support and its technical expertise for the development of a more inclusive, resilient and sustainable model. The UNS perceives that its support for the production and management of statistical data on the basis of reliable and transparent information systems could help authorities to redefine the model in the light of evidence-based data. The UNS will support the country in order to create new job and entrepreneurship opportunities mainly for young graduates and women in innovative fields with a high added value such as the New Information and Communication Technologies (NICT); that would further diversify the economy and boost its progress into a more competitive knowledge-based economy. The UNS will also assist Tunisia to strengthen its local governance by enhancing the regional stakeholders' capabilities in the development and assessment of regional and local development plans.

At the social level, the Tunisian authorities are aware of the gains that Tunisia has achieved over these last decades with respect to the health and education sectors. Thus, they are not only determined to further strengthen them, but also to meet the social

expectations and claims by committing themselves to appropriate reforms that would ensure public access to high quality services. In this context, the UNS will support these reforms by offering its expertise in policy development, capacity building, and exchange of experiences and by encouraging innovation and use of new technologies. The same applies to social insurance wherein vulnerable groups in particular women, children, the youth as well as people with special needs require legal and social protection more adapted to the specificities of each category. The UNS will provide support to improve the understanding of these specific groups and to assess the mechanisms and programs in order to ensure the best targeting and more efficiency.

By launching these reforms, the Government will mobilize human and financial resources for their implementation. It will prepare the legal framework and the laws, produce statistics and ensure their accessibility to develop appropriate economic and social policies. In the same vein, in order to attribute a participatory dimension to all these reforms, the Government will promote the involvement of the civil society and others by holding debates and consultative discussions at all levels. The civil society will take part in this reforming process through advocacy and by mobilizing the population to participate in the relevant decision-making. The civil society will also benefit from the UNS' support in the areas of capacity building to strengthen its role in monitoring and awareness raising.

Through its support in the next cycle 2015-2019, the UNS, in addition to providing technical expertise, will help the Tunisian authorities to learn from other successful experiences throughout the world in terms of democratic transition and governance and political reforms. The UNS will provide the Tunisian authorities with the appropriate framework in order to ensure that these reforms and policies are in line with the universal standards and human rights principles and gender equality, and include the rights of women, children and young people. The UNS will establish alliances and partnerships with civil society and donors to optimize results of this framework.

The UNS that is supporting Tunisia in its transitional and post-transitional periods has agreed with the Government to set eight (8) results structured on the basis of three (3) strategic pillars. These are the following:

- 1. Democratic Governance**
- 2. Inclusive, sustainable and resilient economic model**
- 3. Social welfare and equitable access to high quality social services**

The achievement of the results proposed by this framework is based on the Government's commitment to carry on with these reforms, to mobilize resources and to promote access to information.

The donors' inability to fund some programs and the deterioration of the security situation that could hinder their implementation is among the risks that may impede the achievement of these results.

---

## SECTION 1. INTRODUCTION

In line with the country's national priorities and international commitments (International Conventions and Conferences taking into account the Millennium Development Goals and the Post 2015 Sustainable Development Goals), this framework (UNDAF) has been developed in a participatory manner and on the basis of the following five working principles: (i) A human right-based approach, (ii) gender equality, (iii) sustainable environment, (iv) result-based management, (v) capacity building.

### 1.1.PROCESS

The prevailing context has prompted the preparation of a *Transition Strategy in Tunisia* (TST) for 2011-2013, which has been extended by mutual agreement till end of 2014. The TST has been developed on the basis of a situation analysis and following a broad consultation in order to identify the most urgent priorities.

#### 1. Analytical Process (CCA):

The preparation of the UNDAF started in 2012 on the basis of the following considerations:

**-A retreat designed to learn lessons from the TST**, identifying links between the strategies implemented to address priorities and to define parameters that are an integral part of a developmental perspective. The roadmap proposed has established the process's phases, set the schedule and defined the roles of each stakeholder. This retreat was attended by over 100 representatives of government, civil society and UNS agencies.

**-Five Thematic groups (TG)<sup>1</sup>** were created to develop a slight Common Country Assessment (CCA) during five (5) thematic retreats between February and March 2013, attended by nearly 400 people representing government, civil society the UNS staff and development partners. Inputs and analysis were based on the results of the previous situation analysis, the TST mid-term review, planning documents, national statistical sources, recommendations and observations of international mechanisms.

**-Peer Support Group (PSG)**, the UNS's Quality-control Unit: after a six-month preparation period, in September 2013 the CCA was sent to the PSG for advice and guidance. After reviewing the main comments and additions, the amended copy was sent back to the PSG in November 2013.

#### 2. Strategic Planning Process (UNDAF)

---

<sup>1</sup> Governance, institutional reforms and consolidation of the rule of law, (ii) economic recovery and new business model, (iii) Social services and social welfare, (iv) Environment and Energy and preparedness to emergency and natural disasters (v) Regional Development



**-The Strategic retreat:** (October 16-18, 2013) was held over three days. The first day was devoted to internal discussions within the UNS to define a common position. October 17-18, 2013 witnessed the participation of 140 persons per day representing the Government, civil society and UNS agencies. During this retreat, draft templates were developed in which the main findings were classified into three thematic groups corresponding to the three strategic pillars identified. These are: (i) *Democratic Governance, Institutional Reforms* (ii) *Inclusive, sustainable and resilient development*, (iii) *Social welfare and equitable access to high quality social services*.

**-Matrix Formulation:** After the retreat, the logical framework for the matrix was formulated with the support of a consultant, and according to the TG's contributions before and during the retreat. Synthesis objectives were drafted by taking into account the national partners' expectations and the UNS comparative advantages. The three TG met internally on October 29 and November 1, 2013 and with national partners from 19 to 21 November 2013 in order to refine the objectives, to define the indicators, risks and assumptions and to specify the partners' roles. Those three days saw the participation of 150 persons and resulted in the pre-final version of the matrix that has been refined according to the programming principles by a consultant and the Coordination Office.

**-Matrix Final Restitution:** The matrices' final version was sent to the Government on December 13, 2013 in the presence of the Ministry of Foreign Affairs (GDIOC) and 50 participants. The matrices were approved in the minutes co-signed by the Government Representative and the Representative of the UNS.

**-Peer Support Group:** After the finalization of the UNDAF's first version by a consultant and in the light of the UNS agencies' comments, the document was sent to the PSG on January 20, 2014.

The main lesson to be drawn is related to the national partners' commitment. Despite the difficulties of the present transition context, they have actively participated throughout the process, and showed substantial interest at the level of content, and in the result-based management methodology.

## 1.2.POTENTIELS AND ADVANTAGES

The process of preparing the UNDAF has been preceded by the analysis of the UNS capacity and by an assessment of its comparative advantages. This analysis has showed the system's strengths, which lie in its in-depth understanding of the national context, its political neutrality and impartiality. Thanks to its pioneering role in the field of human rights, the UNS is well positioned to support the country in its transitional and post-transitional periods by promoting the exchange with other countries that have experienced similar transitional processes. Its mastery of techniques for planning and program management represents an important asset that the country could exploit, especially in the field of governance.

The UNS is able to impact social, economic and environmental issues. Along with its agencies, it is able to develop a coordinated and integrated multi-dimensional approach that could save efforts and means in order to optimize its action's efficiency.

### **1.3.INTERVENTIONS OPTIMIZATION**

Achieving results supposes an intervention optimization. For the Government, it lies in (i) national ownership and leadership, (ii) carrying on with reforms in favor of the most vulnerable populations, (iii) improving strategic planning, (iv) strengthening the information systems, (v) reviewing and effective implementation of the laws, (vi) coordinating the development assistance and establishing a dialogue on efficiency.

For the UNS, optimization lies in (i) strengthening coordination and joint programming, (ii) improving information and communication with partners and among agencies, (iii) expanding partnership between government, civil society, and the private sector as well as enhancing South-South cooperation, (iv) increasing an evidence-based advocacy (v) strengthening knowledge production and management, (vi) capacity building, (vii) promoting innovation.

### **1.4.ALIGNMENT WITH THE NATIONAL PLANNING PROCESS**

The suspension of the 12<sup>th</sup> Economic and Social Development Plan has led to a transitional "Economic and Social Development Strategy" for the period extending over 2012-2016. It has set, in a policy brief, the areas of commitment, the action principles, the implementation phases as well as the growth pattern. Being developed by the second provisional government which was created after the revolution, this strategy has not been taken into account by the governments which have been formed after the NCA elections. These governments have opted for more restrictive frameworks, namely the economic budgets 2012 and 2013. The UNDAF is aligned with the national priorities included in the three documents, namely:

- The establishment of the democratic principles through enshrining the rule of law, building a more inclusive and balanced society project based upon freedom, good governance, social justice and the citizens' participation.

- Ensuring inclusive and balanced development, involving sustainable management of natural resources, energy efficiency, development of renewable energy, reducing risks and managing the impacts of climate change and natural and humanitarian crises.

- Boosting the pace of growth by accelerating the economy's structural transformation in order to create job opportunities which are sufficient in number and in qualification and to enhance a fair regional distribution.

- Fostering social progress and equal opportunities and enhancing social welfare.

- Improving the population's health situation, the quality and relevance of education, the women's conditions, young people's situation.

## 1.5. LESSONS LEARNED FROM PREVIOUS COOPERATION

The implementation of the Transition Strategy in Tunisia (TST) over the last three years has been conducted in a particular context to provide answers for the transitional situation (which can be considered as an emergency, to a certain extent) The TST's mid-term review drafted in 2013 allowed us to draw lessons in terms of:

- **Technical and financial support**

Despite the constraints imposed by the context, budget and technical support has helped to achieve programmatic developments with respect to democratic transition, employment, local development, environmental and social protection, as well as emergency response support.<sup>2</sup>

- **Ownership**

The level of ownership in the projects designed to support democratic governance (the NCA support, elections, justice and support to civil society) and the UNS response to humanitarian emergencies (borders with Libya) was generally satisfactory. Nonetheless, the context of political and institutional instability did not help to promote optimal ownership of projects targeting disadvantaged regions, wherein the security situation was precarious.

- **Response to emergency**

Despite the positive appreciation by the partners, the UNS support to the national response to emergency has not reached an optimal level of effectiveness and efficiency due to the absence of a national contingency multisectorial plan.

- **Cooperation with civil society**

Despite the dynamism and commitment witnessed during the transitional period, the CSOs' limited capabilities in planning and programming have hampered the achievement of the projects at the local and regional levels.

- **The UNS coordinated response**

The national partners' high expectations along with the existence of multiple priorities in a fast changing and polarized context have forced the UNS to do several projects at once, while ensuring quality, efficiency and relevance.

However, the UNS has not optimally exploited its terms and conditions and its advantages, lying in its neutrality and credibility to advocate with the Government for the creation of a formal platform to coordinate assistance in line with the Paris Declaration principles.

- **Joint Programming**

The UNS has not sufficiently exploited the potential synergies by developing joint programs as coordinated responses, despite the continuation of the "Joint Programme

---

<sup>2</sup> See "The Transition Strategy in Tunisia 2011-2014 Mid-Term-April 2013"

Youth-Employment- Migration", the assessment of the joint programme on maternal mortality as well as initiatives in the fields of migration, disability and civic education.

## SECTION 2: EXPECTED RESULTS

The UNDAF (2015-2019) is the response that the UNS and its partners propose to build on the comparative advantages to reduce capacity gaps identified in the Common Country Assessment (CCA) so that the right holders fully enjoy their rights and the Tunisian government performs its duty to respect, protect and effectively enhance human rights.

The strategic pillars and results are based upon the universal principles of human rights and gender equality, as well as the concepts of equity, sustainability, inclusiveness and resilience.

The UNDAF will cover the whole country and, on the basis of a common agreement with the Government, it will target some underprivileged areas for which pilot projects will be developed.

Three results aim at developing policies at the central level, three additional ones concern the reduction of regional inequalities and the two last ones target vulnerable groups and emergency situations.

### 2.1. DEMOCRATIC GOVERNANCE

This orientation, developed in two results, supports democratic governance<sup>3</sup> through (i) the establishment of new regulatory and counter-power bodies, (ii) carrying on the commitment's reforms with regard to the rule of law, (iii) adoption of an administrative structure which is designed to launch a local democracy that was stipulated in the New Constitution (Articles 131-142 Chapter VII) based on participation and accountability. This pillar is based upon the assumption that the political environment would enable the process of democratic transition, while integrating the risks of the deterioration of the security situation and the stakeholders' possible resistance to reform and to effectively implement universal standards.

**OBJECTIVE1:** The civil, political, and administrative institutions are fully operational in respecting the universal principles of Human Rights, Democracy and Gender Equality.

**JUSTIFICATION.** The democratic transition has introduced a series of reforms in the fields of justice, security, the fight against corruption, civic education and human rights. This has led to the emergence of civil society organizations (CSOs) which, along with the media, have influenced the political and social scene.

The constitutional process has brought about a new Constitution that sets the nature of the

<sup>3</sup> Governance is defined as "the exercise of political, economic and administrative authority to manage the country's affairs at all levels. Governance comprises the mechanisms, processes and institutions through which citizens and groups express their interests, exercise their rights, meet their obligations and they resort to them to settle their problems. Good governance is characterized, however, by participation, transparency and accountability. "In this context, the institutions of governance are designed to contribute to sustainable human development, to create the political, legal, economic and social development that would engender poverty reduction, the creation of job opportunities, the protection of environment as well as the involvement and inclusion of vulnerable groups.

new political system, the degree of collective and individual rights as well as the democratic regulatory and independent bodies. Included in Chapter VI -Articles 125-130, these instances are six in number:(1) Parliament (2) Electoral body, (3) Information body, (4) Human Rights body (5) Body of good governance and anti-corruption and (6) Judicial body.

As for transitional justice, the institutional setting has been enhanced by the creation of the Truth and Dignity Independent Commission (Basic Law No. 2014-53 dated December 24, 2013) to investigate the transgressions that took place from January 1, 1955 till its foundation date.

As for the anti-torture process, the creation of a national body in this field according to the organic Law No. 2013-43 dated October 23, 2013 represents an important move forward in the protection of human rights and in ensuring citizens' dignity.

Therefore, it is expected that the path of reforms carry on and that relevant and effective measures would be taken to ensure that the new bodies, within five years, will not only be operational but also able to adopt the universal principles of human rights, democracy and gender equality. This has been clearly spelled out in the new Constitution (Chapter II Article 46).

Supporting these reforms and the establishment of these bodies represent a strategic choice that is part of the political transition towards the building of a democratic state wherein the law rules. This choice takes into account the comparative advantages of the UNS in terms of expertise and experience gained by the countries that went through a similar transition. As such, it goes with the Development Millennium Declaration (DMD) and the Post-2015 Sustainable Development Objectives (SDOs).

**IMPLEMENTATION.** To be implemented, the public authorities will operate at the following levels: (i) the development of a legal framework for the establishment of independent bodies, (ii) the management of the reforms' process with respect to security, justice and transitional justice, (iii) the production and management of information systems and statistical data guaranteeing their accessibility, (iv) the mobilization of human and financial resources (v) the development of mechanisms for monitoring and for evaluating their relevance, effectiveness and efficiency.

As a partner, the civil society whose freedom of action is guaranteed by the new Constitution (Chapter 2, Section 35) has supported the creation of new institutions and the implementation of reforms. It will contribute to inform and educate the citizens to participate in the reform process, and in monitoring and observing the functioning of institutions by checking if their programs and projects are consistent with the universal standards and with the principles of good governance.

The UNS will mainly support reforms related to justice, security, human rights, anti-corruption and the media. It will support the process of transitional justice, the electoral process, including the activities of the Independent Higher Body for Elections (ISIE).

The UNS will foster, in a concerted and coordinated way, its advocacy to implement the international standards on the basis of the international obligations of Tunisia.

It will transfer its expertise in drafting, reviewing policies and building capacity of public institutions and civil society in planning and programming. The UNS will further empower

women and youth to participate in public life in an effective way. It will facilitate the dialogue among stakeholders and contribute to enhance the reforms' public awareness.

The UNS will provide technical assistance in data production and management and it will further encourage the use of electronic governance (e-governance). It will mobilize funds to finance programs.

**IMPACT.** Once achieved, this result will have a positive impact on the independence of the justice sector, the neutrality of the security sector, on national reconciliation in a transitional justice period, on reducing the level of corruption, the participation of a pluralist parliament in building new democratic practices as well as for the enjoyment of citizens, especially the most vulnerable ones with respect to their rights and liberties, such as freedom of expression, and freedom of information and association.

**OBJECTIVE 2: The State adopts a new administrative organization at the local and regional levels, responding to the Tunisians' aspirations for a model of democratic governance based upon the citizens' participation and accountability.**

**JUSTIFICATION.** In Tunisia, the administrative structure based upon a relatively centralized State has led to the absence of a local democracy and has generated regional inequalities. Decentralized authorities (regional and municipal councils) have remained under the control of the central level, which is the only level allowed to take decisions about economic and social development and budget allocations. The level of participation of citizens and civil society in decision-making concerning their environment is relatively low.

Since the Revolution, Tunisians have claimed better access to high quality services at the local level, which requires a new administrative structure in favor of decentralization,<sup>4</sup> democratic representation at the local level, fair and adequate distribution of responsibilities and resources among the national, regional and local levels, as well as an effective participation of citizens and civil society.

**IMPLEMENTATION.** For this reason, and having regard to the provisions provided by the new Constitution, authorities will hold debates and consultative meetings in order to define the new administrative structure in a consensual manner. As such, the State will be responsible for the following measures: (i) preparing the legal framework, (ii) mobilizing human and financial resources, (iii) producing the framework for the production, management and access to data disaggregated according to the territorial level (iv) establishing mechanisms for the persons in charge to hold them accountable for their duties and performance, and (v) ensuring the monitoring and evaluating the projects set to implement the administrative territorial reform.

The civil society will contribute in social mobilization to enhance participation in this process. It will advocate for the integration of universal values and principles in the programs and projects and it will play an observation and monitoring role in order to prevent any risks that might hamper the design and implementation of the new administrative structure. It will also contribute to

<sup>4</sup> Decentralization is guaranteed by the new constitution in Chapter 1, Articles 14 and 15.

promote civic education and to improve the relationship between citizens and the administration.

The UNS will provide technical expertise in the fields of training, exchange of experiences, as well as data production and management. It will promote debates and dialogues among political stakeholders, civil society and citizens in order to create synergies. It will encourage the conducting of prospective studies in order to produce the necessary knowledge for reforms. The UNS will support piloting projects in the two most disadvantaged regions to encourage models of local governance and to experiment decentralization mechanisms (administrative, financial and taxing).

**IMPACT.** The result will have a positive impact on the quality of local governance. Citizens will further participate in local elections to be more involved in the orientations of their own development and in the free and transparent choice of their representatives. The access to administrative and high quality social services will be enhanced, and the standard of living will be improved.

## 2.2. AN INCLUSIVE, SUSTAINABLE AND RESILIENT ECONOMIC MODEL

The economic transition goes through the reshaping of a development model based on knowledge economy and on new inclusive and participatory approaches that , include youth and women, and look at the preservation of resources, access to new levels of growth, resistance to shocks, equitable distribution of wealth and the creation of job opportunities.

This pillar, shaped in three results, is devoted to sustain the assets of economic and social development and to contribute in reshaping the model on the basis of the aforementioned approaches, and in capitalizing scientific and technological progress notably the new ICT. The strategies recommended in this field aim to support the State's action in strengthening the capacity of local communities to better plan and manage local resources in order to prevent and better manage emergency situations.

This pillar is based upon the assumption that a national consensus on the need to adopt a new model for development is made and that the business climate is favorable to the creation of wealth and employment opportunities. It integrates the disagreement over the type of development model to adopt and the deteriorating security situation as potential risks that may affect the achievement of the expected results.

**OBJECTIVE 1: The State implements a new economic and social development model which is equitable, inclusive, sustainable, resilient and generating wealth and job opportunities.**

**JUSTIFICATION.** It is true that the model of economic and social development has achieved significant performance by maintaining a level of growth estimated at 5% over a fifteen-year period. However, it has brought about economic and social inequalities and has worsened disparities. This is reflected by the differences in the levels of poverty and unemployment among the coastal and in-land regions, between rural and urban areas, between men and women and

between different age categories.<sup>5</sup>

Thus, even though it remains necessary to reach a higher standard of living, growth alone is not sufficient to generate development.

The challenge to be faced in the coming years is related to the adoption of a model of sustainable development that includes three dimensions: (i) *Economic* that advocates for a structural transformation into a more competitive economy based upon a high added value, that encourages private initiative, entrepreneurship, public-private partnerships and enhances the employability of the youth and women, (ii) *Environmental* by preserving the environment and biodiversity, accelerating the energy transition, reducing the risk of disasters and climate change, and preserving the natural and cultural heritage, (iii) *Social*, by promoting equal opportunities, wealth redistribution and social equity.

**IMPLEMENTATION.** To be implemented, the State will be responsible for guiding the process of developing a strategic vision. It will organize discussions and sectorial consultations, will prepare the legal framework, and will conduct prospective studies and other studies that would assess the natural risks and the impact of climate change in order to integrate them into the development plans and into territorial planning. The State will also mobilize resources, set budgets and strengthen mechanisms to generate and manage statistical data.

The civil society along with the social partners will take part in this dynamic by mobilizing the citizens and by working on adopting new strategic directions that integrates the principles of fairness, inclusion and resilience.

The UNS will promote national debates and consultations about the economic model. It will encourage the referred authorities to integrate the population's dynamics, the environmental dimension of well-being and health, social protection and gender and the use of new research methodologies in measuring multidimensional poverty. The UNS will also advocate for the integration and implementation of concepts / policies and new strategies for employment, employability and the economic integration of the youth. It will support the establishment of a monitoring system of the SDO, capacity building in planning, monitoring, and evaluating in public finances, knowledge management, data production and result-based management and disaster natural risk reduction. It will mobilize its own resources as well as the necessary donors' resources.

**IMPACT.** Once implemented, this new model of economic and social development will have a positive impact on improving the incomes of the poorer populations, increasing the number of decent jobs, allowing the access of women and young graduates to the labor market, reducing the poverty level and disparities between the regions and the population groups with respect to the access to high quality services. The standard of living and well-being of people with special needs will be improved particularly in the most disadvantaged regions.

<sup>5</sup> The poverty rate in Kasserine (Central West), is 46.9% and in Monastir (Central East), 5.5%. It is the same for unemployment, the rate in 2010 reached 28.5% Gafsa (South) against 5.7% in Monastir (Littoral). These inequities concern the unemployment rate among women, estimated in 2013 at 22.5% against 13.1% for men. Furthermore, the differences are more present among the younger categories of population with 30% for the age group of 15-24 years old, 24% for 24-29 years old, and less than 4% for 40-49 year old. Among young graduates, estimated at 23% in 2010, the overall rate reached 47% to 41% in Gafsa and Sidi Bou Zid



---

**OBJECTIVE2: The regional stakeholders efficiently manage and exploit regional resources in an optimal, sustainable, and inclusive manner.**

**JUSTIFICATION.** The management of regional development programs has not yet reached an optimal quality level due to a lack of human resources<sup>6</sup>, the local communities' poor access to training and opportunities to improve their skills in planning and managing projects, monitoring the evolution of socio-economic indicators and conducting studies on poverty, unemployment, and on access to high quality services.

Moreover, communities partly use new approaches for analysis and programming and do not have the necessary tools for an inventory of natural resources and to assess the disaster risks.

Hence the urgent need for an effort to strengthen capacities in order to enable regional stakeholders to develop a participatory way and to use evidence-based data in drafting local development plans that meet the population's needs for an efficient optimization of regional resources.

**IMPLEMENTATION.** The State will mobilize human and financial resources to strengthen the local communities' capacities. It will produce accessible and disaggregated data and will pilot the development process of two (2) regional plans that incorporate the dimension of reducing disaster risks. It will support the conducting of studies and research as well as the development of information and monitoring systems.

The civil society will participate in this process by mobilizing people to contribute to the draft of regional development plans throughout all phases.

The UNS will support the implementation of two (2) development plans by (i) strengthening the regional stakeholders' capacities, (ii) developing a regional development index (iii) establishing funding tools for local development, (iv) developing technical and financial partnerships involving the private sector as well as professional organizations, (v) promoting and supporting innovative and sustainable initiatives including the preservation, management and the optimization of local resources, (vi) employing young people and women and creating income-generating activities as well as micro and small enterprises, (vii) establishing a mechanism for monitoring the integration of young employees, (viii) strengthening the management capacity of local development and conservation / sustainable management of natural and cultural resources, and biodiversity, (ix) supporting efficient management of water resources, (x) analyzing the factors of environmental pollutants and defining control strategies, (xi) supporting initiatives to promote and support energy transition at the local level, (xii) reducing disaster risks, (xiii) supporting the transformation of the economy into knowledge economy, and finally, (xiv) enhancing South-South and triangular cooperation.

---

**IMPACT.** This result will have a positive impact on the regional stakeholders' capacities to draft strategies as well as relevant and responsive regional development plans. Regional resources will be better used, better known and managed more effectively and efficiently. The level of the population's participation and involvement in the development dynamics will increase. The living standard and well-being will be improved through a better access to high quality services.

---

<sup>6</sup> The regions hold only 15% of the total human resources at the central level.

The impact of this objective is determined by the degree of authority attributed to the regional stakeholders and the level of citizen participation in the decision-making process at the local level as indicated in result of 2, pillar 1.

**OBJECTIVE 3: The public authorities warn against natural risks and manage humanitarian and disaster crises in a more efficient manner.**

**JUSTIFICATION.** The Common Country Assessment has focused on the vulnerable populations' high level of exposure to risks, mainly those living in unprotected and disaster-prone areas. The precarious mechanisms for prevention and risk management lie in the legal framework which is poorly adapted to different disaster or emergency scenarios, the lack of anticipating and identifying risks through the presence of an early warning system, the inability to allocate and mobilize resources to deploy an organized multi-sectorial response to handle the crisis, the lack of a map pointing out the most hazardous regions, and finally, the absence of a formal coordination mechanism. The lack of infrastructure in some areas and the vulnerable population's unfamiliarity with the rules related to prevention and risk reduction also explain response problems and the population's increasing vulnerability in coping with emergencies.

It might be considered that the absence of a permanent national body responsible for crisis management, which would be closely operating with the civil society and with the UNS support, is one of the main constraints that hamper the efficiency of response and the management of disaster.

This objective is set to reduce gaps in the responsible authorities' capacities in training, prevention, communication, information sharing, coordination, ability to develop early warning systems and finally the cooperation with neighboring countries.

**IMPLEMENTATION.** In order to improve the prevention and the management of humanitarian crises and disasters, the State will lead the process of developing a new mechanism for prevention and management. It will prepare legal texts and produce disaggregated data about risks.

The civil society will instruct the populations living in disaster-prone areas about risk prevention and it will also mobilize resources to respond in times to emergencies and to strengthen the monitoring capacities.

The UNS will provide expertise in the development of early warning mechanisms mainly at the local level. It will contribute to initiatives related to climate change adaptation and mitigation, land degradation and soil erosion. It will support training programs for the State's officials and civil society and it will advocate at all levels for the establishment of a new mechanism for risk prevention and management in humanitarian and natural disasters.

**IMPACT.** This result will have a positive impact on improving the capacity of the emergency programs' managers to prevent and better manage humanitarian crises and disasters. Eventually; it will improve the physical safety and security of the people living in hazardous areas, their health and physical as well as psychological well-being.

## 2.3. SOCIAL WELFARE AND EQUAL ACCESS TO SOCIAL SERVICES

This pillar aims at improving the equitable access to high quality social services and strengthening the vulnerable populations' welfare.

To be implemented, three key results have been established, two of which target the population as a whole and the second targets the vulnerable groups.

This pillar is based upon the assumption of a political commitment which aims to make improved access to high quality social services as a national priority and takes into account the risk of the authorities' withdrawal to mobilize financial resources for reform in the social sectors.

**OBJECTIVE 1: The public authorities develop, follow-up and evaluate, in a participative way, social reforms based upon evidence and centered upon equity.**

**JUSTIFICATION.** The social policies have helped ensuring social cohesion to achieve good performance in the fields of health and education in particular. This performance has allowed Tunisia to reach almost all the Millennium Development Goals. However, this development has not been able to reduce inequality between the coastal areas and the in-land regions.

With a changing political context, reforms aiming at reducing inequalities and ensuring equity and inclusion will be initiated to sustain the assets and develop new policies based on a participatory approach, involving the populations in the draft, implementation and monitoring of these reforms.

**IMPLEMENTATION.** To be implemented, the State will develop monitoring and evaluation systems at the national, regional and local levels and it will promote the organization of consultations. It will review the legal framework for the implementation of social reforms and mobilize the necessary financial and logistical resources. It will ensure the production and management of disaggregated data and ensure their accessibility.

The civil society will participate in an effective way in the process of reforming social policies and programs in order to monitor their implementation and mobilize the concerned persons. Research centers and universities will provide their know-how in evaluation and in knowledge production.

The UNS will advocate to encourage the State to pursue reforms and to develop a "social protection base". It will support the monitoring and evaluation systems, and the conduct of studies and specific research including disaggregated data according to sex, age and regions, based in particular on the 2014 census. It will contribute to capacity building with respect to planning, management, follow-up and evaluation of social policies. It will also facilitate the dialogue among stakeholders and mobilize resources for the benefit of these programs.

**IMPACT.** This result will have a positive impact on improving the capacity of public authorities and civil society organizations in drafting social policies, in monitoring and evaluation, as well as in the production and management of statistical data and of scientific research results on social transformations. The level of participation and particularly that of vulnerable populations will be enhanced. Knowledge of the social sectors will be improved and the programs will be better

directed towards the real beneficiaries. The people will benefit from more adapted social services to their needs and have better access to high quality services.

**OBJECTIVE 2: The State ensures social services of health, education and welfare of a better quality and accessible to vulnerable population.**

**JUSTIFICATION.** Despite the undeniable achievements of Tunisia in the social field, some shortcomings are still remaining:

The access to social services is hindered by causes that are (i) structural, related to the remoteness of the interior regions, (ii) strategic, policy-related development that favors the concentration of infrastructure and human resources on coastal regions at the expense of the interior areas, (iii) institutional, related to the absence of a local governance strategy encouraging the establishment of close local services meeting to the users' needs.

The service quality is hampered by (i) the absence of a national strategy based upon the systematization of accreditation process and the certification of the structures of health, education and social welfare, (ii) The low access for managers and professionals to quality-gearred-training programs.

**IMPLEMENTATION.** The expected result will be achieved through the State's involvement as the main responsible for the development of specific programs aiming at enhancing the involvement of vulnerable population and facilitating their access to social services.

The State will prepare the legal framework for the design and implementation of reforms and policies in health, education and welfare in the light of the Constitution (Articles 38, 39, 47, 48). It will assess the problems and identify gaps in the distribution of services. It will adopt the Regional Development Index (RDI) as a tool to measure the gaps in having access to high quality services and reform them. The assessment results will be exploited to initiate a process of regional rebalancing designed to promote a general access to services. Additional human and financial resources would be mobilized for the implementation of programs.

The civil society will support the programs improving access to high quality services by raising the awareness of people to claim this access and to guarantee minimum package services. The media will support these programs through a strategy of communication and through awareness-raising campaigns in order to exert more pressure on controlling the quality of social services. The civil society and the media also contribute to raise awareness among the people about the need to protect the infrastructure and facilities as implemented by the State in order to maintain the required level of quality in the social services that are offered.

The UNS will coach national partners in identifying needs and in drafting policies, strategies and programs to ensure inclusion and quality. It will advocate for the State's commitment to accelerate reforms related to the quality of services. It will provide technical support for the establishment of benchmarks, the evaluation of existing quality level, the adoption of accreditation and certification package and minimum service concepts, as well as monitoring the quality of services by beneficiaries. It will support the capacity building of the sector's responsible in planning,

management and quality. It will support the use of ICTs to facilitate online access to quality services and support actions aiming at reducing stigma and discrimination against vulnerable groups.

**IMPACT.** Once completed, this result will have a positive impact on the access of the poor population to inclusive high quality social services and a longer-term impact on their level of education, health and welfare .

**OBJECTIVE 3: The vulnerable groups with special needs enjoy social and legal welfare conforming to the commitments signed by Tunisia in the framework of international treaties and conventions with respect to human rights and gender equality.**

**JUSTIFICATION.** In Tunisia, vulnerable groups (single mothers, youth and children in conflict with the law, drug users, female and male migrants, the disabled, the elderly, key populations and people living with HIV and some rural poor populations or suburban areas) and the targeting programs are not well known. In fact, there is very little significant data on the adequacy and effectiveness of these programs in terms of number of beneficiaries, the coverage of the target population, analysis of the impact of programs' benefits by quintile and governorate, factors impeding the effectiveness and efficiency of targeting programs. The lack of analysis of administrative capacity and human resources makes it difficult to assess the relevance of organizational architecture, the effectiveness of coordination among stakeholders, the consistency of programs, as well as human resource capacity and the quality of staff training.

The deficit in information systems for the management and monitoring of programs hinders the performance evaluation, and the incorporation of measures to reform or improve the programs. Lack of financing-related data does not allow drawing conclusions on the adequacy, sustainability, equity and efficiency of financing social protection system and assess the prospects for its development in the medium and long term.

All these constraints urge the effort to establish reforms in order to address gaps in approach and knowledge to develop efficient programs targeting the concerned people, by adapting mechanisms targeting the needs of the most vulnerable categories in accordance with Article 48 of the Constitution, and by strengthening national bodies to coordinate among interventions.

The reform will benefit from integrating an approach which is based upon human rights, values and universal principles as a normative framework to protect vulnerable groups at the legal and social level. This would be in accordance with the commitments made by Tunisia in the framework of international conventions and treaties with respect to human rights and gender equality.

**IMPLEMENTATION.** For this reason, the State must take measures to prepare the appropriate legal framework for the implementation of programs for the legal and social welfare of groups with special needs. It will allocate financial, human and technical support for these programs. It will include, among its priorities, data production, management and publication as well as its use in policy-making and programs.

The civil society will participate in the taking care of the vulnerable groups with specific needs, by mobilizing additional financial and human resources, and by advocating for improving the legal and institutional framework.

The UNS will advocate for the establishment of information systems which are specific to vulnerable groups. It will support actions aiming at reducing discrimination and it will provide technical support for the implementation of the targeting mechanism and the design of the minimum package of services for each category. It will strengthen the capacity of the sector's managers in data production, management and it will ensure that the services are based upon the values and principles of human rights and gender equality.

**IMPACT.** This result will have a positive impact on better being aware of the situation of vulnerable groups, the quality of programs and their ability to target groups and people in urgent need of protection. The legal framework will be upgraded, and it will follow the international commitments of Tunisia and will be applied in favor of groups with special needs. The vulnerable groups with special needs will have access to good quality welfare services that would impact their well-being.

### **SECTION 3. OTHER DEVELOPMENT PARTNERS**

The UNS will diversify its partnership with the new independent bodies which have been established through the democratic transition, including Parliament, the Body for elections, the information body, the body of Human Rights, the body of good governance, the anti-corruption body, the judiciary body and the body of "truth and dignity." It will consolidate its partnership with the social partners and the private sector, media, civil society, at the national, regional and local levels, as well as with local authorities (governorates), universities and research centers. It plans, within the context of mobilizing additional resources, to seize opportunities for collaboration with international partners willing to support the Tunisian government's reforms in the fields of governance, regional development and in the mitigation of the social impact due to the economic slowdown.

**SECTION 4. FINANCIAL RESOURCES**

		<b>RESOURCES</b>				
		(Unit : Millions of Dollars)				
		<b>OR*</b>	<b>MR*</b>	<b>RTBM*</b>	<b>TOTAL</b>	<b>%</b>
<b>AXIS 1</b>	<b>Democratic governance</b>	<b>3.6</b>	<b>13.6</b>	<b>30.7</b>	<b>47.9</b>	<b>40%</b>
	Objective 1	2.1	11.8	17.7	31.7	
	Objective 2	1,5	1,7	13,0	16,2	
<b>AXIS 2</b>	<b>An inclusive, resilient and sustainable economic model</b>	<b>6,1</b>	<b>16,4</b>	<b>27,7</b>	<b>50,2</b>	<b>41%</b>
	Objective 1	2,7	3,4	11,3	17,4	
	Objective 2	2,7	9,3	12,7	24,7	
	Objective 3	0,7	3,7	3,7	8,1	
<b>AXIS 3</b>	<b>Social welfare and access to high quality social services</b>	<b>7,6</b>	<b>1,4</b>	<b>13,9</b>	<b>22,9</b>	<b>19%</b>
	Objective 1	2,4	0,8	2,7	5,9	
	Objective 2	2,8	0,1	5,9	8,7	
	Objective 3	2,4	0,5	5,3	8,3	
<b>TOTAL</b>		<b>17,3</b>	<b>31,4</b>	<b>72,3</b>	<b>121</b>	<b>100%</b>
<b>%</b>		<b>14%</b>	<b>26%</b>	<b>60%</b>	<b>100%</b>	

\*OR : Own Resources

\*MR : Mobilized Resources

\*RTBM: Resources To Be Mobilized

## SECTION 5. THE UNDAF'S IMPLEMENTATION

The Tunisian Government and the UNS have agreed to establish a *Steering Committee* (SC) at the central level co-presided by the Representative of the Tunisian Government (the Ministry of Foreign Affairs) and the UNS's coordinator in Tunisia (the Resident Coordinator). It brings together representatives of governmental departments, national organizations, including labor unions and employers' organizations, civil society as well as representatives of regional governments and UNS's agencies. It meets once a year in order to evaluate the progress, to be informed on the constraints and opportunities, and to provide guidance to ensure better achievement of the UNDAF's results. It will be based upon three thematic internal groups (TG) within the UNS which will be created on the basis of three strategic pillars.

## SECTION 6. MONITORING & EVALUATION

The monitoring and evaluation of the UNDAF will be carried out through the following measures:

- A joint action with partners on the basis of the indicators used in the matrix
- The contribution of the UNS to achieve the UNDAF's results by a cross-cutting strategy (advocacy, capacity building, production and knowledge management, policy drafting)
- Monitoring the UNS's performance in terms of fundraising and disbursement.

The TG will meet twice a year with the participation of M & E focal points in order to:

- assess progress with respect to the expected results and the 5 programming principles.
- identify constraints and opportunities
- learn from the implementation and propose to the CP reorientation programs.
- prepare annual reviews in which five national partners will take part
- explore opportunities for joint programming and promote synergies among programs
- For this, two thematic groups will be responsible for following-up cross-cutting issues (gender and youth).

### Expected outcomes:

- Monitoring and Evaluation Plan
- Five annual reviews
- Mid-term evaluation in 2017

The Tunisian Government and the UNS have agreed to adopt a flexible and adaptable approach to manage the implementation of the UNDAF in the specific context of Tunisia's democratic transition