



INDEPENDENT FINAL EVALUATION FOR THE PROJECT TUNISIA MADINATOUNA II

March 22 - May 31, 2023

Deliverable 3. Final evaluation report

THIS ENGLISH VERSION OF THE REPORT IS TRANSLATED FROM THE ORIGINAL FRENCH DOCUMENT

Table of contents

1.	3	
2.	12	
3.	22	
4.	28	
5.	64	
6.	69	
Annex 1. Evaluation Matrix		73
Annex 2. Data collection tools		78
Annex 3. Analysis and detailed list of stakeholders		86
Annex 4. Bibliography		90

List of tables

Table 1 – Selection criteria for the cities of Madinatouna II	18
Table 2 - City Selection Score by Indicators, Key Stakeholder Availability and Learning Potential	20
Table 3 – Instruments for data collection for evaluation	24
Table 4 – Presentation of the limitations of the evaluation and mitigation measures	26
Table 5 - Analysis of the degree of achievement of objectives and the level of attainment of expected results	39

Abbreviations

ACTE	Alliance of Local Councils for Energy Transition
ADDL	Support for Decentralization and Local Development
ADEC	Support the Decentralization in Tunisia
AIP	Annual Investment Plan
AMNE	National Agency for Energy Management
ATU	Tunisian Association of Urban Planners
CA	Cities Alliance
CDS	City Development Strategies
COFIL	Project Steering Committee
CPSCF	Loans and Support Fund for Local Authorities
CSO	Civil Society Organizations
DAC	Development Assistance Committee
DGAT	Directorate General of Spatial Planning

EMG	Municipal Management Company
GD	Group Discussions
GIZ	German Agency for International Cooperation
HALF	High Authority of Local Finances
ILO	International Labour Organization
IMIF	International Municipal Investment Fund
INS	National institute of statistics
IPAPD	Prospective and Accompanying Authority for the Decentralization Process
KI	Key Informant
LCC	Local Collectivities Code
LDP	Local Development Plan
MEHAT	Ministry of Public Works, Housing and Land Management
MEL	Monitoring, Evaluation and Learning
MEP	Ministry of Economy and Planning
MI	Ministry of the Interior
MIP	Municipal Investment Plan
NAEM	National Agency for Energy Management
NCC	National Coordination Committee
NFTM	National Federation of Tunisian Municipalities
NGO	Non-governmental organizations
NSC	National Statistics Council
OECD	Organisation for Economic Co-operation and Development
OSC	Organisations of civil society
PACT	Program Support for Tunisian Culture
PACTE	Climate Change Adaptation Program for Rural Territories in Tunisia
PIILD	Pilot Initiative for Integrated Local Development
PLA	Participatory learning and action
PM	Project manager
PPP	Public Private Partnerships
RDP	Regional Development Plans
SDC	Swiss Development Cooperation
SDG	Sustainable Development Goals
SECO	State Secretariat for Economic Affairs Switzerland
SIF	Sustainable Infrastructure Foundation
TFP	Technical and Financial Partners
TOR	Terms of Reference
UDP	Urban Development Plans
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNOPS	United Nations Office for Project Services
USAID	United States Agency for International Development
USD	American Dollar

1. Executive summary

1.1. Project description and objectives

The Madinatouna project aimed to promote inclusive and sustainable urban development in Tunisia's interior regions by fostering strategic, participatory urban planning and management. In the first phase of the project (2015-2019), assistance was provided to eight secondary towns (Béja, Gabès, Jendouba, Kairouan, Médenine, M'Saken, Sidi Bouzid and Tataouine) to enable them to plan and manage their urban development strategically and effectively. The first phase enabled these 8 communes to draw up their City Development Strategy (CDS) with the support of various partners.

The project combined the strategic planning of the commune's development with its operationalization through the elaboration of action plans and short- and medium-term project sheets to better anchor the strategy and prioritisation in their municipal context, complemented by the implementation of "Quick win" projects also serving to highlight their impact on the local living environment. A participatory, gender-sensitive approach was key to involve all categories of citizens.

To build on the experience and results of Phase I of the project, SECO financed a second phase of the Madinatouna project in 2020 with four partner cities (Béja, Jendouba, Médenine and Tataouine). The aim of Phase II was for the municipalities that took part in the program to further strengthen their strategic and participatory approaches to city planning, management, and investment, and to train local staff with the capacity to identify, pool and implement priority investment projects in municipal infrastructure and services, thereby promoting inclusive and sustainable development. In addition, the policy, planning, management, and regulation of inclusive and sustainable urban development would be advanced, coordinated and institutionalized.

Through phase I and phase II of the country program, Cities Alliance has sought to support local authorities in drawing up their city strategies (CDS) and translating them into local development plans and projects, thus enabling long-term, medium-term, and short-term planning. Through the coordination and harmonization of planning approaches, Cities Alliance has also sought to create synergies and capitalize on best practices within the framework of support programs implemented by technical and financial partners (TFP).

1.2. Evaluation objective, scope, and methodology

This evaluation seeks to contextualise its findings within the full implementation cycle of the Madinatouna project, from its first phase to the closing of its second phase in 2023, but primarily it is a final evaluation of the project's second phase. The evaluation covers the national level, but it focuses on the four participating cities. The selection criteria were defined and approved by Cities Alliance, and the evaluation then selected a sample of two participating Tunisian cities to undertake an in-depth primary data collection and analysis.

The aim of the final evaluation mission for the "Tunisia Madinatouna II" project is to assess the extent to which the project has achieved its objectives and results. The evaluation provides key lessons on successful operational approaches and practices, as well as areas where the project operated less effectively than expected, and the degree of ownership and sustainability of the project's achievements by stakeholders at national, regional, and communal level. The evaluation also examined the extent to which the gender aspect was considered in the project activities, and the

impact and reorientation of activities following the Covid-19 crisis. The appropriateness of the project design, the local context and the duration of implementation were also examined.

The evaluation for the Tunisia Madinatouna II project was based on a mixed-methods approach, involving document review, focus group discussions and individual interviews. The information obtained was triangulated to validate data from different sources. This made it possible to formulate conclusions for each evaluation criterion and to precisely answer the evaluation questions presented in the terms of reference.

The conclusions were based on the results and recommendations were drawn up accordingly to highlight the lessons learned from the implementation of the project and possible improvements to be made in future projects. The evaluation team consisted of four national evaluators supported by a team of international consultants (two senior and two junior).

A total of 48 people took part in the evaluation, 33% of whom were women. Of the people consulted during the interviews, 52% were regional stakeholders and 25% were national stakeholders. The evaluators visited all four communes. Data was collected via online interviews and during field visits to Tunisia. The interviews took the form of group discussions (62.5%) or individual interviews (37.5%). Ten people were interviewed in Médenine, ten in Tataouine, three in Béja and two in Jendouba.

1.3. Main findings

Relevance

The evaluation examines the level of relevance and responsiveness of the Madinatouna II project to the needs and priorities of Tunisia, national agencies, and other stakeholders.

In the interviews, some stakeholders regretted that the project couldn't involve the municipalities more during the project design and launch phase. During the implementation, the project introduced a participatory approach to local planning which enabled the main local development partners and citizens, through a process of participatory workshops and consultations, to define and prioritise their needs together and to establish the axes and objectives of the project strategy.

The Covid-19 pandemic and major changes in political leadership at various levels in the country made it difficult to implement the project. Despite these challenges, the project evolved and adapted, striving to maintain as much ongoing discussion as possible with national and local stakeholders.

Coherence

The introduction of a holistic approach and the break with sectoral planning helped to raise awareness among the various categories of local stakeholders and led to the understanding and adoption of more coherent and effective policies to meet the needs of the local population and implement the inclusive development model.

In preparing the LDPs, the project capitalised on the approach adopted by the CDS, which were developed under Madinatouna I, thus enabling better coordination between local development actions and projects as well as a more efficient use of available resources.

At a local level, the project has helped to strengthen coordination between the various local stakeholders and has mobilised them around concerted objectives and complementary actions, either directly or with the help of Technical and financial partners (TFPs). There are, however, disparities between the cities, mostly linked to the institutional context specific to each of them.

At a national level, the project sought to institutionalise the National Coordination Committee, but it did not work for a myriad of reasons. According to several of the stakeholders interviewed, better

coordination with national institutions at the project conception and design stage would have ensured the feasibility of the prioritised actions and the credibility of the approach.

In terms of coordination with the international partners present on site, the people interviewed acknowledged that the project started in a very fragmented context. Formalising coordination between the various partners took time, the challenge being to avoid duplication of efforts as much as possible and to ensure that the initiatives complemented each other. In the end, better technical coordination was established, facilitating the distribution of tasks and encouraging complementarity between the various projects planned in the target cities.

Efficiency

In this project, Cities Alliance tested a new model by ensuring the presence of a local office in Tunisia with support from the secretariat structures in Brussels, responsible for the financial and procurement operations. Cities Alliance is thus moving from a management capacity to technical expertise and an implementation role.

Stakeholders, particularly from the regions, highlight the efforts made by the local team to facilitate the operationalisation of the project and increase the quality of the technical assistance provided, thereby strengthening commitment and synergies with local players.

Most of the planned activities were implemented, with some modifications during the project to adapt to the realities of the political and socio-economic context in Tunisia and the lack of support for the project from certain municipalities.

The project initially planned to build larger infrastructures in the target cities, but most of them could not be completed due to internal administrative delays and a lack of resources dedicated to carrying out projects in the territorial authorities. Therefore, the team opted to provide lighter infrastructure that meets the real needs expressed by the target cities, focusing on very concrete actions and smaller-scale technical projects and on building the capacity of local authorities.

Effectiveness

The results of the field missions, the interviews with the various stakeholders and the analysis of project documents have made it possible to assess the effectiveness of the project and to note that the degree of achievement of the specific objectives and expected results of Madinatouna II is overall satisfactory, despite the major schedule constraints and disruptions caused, among other things, by Covid-19.

The interviews conducted reveal a high level of satisfaction with regard to the level of participation of citizens and municipal administration staff involved in the preparation of the LDPs.

The four municipalities have succeeded in refining the actions prioritised by the CDS and in adopting a reference document for the planning of interventions to promote inclusive urban development.

The degree of achievement in strengthening capacities and regulations for inclusive and sustainable urban planning is satisfactory. The indicator for the participation of women and youth in the elaboration process of the LDPs has been partially achieved.

The level of achievement of the results indicators relating to the implementation of an inclusive and sustainable urban development policy and advanced, coordinated, and institutionalised regulations, as part of the decentralisation process, has been reached overall.

The interviews and evaluation show that 3 of the 5 indicators adopted for the specific objective relating to “priority infrastructure projects selected and implemented by the four municipalities” have been met.

The COPIL adopted an approach for selecting and prioritising 3 medium-sized projects per municipality from the CDS during a 3-day workshop organised for this purpose. The 1st project deemed as a priority was selected and therefore Médenine benefited from the development of a project sheet for an economic platform, as well as a feasibility study, a concept note and support in preparing the fund-raising file.

At the time of finalising this report, the project resulting from the funding application made by Cities Alliance on behalf of the municipality of Médenine, has received initial approval from a committee made up of UNCDF, UCLG and GFCD and has moved on to the next stage.

For the other three communes, priority was given to upgrading the public lighting network.

For small-scale projects, 4 projects were implemented in the 4 communes selected under Madinatouna instead of the 8 initially planned. The level of achievement of the results indicators relating to the selection and implementation of priority infrastructure projects by the four municipalities under Madinatouna II has therefore been reached overall.

Impact

The project's impact is understood in terms of producing long-term benefits in terms of institutional, political and social change.

At the municipal level, the project contributed to the operationalisation of the participatory approach introduced by the CCL and the PDUGL, for the preparation of local planning documents, by mobilising local players, the population and representatives of civil society for the preparation of the 4 PDLs.

The project's achievements have enabled the municipalities to define their needs, taking into account local potential and constraints, and to draw up a prioritised action plan based on a shared vision for sustainable local development. It has also helped to strengthen the communes in the operationalisation of the participatory approach to programming local investments.

At the level of local development players, the training and capacity-building actions have a positive impact on local and communal players by improving their performance and strengthening their commitment to local development actions. The Madinatouna II project has also made it possible to build the capacity of the local administration and decentralised services and to improve their working methods, as well as their ability to prepare technical files and raise funds.

At the community level, learning about the participatory approach, through preparatory meetings and discussions with citizens and associations, has helped to establish a relationship of trust between citizens and the municipality, and has enhanced the municipality's credibility with the local population and the involvement of citizens in carrying out and monitoring the small-scale projects initiated as part of the project.

The participation of women and young people in the development of the project have helped to raise the profile of these sections of society and ensure that their specific needs are considered.

According to the perceptions of local players, associations, and citizens, and based on observations from the interviews, the evaluation confirms that the objectives have been partially achieved. The impact varies from one city to another and depends on the level of operation and maintenance of the infrastructure put in place.

Viability/Sustainability

The adoption of a participatory approach to the planning and implementation of development projects under the LDPs has enabled the local population to express their needs and concerns and for them to be considered in the decision-making process. It has also fostered the emergence of more

democratic practices at the local level and relationships of trust between citizens and decision-makers.

The project has led to the drafting of LDPs, strategic documents for the sustainable development of the municipality, and the establishment of a framework for consultation with citizens and development stakeholders. Drawing up the LDPs has enabled the communes to increase their knowledge of their own natural, environmental, economic, and social characteristics.

The learning and capacity-building of the communes' technical and financial staff has enabled them to initiate and prepare applications for communal projects more effectively. The experience acquired by municipal managers has enabled them to prepare applications and funding requests¹.

The private sector's contribution fell short of expectations. The private sector did not propose any projects that could be the subject of a public-private partnership, even though this type of arrangement is strongly supported by the government and donors.

1.4. Main conclusions

Conclusion 1 (linked to the results of the Relevance and Coherence criteria):

Right from the design phase, the project adopted a holistic approach that took into account several dimensions and a participatory approach to local planning, which enabled a better understanding of the specificities of each commune. However, to ensure greater ownership, the project could have involved the municipalities to a greater extent.

Conclusion 2 (linked to the results of the Relevance criterion):

The project demonstrated flexibility and adaptability in the face of both contextual and external factors and internal project management factors, which together had a significant impact on the project and made its implementation difficult.

Conclusion 3 (linked to the results of the Coherence criterion):

The project strengthened coordination between the various local players and mobilized them around agreed objectives and complementary actions. At the national level, it was not possible to institutionalise the CNC, and alternative measures were adopted. During the second half of the project, better coordination with the partners present was finally established.

Conclusion 4 (linked to the results of the Effectiveness criterion):

The project helped to strengthen the planning process in the four cities concerned. It helped to refine and operationalize the results of the strategic planning process and supported the acquisition of a concerted local development planning document.

Conclusion 5 (linked to results from the Effectiveness criterion):

The project has helped to strengthen the capacities of municipal managers and actors and their partners in the decentralised services, which are now better equipped to meet the needs of the population.

¹ As mentioned above, at the time of finalising this report, the project resulting from the funding application made by Cities Alliance on behalf of the municipality of Médenine, has received initial approval from a committee made up of UNCDF, UCLG and GFCD and has moved on to the next stage.

Conclusion 6 (linked to the results of the Efficiency criterion):

The energy audit carried out by the project was very important for the municipalities of Tataouine, Jendouba and Béja, as it provided them with a diagnosis and an action plan with budgeted priorities for action.

Conclusion 7 (linked to results from the Impact criterion):

The project has considerably improved relations between citizens, municipalities and communes, as well as accessibility to public facilities for women and young people.

Conclusion 8 (linked to results from the Efficiency criterion):

Cities Alliance tested and opted for a new direct operating model for the implementation of activities, which took longer than expected to get the project up and running. In addition, the advent of the Covid-19 pandemic disrupted the progress of project activities.

Conclusion 9 (related to the results of the Efficiency criterion):

In general, the local institutional context specific to each city largely determined the level of results obtained for the project components. The implementation of the identified activities depended on the support and involvement of local players.

Conclusion 10 (linked to the results of the Sustainability criterion):

The project has increased the technical capacity of the Médenine municipality to prepare funding applications, which will generate positive economic and social spin-offs.

Conclusion 11 (linked to the results of the Impact, Efficiency and Sustainability criteria):

Most of the planned activities were implemented, although some modifications were made during the course of the project to adapt it to the delay in the 1st phase and to external and contextual factors. This explains why the project may have lacked a clearer medium- and long-term vision of the impact and sustainability of some of its actions.

Conclusion 12 (Relevance, Effectiveness, Impact and Sustainability):

The participatory approach of the second phase, which involved the inclusion of women and young people and strengthened the gender perspective in the project, contributed to addressing gender issues in municipal planning, budgets and in the design and implementation of local public policies.

1.5. Main lessons learned

The importance of taking ownership of the project from the outset

Right from the design phase, it is important to understand the internal differences and divergences, political heterogeneities, financial capacities, complexities, and challenges of each commune, and to adopt a holistic, inclusive and participatory approach, a solid design and methodology with clear indicators that take into account local realities and beneficiaries.

Clearer, simpler procurement processes

Agile and flexible deployment of staff and more flexible procedures for mobilising experts would enable the project to respond more effectively to needs, especially if they are of short duration.

The importance of technical and participative leadership

The difference in management models between Madinatouna I and II showed that the success of Phase II was closely linked to the technical skills of the project leader, but also to his/her ability to

interact and involve the various municipal partners, and to help the building of trusting relationships with citizens.

Integration of short-, medium- and long-term actions to ensure sustainability.

When designing activities, it is important to ensure sustainability and long-term impact. In this context, short-term actions and ad hoc initiatives or small-scale projects need to be part of a strategic vision, so that they can be used to encourage the launch of projects, attract investment and funding .

Complementarity and synergy between different programs

The choice of communes for local development initiatives should be made within a framework of consultation and coherence with the support missions of the other partners involved.

1.6. Main recommendations

Based on the results and conclusions presented, 10 recommendations have been formulated, mainly addressed to Cities Alliance (local and Brussels-based team).

RECOMMENDATION 1. Improve consultation in the first instance to better adapt the project to initiatives already implemented in the target municipalities.

Based on conclusions 1 and 3

An in-depth analysis should be carried out by Cities Alliance in order to truly adapt the project's design to initiatives already implemented in the target cities.

RECOMMENDATION 2. Introduce precise, agreed selection criteria for choosing target municipalities.

Based on conclusions 1, 11 and 12

The selection of municipalities in which interventions are implemented should benefit from a thorough and exhaustive prior analysis, based on predefined criteria taking into account their specificities, initiatives already implemented by other partners, their local context, the potential impact and sustainability of the project.

RECOMMENDATION 3. Set up an effective local team with clear responsibilities, backed up by a support team at head office.

Based on conclusions 8 and 9

The new management model tested for this project appears to be the most appropriate and coherent and is in line with Cities Alliance's desire to evolve its role. To achieve this, it is essential to take the time needed to define the required profiles and to simplify the procedures for mobilising experts.

RECOMMENDATION 4. Ensure the commitment and involvement of government and local stakeholders. Also create a communication plan specific to each municipality to inform citizens.

Based on conclusions 1, 7, 9 and 12

It is important to secure government commitment from the outset in order to generate greater ownership of the project and possible future funding that would give the project more substance and guarantee the viability of priority actions.

RECOMMENDATION 5. Finance technical support projects with infrastructure financing projects

Based on conclusions 10 and 11

It is desirable to accompany support projects with funding for structuring projects, given the limited resources of local authorities.

RECOMMENDATION 6. Identify in advance possible investment funds and sources of public and private financing, adapted to the projects identified.

Based on conclusions 10 and 11

Over such a short implementation period, it is impossible to control the processing times of each financial institution's financing applications. It is therefore recommended that the support provided be limited to the decision-making process for project identification, and that the municipalities' fund-raising capacities be strengthened, rather than necessarily including fund-raising.

RECOMMENDATION 7. Integrate the gender and human rights perspective right from the project design stage, on the basis of a prior contextual study analysing the needs of local men and women, boys and girls, in terms of sustainable urban planning.

Based on conclusions 1 and 12

Integrating a gender perspective into the design will make it easier to identify the needs of local women, men and children, and to establish values and measurement mechanisms that integrate gender and human rights to facilitate project monitoring and impact measurement.

RECOMMENDATION 8. Design a monitoring and evaluation system with precise performance indicators.

Based on conclusions 4, 5, 6 and 7

The project's specific objectives and expected results must be revised to adapt to the external and internal contexts. The monitoring and evaluation system must include relevant, reliable, clearly applicable and measurable performance indicators to enable accurate assessment of objectives and expected results.

RECOMMENDATION 9. Provide reliable and accurate data for the preparation of LDPs

Based on conclusion 4

The demographic, economic, urban and financial data collected during the preparation of LDPs must be managed and updated, for use in the various activities of the communes. Centralised management of this data will facilitate access to and sharing of data by actors involved in local development planning and will contribute to better management of local taxation and, in general, to more informed and enlightened decision-making.

RECOMMENDATION 10. Consider the impact of environmental conditions and climate change into project design.

Based on conclusions 1 and 2

Other points of consideration need to be explored for the city's sustainable development, through the valorisation of natural resources, taking into account the commune's socio-cultural specificity and reasoning in terms of value chains.

RECOMMENDATION 11. Promote exchange and networking between communities.

Based on conclusions 7 and 5

Establishing an exchange of experience and networking between communes promotes the effective sharing of best practices and knowledge and ensures the consolidation of the participatory approach in urban development planning.

RECOMMENDATION 12. Ensure coordination of TFP interventions

Based on conclusions 3 and 9

Mapping the interventions of TFPs will ensure effective coordination, judicious task-sharing and better communication between the various players.

RECOMMENDATION 13. Capitalise on the achievements.**Based on conclusion 3**

TFPs' interventions are rich in lessons that can improve commune governance and local development. It is therefore advisable to formalise and validate the results.

2. Introduction

This document, "Final Report", is the last deliverable of the project "Provision of an independent final evaluation for the Tunisia Madinatouna II project " and aims to present the methodology, conclusions, results, lessons learned and recommendations resulting from the project evaluation.

Based on the findings and consensus established during the activities implemented, such as the **Kick-off meeting** (organized on April 4, 2023), the **inception report** prepared by the team as well as the **data collection and analysis**, among others, the final report includes:

- Presentation of the revised methodology
- Survey tools and questionnaires
- Detailed sampling and data collection methodology
- Expected results
- Conclusions and lessons learned
- Recommendations

2.1. Characteristics of the assessment

As part of the above-mentioned project, Cities Alliance is seeking to produce an **independent final evaluation** of the project *Madinatouna II - Municipal Investment Planning and Project Implementation* - to **assess its performance** against the expected outcomes and to document learnings, with the objective of improving future interventions.

The objectives of this evaluation were the following:

- **To assess the project's performance** against the criteria of relevance, coherence, effectiveness, efficiency, impact and sustainability of the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD) (results achieved in relation to expected outputs, outcomes and impact).
- **To document experiences and lessons learned** related to the achievement or non-achievement of expected results (positive or negative), adaptive management to a changing context, or challenges encountered in the governance structure or implementation modality of the project.
- **To support the Cities Alliance National Programs model** by generating evidence-based policy recommendations on the process of designing and implementing such programs. More specifically, it is about identifying lessons that Cities Alliance should use for the design, implementation and monitoring of future projects.

2.2. Context

Cities Alliance is a **global partnership for reducing poverty and promoting sustainable development in cities**. It is hosted by the **United Nations Office for Project Services (UNOPS)**. Launched in 1999, jointly by the World Bank and the United Nations-Habitat Organization (UN-Habitat), Cities Alliance provides **technical and financial assistance to combat urban poverty in**

developing countries. Cities Alliance National Programs were first designed in 2009 to **promote a new model of intervention in urban development** and move from short-term, one-off initiatives to a longer-term programmatic approach. The aim was to better respond to the specific development needs of cities in certain countries, generally in a **context of rapid urbanization and growing urban poverty**. More specifically, Cities Alliance is a **multi-donor investment trust fund**, made up of various actors from all sectors (representatives of civil society associations, local authorities, United Nations agencies, United Cities and Local Governments, World Bank, etc.) working on **urban development**.

In Tunisia, Cities Alliance's team awarded and managed grants, locally and internationally, and initially mainly took care of **technical coordination** (phase 1 of the Madinatouna I program). Over the years, Cities Alliance has gained experience and its role has evolved. Indeed, if the team continues to manage the grants, its **role is now hybrid** because the secretariat also implements the program, always in partnership, within the **framework of the 2nd phase of the program**. Finally, Cities Alliance also plays an important role as a **facilitator, promoting dialogue between the different stakeholders**.

Local context of the project:

Over the past decade, Tunisia has made significant **progress towards establishing a more open, democratic and prosperous society**. However, economic, social and political progress has lagged behind and **political upheaval** accompanied by a stalled decentralisation process has influenced the social, political and institutional environment in Tunisia. At the local level, the **pandemic** has put **additional pressure on municipal resources** to meet the needs of citizens. Municipalities are facing significant **funding shortfalls** due to expenditure on Covid-19 mitigation measures and the loss of autonomous revenue.

The **national program for Tunisia** was initially developed as a three-year **partnership** whose aim was to **promote inclusive and sustainable urban development**. It aimed to **strengthen consultation** between stakeholders and **promote coordination between their initiatives**, while ensuring an inclusive approach. It also aimed to **strengthen the planning capacities of the less favoured secondary cities**, in particular the cities in the interior of the country, to enable them to improve access to services, the development of human capital, to attract investments and trigger a dynamic of equitable growth in the medium and long term. Phase I aimed to **position cities as the engine of local social and economic development**. The program was coordinated by a steering committee made up of representatives of public institutions, civil society and international partners, including the German Agency for International Cooperation (GIZ), the Swiss State Secretariat for Economic Affairs (SECO), the World Bank and the United Nations Development Program (UNDP). Key areas of work included **national urban policy, inclusive and sustainable urban governance and management, and inter-municipal cooperation**, among others. Initial implementing partners for phase I included UN-Habitat, UNDP, the World Bank and the National Federation of Tunisian Municipalities (FNCT).

Madinatouna Phase 1 (2015-2019) and Phase 2

Implemented by a UNDP-led partnership, the Madinatouna project aimed to **promote inclusive and sustainable urban development in the interior regions of Tunisia by fostering strategic and participatory urban planning and management**. Assistance was provided to **eight secondary**

towns (Béja, Gabès, Jendouba, Kairouan, Médenine, M'Saken, Sidi Bouzid and Tataouine) to enable them to plan and manage their development strategically and effectively.

The project came to support a **decentralization process**. The first phase (2015-2019) enabled these 8 municipalities to **develop their City Development Strategy** (CDS) with the support of various partners. The choice of the beneficiary municipalities was based, among other things, on the importance of **creating proximity between the municipalities in the north and south** through training workshops and participatory workshops where the municipalities had a platform to exchange knowledge, know-how and experiences. Seeing the fruits of the participation efforts of the municipalities boosted the others.

The project introduced **strategic urban development planning** through a participatory and holistic approach that resulted in the development of action plans containing prioritized short- and medium-term projects and initiatives that led to project sheets. In addition, priority actions have been identified as “Quick Win” projects to provide a solution to urgent problems expressed by the populations. This participatory approach also considered the gender dimension and the participation of young people to involve all categories of citizens.

To follow up on the experience gained and the results of phase I of the project SECO financed a second phase of the Madinatouna project in 2020, with **four partner cities** (Béja, Jendouba, Médenine and Tataouine), for an amount of 2.4 million dollars. The objective of Phase II was for the participating municipalities to further strengthen their **strategic and participatory approaches to city and investment planning and management, and to train local staff** with the capacity to identify, bring together and to carry out **priority investment projects** in municipal infrastructure and services, thus promoting inclusive and sustainable development. In addition, inclusive and sustainable urban development policy, planning, management and regulation will be advanced, coordinated and institutionalized.

To achieve its objectives, the Madinatouna project focused on 4 main areas: *1) Advance, coordinate and institutionalize a policy and regulation for inclusive and sustainable urban development within the framework of Tunisia's decentralization process 2) Develop local development plans, 3) Develop short-term projects, aimed at building the capacity of municipalities to design, implement and manage projects, 4) Develop medium-term projects, aimed at developing technical and financial feasibility and to strengthen the capacities of municipalities in fundraising* (mainly by improving project financing capacities, available financial resources, expenditure governance, and by supporting the preparation of applications for fundraising from donors).

To sum up, Cities Alliance has sought to ensure, through phase I and phase II of the country programme, the **support of municipalities in the development of their CDS and their translation into local development plans and projects, thus allowing long-term, medium-term and short-term planning**. Thanks to the coordination and harmonization of planning approaches axis, Cities Alliance has also aimed to create synergies and capitalize on good practices within the framework of the support programs implemented by the technical and financial partners (TFP).

Scope of the assessment

Even if the evaluation **must contextualize its findings in the complete cycle of implementation of the Madinatouna project**, starting from the design of its first phase in 2015 until the closure of its

second phase in 2023, **this evaluation is primarily a final evaluation of the second phase of the project**. The evaluation covers the national level but **focuses on the four participating cities**. After defining the selection criteria, which was approved by Cities Alliance, the evaluation selected a sample of two participating Tunisian cities to undertake an in-depth primary data collection and analysis (see the rationale behind the selection of the two cities in the [section 2.4. Table 1 - Selection criteria for the cities of Madinatouna II](#)).

As mentioned above, the **purpose of the evaluation is to assess the performance of the project and in particular of phase 2, against the expected results and to document the learnings, with the aim of improving future interventions**.

Finally, the **main users of the evaluation** will be:

1. Cities Alliance,
2. The donor SECO, and
3. Future interventions aimed at strengthening urban planning and development and supporting the decentralization process in Tunisia.

2.3. Evaluation objectives

The mission of the final evaluation of the "Tunisia Madinatouna II" project is to **assess to what extent the project has achieved its objectives and results**. The evaluation should also provide key lessons on successful operational approaches and practices, the areas in which the project operated less effectively than expected, as well as the **degree of ownership and sustainability of the project's achievements** by the actors at the national, regional and municipal level.

The evaluation also examined the consideration of the **gender aspect** in all project activities, the **reorientation of activities after the Covid-19 crisis** and measured to what degree this hindered, or not, the implementation of the project and whether it has, on the other hand, led to unforeseen results. The **adequacy between the design of the project, the local context, and the duration of implementation** was also questioned.

In accordance with the terms of reference, the final evaluation of the project relates to the various activities and achievements of phase II of the project based on the **general and specific objectives** listed below:

General objective: The municipalities that are members of the program will further strengthen their strategic and participatory approaches to planning and management of cities and investments and, on this basis, will train local personnel with the capacity to identify, group and carry out projects of priority investment in infrastructure and services, thus promoting inclusive and sustainable development projects. The project aims to institutionalize local and national planning tools, to promote coherence, harmonization and better coordination, particularly at the level of management and regulation, in order to better fit into the process of decentralization, inclusive and sustainable urban development.

Specific Objective 1: Inclusive and sustainable urban development policies, and advanced, coordinated and institutionalized regulations, within the framework of Tunisia's decentralization process.

Sub-objectives:

- Capacities and regulations promoting inclusive and sustainable urban planning by Tunisian actors are strengthened.
- The National Coordination Committee (NCC), under the leadership of the Tunisian authorities, is strengthened and operates effectively as a platform to coordinate national and international actors in the planning and management of urban development.

Specific objective 2: Municipal development projects are selected and implemented by the four partner municipalities.

Sub-objectives:

- Development of Municipal Investment Plans (MIP) and Annual Investment Plans (AIP) for the four municipalities, with a list of projects resulting from the CDS aligned and harmonized with other public or private investments.
- Feasibility analysis of small priority MIP/CDS projects. Medium-sized MIP/CDS projects are prioritized and ready to receive investment (for those not directly funded by Cities Alliance).
- Public and private financing obtained through specific dialogues for medium-sized projects ready for investment (including closely aligning them with the timelines of potential donors such as the Loans and Support Fund for Local Authorities - CPSCL).
- At least one small-scale MIP/CDS priority project per municipality implemented during the program period.
- Design and implementation of Monitoring, Evaluation and Learning (MEL) System for MIP/CDS.

Implementation Progress:

The main activities implemented included the coordination, institutionalization and coherence of efforts between urban development actors:

- Transdisciplinary development workshops and forums were organized in cooperation with the University of Manouba, the National Council of Statistics, the High Authority of Local Finances and the National Institute of Statistics.
- A guide for the elaboration of a Development Plan for local authorities has been drawn up with the participation of various technical and financial partners within the framework of the working group (TFP: Madinatouna II implemented by Cities Alliance and financed by SECO; the Program Support for Tunisian Culture (PACT); the Project to Support the Decentralization in Tunisia (ADEC) of the GIZ; the Pilot Initiative for Integrated Local Development (IPDLI) of the International Labor Office (ILO), the Support for Decentralization and Local Development (ADDL) of the UNDP), and in partnership with the Prospective and Accompanying Authority for the Decentralization Process (IPAPD).
- The recommendations and lessons learned from the Local Development Plan (LDP) have been taken into account (particularly concerning energy transition, urban mobility, equipment programming, and risk prevention) in the Terms of Reference (TOR) for the development and revision of urban planning documents: Development Master Plans (SDA) and Urban Development Plans (UDP)

Local development plans:

As mentioned above, Cities Alliance worked with **four municipalities** to first design and then operationalize a **Local Development Plan (LDP)** - an official Tunisian planning instrument that municipalities developed which enabled them to plan, implement and facilitate investment projects that promote sustainable and inclusive local development. This plan was prepared through a **detailed participatory and multi-stakeholder process** and operationalized into an **action plan and an investment plan** tailored to the needs and resources of the municipality.

- Preparation of four local development plans: Pre-diagnosis and diagnosis, Communication plan, Operational action plan, final document of the LDP, surveys at the household level for 3 municipalities.
- Establishment of Forums for local development, and organization of a series of participatory launch workshops in Jendouba, Médenine, Béja and Tataouine.
- Capacity building of national and local actors on the theme of participatory planning for local development.

Quick win infrastructure projects:

- 4 community infrastructure investment projects have been prioritized and designed through a participatory process and implemented before the end of 2022.
- Capacity building in project design.

Bankable investment projects and project financing:

- Design and prioritize 4 high impact investment projects in the infrastructure sector through a participatory process, as well as technical and financial feasibility studies.
- Capacity building in project financing.

Strengthening municipal finances

- Implementation of 4 analyses² of local finances specific to the context of each municipality, sharing the results of the analyses with the municipalities, offering advice on how to implement the recommendations for better financial management (including budgeting, monitoring, revenue generation and fundraising for the project). Avenues for improving municipal revenue will enhance the municipality's contribution to the investment effort.

2.4. Rationale for the selection of cities for illustrative case studies

Through phase I and phase II of the country program, Cities Alliance has provided support to the selected municipalities in the **elaboration of their city strategies** and their **translation into local development plans and projects**, thus enabling planning at short, medium and long term.

Following the first phase of Madinatouna, Cities Alliance proposed criteria for selecting cities³ for phase II, which were presented to the funder, SECO, who then quickly validated them. The selection criteria were determined through a consultative process and priority was given to non-coastal cities.

² Analysis of the local finances of each municipality which is part of the internal fundraising by improving the contribution of the municipality to the investment effort.

³ Reference to the document developed by Cities Alliance entitled “Tunisia Country Program – Criteria and choice for partner city selection” (03.12.2019).

Five indicators were developed to determine the cities that would benefit from Madinatouna II. These criteria are presented as indicators in the table below, and the four cities with the highest total score were selected.

Table 1 – Selection criteria for the cities of Madinatouna II

Indicators	Score and associated definition
1. CDS status and quality	<p>3 = The CDS has been adopted by the municipal council. The document is well structured, the diagnosis is complete, the strategic framework presents a clear vision. Civil society and other stakeholders have successfully participated in the drafting process..</p> <p>2 = The CDS has not yet been adopted by the municipal council. The structure can be improved, as well as the analysis and diagnosis, the strategic framework presents a solid vision. Other stakeholders participated in the development process but the mechanisms for participation need to be significantly improved.</p> <p>1 = The CDS has not been adopted by the municipal council. The document lack's structure, analysis, diagnosis; the strategic framework is not clear or is missing. Civil society and other stakeholders participated only marginally in the drafting process.</p>
2. Ownership, motivation and institutional capacities	<p>4 = Local elected officials understand the importance of strategic and participatory planning for their city. They show continued interest in engaging with Cities Alliance on the implementation of the CDS, they have been proactive and reactive. The municipal team demonstrates a high level of professional capacity/experience on the subject and in the implementation of local development projects.</p> <p>3 = Local elected officials generally understand the importance of strategic and participatory planning for their city. They show occasional interest in engaging with Cities Alliance on CDS implementation, they have sometimes been proactive and reactive. The municipal team shows a certain level of professional capacity/experience on the subject and in the implementation of local development projects.</p> <p>2 = Local elected officials have a relative understanding of the importance of strategic and participatory planning for their city. They show some interest in engaging with Cities Alliance and in the implementation of the CDS, they have been a little proactive and reactive. The municipal team demonstrates a modest level of professional capacity/experience on the subject and in the implementation of local development projects.</p> <p>1 = Local elected officials do not understand the importance of strategic and participatory planning for their city. They have not shown interest in engaging with Cities Alliance and in the implementation of the CDS and they have not been proactive or responsive. The municipal team shows a low level of professional capacity/experience on the subject and in the implementation of local development projects.</p>
3. Performance Evaluation Score MALE/CPSC	<p>2 = 90-94 points</p> <p>1.5 = 85-89 points</p> <p>1 = 80-84 points</p> <p>0.5 = 75-79 points</p> <p>0 = 70-74 points</p>
4. Programmatic consistency	<p>2 = Cities Alliance and/or SECO is collaborating / planning to collaborate with the partner city (for Cities Alliance, through one of its joint work programs on migration and gender, for SECO through the Alliance of Local Councils for Energy Transition (ACTE) or its tourism projects).</p> <p>0 = Cities Alliance and/or SECO do not plan to collaborate further with the partner city.</p>

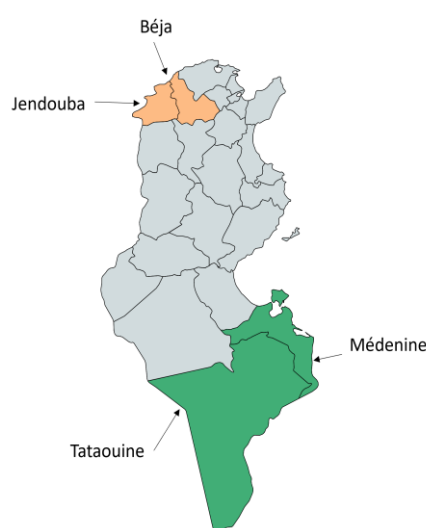
<p>5. Cities Alliance synergies and optimization opportunities</p>	<p>3 = The city has strong potential for synergies between Cities Alliance activities and other national and/or international programs. Cities Alliance can facilitate partnership opportunities between members and local partners on relevant themes. Cities Alliance's partners have expressed interest in co-funding CDS projects in the city.</p> <p>2 = The city has some potential for synergies between Cities Alliance activities and other national and/or international programmes. There are a few areas where Cities Alliance could facilitate partnership opportunities between members and local partners on relevant themes. Although none of the Cities Alliance's partners have expressed interest in co-funding CDS projects to date, the potential exists.</p> <p>1 = The city has virtually no potential for synergies between Cities Alliance activities and other national and/or international programs. There is no area where Cities Alliance could facilitate partnership opportunities between members and local partners on relevant themes. None of the Cities Alliance's partners have expressed interest in co-funding CDS projects in the city.</p>
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The indicators developed and used for the selection of cities that benefited from Madinatouna II show that **emphasis was placed on the quality of the CDS**, by assessing their structure, their analytical depth and the vision of the strategic framework.

Through these indicators, Cities Alliance also measured the **level of cooperation, proactivity and responsiveness** on the part of local elected officials, as well as the degree of participation of stakeholders in civil society and other stakeholders in the CDS development process (Indicator 1 and 2).

The **potential for synergies** between Cities Alliance activities and other national and/or international programs was also considered to select the cities where the project could have a greater impact and better possibilities for optimizing partnership opportunities.

Based on the cumulative scoring of the five selection criteria, the final selection of Phase II partner cities includes **Béja** and **Tataouine** (12.5 points respectively), **Jendouba** and **Médenine** (12 points respectively) (detailed score available in [Table 2](#) below).



The choice of the four cities selected to participate in the two phases of the program, highlights two cities in the North namely Béja and Jendouba and two cities in the south, Tataouine and Médenine. The criterion of geographical proximity was also taken into account for reasons of efficiency and to facilitate travel during field missions.

The **sampling strategy** was mainly based on the availability of key players and the learning potential.

All four cities participated in the evaluation, but it is in the in-depth case studies that the potential for learning is greatest, and so **Medenine** and **Tataouine** were used as illustrative cases.

Médenine had an **interesting pilot experience to share** and Tataouine has drawn up **its local development plan** which has not been finalized. An **update** was therefore conducted in a second step, and it is this updating and implementation process that was interesting to evaluate.

The choice of cities is particularly interesting for the evaluation of the impact (questions 5 and 6 in Annex 1. Evaluation Matrix). This made it possible to take into account the **first results, positive or negative**, wanted or not, obtained by the participating institutions and stakeholders, and to analyse what has changed for the inhabitants of the participating cities.

2.5. Scope of the assessment

In accordance with the terms of reference of the mission and according to the **relevant evaluation criteria of the OECD DAC (relevance, coherence, efficiency, effectiveness, impact and sustainability)**, the evaluation team analysed and developed synthesized views, based on evidence, and provided **findings, conclusions, recommendations and lessons** in relation to each of the evaluation questions (detailed in the Annex 1. Evaluation Matrix). The evaluation questions were agreed with the donor, so it was essential that the evaluation focus on these particular questions in order to achieve the first objective (performance evaluation). These questions were tailored to the **relevant stakeholder groups interviewed**.

As a reminder, the independent evaluation mission covered:

- **Contextualization analysis: findings, conclusions and lessons learned in the complete project cycle** of implementing the Madinatouna project, starting from the design of its first phase in 2015 until the closure of its second in 2023.

The final evaluation of the second phase of the "Madinatouna II" project focuses on the activities implemented from 2019 until the end of the program at the beginning of 2023 and covers **the four participating cities with a more in-depth analysis for the two cities** selected from the four, as detailed in the Table presented below.

Table 2 - City Selection Score by Indicators, Key Stakeholder Availability and Learning Potential

Cities	Score by city selection criteria	Availability of key stakeholders	Learning potential
Béja	(1) 3 (2) 4 (1) 0.5 (2) 2 (3) 3 TOTAL = 12.5	Low For a long time, the city did not have a technical leadership (i.e., secretary general) in place - the current Secretary General only joined the city in September/October 2022.	Low
Jendouba	(1) 2 (2) 3 (3) 2 (4) 2 (5) 3 TOTAL = 12	Low <ul style="list-style-type: none"> • The former vice-mayor, who had centralized all the interactions and information flow of the project's activities, is no longer in charge since the dissolution of the municipal councils. • The municipality has not had a Secretary General for a long time. • The mayor was absent for the duration of the project. 	Low

Médenine	(1) 3 (2) 4 (3) 0 (4) 2 (5) 3 TOTAL = 12	High <ul style="list-style-type: none"> The Secretary General was actively involved in the project and maintained his position. 	High <ul style="list-style-type: none"> The pilot project of the online platform called "SOURCE" for the preparation of multilateral projects. The territorial planning approach, driven by Cities Alliance, is more integrated in the elaboration of the city's LDP considered as a successful and very useful operation, in particular because it integrates spatial data with development data and promotes horizontal and vertical integration of state development actors. Collaboration with UNDP which enabled effective pooling of additional resources and products within the LDP development process.
Tataouine	(1) 3 (2) 3 (3) 1.5 (4) 2 (5) 3 TOTAL = 12.5	High <ul style="list-style-type: none"> Commitment and active participation of political and technical staff. The Secretary General is involved in the project and has maintained his position. 	Medium <ul style="list-style-type: none"> The preparation of a local development plan in 2018 with the support of the ILO which was initially not fully operational. The Madinatouna II project provided an update and operationalization of the Plan. The possibility of providing important lessons for the replication and scaling up of the elaboration of local development plans in municipalities in Tunisia. Collaboration with UNDP which enabled effective pooling of additional resources and products within the LDP development process.

3. Evaluation approach, methodology and ethical considerations

3.1 Methodological approach

This is a **summative evaluation that aims to inform future programming**. The focus is on **identifying lessons learned and best practices**, as well as **recommendations** that Cities Alliance should take into account in the **design, implementation and monitoring of future projects**.

The **overall methodological approach** of this evaluation is based on the **analysis of the contribution**. This means that the **evaluation does not intend to provide a quantitative assessment of the impact** or to establish direct causality between the implementation of the project and the expected result. The objective is to **assess to what extent the activities have led to the achievement of the outputs and how these have, in turn, contributed to the achievement of the expected results and impact**. In this sense, the evaluation analyses the **processes and strategies implemented** throughout the project in order to understand to what extent the results have been achieved (or not) and what role the project has played, as well as other internal or external factors which have or have not made it possible to achieve the results.

The **analysis framework** of this evaluation includes the **IMPACT** (*Global Objective*) and the **two results of the project** (*Specific Objectives 1 and 2*). All were assessed using the six main criteria of the DAC of the OECD, meaning **relevance, coherence, efficiency, effectiveness, impact and sustainability**.

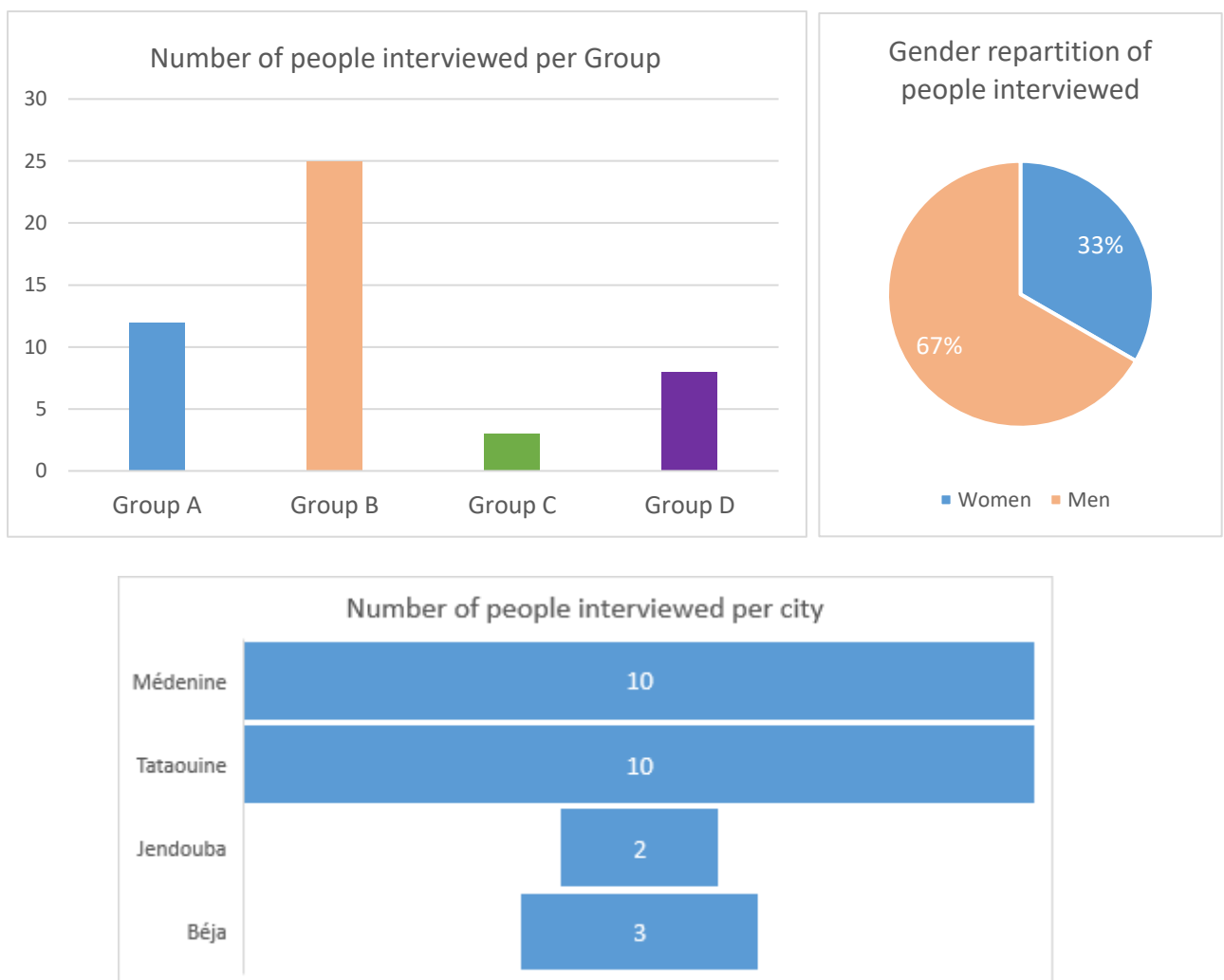
In addition, the evaluation takes a **cross-cutting approach to viability, sustainability and gender equality** throughout the data collection and reporting processes. This approach is visible in several evaluation questions, as shown in the **evaluation matrix** (see Annex 1. Evaluation Matrix).

The wide range of stakeholders interviewed and surveyed as part of the evaluation, as well as the specific criteria and questions posed, responded to the needs and requirements defined by the terms of reference and the inception report.

Stakeholders are classified according to their **positions and roles as duty bearers or rights holders**. The choice of stakeholders at the national and regional levels was made according to their **degree of involvement in the various project activities**. This choice was made in accordance with the detailed list of stakeholders (see Annex 3. Analysis and detailed list of stakeholders).

The interviews and/or focus groups took place at each group level:

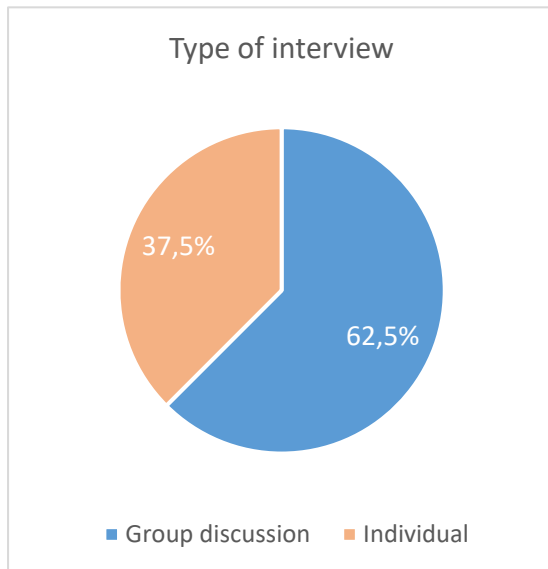
- **Group A** is made up of a selection of national program stakeholders, such as the Ministry of Economy and Planning (MEP), the National Federation of Tunisian Municipalities (NFTM), the High Authority for Local Finance, etc.
- **Group B** is composed of a selection of actors at city level, including mayors, secretary generals and technical directors, representatives of civil society and other relevant actors, such as representatives of the private sector. Within Group B, the interviews were separated according to the cities selected, starting with the cities of **Médenine** and **Tataouine**, used as illustrative case studies, followed by the two other cities selected which support the analysis, **Jendouba** and **Béja**.
- **Group C** is composed of Cities Alliance partners involved in the implementation of the program and other development partners active in the field of urban development (UNDP, PACT, International Labor Organization (ILO), GIZ, SECO/ACTE, etc.).
- **Group D** brings together representatives of Cities Alliance and the funding agency SECO, including staff at headquarters and at national level.



For more information and details on the interviews conducted, refer to Annex 3. Analysis and detailed list of stakeholders.

The analysis tools used during the evaluation are **mainly interviews**, which took place either in person or online, except for Group B where the **interviews were supplemented by focus groups and online interviews with selected stakeholders at city level**.

3.2 Data collection methods



To achieve the objectives proposed in the mission's terms of reference, a **mixed evaluation approach was adopted**. Using **document analysis, qualitative and quantitative data collection methods** and **discussions with relevant stakeholders** either in **groups** or through **individual interviews**.

Different instruments have been developed taking into account the different types of information sources. They have been designed in accordance with the guiding principles of security, confidentiality, respect and non-discrimination. A **total of 48 people** participated in the assessment, of which **33% were women**. Of the people

consulted during the interviews, **52% were actors from the regions** and **25% were national actors**. The evaluators visited the four cities. The data collection was done through online interviews and field visits in Tunisia.

Table 3 – Instruments for data collection for evaluation

INSTRUMENT	OBJECTIVE	STAKEHOLDERS
SEMI-STRUCTURED FACE-TO-FACE OR ONLINE INTERVIEWS	Semi-structured interviews allow for the collection of in-depth qualitative information on the views of different key informants regarding all evaluation criteria. The information collected is used to answer evaluation questions on relevance, efficiency, impact, gender equality, viability and sustainability.	<ul style="list-style-type: none"> Group A Group B Group C Group D
GROUP DISCUSSIONS	This approach consists of collecting various information on a project and allows for a more dynamic and informal interaction between the members of the focus groups. Its purpose is to obtain information that will allow the evaluation of activities and achievements, in relation to relevance, efficiency, impact, gender equality, viability and sustainability, from different homogeneous groups (category, age, level of education, gender, geographical location, etc.) where the various stakeholders can share opinions and points of partnership outside of the financial support between the public sector and/or humanitarian organizations and development.	<ul style="list-style-type: none"> Group A Group B

3.3 Data analysis and triangulation

Particular attention was paid to **adopting an unbiased and objective approach** and to the **triangulation of sources, methods, data and theories**. Of the four basic types of triangulation: **data, surveys, theory and methodology**, this assessment uses:

- **Triangulation of data** (use of primary and secondary sources). Information from secondary sources is triangulated with data from primary sources.
- **The triangulation of investigators**, the gender-balanced assessment team being made up of four international members and four national members each with different and complementary backgrounds, qualifications, experiences and knowledge.
- **Methodological triangulation**, involving document review, in-person or online interviews, with a variety of stakeholders.

The evaluators conducted an **in-depth analysis of all the quantitative and qualitative data collected** using the different instruments and from the different data sources. All data has been verified by the evaluation experts to ensure the highest possible data quality. **Triangulation techniques** ensure the reliability of information while increasing the validity of results and conclusions.

In this respect, the evaluation team checked whether the information obtained during the data collection is confirmed by all the data sources and collection methods used. The data analysis was carried out taking into account the **evaluation criteria and the questions or assumptions defined in the evaluation matrix**. This analysis is synthesized into a **set of coherent and research-based results**. Based on these findings, **conclusions on the key evaluation questions** are presented and the evaluation team provides **a set of lessons learnt and recommendations**.

3.4 Key Data Sources

The evaluation approach was developed by taking into account the **norms and standards of the United Nations Evaluation Group (UNEG)**. As mentioned above, the evaluation combines **primary and secondary data**.

Secondary Sources – Document examination and review

During the inception phase, the evaluation team did a **preliminary review of all relevant program documentation** (provided by Cities Alliance and complemented by the evaluation team). The desk review helped to locate and identify quantitative and qualitative data, information and evidence related to all the evaluation questions. These secondary sources form an **essential basis for the conclusions of the evaluation**. The list of documents received and analysed is presented in Annex 4. Bibliography.

Primary sources

The evaluation is carried out using a **participatory approach** that aims to gather the different points of view of all the parties identified as program stakeholders. The complete list of stakeholders

provided by Cities Alliance and complemented during the project implementation can be found in Annex 3. Analysis and detailed list of stakeholders.

The primary source material, resulting from the evaluation team's engagement with these stakeholders, is the **essential component of the evaluation's field research**. This field research, undertaken online, allowed the evaluation team to gather detailed comments and feedback on the evaluation questions, as well as the preliminary findings from the initial document review. **Stakeholder engagement** is also a **key tool in evaluation triangulation**, bringing a range of perspectives to the initial research and evaluation questions. To this end, the evaluators made efforts to **encourage the participation of women in interviews and focus group discussions**.

3.5 Ethical Considerations

Evaluations must comply with the [UNEG Ethical Guidelines for Evaluation of 2020](#). Therefore, the consortium was **responsible for safeguarding and respecting ethical considerations** at all stages of the evaluation process. This includes, but is not limited to, ensuring informed consent, protecting privacy, respecting the confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation does not cause harm to participants or their communities.

3.6 Limitations and mitigation measures

The following table lists the limitations identified and the mitigation measures proposed during the implementation of the evaluation.

Table 4 – Presentation of the limitations of the evaluation and mitigation measures

Limitations	Proposed mitigation measures
The delay in launching the field mission (particularly due to the start of the Ramadan period) and the short time available to carry out the data collection and draft the evaluation report limited the depth of the analysis in this assessment.	<p>The evaluation team worked in close coordination and/or collaboration with Cities Alliance.</p> <p>Cities Alliance sent a plan to conduct and launch the field mission to the various stakeholders, as well as letters of introduction for the technical team. The implementation team has also increased its staff to best meet the project objectives within the time limits. The support team helped the evaluation team to minimize the risks by providing additional human resources, IT and office equipment for the organization of face-to-face and online interviews, focus groups, as well as for the preparation and instant follow-up of field missions. In addition, the support team undertook parallel activities, particularly in the data triangulation, as well as in the coordination and information exchange and report writing to ensure that the experts can concentrate on their mission and guarantee the quality of the deliverables.</p>
The availability and/or motivation of stakeholders to participate in interviews and surveys during the data	<p>The evaluation team attempted to fill this gap through the desk review and tried to obtain feedback from other stakeholders in relation to the implementation of the project in these municipalities. At first, there were no responses to the surveys launched remotely (by email), so in the end</p>

<p>collection phase was low in the municipalities of Jendouba and Beja.</p>	<p>it was necessary to set up appointments to do face-to-face interviews with the project managers of the two cities.</p>
<p>Some indicators in the logical framework do not fully evaluate the achievement of expected results and some of them have not been measured in reference to the baseline situation.</p>	<p>The evaluators identified the most relevant program indicators. The data collected during the interviews and the discussions carried out with the stakeholders at the national and regional level are of a qualitative type and have made it possible to identify the perception of the opinions of these different actors. The compilation and triangulation of data do not allow for the calculation of quantitative indicators aimed at assessing the deviations of achievements from the objectives indicated in the logical framework.</p>

4. Conclusions and expected results

RELEVANCE

This section examines the **relevance and responsiveness of the Madinatouna II project to the needs and priorities of Tunisia, the program's national partner agencies and other stakeholders**. It assesses **the extent to which program design and implementation have been consultative, inclusive, participatory, evidence-based and guided by a theory of change**.

The analysis in this section is based on the literature review, more dynamic and informal interaction between focus group members and interviews with a selection of national program stakeholders, actors at city level, Cities Alliance's partners involved in program implementation and other development partners active in the field of urban development, as well as representatives from Cities Alliance and SECO.

Evaluation questions:

- *How responsive and adaptable has the project been to i) the needs and priorities of national and local stakeholders and ii) external and contextual challenges (including in relation to the economic and political situation and the Covid-19 pandemic)?*

The project's ability to adapt to national and local needs

The project Tunisia Madinatouna II has been designed to **strengthen and institutionalize the strategic and participatory approaches and the coordination of urban planning, management and investment of the program's member municipalities**. The project was designed based on the first phase of the project (2015-2019), coupled with Tunisia's decentralization reform, and in accordance to the needs of the municipalities by responding to the various local necessities identified by the High Authority of Local Finances (HALF), including the lack of short- and medium-term visibility and poor investment planning by the municipalities.

It was also built around the assemblance of evidence, based on baseline surveys developed in the four municipalities with quantitative and qualitative indicators established upstream, in order to enrich the diagnostic phase of the LDP.⁴ **The conclusions drawn from the city selection criteria for the second phase of the project** determined the choice of 4 cities from the 8 cities involved in the first phase of the project. The rationale behind the choice of cities for the second phase is presented in [Section 2.5. Table 2 - City Selection Score by Indicators, Key Stakeholder Availability and Learning Potential](#).

⁴ (Ref 1 p.6)

All four cities took part in the evaluation, but an in-depth case study was carried out in **Médenine and Tataouine** as they were shown to have greater potential.

Some stakeholders regret that the **project was not able to involve the municipalities to a greater extent during the project design and launch phase**, which would have enabled **greater ownership at an earlier stage of implementation**.

"The preliminary analysis of needs was mainly done by Cities Alliance, and not necessarily in direct collaboration with the municipalities (...) The cities were initially more beneficiaries than project leaders."

Extracted from Group D's interviews

In this context, when selecting the municipalities in which the interventions were implemented, some stakeholders also pointed out that **a more thorough and comprehensive prior analysis**, based on **predefined criteria** taking into account their specific features, initiatives already implemented by other partners, their local context as well as the potential impact and sustainability of the project, would also have been beneficial for the project.

Madinatouna II drew on the results of the CDSs, which had previously defined a shared vision for the commune's future, strategic development axes in the various sectors and medium- and long-term structuring projects that would contribute to the realization of the vision, to implement a regulatory provision of the Local Collectivities Code (LCC), which instituted the LDP. The approach adopted is an extension of the CDS and it enabled it to go into the finest territorial breakdown, to refine and define, with the population and local players, the priorities for intervention by territorial sector, while remaining within the framework of the vision and axes agreed as part of the CDS.

The project introduced a **holistic approach to local planning** that considered **economic, social, environmental, urban and governance dimensions** on the one hand, and on the other hand a **participatory approach** that enabled key local development partners and citizens to gather around the same table to define and prioritize their needs. Right from the design phase, the project was the subject of a **process of participatory workshops and consultations** which were carried out as part of the preparation of the LDP of the communes and communal sectors, in which local players were invited to take part. Through these kick-off workshops, held in each commune (one per commune), Cities Alliance consulted the cities involved on their **perception of the economic, environmental, urban, social and cultural situation, local resources and the evolution of the LDP**, among other things.⁵ The aim of these workshops was to **understand the reality of each commune's territory** and the needs of its inhabitants, in order to better **define the axes and objectives of the project's strategy**. In this context, the project demonstrated its **ability to adapt to the local context and specificities of each commune**, by carrying out complementary actions to gain a better understanding of the intervention environment, such as socio-economic surveys, analysis of local finances, among others. Municipal needs were adapted, and necessary changes were made in response to external and contextual challenges.

⁵ (Ref 1. P.14)

"The LDP development process must be adapted to the specific characteristics of each commune (size, climate, resources, geography), and experience must be capitalized on rather than generalized."

Extracted from the interview with NFTM

The project also included in its design the **participation of women, young people and local associations, particularly within inland areas**, into the urban development planning process, which was seen as a step forward.

"In the design of the project, there were gender indicators, as well as monitoring and reporting indicators, so right from the design stage, it was a cross-cutting dimension that was taken into account."

Extracted from Group D's interviews

In this respect, it should be noted that the gender perspective was not conceived in the project design phase, since the Madinatouna II logical framework did not explicitly integrate this component. It was only during the project's implementation phase that a methodological change, linked mainly to the change of project manager, made it possible to strengthen and integrate the gender focus.

However, gender guidelines, as transcribed at national level through the Constitutional Code, and their application in LCC⁶ were not systematically taken into account, as **the Madinatouna II logical framework did not explicitly integrate the gender component**.

Similarly, the **various meetings of the Project Steering Committee (COFIL) provided a framework for consultation and approval** of proposals for modifications and validation of approaches adopted during project implementation. Collaboration and coordination with the communes were mainly ensured through biannual COFIL meetings, at which commune representatives discussed the project's progress and the next steps in drawing up local development plans and activities. In addition, efforts have been made to consolidate, broaden membership and strengthen COFIL as a **platform for exchange and dialogue** "to capitalize on the various local development planning programs launched by Techno-Financial Partners (TFPs) and national partners".⁷ **Synergies have also been initiated with initiatives by other organizations** such as the ILO, UNDP, GIZ, the Climate Change Adaptation Program for Rural Territories in Tunisia (PACTE) and ACTE, whose areas of intervention are comparable to those of the Madinatouna II project.⁸

The project's ability to adapt to the new reality of the Covid-19 pandemic and other policy changes.

⁶ See Organic Law No. 2018-29 of May 9, 2018, relating to the local authorities' code, at the level of Articles 7 - 34 - 40 - 106 - 156 - 210 and 308.

⁷ REF 1.p.50

⁸ See below, page 30, for the detailed description.

Over the course of the project's implementation, several **disruptive contextual factors** have made its implementation difficult.

Overall, the **Covid-19 pandemic** had a significant impact on the project. The restrictions imposed by the containment and precautions associated with the pandemic **reduced the scope of consultations and opportunities for dialogue**⁹ and **increased the time required to develop the LDP**, which was based on a participatory process. It **caused delays**, which led to further implementation-related delays, throughout the project. Despite the obvious limitations linked to the lack of online tools available in some municipalities, **the project showed flexibility** and was able to entrust some survey and diagnostic missions to external consultants. It adapted and replaced on-site training and coaching with distance learning sessions, online videoconferences, and remote working sessions. In addition, the consultants took advantage of the shutdown period to advance their work on conceptualizations, preparation of data collection and training modules, among others.¹⁰

There were also significant **changes in political leadership**, including elections and internal conflicts in the communes of Béja and Jendouba, changes in mayors, a new political situation, and the abolition of the Ministry of Local Affairs and the Environment and its attachment to the Ministry of the Interior. This had a significant impact on the commitment of the various structures attached to the Ministry.¹¹

Despite these challenges, the **project has evolved and adapted** since its conception phase to facilitate implementation, striving to maintain a maximum of ongoing discussions with national and local stakeholders.

The project had to adapt while trying to remain as much as possible within the key axes agreed during the project design and the specific results defined in the initial logical framework. For example, because the new government had not expressed its willingness to support the decentralization process, the project tried to focus its efforts on **capacity building to empower local authorities**, which became a cross-cutting issue for all thematic aspects of the project. Another example concerns the decision to **shift the focus from the initial plan of replacing municipal investment plans with LDPs to developing smaller-scale infrastructure implementation works**.

In addition, the logical framework of the project included the development of a Municipal Investment Plan (MIP). This plan was not developed and was eventually replaced by the LDP to comply with current regulations (article 105 of the LCC, which stipulates the obligation to develop an LDP) and the municipalities' request to comply with this regulatory framework.

⁹ (Ref 1 p. 39)

¹⁰ (Ref 1 p. 39)

¹¹ (Ref 1 p. 51)

COHERENCE

In this section, coherence is assessed in terms of **the extent to which Tunisia Madinatouna II contributed to coordination and cooperation efforts with other UN agencies, Civil Society Organizations (CSOs), other government agencies and other donors**. This section examines the factors that may have hindered or facilitated these efforts to establish such partnerships. The analysis is based on a literature review and a selection of national program stakeholders, actors at the selected city level, Cities Alliance's partners involved in program implementation and other development partners active in the field of urban development, as well as representatives from Cities Alliance and SECO. It examines whether the existing cooperation has been fruitful and if all potential partnerships have been sufficiently explored.

Evaluation questions:

- *Has the project created synergies with other urban development projects and partners (UNDP, PACT, ILO, GIZ), and have these synergies been aligned with national and sub-national urban development and decentralization policies?*

The introduction of a **holistic approach and the break with sectoral planning** have helped to raise awareness among the various categories of local players and have had a knock-on effect on the **understanding and adoption of more coherent and effective policies to meet the needs of the local population** and implement the inclusive development model.

Moreover, in preparing the LDPs, the project has largely **capitalised on the approach adopted by the City Development Strategies developed under Madinatouna I**. The projects included in the LDPs are generally derived from the CDSs. This consistency between the various planning documents has enabled better coordination between local development actions and projects, and more efficient use of available resources.

This project is also part of the context of Cities Alliance's global programs in Tunisia, such as **"Cities for Women"**, a gender component funded by the United States Agency for International Development (USAID), and **"Cities and Migration"**, funded by the Swiss Development Cooperation (SDC). It also capitalizes on the experiences of the country program projects and benefits from the collaboration already established between Cities Alliance and the TFPs of the other projects¹².

At the local level, the project has helped **strengthen coordination between the various local players** (municipal services, devolved administration, private sector, civil society, associations, women and young people) and mobilized them around concerted objectives and complementary actions, either directly or with the help of TFPs.

There are, however, **disparities between the cities**, mostly linked to the institutional context specific to each of them. The commune of Tataouine, for example, benefited from the political homogeneity of the municipal council and the strong commitment of the secretary-general. In

¹² (Ref. 1 p.2.)

contrast, the communes of Béja and Jendouba experienced strong political divisions within their municipal councils, which deprived the project of its main driving force and federator. In addition, it should be noted that a strong mobilization of the decentralised services during the participatory workshops for the elaboration of the LDPs was achieved thanks to the support of IPAPD.

At national level, the Cities Alliance, at SECO's request, made a clear declaration of intent in the project's logical framework to **institutionalize the National Coordination Committee**. However, the NCC did not work well nor fulfilled its initial mission, for a combination of reasons linked to the differences between its members on the one hand, and on the other hand the institutional and political instability throughout the project implementation period.

"The Prospective and Accompanying Authority for the Decentralization Process (IPAPD) has helped to ensure nationwide coordination."

Extracted from an interview with the General Directorate of Programs at the Ministry of the Interior (MI)

At local level, coordination between players has been ensured by setting up local COPILs for each commune, which include, in addition to local representatives, a representative of IPAPD, NFTM and TFPs.

"The local steering committee played an important role in coordinating the project, defining its components and implementing its actions; the involvement and contribution of the decentralized departments was remarkable".

Extracted from interviews with the city of Médenine

Cities Alliance quickly decided that it was not worth insisting and that it would be better to focus on alternative concrete actions that would achieve similar results. It joined the IPAPD initiative and participated in working groups with TFPs, NFTM and municipalities. Cities Alliance also undertook the organization of several transdisciplinary forums and workshops in collaboration with the NFTM's network of communes and the participation of TFPs.

According to several stakeholders interviewed from Group D, **coordination with national institutions at the project definition stage**, in order to secure financial support from the State and a commitment to fund certain components of the LDP, would have helped guarantee the feasibility of the prioritized actions and the credibility of the approach.

With regard to **coordination with international partners** present on site, it should be stressed that all the stakeholders interviewed acknowledged that the project started in a **highly fragmented context**, due to the wide range of players implementing similar projects with distinct methodologies in the same target municipalities.

One of the first challenges identified by Cities Alliance from the outset of the project was therefore to avoid duplication as much as possible, and to **ensure complementarity between the initiatives** of the other organizations involved in the field.

Formalizing coordination between the various partners took time, partly because of the lack of participation and leadership from national players and the health situation, but also because of the delay in recruiting the project manager by Cities Alliance.

Following a series of discussions between Cities Alliance and field agencies such as UNDP, ILO and GIZ, better technical coordination was finally established, thus facilitating the distribution of tasks and encouraging complementarity between the various projects planned in the target cities.

"There is potential to improve coordination between partners on site, not just within the project, but more widely in Tunisia. Partners often take too long to understand the benefits of pooling their resources."

Extracted from Group D's interviews

Once implemented, this active coordination helped to pool efforts and optimize contributions:

- ILO, GIZ and the PACT project coordinated and shared their planning expertise with Cities Alliance to ensure that their interventions were relevant, their approaches harmonized, which saved time and resources.
- Cities Alliance and GIZ held several meetings to organize coordination workshops with the various TFPs and to forge synergies between Madinatouna II and Support the Decentralization in Tunisia (ADEC) II, particularly in the communes of Béja and Jendouba¹³.
- Coordination meetings with the UNDP and ILO were held at various stages in the preparation of the LDPs in the communes of Médenine and Tataouine¹⁴. These meetings also enabled them to better coordinate their activities within the framework of Madinatouna II, the UNDP's Support for Decentralization and Local Development (ADDL) project and the ILO's Pilot Initiative for Integrated Local Development (PIILD)¹⁵. To facilitate the prioritization and development of short-term projects, Cities Alliance adopted the same approach developed by these agencies to capitalize on their initiatives¹⁶.
- Similarly, collaboration with the ILO enabled Cities Alliance to capitalize on their field experience and expertise in designing and conducting surveys¹⁷.
- The partnership with the UNDP has also helped to avoid overlap and duplication in the support provided to communes, to promote the sharing of expertise and to achieve cost savings.

Synergies have also been created with other players working in the field of urban development, notably through one-off events such as the olive tree planting day organized on the campus of Manouba University in partnership with UN-Habitat, where a new irrigation method was presented in the context of International Cities Day¹⁸. Another example is the forum on "territorial

¹³ (Ref 1 p.9)

¹⁴ (Ref. 1 p.5)

¹⁵ (Ref 1 p.9)

¹⁶ (Ref 1 p.18)

¹⁷ (Ref. 1 p.8)

¹⁸ (Ref 1 p.9)

attractiveness as a lever for inclusive and sustainable local development" organized in partnership with IPAPD and in collaboration with the Tunisian Association of Urban Planners (ATU)¹⁹.

For the reasons mentioned above (unstable institutional context, Covid-19, delay in recruiting the project manager), the project had to wait until its second half to achieve the required **technical coordination between the organizations involved**. Once this was achieved, and although later than desired, coordination with the other partners enabled the **pooling of efforts and the complementarity of actions to improve the results and the impact of the project**.

EFFICIENCY

This section assesses **the extent to which Tunisia Madinatouna II has converted inputs** (such as funds, expertise, staff time, etc.) **into outputs in a timely and efficient manner, and how flexible the project has been in responding to emerging issues**, such as those raised by the Covid-19 pandemic. The analysis is based on information from the desk reviews, budgets, staff information, Tunisia Madinatouna II reviews, annual reports and more dynamic, informal interactions between focus group members. In addition, interviews were conducted with Cities Alliance staff, SECO and program partners.

Evaluation questions:

- *Has the Cities Alliance governance structure, which involves the Brussels head office, the local office and board members, been effective in implementing this project?*

As part of this project, **Cities Alliance sought to test a new model by ensuring the presence of a local office in Tunisia and moving from a management capacity to a technical expertise and implementation role**. This change was based on previous evaluations which had found that it was difficult to maintain accountability, visibility, technical expertise and coherence of effort between all the players without being on the ground, for which Cities Alliance operations were not optimal. Consequently, for the first time, Cities Alliance opted for direct implementation of the project by the local Tunisian team, with the support of the secretariat structures in Brussels, who managed the financial and procurement aspects.

Most stakeholders, particularly those from the regions, commended the efforts made by the local team in Tunisia to facilitate the operationalization of the project and increase the quality of the technical assistance provided, despite the delays in recruiting the project manager and the withdrawal of the local coordinators in Béja and Jendouba (1st phase of the project).

"The commitment, professionalism and dynamism of the new Cities Alliance team and the experts mobilized were decisive in achieving the project's objectives".

Extracted from an interview with the city of Médenine

¹⁹ (Ref 2 p.5)

These efforts have **strengthened the commitment and synergies with local players** to implement concrete and operational activities. Training workshops have helped build the capacities of development players and disseminate the experience of the communes.

At national level, coordination and steering of the Madinatouna II project was entrusted to the COPIL and linked at communal level by the local COPIL extended to include representatives of local players, decentralised services and associations.

For the preparation of the LDP methodological guide, IPAPD was responsible for the coordination and consultation with the working groups, which were set up for this purpose.

The project team also ensured ongoing coordination with the NFTM through the exchange of information and documents (specifications, list of suppliers, contacts, etc.) as well as the sharing of viewpoints, consultations and discussions within the COPIL.

The local team also benefited from the **international expertise** of the Cities Alliance partnership platform, which also **facilitated communication with the municipal authorities and strengthened its credibility**.

The local coordinator hired by Cities Alliances for the communes in the South, Médenine and Tataouine, played his role to the fullest and ensured coordination between the various players, in particular with UNDP and local and regional authorities, which helped to facilitate relations and achieve the objectives set.

In the North-West, difficulties were encountered with the municipalities of Béja and Jendouba, mainly due to internal differences. Cities Alliance recruited coordinators to provide support to the communes, but **coordination was less effective** due to a lack of support for the project from the communes, particularly in Jendouba, and low motivation among the designated coordinators.

In terms of the methodology applied by Cities Alliance, **using a consultancy firm** rather than a group of individual consultants to help develop the LDPs could have saved time and resources. However, the advantage was that it allowed for a wide variety of targeted, project-specific expertise, and made the process more flexible. For example, the consultants engaged were able to develop terms of reference for surveys, create content for forums and collaborate with experts working on other parts of the project. However, this mode of implementation required more effort and expertise in coordinating, monitoring and receiving deliverables.

Due to the **changing political and socio-economic context in Tunisia** and the lack of support for the project from certain municipalities, the project team had to adopt **a flexible and open attitude to the needs expressed by the municipalities**, with an emphasis on supporting and listening to the communities in order to better adapt project activities and allocate additional resources when needed (the intervention, for example, during the second phase of the project, of a senior consultant provided by the French government and exclusively dedicated to finding suitable investment for the projects identified by the target cities).

Despite the difficulties encountered, including external and contextual challenges that led to delays in the implementation of activities at the start of 2021, the project was completed in two years, as originally planned.

Most of the planned activities were implemented, although some modifications were made during the course of the project in order to adapt it to the realities of the context.²⁰ The project had initially planned to **build larger infrastructures in the targeted cities**, most of which could not be achieved due to internal administrative delays and a relatively small budget envelope dedicated to the realization of projects in the Territorial Communities (limited allocated amounts). The team therefore opted for the **provision of lighter infrastructures, meeting the real needs expressed by the target cities**, by concentrating on the purchase of equipment and supplies. To this end, coordination was ultimately carried out downstream with the decentralised services within a participative framework involving the citizens, to better identify relevant projects for each region.

The delay in the first phase of the project, and Cities Alliance's decision to adapt to the context by **focusing on very concrete actions, smaller-scale technical projects and capacity-building for local authorities**, explains a certain lack of alignment on certain expectations between SECO and Cities Alliance, notably concerning the scope of the project (strategic and evolutionary vs. operational with clear and concrete results) and Cities Alliance's role in implementation (technical role vs. facilitation and coordination role).

The funds allocated were sufficient to carry out essential technical assistance missions for the municipalities concerned. Without this contribution, the project's results would certainly not have been achieved. The complementary nature of the partners' contributions, both financial and technical, facilitated the implementation of the project's various activities and the contribution of expertise and experience. The project thus benefited from substantial support in achieving its objectives.

However, in this context and as mentioned above, **synergy between partners should and could have been better ensured right from the project design stage**.

"There has been negative competition between TFPs due to the lack of space for reflection on intervention programs on the part of all of them."

Extracted from an interview with a Group C member.

It should be noted that the **small-scale projects identified and selected received a low volume of investment**, which limited their scope and expected impact. Small-scale projects had significant administrative costs, mainly caused by Cities Alliance and UNOPS internal processes that increased overheads to the detriment of project funds and overall impact. The allocation of additional resources would have improved the level of implementation of the expected results in terms of deadlines, quality and greater impact.

These so-called "quick-win" CDS projects, whose impact is limited, required nevertheless the mobilization of technical experts hired by Cities Alliance for training, drawing up ToRs, drawing up specifications and selecting suppliers.

²⁰ Some examples are given in the relevance criteria.

Having highlighted the limitations of small-scale investment projects, officials from Jendouba and Béja consider that **medium-sized, more substantial and structuring projects** can generate more extensive direct impacts on improving the living conditions of the population and would have better served the approach to feed into local development strategies and the scaling-up of lessons learned.

EFFECTIVENESS

Effectiveness was assessed at outcome level, with reference to contributory outcomes where appropriate. Conclusions regarding the effectiveness of Tunisia Madinatouna II and the identification of factors facilitating or hindering the program were underpinned by the triangulation of findings from the literature review, perceptual qualitative data drawn from interviews with a selection of national program stakeholders, actors at the level of the selected cities, Cities Alliance partners involved in implementing the program, other partners at regional level, stakeholders at selected city level and other development partners active in the field of urban development, as well as representatives from Cities Alliance and SECO. The evaluation focuses on the effectiveness of Tunisia Madinatouna II, based on the program's logical framework. The analysis focused on the latest update of the logical framework, which has changed over the course of the program.

Evaluation questions:

- *To what extent did the project achieve the expected results, and how effective were the various components? What were the main factors influencing the achievement or non-achievement of results?*

The assessment of effectiveness leads to an examination of the Madinatouna II project's ability to achieve its overall objective by supporting the four municipalities to further strengthen their strategic and participatory approaches to city planning, management, and investment.

This overall objective has been broken down into two specific objectives:

1. **Specific objective 1:** An inclusive and sustainable urban development policy, and advanced, coordinated, and institutionalized regulations, as part of Tunisia's decentralization process.
2. **Specific objective 2:** Priority investment projects in infrastructure and services selected and implemented by municipalities.

The results of the field missions, interviews with the various stakeholders and analysis of project documents enabled the evaluation team to assess the project's effectiveness and note that the degree of achievement of the specific objectives and expected results of Madinatouna II is satisfactory overall, despite the major schedule constraints and disruptions caused by Covid-19.

Below is an analysis of the extent to which objectives and expected results have been achieved.

1. **Analysis of results and specific objective relating to the implementation of an inclusive and sustainable urban development policy, and advanced, coordinated, and institutionalized regulations, as part of Tunisia's decentralization process:**

- ❖ The assessment of the degree of achievement of the specific objective was captured through 4 performance indicators with target values for two of them as shown below:

Table 5 - Analysis of the degree of achievement of objectives and the level of attainment of expected results

Indicators	Recorded value	Target value	Target attainment level
Number of policies and regulatory tools developed, adopted, and implemented to strengthen urban development policy, management, planning and regulation of the decentralization process.	Around 100 local planning documents (96 LDP, 8 CDS) completed	Not determined	
Number of functioning mechanisms regularly put in place to involve communities and civil society in urban governance at municipal level.	17 Mechanisms implemented: -4: Participatory diagnoses of LDP -1: Medenine Youth Council - 4: Participatory budget - Elaboration of 4 Annual Investment Programs (AIP) - 4: Meetings of municipal commission and councils	12	
Average assessments of the participatory planning process in place (budgetary or otherwise) by citizens (odd 16.7.2) and local government officials involved.	The evaluation of the participation process has not been carried out.	Not determined Activity not carried out. (Result not achieved despite absence of target value)	
Number of Tunisian municipalities implementing urban planning tools and mechanisms promoting inclusive, participatory and sustainable urban development.	4 Municipalities: ➢ Médenine ➢ Tataouine ➢ Béja ➢ Jendouba	4 Municipalities	

Result achieved	Partially achieved	Indefinite value	Results not achieved

The results achieved for the first two indicators were satisfactory, thanks to:

- TFP supports communes for the production of around 100 local development planning documents based on a participatory approach: 4 LDPs by Cities Alliance as part of Madinatouna II, 86 LDPs by ILO for newly created communes, 8 LDPs by UNDP, 8 CDSs.

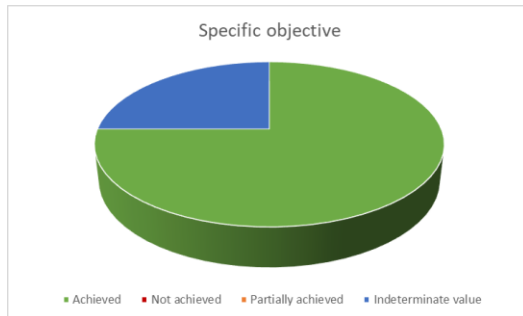
UNDP also plans to monitor and implement a dozen LDPs from the second half of this year.

- Mechanisms have been put in place to ensure the participation of citizens and civil society in urban governance and management at municipal level.

These mechanisms need to be consolidated to maintain the momentum of participation in the management of local affairs.

However, although an evaluation of the participation process has not yet been carried out, interviews conducted with the various players reveal satisfaction with the level of participation of citizens and municipal administration staff involved in the LDP preparation stages.

The four communes have succeeded in fine-tuning the actions prioritized by the CDSs and in providing themselves with a reference document for planning interventions to promote inclusive urban development. The alignment of territorial planning through urban planning documents with the recommendations and projections of the LDPs will help to promote sustainable and inclusive urban development.



Thus, the level of achievement of indicators relating to the specific objective of implementing an inclusive and sustainable urban development policy, and advanced, coordinated, and institutionalized regulations, as part of the decentralization process, has been reached overall.

- ❖ The assessment of the degree of achievement of results has been captured through 6 performance indicators, 4 of which concern the strengthening of capacities and regulations for inclusive and sustainable urban planning and 2 indicators, for the strengthening of the NCC in its mission as an effective platform for the coordination of national and international actors in urban development planning and management with target values, as indicated below:

1.1. Strengthening capacities and regulations for inclusive and sustainable urban planning:

Indicators	Recorded value	Target value	Target attainment level
Number of policy documents in preparation as a result of forum meetings, promoting international, national and local best practices ²¹	-4 LDP -A methodological guide for LPD preparation, capitalizing on the experience of TFPs - (TDR) for the revision of Médenine's Urban Development Plan (UDP), in line with LPD recommendations.	6 documents	
Number of participants in the transdisciplinary, multi-stakeholder forum (national and local authorities, academics, civil society, private sector)	693 participants, including 253 at national level and 440 locally: National level: <ul style="list-style-type: none"> ▪ Madinatouna II launch workshop: 65 participants ▪ LPD Forum: 40 face-to-face participants due to Covid-19 ▪ Forum on local development data: 64 participants (31.25 % women) 	360 people (30 per forum) (at least 40% women)	

²¹ The agreements with HIFL and CNS have not been signed. UDP and SDA have not been engaged.

	<ul style="list-style-type: none"> Forum on territorial attractiveness: 55 participants (36.36 % women) Territorial planning network workshop: 29 participants (34.48 % women) <p>Total: 253 participants (average 34% women) not including the closing workshop scheduled for March 14, 2023 (cancelled due to the political situation)</p> <p>At commune level: 4 LDP initiation workshop: 131 participants (25% women)</p> <ul style="list-style-type: none"> 4 LDP project prioritization workshops (3 days): 110 participants (27% women) 4 LDP final workshops: 199 participants (21.61% women) total: 440 participants 		
Number of transdisciplinary and multi-stakeholder forum meetings with gender-related issues	14 events: - 2 national forums and -12 local workshops	8	
Proportion of women participating in meetings and roundtables, and in the transdisciplinary multi-stakeholder forum	National average: 34% Local average: 26%	50%	

The aim of this component is to strengthen municipal capacities for inclusive urban planning and the introduction of regulations that are coordinated between the various players and institutionalized. According to the indicators adopted in the logical framework, the degree of achievement of results is satisfactory for 3 indicators and partially achieved for the indicator of participation of women and young people in the LDP development process.

i. With regard to the policy documents prepared, it should be noted that:

- The project supported the 4 municipalities in refining and operationalizing the results of the strategic planning process initiated by the Madinatouna I project. For the municipality of Tataouine, this mainly involved updating the LDP, previously drawn up with the support of ILO.
- The participatory approach was extended to the entire municipal territory, including the rural areas newly annexed to the municipal perimeter. The efforts made by the Cities Alliance team, with the support of the experts recruited, the IPAPD, the regional authorities, and the direct involvement of the municipalities and the "omdas, sector managers", at zone level, stimulated the participation and adhesion of the population to the participatory approach. The participatory dynamic created by the project enabled all local development partners and citizens to sit around the same table to plan the city's future. According to interviews with local players, the project also helped to bring collective intelligence together to identify needs, prioritize actions, and to sharpen citizens' sense of belonging to the local community, particularly in Médenine and Tataouine.

- It is worth noting the synergy observed between Cities Alliance and UNDP and their complementarity in terms of methodology, logistical support and communication, for the elaboration of LDPs in the communes of the South.
- Cities Alliance and IPAPD joined forces to iron out the difficulties encountered in the municipalities of Béja and Jendouba. These difficulties can be explained by the political heterogeneity of the municipal councils and the divergences between the latter and the municipal administration, or with the decentralised services.
- Socio-economic and urban surveys carried out in the project's municipalities enabled the evaluation team to gain a better understanding of the project's environment, enrich the LDPs' diagnostic phase and establish local social and economic indicators. Cities Alliance capitalized on ILO's experience in developing and conducting surveys. This approach was essential especially due to the lack of local information. In the end, the 4 municipalities agreed with the planning and support documents for local development: the LDPs. This gives them a tool for programming and steering short- and medium-term actions.
- The experience of collaboration and coordination between the TFPs, under the aegis of IPAPD, enabled the production of a guide for the elaboration of Local Development Plans, which will be made available to the communes. This work capitalized on the experience accumulated by Cities Alliance and the other TFPs: ILO, GIZ, CILG-VNG and UNDP, both in drawing up LDPs and city development strategies, in several of the country's communes.
- Exchanges between the project team (Cities Alliance and the municipal team) and the decentralised services and central administration led to the adoption of an innovative approach, which consisted in aligning the economic planning of the LDP with spatial planning, on the occasion of the revision of the UDP of the commune of Médenine. The ToR for the revision of the UDP were drawn up with the assistance of the Ministry of Public Works, Housing and Land Management's (MEHAT) Urban Planning Department and the Regional Equipment Department. They considered recommendations on energy transition, urban mobility and environmental protection, as well as projects arising from the LDP. However, the launch of the call for tenders for the selection of the consultancy firm remains dependent on the clarification of the municipalities' situation and the procedures for the preparation-revision of the UDP, following the recent dissolution of the municipal councils.

ii. With regard to participation in project activities, it should be noted that:

- The Madinatouna II project has succeeded in reaching a significant number of participants in its planned activities, in workshops and forums aimed at building the capacity of local and national players in local development planning.

At national level:

- A forum on local development planning, organized in partnership with CILG-VNG and NFTM to capitalize on experience gained and promote a concerted approach to developing and institutionalizing LDPs.
- A forum organized in partnership with ATU and IPAPD, on the theme of territorial attractiveness as a lever for sustainable and inclusive development.

- A forum in partnership with the National Statistics Council (NSC) and HALF, on the importance of local databases in local development planning.
- Other meetings with MEHAT structures, to ensure consistency between LDPs and UDPs and master development plans.

"The Madinatouna II project has triggered the process of producing local statistics in line with national statistics, which has made it possible to obtain the Local Development Indicator (LDI)"

Extracted from interview from Group A

- Local level:
 - A workshop to launch the LDP process and a schedule was organized in each commune,
 - A three-day thematic workshop to prioritize projects, and
 - A final workshop to present the results of the work.

These forums and workshops mobilized approximately 700 participants, which is double the targeted number in the logical framework of the project (360 people).

In addition to these participatory workshops, there were as many specific workshops in the zones or sectors (imadats), between 15 and 25 per commune, for the identification of needs and the expression of priorities by the population, as part of the diagnostic phase.

With regard to gender issues, it should be noted that:

Gender issues were addressed at national and local meetings in partnership with other programs and associations. In all, and according to the project's final completion report, 14 events supported by Cities Alliance covered the following themes in particular:

- Gender-sensitive planning and the promotion of gender equality,
- Designing and governing a more gender-sensitive city: "Women's leadership and gender-sensitive budgeting" and "Initiation to project design and management".
- The role of municipalities in reducing local inequalities. During the workshop, two panels were moderated: one on "Gender-sensitive local public policies and the role of municipalities in combating political violence", and the other on "Gender-sensitive budgeting".
- The first was on "Gender-sensitive budgeting", in Béja and Médenine.

i. With regard to the proportion of women taking part in meetings, roundtables and forums, it should be noted that:

The proportion of women taking part in thematic workshops, forums and meetings ranged from an average of 26% at local level to 34% at national level. Admittedly, the participation target of 50% was not achieved, but it seems to us that this target was ambitious from the outset, given the local context of the project areas and the practices adopted to date in the management of municipal affairs.

1.1. Strengthening the NCCs role as an effective platform for coordinating national and international players in urban development planning and management:

Indicators	Recorded value	Target value	Target attainment level
Number of meetings of NCC	This activity, planned in the logical framework, was not carried out and was cancelled. Despite awareness-raising and mobilization efforts, the NCC could not be involved due to political tensions between the NFTM and IPAPD. The ToRs presenting the institutionalization of the NCC (constituting one of the first activities in the implementation of the project) were submitted to the federation for its opinion. The latter forwarded a copy to the Ministry of the Interior (IPAPD) for its opinion, along with an invitation to the validation workshop. The Ministry expressed its rejection of this initiative. SECO was informed in the periodic report for the 1st half of 2021, as well as during the periodic follow-up meeting. As a result, attention was focused on other groups such as the territorial development planning network and the multi-stakeholder approach, set up by IPAPD.	12 meetings (4 per year)	
Number of urban planning tools (including CDSs) as part of urban planning under LCC, MEHAT, MALE and MF legislation	9 Documents <ul style="list-style-type: none"> - 4 CDS - 4 LDP - TDR for the revision of the Médénine Urban Development Plan 	Not determined	

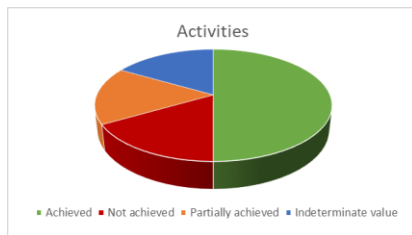
The NCC created at the time of Madinatouna I, was called upon to continue, within the framework of Madinatouna II, the missions of consultation, coordination, harmonization, and evaluation of support initiatives in local development planning, strategic planning and national urban policies to guarantee integrated, inclusive, equitable and sustainable urban development.

The NCC did not function or fulfil its missions as initially planned, due to differences between its members and the institutional and political instability that prevailed during the project period.

However, to compensate for the NCC's failure and to ensure the coordination of national and international players in urban development planning and management, the Cities Alliance team relied on the IPAPD, which took charge of coordination on a national scale, through the setting up of the COPIL, and on a local scale, through the establishment of an enlarged local COPIL for each commune. In addition to local representatives, the latter includes a representative of IPAPD, NFTM and the TFPs.

Cities Alliance also relied on the "Support for territorial planning" network of municipalities set up by the NFTM, which includes approximately twenty municipalities that have developed CDSs, LDPs and territorial visions.

These palliative solutions made it possible to mitigate the difficulties encountered and achieve the objectives set, through the production of CDSs and LDPs for each of the 4 communes, and the drafting of terms of reference for the revision of the UDP of the commune of Médenine, taking into account the LDP's recommendations.



Thus, the level of achievement of results indicators relating to the implementation of an inclusive and sustainable urban development policy, and advanced, coordinated and institutionalized regulations, as part of the decentralization process, has been reached overall.

1. Analysis of results and specific objective, relating to priority infrastructure projects selected and implemented by the four municipalities:

- ❖ **The degree of achievement of the specific objective** was assessed through 5 performance indicators and their target values, as shown below:

Indicators	Recorded value	Target value	Target attainment level
Total external funding (public and private) obtained by the municipality on the basis of MIPs	Indetermined value	32 Month. (USD) (Private / Public)	
Number of municipalities with MIPs supported by feasibility and safeguard assessments	4	4	
Proportion of small-scale projects that have been selected in a participatory manner and finalized within the project duration, with monitoring of their completion.	4	4	
Proportion of investment projects in the four target municipalities that incorporate the gender dimension/an assessment of the specific needs of young people	100%	100% (gender) 75% (youth)	
Total amount mobilized by the four municipalities for investment in projects prepared under activity 1.2.3	Indetermined value	8 Month USD (Private/ Public)	

Three of the 5 indicators adopted for the specific objective "priority infrastructure projects selected and implemented by the four municipalities" have been met:

- The 4 municipalities have succeeded in drawing up 4 LDPs, in accordance with the provisions of the LCC, in place of the MIPs initially planned.
- They have also selected and implemented small infrastructure and equipment projects, with financial support from Cities Alliance: the development of the auditorium in

Médenine, the redevelopment of small urban parks in Tataouine and Jendouba, and the installation of LED street lighting in Béja.

- The projects selected and prioritized in the LDPs, including those implemented during the project, took the gender dimension into consideration.

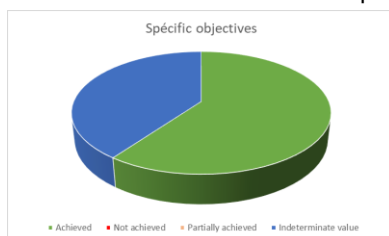
The indicator relating to the total external funds (public and private) obtained by the municipality on the basis of the MIPs (or LDPs) is indeterminate and difficult to assess due to several factors including:

- The difficulty of obtaining funding, given that municipal funding, with a few exceptions, is essentially channelled through the CPSCL, according to funding criteria and conditions set by the PDUGL.
- Municipalities' limited financial capacities,
- The project's limited duration and timeframe were too short, and its progress was disrupted by the advent of Covid-19 and institutional changes. In particular, it was not easy to bring the fund-raising and infrastructure project implementation processes to a successful conclusion.

« There was a significant slowdown in activities during Covid-19; priorities were elsewhere, and resources were redirected by the communes. It was difficult for the team to travel, and the project communes were also in the regions most affected by the virus ».

Extracted from Group D's interviews

- The indicator relating to the mobilization of a total of 8 million USD, by the four municipalities and dedicated to the investment of structuring projects, achievable in the medium term, has been partially reached. Applications to upgrade the public lighting network and progressively replace part or all of its energy stock have been prepared for fund-raising in three municipalities (Béja, Jendouba and Tataouine), and a financing application has been submitted for the municipality of Médenine (USD 5 million), which has already been shortlisted to build the economic and commercial platform. Indeed, at the time of finalizing this report, the project stemming from the funding application made by Cities Alliance on behalf of the municipality of Médenine, received initial approval from a committee made up of UNCDF, UCLG and GFCD and has moved on to the next stage.



Thus, the level of achievement of indicators relating to the specific objective concerning the selection and implementation of priority infrastructure projects by the four municipalities within the framework of Madinatouna II has been reached overall.

- ❖ **The assessment of the degree of achievement of the results** of the 6 activities relating to the selection and implementation of priority infrastructure projects by the four municipalities under Madinatouna II is as follows:

- **R1.2.1 - Development of MIPs and IAPs for the four municipalities, with a list of projects identified and prioritized in the City Development Strategy, aligned and harmonized with other public or private investments:**

Indicators	Recorded value	Target value	Target attainment level
Number of municipalities that have implemented MIPs that are supported by feasibility and safeguard assessments.	The project has dispensed with the preparation of MIPs and replaced them with LDPs, in line with the provisions of the LCC.	Elaboration of 4 LDP	
Number of ongoing and planned VDS projects clearly aligned and presented in MIP documents for the 4 selected municipalities.	This indicator has changed its meaning with the replacement of MIPs by LDPs. There is a strong overlap between the priorities identified in the two documents (CDS-LDP), as well as projects that far exceed the 12 projects.	12	
Number of dialogues facilitated to ensure appropriate sequencing of projects between the four municipalities, as well as with national government departments (such as CPSC) and relevant donors.	30 – Results achieved <ul style="list-style-type: none"> - Bilateral meetings with local authorities (4-6 per commune). - Workshops to prioritize medium-term projects (4) - LDP project prioritization workshops (4) - Final LDP validation workshops (4) - Meetings with National Agency for Energy Management (NAEM) -for GTF and AMI and United Nations Capital Development Fund (UNCDF) -International Municipal Investment Fund (IMIF) (at least 4 meetings) 	12	

The project supported the 4 municipalities in refining and operationalizing the results of the strategic planning process initiated by the Madinatouna I project and enabled them to adopt concerted **local development planning documents** to replace the MIPs.

Madinatouna II contributed to the operationalization of the provisions of article 105 of the LCC, which instituted the LDP, by organizing public consultations, thematic workshops and consultation forums with the various local actors and associations. According to interviews with local officials, the level of citizen participation in participatory planning activities is satisfactory: the practice of participation initiated during the preparation of the CDSs has continued and been strengthened as part of the preparation of the LDP and participatory budgets.

During the preparation of the LDP, Cities Alliance capitalized on the participatory approach adopted by the CDS. The projects selected for the LDPs are generally derived from the CDSs. This coherence between the different planning documents ensures better coordination between local development actions and projects, and more efficient use of available resources.

The LDP preparation process was based in particular on coordination and consultation with the UNDP, on the methodology and on capitalizing on the experience of ILO and GIZ.

- **R1.2.2 - Carry out feasibility analyses for small priority projects MIP/CDS:**

Indicators	Recorded value	Target value	Target attainment level
Proportion of small-scale projects that have been selected in a participatory manner and finalized within the project duration, with follow-up of their completion.	This indicator changed its meaning during implementation. It concerns 4 small-scale projects. These infrastructure projects were not subject to a technical and financial feasibility study.	4 projects and 4 feasibility analyses	

With regard to technical feasibility studies for small-scale infrastructure projects, the number of projects was reduced during project implementation from 8 to 4.

These small-scale infrastructure projects were not subject to technical and financial feasibility studies in accordance with the project's logical framework. Although they were considered small-scale and priority projects during the prioritization workshops, they received support and technical expertise, notably for the preparation of tender documents for suppliers and contractors.

It should be noted that the complexity of procurement procedures and the scarcity of qualified companies in the regions are factors that lengthen execution times and have a negative impact on the progress of projects and the quality of services.

- **R1.2.3: Medium-sized MIP/CDS projects are prioritized and prepared for investment (those not directly financed by Cities Alliance).**

Indicators	Recorded value	Target value	Target attainment level
Number of market analyses carried out, including analysis of financing arrangements.	- Médenine: Project prioritized and prepared - Béja, Jendouba and Tataouine have chosen to work on energy transition and the reduction of public lighting bills. An energy audit was carried out for the three communes, together with action plans.	4	
Number of discussions initiated and facilitated with and between national and local authorities to align investments at national, regional and local level	33 dialogues within the framework of meetings, conferences, forums, workshops, etc.	12	

(MEHAT, MDICI, Ministry of Transport, etc.).			
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For the prioritization and development of MT projects, the COPIL adopted an approach for the selection and prioritization of 3 projects per commune from the CDSs within the framework of a 3-day workshop organized for this purpose. The 1st prioritized project was selected to benefit from the development of project sheets, feasibility study, concept note and support in preparing the fund-raising file.

For the commune of Médenine, the project for an economic platform was selected and was the subject of a feasibility study and training for the municipal team in techniques for preparing financing files and fund-raising files for donors. The successful completion of this project in the near future will undeniably generate positive economic and social spin-offs for the city and region of Médenine.

At the time of finalizing this evaluation report, and as already mentioned above, this funding request made by Cities Alliance on behalf of the municipality of Médenine, has received the initial approval of a committee made up of UNCDF, UCLG and GFCD and has moved on to the next stage.

For the communes of Tataouine, Jendouba and Béja, priority was given to upgrading the public lighting network.

To this end, an energy audit was carried out with the support of NAEM, to provide a detailed diagnosis of the network and installations, and to identify priorities for action, with figures for sanitation and network rehabilitation. During the audit mission, young graduates received on-the-job training.

This will enable the communes to undertake priority actions, in line with their financing capacity, to upgrade the lighting network and reduce their energy bills.

The project has also strengthened the capacity of the technical managers of the 3 beneficiary communes to prepare technical and fundraising files.

- Initiatives have already been taken, and funding applications have been prepared by the municipalities of Béja and Tataouine to request financing for prioritized actions from NAEM.
- The commune of Jendouba has opted instead to participate in the AMI to be launched by the CPSCS in September 2023 to finance work on the public lighting network.
- Discussions within the framework of workshops, conferences and multidisciplinary forums were held between and with national, regional and local authorities, enabling the sharing of experiences around inclusive and sustainable local development planning and investment coordination at national and municipal level. In addition, three bilateral meetings were held with representatives of the Ministry of Public Works, Housing and Spatial Planning, to align the UDP with the recommendations and results of the LDPs.

R 1.2.4- Public and private funding for investment-ready medium-sized projects through specific dialogues (including the LDP) and matching (including close alignment with the schedules of potential donors such as the CPSCS).

Indicators	Recorded value	Target value	Target attainment level
Number of PPP meetings held (Proportion of private sector representatives)	100%	4 (50%)	
Number of projects submitted to external donors for study / to CPSCL for financing	4	4	
Number of infrastructure financing contracts prepared and signed for medium-sized projects	0	4	

With regard to **public and private financing of medium-sized projects, and according to the results indicators selected, it should be noted that:**

- Private sector representatives (UTICA) are members of local COPILs who took part in the various activities involved in drawing up the LDP for each commune.
- The projects resulting from the 4 LDPs were presented to the CPSCL for funding at the validation workshop.
- For the towns of Tataouine, Jendouba and Béja, an application was made to the [LoCAL](#) project, which helps local government authorities in developing countries access the climate finance, capacity-building and technical support they need to respond and adapt to climate change. The three cities that have carried out an energy audit are currently awaiting the outcome of their application to find out whether they will be eligible for partial or complete renovation of their energy fleets, with annual envelopes of 150,000 (up to 600,000 in total).
- A funding application for USD 5 million has been submitted to IMIF, managed by UNCDF, to support the Medenine municipality's fundraising for the Economic Development Platform project. As mentioned above, this funding application was approved at the time of finalizing this evaluation report and has now moved on to the next stage of the process.

R1.2.5- At least one small-scale MIP/CDS priority project per municipality is implemented during the program period.

Indicators	Recorded value	Target value	Target attainment level
Number of small-scale infrastructure projects implemented in the four municipalities based on MIPs.	4	8	

For small-scale projects, 4 projects were implemented in the 4 communes selected for Madinatouna instead of the 8 initially planned.

Under Madinatouna II, 4 small-scale projects identified by the CDSs and prioritized by the LDPs have been implemented. These projects concern:

- Participation with the commune of Médenine in the redevelopment of the municipal cinema, which had been abandoned for some fifty years. Thanks to the project, it has been transformed into a multi-purpose space to enhance the region's cultural activities.

"The new design of the auditorium meets the needs and expectations of local residents in terms of

entertainment and access for women and young people to quality cultural events, with a capacity of 450 people"

Extracted from the focus group including the Médenine Cultural and Artistic Association
"MUSEAQUE"

Thanks to its versatility, the renovated auditorium can host a variety of events, including concerts, exhibitions, theatrical performances, film screenings and conferences. The aim of this initiative is to encourage local artistic creation and promote the region's cultural diversity.

The project also benefited from a contribution from the UNDP to develop the space adjacent to the hall, thereby improving the cleanliness, safety and aesthetics of the hall's immediate environment.

- Participation with the municipality of Tataouine in the redevelopment and installation of street furniture and Led lighting in three urban parks (Parc Cité Tahrir, Parc Urbain Entrée Sud / Route Remada, Jardin Public near the Tunisia Telecom agency) which are already developed but lack the street furniture and equipment to be functional.
- Implementation of the public lighting network in Béja: This project - part of the CDS - involves upgrading the public lighting on three of the city's main thoroughfares, through the supply and installation of LED lighting. Improving the quality of public lighting will ensure the safety and fluidity of movement for residents and reduce energy bills.
- The creation of an urban and leisure park in Jendouba in the Cité El Ferdaous district, which houses the headquarters of the Jendouba North delegation, as well as a mosque and an elementary school, and is close to the regional hospital and the university complex.
- Cities Alliance has mobilized two experts in project management and infrastructure to support the communes in preparing the technical file for the launch of public lighting works for the Tataouine and Jendouba projects.

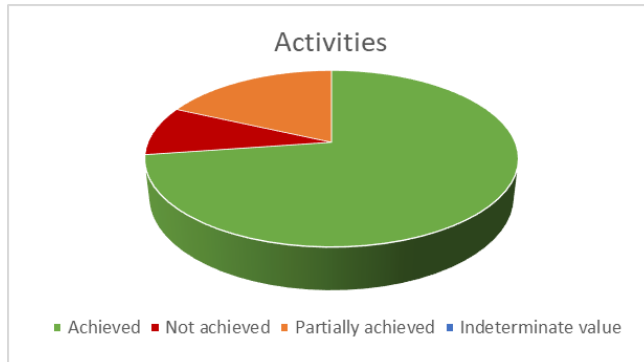
R1.2.6-Design and implementation of the MEL (monitoring, evaluation and learning) system for MIP/CDS

Indicators	Recorded value	Target value	Target attainment level
4 municipalities that have developed and implemented MEL systems	0	4	

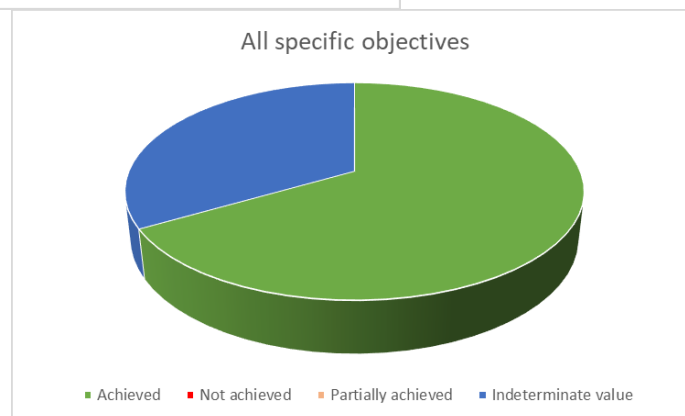
Delays in project implementation, mainly due to late start, delays in setting up project teams, the advent of the Covid-19 pandemic and institutional instability, meant that it was not possible to set up a monitoring and evaluation system for LDP projects. However, the project provided the communes with data on their territories, based on socio-economic and urban surveys and studies. This data can be used as a decision-making tool. Similarly, indicators aligned with the Sustainable

Development Goals (SDGs) have been defined and can be used to improve implementation performance.

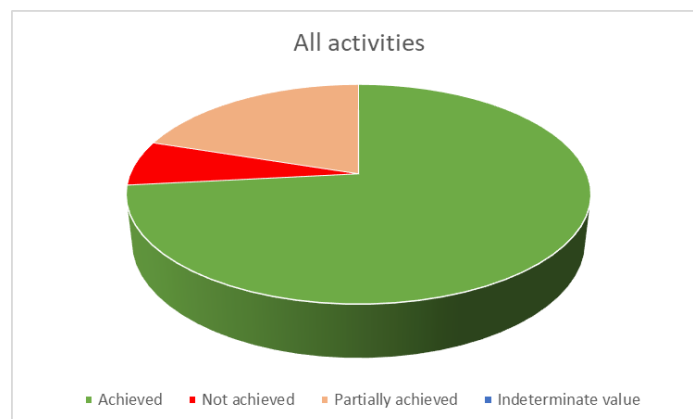
Thus, the level of achievement of results indicators relating to the selection and implementation of priority infrastructure projects by the four municipalities within the framework of Madinatouna II has been reached overall.



In conclusion, **for the specific objectives** announced for the Madinatouna II project, the level of achievement of the indicators is globally satisfactory.



Similarly, the level of achievement of results indicators is satisfactory, despite the above-mentioned difficulties.



IMPACT

The program's impact is understood in terms of **producing long-term benefits with regards to institutional, political and social change**. These are reflected in the overall objective around

which Tunisia Madinatouna II has been designed: program member municipalities will further strengthen their strategic and participatory approaches to urban planning, management and investment, and on this basis will train local staff with the capacity to identify, pool and implement priority investment projects in infrastructure and services, thereby fostering inclusive and sustainable development projects. The aim being to institutionalize, advance and better coordinate the planning, management and regulation of inclusive and sustainable urban development.

Evaluation questions:

- *What preliminary results, positive or negative, intended or unintended, have been generated for the participating institutions and stakeholders, and what has changed for the residents of the participating municipalities?*
- *To what extent has the Madinatouna II project contributed to inclusive urban development and the active and effective participation of citizens (particularly young people and women), and to what extent is this reflected in the planning and decision-making processes of the municipalities that took part in the project?*

1. Impact on communes

Madinatouna II **contributed to the operationalization of the participatory approach introduced by the LCC and PDUGL, for the elaboration of local planning documents, by mobilizing local actors, the population and representatives of civil society for the elaboration of the 4 LDPs.** By the end of the project, the communes had familiarized themselves with the new requirements and acquired practices for informing, raising awareness and gathering the expression and priorities of the population in different areas, using different media: thematic workshops, consultation forums and conferences in different sectors of the commune. These achievements are also put to good use by the same communes, in the preparation of the participatory budget and the annual investment plan. The implementation of this new multi-sectoral approach to urban planning, with the active participation of citizens and land users, improves the choices and relevance of planners' projections, insofar as it addresses all aspects of development and involves all stakeholders as well as the population.

The Madinatouna II project has raised awareness of the **need to use reliable statistical data on the local economy, population, facilities and infrastructure to gain a better understanding of the local environment.** It raised awareness on the need for up-to-date data on the commune, which until now had been produced at governorate and delegation level. Following this request, the INS has decided to take the necessary steps to ensure that the next general census, scheduled for 2024, meets this need.

The project's achievements have **enabled the communes to define their needs, taking into account local potential and constraints, and to draw up a prioritized action plan based on a shared vision for sustainable local development.**

« The project has contributed to improving urban development; it has made a small contribution through LDPs and the implementation of the projects, but it has not had a transformative impact. Better results have also been achieved in Médenine and Tataouine. »

Extracted from Groupe D's interviews

The Madinatouna II project has **strengthened the communes' ability to operationalize the participatory approach to programming local investments, establish a framework for consultation with citizens and development stakeholders, and provide them with a strategic reference document entitled "A sustainable local development plan"**.

Exchanges created within the framework of the project between the municipality, decentralized services and central administration have enabled us to **validate an initiative at the level of the commune of Médenine, enabling the economic planning resulting from the LDP to be aligned with spatial planning and the integration of national guidelines, in terms of energy transition, urban mobility and risk prevention, during the revision of the UDP**. This innovative approach to inclusive urban development planning will be taken into account by the Ministry of Public Works in the provisions of the new CATU.

The project's impacts, as identified in interviews with national and local decision-makers, include the following:

- At national level, the actions selected for the LDP will feed into and enrich the various phases of drawing up the three-year National Plan, in a bottom-up approach, and give it greater legitimacy thanks to the participative approach initiated in the LDPs.
- At the local level, the importance of an approach based on collaboration and consultation between decentralized services, requires harmonization of planning tools and results.
- The choice and prioritization of projects resulting from the participatory phase have a positive impact on the LDP and give it greater legitimacy in the eyes of the population, insofar as it responds in part to the priority needs of the citizens, and in particular to the needs of specific groups (women, children, the elderly and young people).
- Madinatouna II has raised awareness and enabled the communes to play a leadership role in the development of the LDP.

2. Impact on local development players

Training and capacity-building activities have had a positive impact on local and communal actors by improving their performance and strengthening their commitment to local development actions in search of the development solutions needed to tackle local problems. Capacity-building activities have also been fundamental to achieving long-term impact, as they focus on training civil servants working in the administrations, so that in the event of political change, they remain and ensure continuity.

The Madinatouna II project **strengthened the capacities of the local administration and decentralized services and improved their working methods**. The activities undertaken provided a framework for learning and improving their skills and practices in the field of local development. The training courses and workshops enabled participants to gain a better

understanding of local development issues. These enhanced skills enabled the local administration to be better equipped to respond to the needs of the population.

Meetings at workshops and forums have also provided an opportunity to encourage exchanges between local players and forge partnerships. These dynamics increase cooperation between stakeholders and strengthen their active participation in the implementation of innovative local development initiatives.

In Médenine, capacity-building for municipal executives has enabled them to **prepare financing dossiers and fundraising applications to donors for the financing of the economic platform**. This mastery of the preparation of financing dossiers will be put into practice for the municipality's future projects.

«The development of an economic platform will generate positive spin-offs for the development of the town and its populations. The experience gained has encouraged the emergence of various initiatives, including the creation of an EMG (Municipal Management Company) to manage public facilities (auditoriums, green spaces, etc.), with the possibility of integrating private partners into the services created. The application is submitted to the Ministry of the Interior for approval ».

Extracted from an interview with the city of Médenine

An executive unit has been set up at municipal level to prepare these funding applications and raise funds from donors for innovative projects to serve the local population, such as the introduction of a SIG, online services, a remote management system for the public lighting network, etc.

The project has also helped to **build the capacity of the communes' technical managers in the preparation of technical and fund-raising dossiers**. Funding applications have already been prepared by the communes of Béja and Tataouine to request NAEM funding for prioritized actions.

« It's not just about strategies and plans, which are of course important; the two main achievements are concrete projects, which help cities and their administrations understand how to write projects in order to get more funding. Capacity building is essential, because despite a political change like the one currently taking place, if administrative staff are able to write funding applications, this will have a big impact in the short and long term ».

Extracted from Groupe D's interviews

In addition, the valorisation of assets has encouraged the emergence of various initiatives, including the creation of a Municipal Management Company (EMG) in Médenine to manage public facilities (auditoriums, green spaces, etc.), with the possibility of integrating private partners into the services created. The dossier for the creation of an EMG has been submitted to the Ministry of the Interior for approval. This kind of public-private partnership initiative will have a positive impact on encouraging young people's participation and creating jobs.

3. Impact of the project on the population

In terms of citizen participation

According to participants in the Médenine's focus group, mobilizing local players in a participatory approach enabled the population to express their needs and give their opinion on intervention priorities, and to see their proposals taken into consideration. This has helped to improve relations with the municipality and the level of confidence in local politics.

This improvement in relations between citizens and municipalities was also noted by the General Secretaries of Tataouine, Médenine, Béja and Jendouba.

Learning about the participatory approach, through preparatory meetings and discussions with citizens and associations, has contributed to a certain extent to building relationships of trust between citizens and the municipality, and has strengthened the credibility of the Municipality in the eyes of the population, and the involvement of citizens through neighbourhood representatives in carrying out and monitoring the small projects initiated under Madinatouna II.

The project has the merit of introducing and instituting the **participation of women and young people in project development**. In this way, their participation has helped to raise the profile of these components of society and ensure that their specific needs are taken into account; even if, due to a lack of resources, implementation does not always follow planning.

According to the stakeholders interviewed in Médenine, the workshops and sector meetings were carried out to the satisfaction of all players (citizens, associations, decentralized services, etc.), despite the difficult climatic conditions and temperatures approaching 50°C during the month of July.

« At the beginning of the project, citizens came forward to make their pleas and express their needs, but little by little, a certain trust was established, and people adhered to the objectives and the participative process of implementing the project ».

Extracted from interviews with the town of Béja

According to interviews with local officials in the communes (of Médenine, Tataouine, Béja and Jendouba), **the level of citizen participation in participatory planning activities is satisfactory**: the practice of participation initiated during the preparation of the CDSs has been continued and strengthened as part of the preparation of the LDP and participatory budgets.

Relations between citizens and the municipality have improved, particularly in towns such as Médenine and Tataouine, which have communicated regularly on the project and regularly involved the population and representatives of civil society in project activities.

All the interviews conducted with local authorities in the four towns revealed the same conclusion: women and young people's access to public facilities has been improved. There is no doubt that women and families in these towns now have more opportunities to access local public spaces, and we are even witnessing a greater appropriation of these safe local facilities by women.

Implementation of priority projects

The actions carried out as part of the priority projects in the four communes have a direct impact on the lives of citizens in the target areas and beyond, depending on their reach.

In Médenine, the rehabilitation and equipping of the cinema and the development of the adjoining square will enable films to be shown, plays to be performed and other cultural events to be organized, while reconciling young people with a hitherto abandoned space. This project will ultimately promote cultural activities in the region and improve access to this facility for women and young people. The landscaping of the square in front of the hall improves the environment, aesthetics and cleanliness of the area.



The public park projects in Jendouba and Tataouine provide access to planted areas and children's playgrounds for the population of neighbouring districts, creating a framework of attraction for citizens and young people and improving their living environment. The urban parks are currently frequented by families, women and children, and young people, according to the various testimonies gathered. Indeed, representatives of almost all the categories of stakeholders met during the evaluation and expressed general satisfaction with the facilities. A positive impact was expressed following the redevelopment of the urban parks and the improved safety thanks to the installation of lighting: Tataouine commune officials estimate that around 80% of the project's beneficiaries are women.

Photos of the redeveloped parks in Tataouine



Street lighting projects on main roads in Béja improve traffic conditions and access to urban services and contribute to better accessibility to project areas and safer travel for women and young people.

Photos of street lighting units installed in three main thoroughfares in the town of Béja.



Photos taken on 18/05/2023 – at 20h :00 – town of Béja/SRH-IDCI

The involvement of citizens and development players in a participatory approach enables citizens and civil society to take ownership of projects. In this respect, it is worth noting that we did not observe any negative actions or acts of vandalism on the developments carried out during our field visits.

The expected impact of the Madinatouna II project, according to the logical framework, is a sustainable improvement in the living conditions of the population living in the four targeted urban areas.

Three result indicators have been selected in the logical framework for impact assessment. These indicators concern:

- The percentage of the population with access to basic services (SDG 1.4.1) in the four targeted urban areas.
- Proportion of households satisfied with the quality of basic services (disaggregated by service).
- Average municipal expenditure per person per year on public services in the four target urban areas.

It should be noted that the target values for the three indicators have not been determined. The results obtained correspond to an assessment of the level of attainment of the objectives set.

Indicators	Recorded value	Target value	Target attainment level
Percentage of population with access to basic services (SDG 1.4.1) in the four target urban areas	To determine	The development of a performance hall in Médenine will provide a real opportunity to enhance the region's cultural activities and citizens' quality of life. Projects to develop urban parks in Tataouine and Jendouba will improve citizens' quality of life by giving them the chance to get out and enjoy outdoor activities. The LED Street lighting project in Béja has a positive impact on the environment, the community budget and the well-being of local residents. The percentage of the population with access to basic services has not been determined.	
Proportion of households satisfied with the quality of basic services (disaggregated by service)	To determine	The project's interventions (urban park development, public lighting, auditorium equipment) promote household access to public and leisure facilities and improve household satisfaction. The level of household satisfaction has not been determined.	
Average municipal expenditure per person per year on public services in the four target urban areas	To determine	Average expenditure (2016-2021) per year and per inhabitant on public services in the four communes (Title II expenditure: cleanliness, roads, public lighting, etc.) is estimated as follows: <ul style="list-style-type: none"> • Médenine : 12 DT • Tataouine : 21 DT • Béja : 16 DT • Jendouba : 19 DT Expenditure levels were considerably affected by the impact of the Covid-19 pandemic.	

The performance indicators proposed in the logical framework have not been determined, to enable a qualitative assessment of the expected impacts.

Depending on the perceptions of local players, associations and citizens, and on the basis of observations in the field, we can confirm a partial level of achievement of objectives. **Impacts vary from one commune to another and depend on the level of operation** and maintenance of the infrastructures put in place.

At this stage, immediately on completion of the project, **the impact of the project is difficult to assess. It is necessary to take time into account to assess changes in living conditions.** An assessment several years after completion of the project may be more relevant and enable us to measure the real impact of the project on improving living conditions and the living environment of the population.

SUSTAINABILITY

The sustainability analysis focuses on **whether the benefits of Tunisia Madinatouna II are likely to endure, what factors have facilitated and hindered sustainability and the extent to which Tunisia Madinatouna II has generated national, regional and communal ownership**. To this end, the evaluators analysed and triangulated the main findings of the previous sections of the report. Interviews with a selection of national program stakeholders, actors at the level of the selected cities, Cities Alliance partners engaged in program implementation and other development partners active in the field of urban development, as well as representatives from Cities Alliance, SECO and donors, which complement the information from the documentary analysis.

Evaluation questions:

- *To what extent has the project institutionalized its strategies, partnerships and commitments in the four partner cities? In particular, what measures have been put in place to ensure that the Local Development Plans drawn up are promulgated, operationalized and implemented? What else needs to be put in place?*

A participatory approach:

The adoption of a participatory approach to the planning and implementation of development projects within the LDP framework has enabled the local population to express its views and **have its needs and concerns considered in the decision-making process**. It has also fostered the **emergence of democratic practices** at local level and relationships of trust between citizens and decision-makers, with nearly **3,500 people attending over 100 citizen participation workshops and 18 thematic workshops organized in the cities**. The public consultations have helped to strengthen the credibility of the municipalities in the eyes of the population, and the involvement of citizens through associations, neighbourhood representatives, etc., in the implementation and monitoring of projects. However, it is important to maintain and pursue this relationship to ensure its sustainability, especially as this approach is instituted by the Local Authorities Code, which states in article 29 that: "The local authority council guarantees the effective participation of all residents and civil society in the various stages of drawing up development and land-use planning programs, and in monitoring their implementation and evaluation", and that "The local authority shall take all measures to inform residents and civil society in advance of development and land-use planning program projects". The consultations and participatory approaches described above have served to strengthen the credibility of the Municipality in the eyes of the local population, and to further involve citizens in the implementation and monitoring of projects. Thanks to their active participation in the consultation meetings, the citizens of the four communes were able to choose and prioritize projects according to their real resources.

« Many Tunisian communes have very low staffing levels, so they need financial support, more human resources, and technical expertise. The question is how to achieve this effectively and efficiently and ensure national replication. We need to think about how to move beyond the pilot project to establish this national approach. »

Extracted from Groupe D's interviews

Mobilizing decentralized services:

The project led to the **drafting of LDPs**, strategic documents for the sustainable development of the commune instituted by the LCC in article 10523, and the establishment of a framework for consultation with citizens and development stakeholders. The same article stipulates that the LDP will be drawn up "with the support of State services", which, thanks to the mobilization imposed by the Governors, has enabled the effective participation of decentralized State services in the various phases of LDP development. This involvement of the decentralised services was significant, which was not previously the case with such a high level of municipal projects. Closer ties between the decentralised services and the city's technical services will enable better coordination and consultation in future projects and will ensure consistency between economic planning and territorial planning.

« The local steering committees have played an important role in coordinating the project, defining its components and implementing its actions. The involvement and contribution of decentralized departments is remarkable. Closer ties between the decentralised services and the city's technical services will enable better coordination and consultation in future project. »

Extracted from an interview with the city of Médenine

Taking LDP projects into account in urban development plans:

In the case of Médenine, recommendations on urban mobility, environmental protection, energy transition and LDP projects were taken into consideration when drawing up the ToR for the revision of the commune's UDP. These terms of reference were drawn up with the assistance of the MEH's urban planning department and the regional equipment department. This approach, which uses the results of the LDP to draw up the TOR of the UDP, is effective and will be replicated in other communes, adapting the TOR to the situation of each commune in terms of infrastructure, housing, social and community facilities, social situation and environment, etc. Furthermore, the approval of the LDP initially by the municipal council, and by the Governor since the dissolution of the municipal councils, guarantees its political support and assistance in its implementation, and the setting up of mechanisms to monitor its execution, thus ensuring its sustainability. In addition, and as a concrete example of the usefulness of the LDP, the 2023 PPAI of the two cities of Médenine and Tataouine have drawn on the projects identified by the LDPs of the two cities.

Energy audits:

The energy bill, and mainly public lighting, is one of the biggest expenses for municipalities. The energy audits carried out have enabled the municipalities of Tataouine, Jendouba and Béja to draw up costed action plans for the rehabilitation of their public lighting networks (covering a total of 20,000 light points). These audits will enable the municipalities to achieve savings of around 30% on their electricity bills, enabling them to undertake priority actions, in line with their financing capacity, to upgrade the lighting network and reduce their energy bills. The audits carried out in these municipalities have also enabled municipal technicians to be trained in the energy transition

and to participate in carrying out detailed technical and economic studies relating to the actions recommended and selected for each municipality.

Training municipal managers to set up projects:

Learning and capacity-building for the communes' technical and financial staff has enabled them to initiate and put together effective dossiers for communal projects, as well as improve the preparation of dossiers for fund-raising and fund-seeking, and in partnership with other parties²². The experience acquired by municipal managers has enabled them to prepare application files and funding requests.

In addition, Cities Alliance involved the Sustainable Infrastructure Foundation (SIF), which provided SOURCE, a project preparation software package for Médenine. SOURCE offered a common framework, integrating international best practices and private sector requirements, fully adaptable to the city's processes and interoperable with complementary IT systems, and aimed at strengthening the capacity of project promoters to implement sustainable infrastructure projects. SIF has been involved on several occasions in training local authorities online in the use of the software. The local Cities Alliance team was able to convince the municipalities to use this tool, which is based on internationally recognized practices, and which today enjoys a high level of credibility with international investment funds. In addition to the project selected by the city, this software enabled Médenine to gain greater visibility with potential private or public investors and is currently being used by local authorities.

The dissolution of municipal councils since March 2023 has slowed down the decentralization process and prevented the replication of participatory planning in other communes, apart from what has been achieved to date with the support of TFPs. As a result, the dissolution of the IPAPD has "slowed down" actions undertaken by national strategic partners such as the IPAPD²³ and the NFTM²⁴ as well as project funding by the TFPs, who remain expectant and fear that this dissolution will jeopardize the entire decentralization process in Tunisia. UNDP, for example, has announced that it will continue to support communes within the framework of the LDP from the second half of 2023.

LDPs require knowledge of the natural, environmental, economic and social characteristics of the communes. This data is non-existent for many communes, and even if it does exist, it is outdated for most of them due to the extension of commune boundaries following the new division of the territory and the creation of 86 new communes. Communes will need support in producing, managing and updating their data before they can begin to produce a LDP.

²² See detailed information under effectiveness criterion R1.2.4, p28

²³ Foresight and support body for the decentralization process

²⁴ National Federation of Tunisian Communes

Implementing and monitoring communal projects programmed under the Regional Development Plans (RDP)²⁵ 2023-2025: communal projects programmed under the RDP, and which have been the subject of broad consultation at regional level have been taken into account when drawing up the LDPs, thus ensuring consistency between local and regional planning. However, municipal officials fear that the lack of visibility regarding the realization of these projects is a source of disappointment for the population, who may no longer adhere to the participatory process. In this respect, the LDPs' restricted technical monitoring committee, set up by the COPILs, is called upon to monitor and communicate periodically on the progress of projects programmed within the framework of the LDPs.

The private sector's contribution has not lived up to expectations. Although UTICA representatives attended consultation meetings to identify and prioritize LDP projects, their concerns revolved around problems linked to the anarchic installation of vendors, the absence of a traffic plan for the city, and so on. The private sector did not propose any projects that could be the subject of a public-private partnership, despite the fact that this type of arrangement is strongly supported by the government and donors. It is true, however, that the operationalization of the implementing texts on public-private partnerships has not yet produced encouraging results for the realization of projects with local authorities²⁶.

²⁵ At the regional level, the PDRs were carried out under the aegis of the Ministry of Economy and Planning (MEP) by commissions bringing together all the stakeholders at the level of the Governorate (deconcentrated regional directorates, civil society, professional organizations UTICA, UGTT, UTAP, etc.) and piloted by the Governor assisted by regional representatives of the MEP and development offices.

²⁶ We do not yet see any projects implemented despite the decree-law of October 19, 2022. The Assessment Report on the capacity and role of Tunisian municipalities in the implementation of the national climate policy - September 2022: GIZ / ANME / Ministry of the Environment, IKI noted that: It is essential to operationalize the law on PPPs (Law n° 2015-49 of November 27, 2015, relating to public-private partnership contracts (PPP) which offers theoretically to municipalities additional opportunities for financing certain projects).

5. Conclusions and lessons learned

5.1. Conclusions

Conclusion 1 (linked to the results of the Relevance and Coherence criteria):

Right from the design phase and based on the results of the CDSs, the project adopted a holistic approach that considered several dimensions (economic, social, environmental, urban and governance) and a participatory approach to local planning (organization of participatory workshops and consultations, ongoing discussion with stakeholders). This initiative enabled a better understanding of the specificities of each commune, to be able to adapt to the national and local needs of all stakeholders, and to introduce the necessary changes in response to external and contextual challenges. However, the project could have involved municipalities more in the design and launch phases, which would have enabled greater ownership at an earlier stage of implementation.

Conclusion 2 (linked to results from the Relevance criterion):

The project demonstrated flexibility and adaptability considering certain contextual and external factors, as well as internal project management challenges, which together had a significant impact on the project and made its implementation difficult (changes in political leadership, emergence of the Covid-19 pandemic, among others). Despite this, the project was able to adapt right from the design phase, trying to preserve as much as possible the key axes agreed in the project design and the needs of national and municipal players, as well as maintaining an ongoing dialogue with all stakeholders.

Conclusion 3 (linked to results from the Coherence criterion):

The project has strengthened the coordination between the various local players and mobilized them around agreed objectives and complementary actions, either directly or with the help of TFPs. However, there are disparities between municipalities, most of which are linked to their specific institutional context. At national level, it has not been possible to institutionalize the National Coordination Committee and alternative measures have been adopted. Formalizing coordination between the various partners took time, partly because of the lack of participation and leadership from national players and because of the sanitary context, but also because of the delay in recruiting the project manager by Cities Alliance. Better technical coordination was finally established, facilitating the distribution of tasks and encouraging complementarity between the various projects planned in the target cities.

Conclusion 4 (linked to the results of the Effectiveness criterion):

The project helped to strengthen the planning process in the cities involved. On the one hand, it created the conditions for the four municipalities to refine and operationalize the results of the strategic planning process they had initiated under Madinatouna I, and on the other, it supported the acquisition of a concerted local development planning document, which constitutes a strategic planning tool to guide and optimize actions and investments in the short and medium term.

Conclusion 5 (linked to results from the Effectiveness criterion):

The project has helped to build the capacities of municipal managers and players and their partners in the decentralised services, who are now better equipped to respond to the needs of the population and are better able to implement more relevant and effective projects to meet the challenges of local development. It has also helped to strengthen gender mainstreaming.

Conclusion 6 (linked to the results of the Efficiency criterion):

The energy audit carried out by the project was very important for the municipalities of Tataouine, Jendouba and Béja, as it provided them with a diagnosis and an action plan with budgeted action priorities for sanitation and the rehabilitation of the public lighting network. The technical and economic studies produced will be useful in attracting subsidies and other funding for the energy transition.

Conclusion 7 (linked to the results of the Impact criterion):

Madinatouna II has had an overall positive impact at national, communal and local levels, as well as on the citizens' level. The project strengthened municipalities in their leadership role throughout LDP implementation, successfully operationalized participatory approaches (including local planning documents and investment planning), facilitated collaboration and consultation between different sectors, and improved relations between citizens, municipalities and communes, as well as accessibility to public facilities for women and young people.

Conclusion 8 (linked to results from the Efficiency criterion):

Cities Alliance tested and opted for a new direct operating model for the implementation of activities, in contrast to the choice made for Madinatouna I, which required more time than expected to get the project up and running. In addition, the advent of the Covid-19 pandemic disrupted the progress of project activities, precipitating certain programmed actions and preventing the completion of other missions relating to the preparation of fund-raising dossiers and the mobilization of financing, for medium-sized and structuring projects. The same applies to the development and implementation of a MEL system in the 4 communes, which was not completed, mainly due to lack of time.

Conclusion 9 (linked to the results of the Efficiency criterion):

In general, the local institutional context specific to each town largely determined the level of results achieved for the project components. While the communes of Médenine and Tataouine were very involved, the communes of Béja and Jendouba encountered difficulties and a lack of support for the project due to internal conflicts. The implementation of the activities identified depended on the support and involvement of local players, and first and foremost on the attitude of local elected representatives and municipal administration staff. The cumulative experience acquired in certain regions benefiting from regular TFP interventions has forged a culture of openness and enabled the acquisition of partnership working methods.

Conclusion 10 (linked to the results of the Sustainability criterion):

The project has increased the technical capacity of the Municipality of Médenine to prepare applications and funding requests that help them raise more municipal funds and create partnerships with other national and international players. The successful completion of this work

in the near future will undoubtedly generate positive economic and social spin-offs, particularly for the city and region of Médenine.

Conclusion 11 (linked to the results of the Impact, Efficiency and Sustainability criteria):

Most of the planned activities were implemented, although some modifications were made during the course of the project in order to adapt it to the delay incurred during the 1st phase mainly caused by external and contextual factors. The project team therefore opted to focus on short-term actions which, in a way, lacked a stronger strategic component at the level of planning, mobilization of funding, operation, among others. This explains why, in terms of impact and efficiency, the project's results were not as good as they could have been. This also explains why, in terms of the impact and sustainability of some of its actions, the project may have lacked a clearer medium- and long-term vision.

Conclusion 12 (Related to Relevance, Effectiveness, Impact and Sustainability):

Thanks to the holistic approach adopted and the break with sectoral planning, a participatory and inclusive development model was devised that fostered democratic practices at local level and contributed to the establishment of trust-based relationships between citizens and municipalities. However, a specific gender perspective was not included in the design phase of the project. It was only during the project's implementation phase that a methodological change linked to the change of project leader enabled this gender focus to be reinforced and integrated into the project's implementation, in which gender issues were addressed in municipal planning, budgets and in the design and implementation of local public policies. The participatory approach of the second phase, which involved the inclusion of women and young people and strengthened the gender perspective in the project, contributed to addressing gender issues in municipal planning, budgets and in the design and implementation of local public policies.

5.2. Lessons learned

The importance of understanding the local context of each municipality before undertaking any intervention

The progress made in the municipalities of Médenine and Tataouine, in contrast to the difficulties encountered in the municipalities of Béja and Jendouba, demonstrates the importance of understanding the internal differences and divergences, political heterogeneities, financial capacities, complexities and challenges of each municipality right from the design phase. The difficulties encountered in implementing the project in Beja and Jendouba were mainly linked to the political heterogeneity of the municipal councils and the divergences between them and the municipal administration, or with decentralized services, whereas the greater political stability of the municipalities of Médenine and Tataouine enabled greater ownership of the project by the local community.

The importance of a participative project that generates local ownership

The role of the coordinator is imperative to the successful implementation of the project, as is the support, motivation, and ownership of the project at national, communal and local level. From the design phase and throughout the project, it is also essential to adopt a holistic, inclusive and

participatory approach, a sound design and methodology with clear indicators that take account of local realities and beneficiaries. This is essential if the project is to be successfully implemented, the desired results achieved, and all stakeholders involved and taking ownership of the project.

The importance of coordination and complementarity with other development initiatives

It is also imperative to have strong coordination between all stakeholders, particularly international partners, to avoid negative competition and duplication of actions, and to foster an environment conducive to the creation of synergies that will maximize the project's positive impact.

Clearer, simpler contracting processes

Cities Alliance's new role as technical implementer of projects requires a clear and simplified roadmap and processes for hiring experts. Agile, flexible deployment of personnel has been shown to be more effective in meeting project needs, especially if they are of short duration. More flexible procedures for mobilizing experts help avoid a late start to project activities and ensure effective coordination between stakeholders from the launch phase.

The importance of technical and participative leadership

The difference in management style between Madinatouna I and II showed that the success of Phase II was closely linked not only to the technical skills of the project leader, but also to his ability to interact with and involve the various municipal partners, and to help build relationships of trust with citizens. The dynamic created around the project helped to improve the concepts and methodologies of intervention and to build the capacities of municipal managers and elected representatives, thus anchoring the participatory process.

Integrating short-, medium- and long-term actions to ensure sustainability

When designing activities, it is important to guarantee their sustainability and long-term impact. In this context, short-term actions and ad hoc initiatives or small-scale projects need to be part of a strategic vision, so that they can be used to encourage the launch of projects, attract investment, funding, and so on. All types of actions, short-, medium- and long-term, need to focus on continuity to ensure lasting impact. Structuring infrastructure projects could be a more interesting initiative for a new development process and a consequent impact on improving the lives of citizens.

Complementarity and synergy between different programs

The choice of communes for local development initiatives should be made within a framework of consultation and coherence between the support missions of donor partners and local authorities, otherwise through the launch of an AMI to communes wishing to join the project. The aim is to target motivated communes, ensure complementarity and synergies between the various support programs and avoid working on the same issues. Financial and technical support from donors is needed to reinforce the participatory approach and foster the conditions for mobilizing the various local development players. The momentum created around the project will enable improved intervention concepts and methodologies and build the capacity of managers and elected representatives to anchor the participatory process.

Political support

The success of the commune strategic development planning process is closely linked to the level of political support and commitment of elected representatives, and to the ownership and involvement of decentralized services. The active support of elected representatives is crucial to guarantee the legitimacy and credibility of the process in the eyes of the local population. The ownership and involvement of decentralized departments are also essential for effective implementation of the strategic development plan.

6. Recommendations

Based on the results and conclusions presented, 13 recommendations have been formulated. The following recommendations are addressed to Cities Alliance (central and local teams):

RECOMMENDATION 1. Improve consultation in the first instance to better adapt the project to initiatives already implemented in the target municipalities.

Based on conclusions 1 and 3

It is recommended that the definition and initiation of the project be carried out within a framework of consultation and coherence between the missions to support local authorities, in order to better coordinate donor partners and determine priority geographical areas and areas of work. The aim is to ensure complementarity and synergy between the various support programs, and to avoid duplication and wasted energy and resources. To this end, an in-depth analysis should be carried out by Cities Alliance to ensure that the project design is truly adapted to the initiatives already implemented in the target cities.

RECOMMENDATION 2. Introduce precise, agreed selection criteria for choosing target municipalities.

Based on conclusions 1, 11 and 12

The selection of municipalities in which interventions are implemented should benefit from a thorough and exhaustive prior analysis, based on predefined criteria taking into account their specificities, initiatives already implemented by other partners, their local context, the potential impact and sustainability of the project. Work towards a multi-criteria grid for choosing project locations, considering the history of the city, the functioning of urban networks, the sociology of the area and the type of activity. The impact of these locations will induce consistent and lasting changes, but above all will meet the needs of the cities.

It is recommended that the selection criteria also take into account the opinions of the national and municipal players involved, to ensure greater ownership of the project.

RECOMMENDATION 3. Set up an effective local team with clear responsibilities, backed up by a support team at head office.

Based on conclusions 8 and 9

The new management model tested for this project, aimed at coordinating the project directly in the field by a predominantly local team. This model seems to be the most appropriate and coherent and is in line with Cities Alliance's strategy to evolve its technical role in the international environment. To achieve this, it is essential to take the time needed to define the profiles required for the members of the permanent project team (including the country manager, project manager, local coordinators, procurement officer, etc.). In addition, a quality manager from the Brussels office (ideally French speaking in the Tunisian case) should implement a clear project monitoring system to identify in good time any possible problems that may arise during the project implementation and take the correspondingly appropriate mitigation measures.

To avoid a late start to project activities, it is also recommended to simplify and accelerate procedures for mobilizing external experts, to provide a pool of qualified experts to be mobilized in case of urgent need, and to ensure effective coordination between stakeholders right from the start of the project.

RECOMMENDATION 4. Ensure the commitment and involvement of government and local stakeholders. Also create a communication plan specific to each municipality to inform citizens.

Based on conclusions 1, 7, 9 and 12

It is important to secure government commitment from the beginning, in order to generate greater ownership of the project and possible future funding that would give the project more substance and guarantee the viability of priority actions. It is essential to bear in mind that their involvement will depend, firstly, on political orientations and the choice of decentralization and, secondly, on the municipalities' ownership of the participatory approach and the allocation of the necessary means (human and financial resources, statistical data).

To ensure the success of the participatory approach in identifying needs and prioritizing LDP projects, it is advisable to ensure the development and implementation of a communication plan for each city, to inform and raise awareness among citizens and development stakeholders. The choice of appropriate media, and the timing and location of communication activities, are key factors in the success of participation and consultation.

RECOMMENDATION 5. Finance technical support projects through infrastructure financing projects

Based on conclusions 10 and 11

It is desirable to accompany support projects with funding for infrastructure projects, given the limited resources of local authorities (the resources of communes are very limited, and funding procedures through the CPSCS are restrictive). They are generally keen to have access to funding for infrastructure investments and equipment, through cooperation and support programs, to resolve some of their most pressing problems. This is an additional mobilizing factor.

RECOMMENDATION 6. Identify in advance possible investment funds and sources of public and private financing, adapted to the projects identified.

Based on conclusions 10 and 11

The process chosen for the identification and validation of projects is very positive, and very popular with the citizens. However, it requires a timeframe that can impact on the timing of program implementation, and that needs to be taken into account when designing a program.

Furthermore, the financial structuring of a project of intermediate financial size, supported by a municipality whose financial resources are fragile and whose debt capacity is low, requires the search for impact investors (i.e., investors who are not focused on the high financial profitability of projects).

Finally, in such a short span of time, it is impossible to control the processing times specific to each financial institution for the financing requests submitted to them (these times can be long or can

also be impacted by events or parameters that cannot be controlled and are specific to the operation of the financial institution. It is therefore recommended to limit support to the decision-making process for project identification and capacity-building of municipalities in fund-raising, listing interested investors, taking projects through to the banking maturity phase (i.e., financially structured projects, as in the case of Médenine) and not necessarily including fund-raising (i.e., disbursement of funding).

RECOMMENDATION 7. Integrate the gender and human rights perspective right from the project design stage, on the basis of a prior contextual study analysing the needs of local men and women, boys and girls, in terms of sustainable urban planning.

Based on conclusions 1 and 12

Integrating a gender perspective into the design will make it easier to identify the needs of local women, men and children, and to establish values and measurement mechanisms that integrate gender and human rights in order to facilitate project monitoring and impact measurement.

RECOMMENDATION 8. Design a monitoring and evaluation system with precise performance indicators.

Based on conclusions 4, 5, 6 and 7

The project's specific objectives and expected results must be revised to adapt to the external and internal contexts. Regular monitoring and evaluation missions during the project's implementation will enable Cities Alliance to take into account any changes observed and decide on any modifications to be made to the project's logical framework. The monitoring and evaluation system must include relevant, reliable, clearly applicable and measurable performance indicators, to enable precise assessment of the objectives and expected results. Indicators must also be in line with the project's objectives, and regularly updated in line with project developments and stakeholder needs.

RECOMMENDATION 9. Provide reliable and accurate data for the preparation of LDPs

Based on conclusion 4

The demographic, economic, urban and financial data collected during the preparation of LDPs must be managed and updated, to be used for the various activities of the communes. They can start by setting up the core of a database and an evolving GIS, to be updated on the occasion of the INS census and surveys carried out by the municipality. The centralized management of this data will facilitate access and data sharing by the players involved in local development planning and will contribute to better management of local taxation and, in general, to more informed and enlightened decision-making.

RECOMMENDATION 10. Take into account the impact of environmental conditions and climate change in project design.

Based on conclusions 1 and 2

Other tracks need to be explored for the sustainable development of municipalities through the valorisation of natural resources, taking into account the socio-cultural specificity of the commune and reasoning in terms of value chains (red (clay) products, olive sector, gypsum, agri-food industry etc.) and thus avoiding the inter-sectoral approach.

RECOMMENDATION **11. Promote exchange and networking between municipalities**

Based on conclusions 7 and 5

Establishing an exchange of experience and networking between communes will promote the effective sharing of best practices and knowledge and ensure the consolidation of the participatory approach to urban development planning through the FNCT, with the support of TFPs. This collaboration will help build the capacity of local players in urban development, particularly in the implementation of innovative projects and optimizing the use of available resources.

RECOMMENDATION **12. Ensure coordination of TFP interventions**

Based on conclusions 3 and 9

Mapping TFP activities will ensure effective coordination and judicious task-sharing between the various players. This approach will provide an overall view of the actions undertaken by the TFPs, identify possible complementarities and synergies, and mobilize resources in an optimal way in favour of more sustainable and inclusive local development. Mapping will also facilitate communication between the various players, reduce overlap and duplication of effort, and maximize the impact of TFP interventions.

RECOMMENDATION **13. Capitalize on achievements**

Based on conclusion 3

TFP interventions are numerous, but often fragmented and inconsistent, despite the efforts of the FNCT. For a long time, they were seen as pilot projects, often with no future. However, these interventions are rich in lessons that can improve municipal governance and local development. It would be desirable to formalize and validate the best results of these interventions, so that they can be scaled up to benefit as many municipalities as possible. The CFAD, by virtue of its remit, can ensure dissemination and training in the use of the new tools.

Annex 1. Evaluation Matrix

Evaluation Question		Criterion
1. To what extent has the project been responsive and adaptable to i) the needs and priorities of national and local stakeholders and ii) to external and contextual challenges (including in relation to the economic and political situation and the COVID-19 pandemic? Covid-19)?		Relevance
Sub-questions	Indicators	Sources of data/information
1.1 To what extent has the project been designed in a participatory, inclusive and results-oriented way, and on the basis of evidence (research, lessons learned from previous programming, evaluations)? 1.2 How important was the support provided by the project? Did the project respond to national and local needs and priorities? 1.3 To what extent has the project adequately adapted its strategies to respond to external and contextual challenges such as the Covid-19 pandemic? 1.4 To what extent was the project designed in a participatory, inclusive, results-oriented and evidence-based manner (research, lessons learned from previous programming, evaluations)?	<ul style="list-style-type: none"> Specific reference in the Pro Doc and project documents to previous programme or evaluation reports indicating that the project responds to stakeholders' needs and priorities. Perceptions of project stakeholders (i.e., national municipalities, UN agencies, CSOs and others) on the extent to which the project has been relevant to stakeholders' needs and priorities. Perceptions of project stakeholders (municipality, UN agencies, CSOs and others) on the extent to which project strategies have adequately responded to external and contextual challenges such as the Covid-19 pandemic. 	<ul style="list-style-type: none"> Key informant (KI) Cities Alliance/ UNOPS staff KI of national and local government staff UN agency staff and development actors Document Review Cities Alliance/ UNOPS Staff Key Informant (KI) KI of national and local government staff UN agency staff and development actors Key Informant (KI) personnel de Cities Alliance/ UNOPS
2. Has the project created synergies with other urban development projects and partners (UNDP, PACT, ILO, GIZ) and have these synergies been aligned with national and subnational urban development and decentralization policies?		Coherence (Divided into Phase 1 and 2)
Sub-questions	Indicators	Sources of data/information

Evaluation Question		Criterion
<p>2.1 How has the project complemented urban development and decentralization interventions supported by other development partners? Have synergies been created between them?</p> <p>2.2 What are the weaknesses/challenges in terms of partnership and cohesion between these institutions - how can cooperation/partnership be improved through Madinatouna?</p>	<ul style="list-style-type: none"> Extent to which coordination mechanisms have been established and actions taken to improve coordination and partnerships between urban development partners in achieving results (i.e., UNDP, PACT, ILO, GIZ and others). Perceptions of the extent to which the project has helped to improve coordination and partnerships with other stakeholders. Perceptions of other project stakeholders (i.e., other national and local government agencies, UN agencies, NGOs, and others) on the extent to which the project has contributed to improving coordination and partnerships within the justice sector. Intervention mapping of development agencies and actors in the four communes . 	<ul style="list-style-type: none"> Review of documents (PVs, COPIL) KI Cities Alliance/ UNOPS personnel KI national and local government staff KI Staff of UN agencies and development players Focus groups (FGD) NGOs, associations and MFIs
<p>3. To what extent did the project achieve the expected results, and how effective were the various components? What were the main factors influencing the achievement or non-achievement of results?</p>		Effectiveness
Sub-questions	Indicators	Sources of data/information
<p>3.1 Are the project results in line with the objectives set in terms of:</p> <ul style="list-style-type: none"> Promotion and institutionalization of sustainable and inclusive urban development policies Capacity-building for development players Selection and implementation of municipal projects Investments made as part of the project Participation of young people and women in project activities. 	<p>Indicators of result</p> <ul style="list-style-type: none"> Number of capacity-building activities and training courses provided for urban players concerning the urban development strategy. Number of national coordination committee meetings Number of COPIL meetings. Number of local development plans finalized and approved. Number of implementing texts (operating mechanisms) adopted or promulgated. Number of small projects prepared and implemented (or approved). Number of feasibility studies for investment projects carried out. Volume of funds mobilized for small infrastructure projects. The volume of funds mobilized for and structuring projects. Rate of youth participation in project activities. Women's participation rate in project activities. 	<ul style="list-style-type: none"> Document review KI Cities Alliance/ UNOPS personnel KI national and local government staff KI UN agency staff and development actors KI NGOS

Evaluation Question		Criterion
4. Has the Cities Alliance governance structure involving the Brussels head office, local office and board members been effective in implementing this project?		Efficiency
Sub-questions	Indicators	Sources of data/information
4.1. To what extent did coordination between the Brussels head office, the local office and CA facilitate the achievement of results? 4.2. Do the resources mobilised match the project's needs? 4.3. What is the performance level of project management (local team, support team and CA office supervision)?	<ul style="list-style-type: none"> Evidence of measures taken to improve coordination between headquarters and the national level and the effectiveness of the Cities Alliance governance structure. Adequacy of resource allocation (human resources, financial resources) to implement activities in accordance with work plans. Funding requirements for project activities and funds mobilized. Timeframes for completion of project activities. 	<ul style="list-style-type: none"> Document review KI Cities Alliance/ UNOPS personnel
5. What preliminary results, positive or negative, intended or unintended, have been generated for participating institutions and stakeholders, and what has changed for residents of participating municipalities?		Impact
Sub-questions	Indicators	Sources of data/information
5.1. What are the main benefits and added value of the Madinatouna II Project for the commune? 5.2. What are the long-term benefits for the urban planning sector that can be attributed to the project? What is the evidence? 5.3. What are the long-term benefits for citizens that can be attributed to the project's interventions? What is the evidence? 5.4. What are the effects on access to public facilities for the population in general and women in particular? 5.5. What impact has the project had on the relationship between citizens and the municipality?	Impact indicator: <ul style="list-style-type: none"> Number of capacity-building activities and trainings provided to urban actors concerning the urban development strategy. Perceptions of different project stakeholders and evidence of significant, positive or negative, intended or unintended, higher-level effects of the project. Perceptions of the project's various stakeholders regarding the project's benefits and added value for urban planning. Level of satisfaction of the population in areas targeted by project interventions. 	<ul style="list-style-type: none"> Document review KI Cities Alliance/ UNOPS personnel KI national and local government staff KI UN agency staff and development actors KI NGOS DG direct beneficiary of the project

Evaluation Question		Criterion
5.6. What contribution has the project made to the inclusive urban development of the beneficiary municipalities?		
6. To what extent has the Madinatouna II project contributed to inclusive urban development and the active and effective participation of citizens (particularly young people and women), and to what extent is this reflected in the planning and decision-making processes of the municipalities that took part in the project?		Impact
Sub-questions	Indicators	Analysis methods/Data triangulation
6.1. To what extent has the Madinatouna II project contributed to inclusive urban development? 6.2. Level of active and effective citizen participation? 6.3. Young people and women in particular	<ul style="list-style-type: none"> Number of new infrastructure and service investment projects launched after completion of the Madinatouna II project. Perceptions of the participatory planning process in place (budgetary or otherwise) by citizens (ODD 16.7.2) and participating local officials. Number of Tunisian municipalities that have developed urban planning tools and mechanisms that promote inclusive, participatory and sustainable urban development. Number of policies and regulatory tools developed, adopted and implemented to strengthen urban development policy, management, planning and regulation as part of the decentralization process. Proportion of investment projects in the four target municipalities that incorporate gender sensitivity. 	<ul style="list-style-type: none"> Document review KI Cities Alliance/ UNOPS personnel KI national and local government staff KI UN agency staff and development actors KI NGOS DG direct project beneficiaries
7. To what extent has the project institutionalized its strategies, partnerships and commitments in the four partner cities? In particular, what measures have been put in place to ensure that the Local Development Plans drawn up are promulgated, operationalized and implemented?		Viability/ Sustainability
Sub-questions	Indicators	Analysis methods/Data triangulation

Evaluation Question	Criterion
<p>7.1 What structures, systems and processes have been put in place with project support to ensure that the local development plans developed are enacted, operational and implemented?</p> <p>7.2 What factors facilitate and hinder the sustainability and ownership of the project or any of its outcomes?</p> <p>7.3 Has the CNC played its part in institutionalizing and scaling up the project's results?</p>	<ul style="list-style-type: none"> ▪ Perceptions of Cities Alliance /UNOPS staff, project stakeholders and donors on the extent to which results achieved can be sustained. ▪ Extent to which the project has contributed to the promulgation, operationalization and implementation of local development plans. ▪ Actions/mechanisms implemented within the framework of the project to sustain the results (legal texts, circulars, decisions, procedures etc.) ▪ Type and effects of internal and external enabling and limiting factors that contribute to or hinder project sustainability. ▪ Documentary evidence describing national ownership of strategies, partnerships and commitments in the four partner cities. ▪ Perceptions of Cities Alliance /UNOPS staff, project stakeholders regarding the extent to which the project has helped generate national and municipal ownership. <ul style="list-style-type: none"> ▪ Document review ▪ KI Cities Alliance/ UNOPS personnel ▪ KI national and local government staff ▪ KI UN agency staff and development actors ▪ KIs NGOs

Annex 2. Data collection tools

A2.1/ INTERVIEW GUIDE:

1- Mayor / Secretary General / Project Manager (local coordinators)	Evaluation criteria
1. Defining objectives: How was the process of defining objectives carried out? Was there a needs analysis, and who was involved?	Relevance
2. Do you feel that the project has provided solutions to the problems identified and prioritized by the municipality, and to what extent has it adapted to the local context and economic difficulties?	Efficiency
3. Do you feel that the project's activities have complemented the interventions of other partners in urban development and decentralization? How can the Madinatouna II project improve coordination between the municipality's various partners?	Coherence
4. Do you consider that the project has achieved its objectives and what are the factors explaining any deviations, in terms of :	
· PDL (development, approval) and inclusion of PDL projects in the AIP and budget	Effectiveness
· Establishment of regularly functioning mechanisms to ensure the sustainability of project results (municipal by-laws, procedures, memos, etc.).	Sustainability
· Strengthening the planning capacities of the municipality beneficiary structures	Impact
· Adapting to your needs.	
· Implementation of lessons learned for the preparation of the UDP, internal financial control, etc.)	Impact / Sustainability
· Participation of women and young people in the municipality's governance process and consideration of their priority needs.	Impact
· Involvement of the private sector in project activities?	Impact
5. What results have you achieved in terms of priority infrastructure investment projects?	
· Number of projects selected, supported by technical and financial feasibility analyses and implemented.	Effectiveness
· Number of projects integrating the gender dimension and assessing the specific needs of young people.	Effectiveness
· The amount of public and private funds mobilized	Effectiveness
· Preparation of a structuring project (medium-term) and a funding request	Effectiveness
6. Do you feel that there are elements that have been (or should have been) introduced during the course, to improve results and take better account of the local context?	Efficiency

7. How would you rate the overall performance of the project in terms of achieving the set results, coordination, steering and impact on the municipality's operating capacities?	Effectiveness
8. <i>Do you think that the project has improved the living conditions of the populations of the targeted areas by the interventions carried out under the project and in what way?</i>	Impact
9. <i>If you had to do it again, what changes would you like to introduce to improve the targeting, implementation and results of the project?</i>	Relevance
10. <i>Impact on the management of the urban development of the municipality</i>	Impact
11. <i>Do you think the project has improved the relationship of citizens with the municipality?</i>	Impact
12. <i>Do you think the project has improved women's access to public facilities?</i>	Impact
13. <i>What are the long-term benefits of this project on the population and the municipality ?</i>	Impact
15. <i>To what extent has Madinatouna II contributed to inclusive urban development?</i>	Impact

2- Cities Alliance representatives	Evaluation criteria
1. <i>The project's original objectives been modified, and in what way?</i>	Relevance
2. <i>How do you rate the progress of the project, overall and by commune?</i>	Efficiency
3. <i>What adjustments have been made during the project?</i>	Efficiency
4. <i>What are the reasons for the CNC's failure? What impact does this have on the project? What remedial measures have been introduced?</i>	Efficiency
5. <i>Do national partners support the project?</i>	Coherence
6. <i>How would you assess coordination with national players?</i>	Efficiency
7. <i>For a future project, what changes would you like to see introduced?</i>	Relevance
8. <i>How do you assess the quality of the outputs of the Madinatouna II project and their application or outcome?</i>	Sustainability
· <i>The inclusion of LDP projects in the municipal budget</i>	
· <i>Completion of feasibility studies to mobilize funds for lighting and other projects,</i>	
· <i>Inclusion of the ToR in the development of the UDP.</i>	
· <i>Agreements with HIFL.</i>	
9. <i>What was the level of ownership and involvement in the project by local structures and decentralised services?</i>	Efficiency
10. <i>Are the results of participation in transdisciplinary and multi-stakeholder workshops and forums with gender-related issues achieved? As well as women's participation?</i>	Effectiveness

11. Do you consider private sector involvement in the planning process to be satisfactory?	Effectiveness
12. What difficulties have municipalities encountered in implementing the monitoring system? What lessons can be learned?	Effectiveness
13. What are the challenges in terms of coordination and complementarity between technical and financial development partners?	Efficiency/ Coherence
14. What are the long-term benefits of this project for the population and the community?	Impact
15. To what extent has Madinatouna II contributed to inclusive urban development?	Impact

3- Cities Alliance partners involved in program implementation and other development partners active in the field of urban development (UNDP, PACT, ILO, GIZ, SECO/ACTE, etc.):	Evaluation criteria
1. What was your direct contribution to the Madinatouna II project?	Efficiency
2. What complementary actions have you brought to the project's activities?	Coherence
3. Do you think the objectives were well defined?	Relevance
4. To what extent are we achieving our objective?	Effectiveness
5. What were the main difficulties encountered in designing and implementing the project components?	Efficiency/ Effectiveness
6. What do you think of the conditions for carrying out the project components?	Efficiency
7. Are the resources allocated sufficient?	Efficiency
8. What do you think of the coordination of interventions and players?	Efficiency
9. How do you rate the performance of your partners?	Efficiency
10. What lessons have you learned from this project?	Viability/ Sustainability

4- Officials at the level of the MEHAT (Ministry of Equipment and Housing) Directorate of Urban Planning / Directorate General of Spatial Planning (DGAT)	Evaluation criteria
1. What contribution did MEHAT make to the PDL development process?	Efficiency
2. Do you think LDPs can improve urban planning, and in what way?	Effectiveness
3. Has the Medenine municipality's initiative to bring its spatial planning tools (UDP and regional master plan) into line with the PDL been taken into consideration?	Impact

4. Do you think this can be replicated for other communes and incorporated into the CATU currently under review?	Viability/ Sustainability
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6- FIHL representatives	Evaluation criteria
1. The follow-up to the partnership agreement between the High Authority for Local Finance and the General Committee for the Control of Public Expenditure, in terms of internal control.	Viability/ Sustainability
2. The follow-up to the partnership agreement between the Haute Instance des Finances Locales and the National Council of Statistics concerning the production of municipal data.	Viability/ Sustainability
3. Do you think that HIFL's involvement has helped to strengthen the capacities of local authorities in terms of internal control and the production of municipal data?	Effectiveness
4. What lessons have been learned that should be taken into account in future projects?	Viability/ Sustainability
5. Has the project helped to establish lasting partnerships and collaborations?	Viability/ Sustainability

7- MEP (Ministry of Economy and Planning) and IPAPD: project partners and sponsors	Evaluation criteria
1. Project design and objectives.	Relevance
2. Selection of beneficiary municipalities.	Relevance
3. Project progress.	Efficiency
4. Support for the project by national authorities.	Efficiency
5. Involvement of Ministry structures.	Efficiency
6. Perception of TFP partners' contribution to LDP development.	Efficiency
7. CNC missions and operations.	
8. Partnerships and sustainable collaboration between local players and/or with national and international players?	Viability/ Sustainability

9. The sustainability of mechanisms for developing participatory urban planning and management strategies, and the need to support local authorities.	Viability/ Sustainability
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9- FNCT representatives:	Evaluation criteria
1. What is the FNCT's involvement in the project: definition of the project's objectives and content, choice of beneficiary municipalities?	Relevance
2. Do you feel that the project's objectives are well defined and the means of implementation well adapted?	Relevance
3. How do you assess the project's results and progress?	Effectiveness
4. How would you rate the implementation and coordination of the players involved?	Efficiency
5. To what extent do you plan to capitalize on the project's results and scale them up (generalization to other communes)?	Viability/ Sustainability
6. What are the difficulties and obstacles to the smooth running of the project?	Efficiency
7. Do you feel that the project's steering functioned normally? Coordination between the various project partners?	Efficiency
8. Do what extent did the project benefit from the complementary nature of interventions by other donor partners?	Coherence
9. Do you think the project was supported by the country's highest authorities?	Relevance

A2.2/ FOCUS GROUPS WITH DIRECT BENEFICIARIES OF THE ACTIONS IMPLEMENTED BY THE MUNICIPALITIES DURING THE PROJECT

1. Choice of project, location, content, method of execution relevance	Pertinence
2. Does the project meet the population's needs? Is it a priority?	Pertinence
3. Is it the right size?	Pertinence
4. Do you think there has been sufficient communication about the project? How did you find out about the project?	Efficiency
5. Did you take part in the various stages of the project? Do you feel your participation was meaningful?	Efficiency
6. Did you find the project well executed? What reservations do you have?	Efficiency

7. Do you feel that the project has provided solutions to the problems posed, and of what nature: use of public places, safe travel, access to previously non-existent services, etc.?	Pertinence
8. What is the degree of ownership of the project?	Pertinence
9. What recommendations would you make for a new project or for the municipality in general?	Impact
10. Do you think the project has improved citizens' relationship with the municipality?	Impact
11. Do you think the project has improved women's access to public facilities?	Impact

A2.3/ THE MAIN THEMES OF THE GENDER EVALUATION FRAMEWORK

Issues related to women's involvement/consultation in project design

1. *Did the design of the second phase of the project take into account the different or specific needs of women in the 4 communities?*
2. *To what extent are the objectives of the project and the problems it aims to solve known to the target population, and how do these data affect women differently from men according to a variable socio-spatial geometry (women's participation in local power, exchange of views and experiences concerning national and international legal frameworks, ODD, CEDAW, the challenges of putting in place legislative guarantees and good practices, the role of different institutional players in strengthening women's participation in local power?*
3. *Are the strategic objectives in line with the needs of women beneficiaries in specific territorial contexts? Are the operational modalities, on the other hand, also set up according to anthropological specificities, taking into account socio-economic and cultural evolutions?*
4. *What is the proportion of women among mayors and/or on municipal councils? Are women occupying important positions within the Madinatouna II partner institutions to which they belong?*
5. *What is the level and quality of participation by women and men in the consultations, events and workshops organized at the beginning and end of the phase?*
6. *What is the gender-specific data on the direct and indirect benefits for men and women (concerned by CT projects, micro-credit financing, investments, infrastructure projects, etc.)?*

Questions concerning project objectives / a transformative gender approach

1. *Do the project's objectives state explicitly and clearly that the benefits are intended for men and women in the areas where the project operates?*
2. *In what specific ways will the project empower women, for example by giving them greater access to information, human rights and women's rights?*
3. *Do the project's objectives call into question women's political participation?*
4. *Does the gender equality intervention fit in with the other interventions of the various categories of actors (external coherence between TFPs and internal coherence with regard to the different contributions of local actors?*
5. *Have the actors been able to take optimal account of the potential of interactions and systemic logics in favour of gender?*
6. *Have the dynamics of gender partnerships generated new measures for consolidating gender in the project?*

Questions on project management & steering and gender mainstreaming in the partnership system

1. *Does the steering committee have a clear policy on integrating women into the project?*
2. *Has the need for training on gender issues and women's rights been met?*

Questions concerning project strategy / steering and cooperation

1. *Does the intervention strategy aim to bring one-off benefits to women, or is it also intended to increase their participation, power and leadership?*

2. *How do women and men perceive the situation? Do they consider women's full participation to be fair?*
3. *Are any of the local partners, including associations and NGOs, active in the field of women's rights and advocacy? What contribution have such actors made to progress?*

Questions on the way in which women's participation is manifested in the project's activities, its consistency and the strength of proposals it ensures.

1. *At what stage are women involved in project processes? How do they see themselves interfacing with their institutions and organizations?*
 - Passive recipients of assistance, with no involvement in distribution or control over the continuation of the action;
 - Performers of activities commissioned by others (e.g., providing labour, paid or unpaid);
 - Participants consulted about their problems and needs, but not necessarily about context, analysis or alternative solutions; participants encouraged to organize themselves to look after their own needs, plan solutions for their problems and take responsibility for development processes.
2. *Has the project contributed to correcting unequal sharing of benefits, less participation, invisibility of women's role and rights in the management of local affairs, participation in urban planning, etc.?*
3. *What significant improvements has the intervention brought to women and men, in terms of acquired knowledge and skills, improved living conditions, etc.?*
4. *In the long term, what are the likely effects of the project in terms of women's ability to organize advocacy for proven, democratic participation in local development and the public sphere?*
5. *How is the decision-making capacity of women and men (and girls and boys) expressed in the public arena? Are there differences in the way women and men participate in the public decision-making process? How are women represented in formal institutions?*
6. *What improvements are needed in women's and men's attitudes to decision-making in local affairs and the public arena? Do they consider this situation fair?*
7. *Is the current situation changing? Are women better represented in the public sphere? Are there any social movements demanding better representation or challenging the balance of power?*
8. *What about the impact of interventions on women and men, since women's "empowerment" can, among other things, manifest itself through men's attitudes towards women (changes in men's attitudes and behaviour can, in fact, represent indirect indicators of "empowerment" that are highly significant)?*

Annex 3. Analysis and detailed list of stakeholders

Group A: Semi-structured interviews with selected national program stakeholders.

NAME	INSTITUTION	POSITION	ROLE IN THE PROJECT
Amel Elloumi	Authority for Local Finance	President (currently ex-president)	Partenariat envisagé sur les finances locales
Mondher Bousnina	PAADP	President	Member Project Steering Committee (COFIL)
Samia Loussaief	MALE	Program General Director	Member COFIL
Amina Jegham	MEHAT (Ministry of Public Works, Housing and Land Management)	Urbanism Sub Director	Member COFIL
Zohra Makhoulf	MEHAT (Ministry of Public Works, Housing and Land Management)	Chief Architect ; Head of Department; Direction de l'Aménagement Territorial	Cooperation on harmonization between PDL, SDA and UDP
Wassim Hamdana	Ministry of Economy and Planning	General Manager in charge of municipal development projects	Member COFIL
Lamia Zribi	NCS	President	Partnership planned for local statistics
Mohamed Ouerghi	National Federation of Tunisian Communes NFTC	Project Coordinator	Participation to the COFIL
Faten Fazzani	NCS	Technical manager	Partnership planned for local statistics
Msalmi Hichem	NCS	Technical manager	Partnership planned for local statistics
Karim Elouardani	National Federation of Tunisian Communes NFTC	Program Director	
Wiem Pousse Ben Mustapha	National Federation of Tunisian Communes NFTC	Executive director	Member COFIL

Group B: Surveys and interviews with a selection of stakeholders at city level, including the four mayors, general secretaries and technical directors, civil society representatives and other stakeholders. Take into account that the ToRs include the 4 mayors.

B.1 Médenine (selected as one of two cities for primary data collection and analysis)

NAME	INSTITUTION	POSITION	ROLE IN THE PROJECT
Moncef Ben Yamna	Town Hall of Médenine	Ex Mayor of Médenine	Member COFIL
Ali Guedri	Town Hall of Médenine	General Secretary of Médenine	

Nabil LOUSSAÏEF	City of Médenine	Sub Director of Financial Affairs	Member COPIL
Hafidha LAMINE	Cultural and Artistic Association "Muséique"	President	Participant
Riadh BECHIR	ADES	President	Participant
Sofiène BEN AYED	Loans and Support Fund for Local Authorities (CPLCS)	Agency Chief	Member COPIL
Riheb KADI	Fashion designer - Company manager	Project manager DVKaW	Participant
Malik TLIZ	City of Médenine	Technician	Member COPIL
Amal BEN HAMIDA	City of Médenine	Main Architect	Member COPIL

B.2 Tataouine ((selected as one of two cities for primary data collection and analysis)

NAME	INSTITUTION	POSITION	ROLE IN THE PROJECT
Boubaker Soud	Town Hall Tataouine	Ex Mayor of Tataouine	President of local COPIL
Mounir Touil	Town Hall Tataouine	General Secretary	Member COPIL
Mouna FIDOUS	City of Tataouine	Administrative officer	Member COPIL
Basma MEKNI	UNFTT	Director of a shelter for women victims of violence	Sociologist
Tahar ELHAJJI	Association Planète Positive	President	Civil Society Participant
Aymen FAROUKI	Association ILEF	Member	Civil Society Participant
Abdelkader EL FKIH	Governorate of Médenine	Omda de ENNASR	Facilitator (meetings with population in the Imadas)
Habib RHOUMA	Governorate of Médenine	Omda de OUED EL GAMH	Facilitator (meetings with population in the Imadas)
Mohamed BEN DHAOU	Governorate of Médenine	Omda de OUED EL GAMH	Facilitator (meetings with population in the Imadas)

Bechir CHIBANI	Independent Expert	Expert in local development	Coordinator Expert
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B.3 Jendouba

NAME	INSTITUTION	POSITION	ROLE IN THE PROJECT
Adel MIDANI	City of Jendouba	Business manager	Project follow up
Kamel Ben Othman	City of Jendouba	Former Deputy Chairman	Chairman of the Steering Committee

B.4 Béja

NAME	INSTITUTION	POSITION	ROLE IN THE PROJECT
Mohamed Salah Bedda	Town Hall Béja	Technical director de Béja	In charge of implementing short and medium-term projects, CDS Coordinator
Sami MELKI	City of Béja	Director of Administrative Affairs/ Acting GS of Béja	Member of the Steering Committee
Mohamed Yasser GHARBI	City of Béja	Ex-Mayor	Ex-President du COPIL

Group C: Semi-structured interviews with Cities Alliance partners involved in program implementation and other development partners active in the field of urban development (UNDP, PACT, ILO, GIZ, SECO/ACTE, etc.).

NAME	INSTITUTION	POSITION	ROLE IN THE PROJECT
Jad Boubaker	OITBIT	Program Manager	Partnership in PDL production
Riadh Safi	ILO BIT	National project coordinator / Statistical economist engineer	Partnership in PDL production
Hichem Aouadi	PNUD	Senior Technical Advisor UNDP - UNDP Tunisia	Representative UNDP

Group D: Semi-structured interviews with Cities Alliance, the funding agency (SECO) and UNDP.

NAME	INSTITUTION	POSITION	ROLE IN THE PROJECT
Federico Silva	Cities Alliance	Head of Strategy and Results	Mgmt team member Oversight/ Supervision
Nazek Ben Jannet	Cities Alliance	Project Manager	Project manager

Hendrik von Schlieben	Cities Alliance	Project Officer	Project Officer
Ghalia Rouane	Cities Alliance	Expert on Mission	Technical advisory on fund mobilisation
Giulia Maci	Cities Alliance	Gender Specialist & Programme Manager Euro-Mediterranean region	Technical advisory on gender-sensitive planning
Karima Kefi	SECO	Program Manager	Focal Point for EDA in Tunisia
Silvio Giroud	SECO	Program Manager	Focal Point for EDA for Headquarters.
Patrik Zimmerli	SECO	Vice-director of Cooperation	Secondary focal point / oversight

Annex 4. Bibliography

	NAME	YEAR	TYPE OF DOCUMENT	LANGUAGE
1	Audit Energétique de l'Eclairage Public de Communes de : Tataouine, Beja et Jendouba. Livrable 2 : Etude Technico Economique et Plan d'Investissement de la Commune de Beja (Lot 2)	March 2023	Deliverable 2. Energetic Audit	French
2	Audit Energétique de l'Eclairage Public des Communes de : Tataouine, Beja et Jendouba. Livrable 2 : Etude Technico Economique et Plan d'Investissement de la Commune de Tataouine (Lot 1)	March 2023	Deliverable 2. Energetic Audit	French
3	Audit Energétique de l'Eclairage Public de Communes de : Tataouine, Beja et Jendouba. Livrable 2 : Etude Technico Economique et Plan d'Investissement de la Commune de Jendouba (Lot 3)	March 2023	Deliverable 2. Energetic Audit	French
4	Audit Energétique de l'Eclairage Public des Communes de : Tataouine, Beja et Jendouba. Livrable 2 : Etude Technico Economique et Plan d'Investissement de la Commune de Tataouine (Lot 1)	March 2023	Deliverable 2. Energetic Audit	French
5	Audit Energétique de l'Eclairage Public de Communes de : Tataouine, Beja et Jendouba. Livrable 2 : Etude Technico Economique et Plan d'Investissement de la Commune de Jendouba (Lot 3)	March 2023	Deliverable 2. Energetic Audit	French
6	Madinatouna II - Rapport de fin de projet	March 2023	Project finalisation report	French
7	Cadre logique du projet Madinatouna II	March 2023	Logic framework	French
8	Point De Livraison Tataouine	March 2023	Synthesis document on the elaboration process of local development plan	Arabic
9	Point De Livraison Beja Comparaison avec CDS	March 2023	Results comparative document	French
10	Point De Livraison Beja	March 2023	Municipal development Plan of Beja	Arabic
11	Point De Livraison Beja Annexes	March 2023	Municipal development Plan of Beja - Annexes	Arabic
12	Point De Livraison de Médenine	March 2023	Municipal development Plan	Arabic
13	Point De Livraison Jendouba - Comparaison avec SDV	March 2023	Results comparative document	French
14	Point De Livraison Jendouba	March 2023	Municipal development Plan of Jendouba	Arabic
15	Point De Livraison Jendouba Annexes	March 2023	Municipal development Plan of Jendouba - Annexes	Arabic
16	Guide Elaboration Point de Livraison Participatif	March 2023	Guide	French

17	Etude de Faisabilité technique, Financière et d'Impact Social, Economique et Environnemental pour le Projet de Création d'une Plateforme Economique à Médenine	February 2023	Faisability study	French
18	Etude de Faisabilité technique, Financière et d'Impact Social, Economique et Environnemental pour le Projet de Création d'une Plateforme Economique à Médenine - Annexes	February 2023	Faisability study - Annexes	French
19	Aménagement d'un parc de loisir (APL) - Jendouba	June 2022	Project sheet	French
20	Aménagement d'une Salle de Spectacle - Médenine	June 2022	Project sheet	French
21	Embellissement et modernisation du réseau de l'éclairage public grâce à l'installation de technologie Led - Beja	June 2022	Project sheet	French
22	Equipeement Espaces Verts Urbains - Tataouine	June 2022	Project sheet	French
23	Diagnostic financier de la commune de Tataouine	September 2022	Financial Diagnosis	French
24	Diagnostic financier de la commune de Médenine	September 2022	Financial Diagnosis	French
25	Diagnostic financier de la commune de Jendouba	September 2022	Financial Diagnosis	French
26	Diagnostic financier de la commune de Beja	September 2022	Financial Diagnosis	French
27	TBINFIC BEJA	October 2022	Database	Arabic
28	TBINDIC BEJA	October 2022	Database	French
29	BDINDIC JENDOUBA	October 2022	Database	French
30	TBINDIC JENDOUBA Arab	October 2022	Database	French
31	TBINDIC JENDOUBA Français	October 2022	Database	French
32	Etude sur "Population & Emploi des Jeunes" - Tri à Plat Enquête « Ménages » de Beja	November 2022	Survey	French
33	BDINDIC BEJA	November 2022	Database	French
34	Etude sur "Population & Emploi des Jeunes" Tri à Plat Enquête "Ménages" de Médenine	November 2022	Survey	French
35	Etude sur "Population & Emploi des Jeunes" Tableau de Bord Enquête Médenine	November 2022	Survey	French

36	BDINDIC Médenine	November 2022	Database	French
37	TBMEDNIN	November 2022	Database	Arabic
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39	Recommendations to assist in decision-making to prepare the annual program for investment	December 2022	Recommendations presentation	Arabic
40	Developing municipal resources for investment	December 2022	Presentation of the development of municipal resources for investment	Arabic
41	Fiche de projet Plateforme économique dans la commune de Médenine	December 2022	Project sheet	French
42	Etude Baseline II Pour Le Programme - Pays Tunisie de Cities Alliance. Rapport Final	December 2022	Final report (baseline study)	French

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