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**POST PROJECT EVALUATION
FOR THE
UNITED NATIONS DEMOCRACY FUND**

EVALUATION REPORT

UDF-14-607-TUN: Promoting Local and Participatory Democracy

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Disclaimer

The views expressed in this report are those of the evaluator. They do not represent those of UNDEF or any of the institutions referred to in the report

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I. OVERALL ASSESSMENT

This report serves as an evaluation of the project “Promoting Local and Participatory Democracy,” implemented by l’Observatoire des Élections et Soutien des Transitions Démocratiques (CHAHED) between February 1, 2016 and August 30, 2018, after being granted a seven-month extension. The project benefitted from a UNDEF grant of USD 220,000 to implement a nation-wide project to empower civil society’s ability to sensitize citizens and local officials about mechanisms of municipal governance and participatory engagement at the local level.

Decentralization, local governance, and building trust between citizens and municipalities, in particular, have been key political issues demanded from the onset of the 2011 political transition in Tunisia. At the heart of these demands were issues pertaining to citizen participation in local politics – historically most citizens were left out of any participatory decision-making at the municipal level. Those discussions continued as parliamentary debates, leading to the creation of seven Constitutional Commissions to negotiate decentralization during Tunisia’s Constitution-drafting process (2011-2014). The principle of decentralization was included in the 2014 Constitution, and further buttressed by the April 2018 decentralization law and May 2018 municipal elections.

Under the dictatorship of late Zine Abedine Ben Ali (1987-2011), and previously the corporatist and centralized state structure of Bourguiba (1956-1987), municipalities were under the control of the Ministry of Interior and the ruling party. As such, citizen-local elite relations were defined by control and selective, often unequal social service delivery. The post-revolutionary decentralization process sought to bring participatory democracy to the local level for the first time in Tunisia’s modern independent history. As such, the project implemented by CHAHED sought to contribute directly to this ambitious effort by empowering citizens and their communities through an understanding of their rights to be involved in local governance and in building trusting and sustainable relationships between citizens and elected officials at the local level.

The CHAHED project addressed issues relating to democracy-building at the local level in Tunisia’s process of political transition and consolidation. Through the empowerment of civil society organizations (CSO), the project worked to increase citizen participation and the application of effective governance principles in seven diverse municipalities across Tunisia. At the core of the project was a collective CSO effort to sensitize citizens of the role of municipalities in governance as well as the legal framework within which citizen participation and CSO involvement is guaranteed in local participatory governance. CHAHED is a well-established organization with nation-wide operations created in 2011 after the Tunisian Revolution. The organization has exceptional strength in election observation as well as involvement of youth and women in carrying out its mission, including training and capacity-building for both electoral observation initiatives, civil society inclusion and citizen mobilization nation-wide.

The organization’s geographic span and multi-year experience in engaging civil society at the local level, as well as leadership expertise in Tunisia’s legal systems, render it a well-

positioned organization to implement this project on promoting local and participatory democracy.

Principle project activities included:

- 50 brainstorming workshop sessions to gather recommendations for legal provisions and to sensitize local civil society of its participatory role in local democracy;
- Signed agreements with 7 municipal pilot projects for better service-delivery, as models for local development which can be replicated to other municipalities. The 7 municipalities were Ain Draham, Ben Arous, Bizerte (replacing Sousse), Gabes, Kairouane, Kasserine, and Sfax;
- A procedural manual to explain legal texts and laws, and the mechanisms by which they are put into practice, as well as a training program to strengthen the capacity of local officials;
- A manual for local level governance, written by experts following brainstorming sessions with CSOs and citizens. The manual included their recommendations;
- Sensitization and capacity-building of local elected officials and agents;
- Sensitization and capacity-building activities for citizens, especially for youth and women;
- Training of local elected officials and local municipal agents during evaluation sessions in selected communes; skill-building of facilitators in 50 brainstorming sessions as well as sensitization campaigns during sessions;
- Youth leadership trainings to supervise awareness campaigns and virtual discussions and pilot projects to improve local services provided to citizens;
- A monitoring and evaluation module as part of the activities;
- An effectiveness survey as part of the second project phase.

CHAHED designed a project based on its wide geographic scope gained through local-level CSO election observation work as well as collective civil society efforts.

While CHAHED did not work with the first implementing partner listed in the project documents and narrative reports, Transparency First, it relied instead on regional coordinators, a large network of local CSOs, as well as volunteer youth to implement this project.

The implementing partner was changed from Transparency First to the Union of Agricultural Workers (*Union Tunisienne de Agriculture et de la Pêche*, UTAP), as per the midterm report. The UTAP served as a regional hub to house and coordinate workshops.

The project strategy centered on an inclusive and participatory approach bringing together in a variety of formats local authorities (special delegations, municipal cadres, and later elected officials), local CSOs, and citizens to sensitize all beneficiaries about the legal framework within which citizen-CSO-municipal relations operate.

Tunisian Municipal Elections Timeline & Delays

- **October 2015:** ISIE schedules municipal elections for 30 October 2016.
- **May 2016:** Elections postponed to 26 March 2017.
- **June 4, 2016:** ISIE President Chafik Sarsar announced Decentralization Law not a priority for some political parties in parliament (ARP).
- **August 2016:** Elections postponed, following discussions between ISIE and President Beji Caid Essebsi.
- **April 2017:** Municipal elections scheduled for 17 December 2017; regional elections scheduled for 22 February 2018. Electoral timeline negotiated between ISIE and ARP.
- **May 9, 2017:** ISIE President Chafik Sarsar resigns.
- **May 10, 2017:** Sarsar announces resignation in protest to political party manipulation within ISIE.
- **October 2017:** Municipal elections fixed for 25 March 2018, ISIE, political parties, and government set timeline.
- **December 2017:** Elections pushed to 6 May 2018, decision based on request by government coalition composed of Nidaa Tounes, Ennadha, and the UPL.
- **April 26, 2018:** ARP votes in favor of proposed Decentralization Law.
- **May 6, 2018:** Municipal elections held.
- **May 9, 2018:** Decentralization Law signed into law by President Essebsi, as Organic Law n° 2018-29.
- **May 15, 2018:** Organic Law n° 2018-29 published in Official Journal.

The project worked to overcome wide held public perceptions that local governance equals bad and corrupt governance.

Because of contextual delays related to laws and the scheduling of municipal elections in Tunisia, this project had to extend its implementation timeline and, as a result, cluster second-phase activities into a constricted time period.

The project's expected results were to put into place participatory mechanisms at the local level by empowering citizens, CSOs and newly elected municipal councils through trainings in the new legal framework, while building trust and transparency at the local level. The project was originally designed to encompass equally pre-electoral and post electoral periods, around Tunisia's first free and fair local elections.

Throughout its stages, it sought to strengthen the capacity of first appointed and later elected local officials, and throughout enhance the role of local civil society in democratic processes. The project's inclusive and pyramidal beneficiary strategy targeted elected officials, elected delegates, CSOs, and focused specifically on the inclusion of youth and women.

Evaluated against the context of lengthy contextual delays, the project results were sufficient and principle activities were met. A main reason for this is the grantee's reputation in Tunisia, its work with a broad network of local civil society organizations, as well as its ability to implement activities in a fast and efficient manner. However, time constraints in the second phase of implementation split project efficiency and impact into a highly impactful first phase and a somewhat rushed second phase. Contextual delays were mediated by CHAHED's organizational structure which benefitted from a large network of CSOs as well as committed coordinators, volunteers and facilitators. Insights from field work indicate that results would have been stronger in the absence of political and legal delays and that CHAHED possesses the organizational capacity, reputation, as well as expertise to ensure strong results, which is also evident in the short-term observable sustainability documented in this report.

With respect to achievements, the project has strong results in its first implementation phase as all target indicators were met, and all activities were implemented as planned. Recommendations were integrated into the drafting a local governance manual in preparation for subsequent project stages related to municipal elections and training of newly elected municipal councils. The project was very well designed along a pyramid logic and allowed the grantee to expand its organizational programmatic portfolio based on its experience and expertise.

Key recommendations are derived from inputs by and discussions with the grantee as well as interviewed beneficiaries. Recommendations focus on substantive areas of success, barriers and setbacks, as well as possibilities for expansion. Civil society has to be involved at all levels and represent different areas of expertise. In-depth subject knowledge (in this case elections, transparency and an evolving legal context) as well as previous experience nation-wide, strengthened the project and allowed the grantee to work towards overcoming contextual delays and re-adjusting project activities. Finally, for projects that are directly related and contingent on particular political moments, such as elections, sound and executable contingency strategies are key in case of lengthy delays.

The central lessons learned from this project derive directly from the recommendations, as these can be applied to other projects in these issue areas, or serve as success stories for selection of new proposals: (1) projects proposed by grantees with specific areas of expertise should build and expand on the expertise and have designs that can accommodate lengthy contextual delays; (2) project sustainability is dependent on continued CSO involvement and not solely on products, including manuals and trainings; (3) projects working on participatory political and democratic processes must develop co-constitutive relationships between different authorities and citizens.

II. PROJECT CONTEXT AND STRATEGY

a. Development Context

Since the 2011 Revolution, which ended the twenty-seven-year rule of Zine Abedine Ben Ali and marked a historical rupture from effective single-party rule in Tunisia since independence 1956, a democratization process, buttressed by multiple reform initiatives, has been underway. Of these, political decentralization and strengthening local participatory democracy have been at the crux of the democratization process: societal control in the form of political and economic centralization was the defining formula of the ancient regime.

While decentralization and democracy-building at the local level have become priorities in Tunisia's process of political consolidation since the ratification of the 2014 Constitution and passing of the Local Collectivities Code by Parliament just a few days before the May 2018 municipal elections, citizen demands for decentralization were key political issues demanded from the onset of the 2011 transition.

In the early years of Tunisia's political transition, the National Constituent Assembly (NCA, 2011-2014) created seven Constitutional Commissions to negotiate decentralization during the Constitution-drafting, voting and ratification process (2011-2014). The legal framework for political decentralization is constitutionally defined by Chapter I "General Principles" (Articles 14-15), Chapter VII "Local Government" (Articles 131-132) in the 2014 Constitution, and by the April 2018 Decentralization Law (*Code des Collectivités Locales*, CCL). Following the revolution, territorial management of local governance was restructured with the creation of 86 new municipalities (from 264 to 350). These laws went into effect following the May 2018 municipal elections, which replaced special delegations that were appointed following the 2011 revolution. Under the previous political regime, municipalities were placed under the control of the Ministry of Interior and the ruling party. As such, citizen-local elite relations were defined by control and selective, often unequal, social service delivery. The post-revolutionary decentralization process sought to bring participatory democracy to the local level for the first time in Tunisia's modern independent history.

KEY POLITICAL EVENTS

January 14, 2011

2011 Tunisian revolution; onset of democratization

October 23, 2011

National Constituent Assembly (NCA) elections with principle mandate to draft a new Constitution

January 26, 2014

Tunisian Constitution is adopted; (Chapter VII Local Government); Articles 131-142)

March 18, 2016

Creation of the new Ministry of Local Affairs and the Environment

April 2018

Passing of Local Government Code by Parliament (392 articles, *Code des Collectivités Locales*)

May 6, 2018

First free and fair municipal elections

The project implemented by CHAHED and funded by UNDEF contributes directly to this ambitious effort and addresses core issues within the decentralization process by empowering citizens and their communities through an inclusive and participatory process around understanding the functioning of municipalities as well as citizen rights and obligations. While the Tunisian Constitution of 2014 clearly stipulates the legal framework for decentralization and guarantees the power of local authorities, the operationalization of this legal framework requires assistance, both from international donors as well as local civil society. The ultimate goal of the project is to introduce and build political trust between citizens and elected officials and to establish sustainable participatory democratic processes at the local level.

The CHAHED leadership, composed of both senior project staff and the organization's advisory council, works with a keen understanding of the structural barriers to decentralization at the local level along with the legal context within which decentralization and the project design operates. While initially set-up as an election observation group guided by political experts with a nation-wide network of facilitators, observers, implementers and volunteers, CHAHED began integrating the expressed needs and grievances of local populations during the Constitution-drafting process (2012-2014). In meetings with CHAHED leadership, a key tension in Tunisia's democratization process and experience was highlighted as a window for project design as well as barrier to working on citizen trust in the limited periods of project life cycles: key citizen demands for political de-concentration coupled paradoxically with nation-wide demands for more effective centralized government performance.

Timeline of Re-organization of Local Authority

January 14, 2011- May 6, 2018

Pre-2011 municipal councils dissolved and replaced with appointed special delegations by transitional authorities

2014-2018

Creation of 86 new municipalities – from 264 to 350 total by 2018

May 6, 2018

First democratic municipal elections

Summer 2018

Elected municipal authorities and councils take office

CHAHED's mission in Tunisia's democratization process dates to its establishment in 2011 to operate as an electoral observation and transparency group. Its work thus precedes the decentralization wave in Tunisia that followed the passing of the 2014 Constitution. CHAHED entered decentralization through two axes: (1) understanding and consideration of demands by local populations through its work at the regional and municipal level and network of coordinators and volunteers nation-wide, (2) integration of this knowledge in organizational work throughout the Constitution-drafting process (2011-2014) thus positioning its mission within debates around decentralization and de-concentration of political power. CHAHED as an implementor and established CSO in Tunisia, has a unique ability to sensitize its targeted beneficiaries (citizens, other CSOs, and local officials and cadres). It understands the role CSOs need to play in implementing participatory

mechanisms at the local level – many of these are either unaware of their legally-mandated role in the local governance process (that municipal councils have to work with participatory mechanisms) or lack the capacity (and contextual comprehension) to become key players in the process.

b. The project objective and intervention rationale

Implemented with the support of a vast nation-wide network of CHAHED coordinators and volunteers, the USD 220,000 project “Promoting Local and Participatory Democracy” worked to address several critical problems in Tunisia’s on-going process of decentralization and local level democracy building: How can citizens be convinced to participate in a local democracy when for decades they had been left out of the process? How can citizen trust be established and sustained? And how can civil society play a more active role in establishing a system of good governance at the local level?

The project strategy centers on a civil society-centric approach as a critical catalyst to encourage and sustain citizen participation in the management of local affairs, including assuring transparency and good governance. A participatory approach was adopted to ensure that different CSO and citizen concerns play a role in the configuration of the legal context (through sensitization and activism) and for societal factors to be included in the discussion of laws, regulations and local procedures. Building on its previous work in sensitizing and capacity-building of CSOs and citizens with respect to multiple stages of elections, electoral rights and processes, CHAHED worked to:

- Engage in comprehensive outreach and sensitization campaigns to explain to citizens as well as local officials how participatory processes can operate and how these are stipulated by various new legal frameworks post-2014;
- Increase municipality commitment to CSO and citizen participation in the management of local affairs, and signing promissory agreements;
- Strengthen the capacity of local authorities, citizens, and local CSOs with a youth-focused and gender-targeted approach;
- Work with elected deputies at the national and municipal level to hold citizen fora in which citizen concerns are integrated in local decisions;
- Build and improve trust between citizens and communes because of citizen engagement in decision-making through voting.

c. Project strategy and approach

Over its course of implementation, the project promoted a comprehensive, participatory, and legal-reform focused approach around three axes on which the strategies and activities were based: (1) to improve the conditions for more productive citizen engagement at the local civil society level; (2) to stress a youth and gender-focused strategy buttressing all project activities; (3) to heighten transparency and accountability vis-à-vis citizens among local communes and officials. This three-layered strategy was underpinned by a legal and juridical setting which assures outcomes, and yet addresses the reality of a context in which these legal blueprints are not fully understood nor applied. The project approach was thus

constructed on a rapidly changing legal context to assure citizen comprehension of their rights and responsibilities as they apply to the execution of local governance.

The strategy was constructed on a pyramidal approach to include as much participation in early stages in order to design thoroughly contextualized trainings and workshops in pilot communities and among targeted actors. The 50 nation-wide workshops in the first phase of the project served as a knowledge base from which to draft empirical recommendations that served as the basis for the outreach and advocacy strategy targeting the parliament (ARP), particularly during the period in which important juridical milestones regarding Tunisia's decentralization process were under debate. Simultaneously the knowledge base garnered from the original project phase became the basis for designing targeted training modules for first appointed and later elected officials in the seven pilot municipalities. Based on this two-directional approach – national and commune level – best practices were collected for the development and drafting of a manual charting inclusive and participatory procedures for ensuring good governance at the local level. This last step sought to contextualize the manual to the variety of conditions pertaining specifically to governance at the local level, learned from previous experiences as well as from the initial targeted 50 workshops. Following project delays directly linked to delays in passing of the local elections law as well as the organization of municipal elections in May 2018, the project leadership opted to design a public opinion survey to probe the effectiveness of a citizen-centered and participatory approach and to re-adjust recommendations as well as amend the manual.

A key project element was a comprehensive and non-partisan communication strategy to garner a wide range of recommendations as well as ensure as inclusive of an approach as possible. To this extent and early in the project, CHAHED developed a citizen-friendly “Q&A guide” detailing complex legal stipulations and official texts in clear and approachable language, for citizens to understand their roles and responsibilities with respect to local governance. This approach benefitted citizens, local CSOs, municipal cadres, elected council members and local leaders, and national-level representatives. CHAHED itself as a youth-heavy and gender-conscious organization and network, fluently integrated a targeted youth and gender-sensible strategy.

III. EVALUATION METHODOLOGY

a. Purpose and Scope of the Evaluation

The evaluation sought to achieve a comprehensive and forward-looking report of the implemented project with attention to the grantee's capacity, as well as the overall development context. To this extent, data was collected and analyzed conforming to OECD-DAC criteria of relevance, effectiveness, efficiency, impact and sustainability. The evaluation, especially during in-person interviews, included the criterion of UNDEF's added value and additionally collected information for future avenues of development assistance for local and participatory democracy projects. Recommendations and lessons learned were developed from evidence-based findings following the desk review and field work.

b. Evaluation Criteria

The evaluation was conducted in a transparent and participatory approach with attention to grantee capacity as well as the overall development and structural context. This allowed for an in-depth assessment of the project rationale and justification, both its programmatic (outputs and outcomes) and financial dimensions. The variation of site visits and meetings with beneficiaries brought additional value to fully assess impact as well as measure sustainability.

c. Evaluation Questions

For this project, evaluation questions following the OECD-DAC criteria concerned whether the designed and implemented project contributed to local democratic development, and specifically how the project activities contributed to the project goals of sustaining civil society's and citizens' role in the management of local affairs via 7 targeted pilot communities. Key questions revolved around the project design, implementation timeline and rationale, as well as possibilities and barriers to sustainability and replicability beyond the realm of the UNDEF-funded activities, with sub-questions drafted to address relevance, effectiveness, efficiency, impact and sustainability. Questions, too, focused on whether the mechanism was welcomed from all sides, meaning citizens, elected officials and CSOs. Evaluation questions are detailed in Annex I.

d. Data Collection and Analysis

The UNDEF Operational Manual for Post Project Evaluations was the initial guidance document to develop first the Launch Note (in September 2019), including an evaluation framework and field-work methodology. For this preparatory step, the international expert evaluator conducted an in-depth desk review of all available French and Arabic-language project documentation, including the Project Document, reports and supporting activities documentation submitted by the grantee (15 documents related to project activities), Mid-term and Draft Final Narrative Reports (note: a finalized narrative report is still missing at the time of writing), financial reports (note: final financial report is still missing at the time of writing), milestone verification reports, and a participatory budget manual produced by CHAHED.

Additionally, the evaluator conducted an extensive secondary literature review on decentralization and democratization in Tunisia, as well as a review of the grantee's past and current activities in Tunisian media and resources, as they pertain to local democracy development in Tunisia. The evaluator too participated in a non-UNDEF funded CHAHED activity to gain a better understanding of the organization's mission and work outside of the realm of the UNDEF-funded project.

The evaluator and CHAHED project staff held an introductory meeting for the evaluation in Tunis in mid-November 2019 to discuss the overall project and to organize a more detailed field-mission plan. During this meeting, the evaluator and grantee discussed three critical

areas: (1) the overall project strategy as well as implementation time-line and completed activities; (2) the contribution of UNDEF-funding to the organization's mission in Tunisia; (3) most successful pilot municipalities; (3) involvement of targeted populations particularly youth and women.

During the field mission, the evaluator traveled to Rades to interview beneficiaries (the Mayor, elected members of the municipal council, municipal staff and civil society representatives), held an all afternoon meeting with senior CHAHED leadership as well as monitoring and evaluation staff, met with the survey specialist (phase II of project), and completed the field-mission with a follow-up meeting with grantee leadership and staff, as well as a UNDP representative. The full list of people interviewed is provided in Annex 3.

The grantee also provided the evaluator with more detailed project information related to activities across Tunisia and briefed the evaluator about barriers and possibilities related to the political context and legal framework during Tunisia's process of political transition as it pertains to political de-concentration. Additional research during field work included similar work by other key actors, both bi-lateral and multi-lateral, governmental and non-governmental, as well as conversations with citizens, and members of other municipal councils (where similar projects did not occur).

e. Limitations

At the onset of the project evaluation there were a number of challenges to the planning of the field work.

The first concerned a non-responsiveness by the grantee both to UNDEF-initiated messages, and later a series of messages by the evaluator. The principle reason for this was timing as the initial evaluation was scheduled to take place during Tunisia's presidential and legislative elections in September and October of 2019, in which CHAHED was a major CSO actor. After an in-person visit to the CHAHED offices by the evaluator, project staff became more responsive and eager to discuss the project, including its limitations and new possibilities, share project-specific and additional supporting documentations, assist in contacting beneficiaries at multiple localities, and remained available for follow-up meetings and discussions.

A second limitation concerned the availability of project experts during the time of the evaluation due to travel as well as commitments to new projects. This project evaluation would have benefitted from additional 2-3 interviews with technical experts involved in the drafting of the training manual as well as an additional CHAHED facilitator from an area outside of the capital, however, based on previous planning, additional interviews would have extended the field-work period to another month due to unavailability. A main recommendation for future project evaluations is for the grantee to prioritize evaluations and to organize them in a succinct and realistic timeline, as such meetings are constructive for both a comprehensive evaluation and serve as an instructive resource for the grantee.

IV. EVALUATION FINDINGS

a. Relevance

Promoting Local and Participatory Democracy was implemented at a critical juncture in Tunisia's decentralization process between February 1, 2016 and August 30, 2018. The civil society-focused project worked to promote and sustain citizen participation in democracy-building at the local level, with a multi-tiered design that targeted citizens, CSOs, local appointed and later elected authorities, as well as national-level authorities. Its approach was participatory at multiple stages, in both the sensitization and empowerment project elements as well as the consideration of multiple levels of concerns (CSO, citizen, women and youth) in the development of project documents, recommendations as well as design of project activities. The project was relevant as it contributed to establishing democracy through the empowerment and involvement of civil society and citizen trust at the local level. Its implementation period occurred during a highly contentious political context in which municipal elections and the passing of key legislation governing local democratic processes were delayed. During this period (especially in 2016 and 2017), much criticism pointed to the downfalls of delaying elections as well as the possibility of these not occurring, should laws not be passed. With a project design directly related to the holding of local elections, the legal context, and a set of activities targeting beneficiaries as they related to elections, the contextual delays in passing laws and holding elections affected project implementation, yet the grantee worked hard to address and amend these issues. As attested by project beneficiaries, the original value of the of project – the empowerment of CSOs and inclusion of citizens at the local level – remains a continuous struggle in Tunisia's experience of building local democracy.

A timely project launch

A core element of the CHAHED strategy was a multi-tiered project design based on comprehensive and nation-wide citizen participation in the form of 50 roundtables, organized in two rounds of 25, which focused on the legal framework of local-level democracy, citizen participation, transparency as well as good governance. To carry out this preliminary phase of the project, 20 facilitators were trained in the principles of local governance as they pertain to the specificities of the legal framework in Tunisia, as well as comparatively with insights from other studies by CHAHED's senior and expert leadership. From the organization's previous work at the local level pertaining to citizen mobilization and election observation, a strong network of local civil society organizations was already in place to participate in the training activities related to the legal aspects of decentralization and the differences between national-level and local-level elections. The launch of the UNDEF-funded CHAHED project was made transparent through press conferences and media work, as well as updates to the CHAHED website which included calls for facilitator applications as well as details about the project. The press announcement, recruitment and selection, and training period preceding the first project phase of 50 nation-wide outreach and sensitization workshops targeting civil society and citizens in anticipation of local elections originally scheduled for October 30, 2016 (but postponed 4 times and finally held On May 6, 2018, more than 16 months of delays) were organized in a timely and effective

manner early on in the project implementation time-line. This allowed CHAHED multiple months of outreach, advocacy, sensitization as well as capacity training among beneficiaries and targeted audiences in preparation for Tunisia's first free and fair elections at the local level. 2016 also marked the year in which many actors, particularly civil society, had high hopes for a timely organization of local elections, including the necessary political backing to pass election-related legislation to ensure the holding of local elections two-years following the ratification of the Constitution (2014) and the 2014 Presidential and Parliamentary elections. Both the project launch, first implementation phase, as well as project design were set in a timely political context and followed the project's activities plan.

A focus on participatory, inclusive and transparent processes

One of the key barriers to garnering citizen support was around notions of trust in local democratic processes following decades of dictatorship and the absence of pluralistic political processes, especially in the regions where CHAHED targeted its programs. Constitutionally mandated provisions for citizen participation at the local level created an enabling as well as relevant context for CHAHED to focus heavily on empowering and including local civil society in its early phase of the project. This strategy had two specific contributions both to Tunisia's development and political context, as well as to the early project phase: (1) through the mechanism of local civil society, the project was able to address barriers around citizen trust and foster inclusion as well as participation in anticipation of elections; (2) include relevant and necessary information from training sessions in the development of recommendations as well as manuals targeted at elected decision-makers. The project also paid special attention to the inclusion of women and youth, especially at the early phase.

Delays in Tunisia's electoral calendar

The original project design as detailed in the Project Document, had a specific temporal logic relevant to the expected Tunisian electoral calendar in which elections were to be held in the fall of 2016 or latest spring 2017. CHAHED's pyramidal design included a second phase that would take recommendations from civil society and citizens to advocate among national-level stakeholders and local elected officials to build their capacity based on the stated needs and priorities by citizens – or the constituents that would be represented for the first time in Tunisia's modern history. The project's temporal logic was such that it was situated at the height of a political context eager to strengthen local democratic processes. However, as elections continued to be delayed because of tensions within parliament and among political actors as well as national priorities heavily focused on economic development and security sector reform, the approximate year and half delay in implementing the decentralization process coupled with diminishing popular trust in political institutions (see Arab Barometer survey and Tunisia Report), rendered a project that was centered on elected authorities and an electoral calendar difficult. While CHAHED was able to design a contingency strategy for delays by working with appointed special delegations at the municipal level, the long delays affected the logic of sequencing as designed in the original project: (1) the time period between the initial trainings and development of recommendations as well as manual were completed in 2016, whereas municipal elections were not held until May 2018; (2) the targeted beneficiaries remained stagnant during the delays, putting CHAHED into a difficult position to continue garnering interest and support by targeted stakeholders and working towards the empowerment of seven pilot communities.

Nonetheless, the grantee continued to work with the selected municipalities and added additional activities to keep the project on track, particularly the development and execution of a public opinion survey in the last project phase to measure and trace changes among citizens vis-à-vis expectations from local authorities.

The project's relevance was most clearly observable in its expansive strategy to include a wide range of civil society and citizen voices in the development of materials and activities to build local participatory democracy through transparency and good governance. This nation-wide effort bridged a variety of political and geographic conditions and was ensured through CHAHED's broad nation-wide network representing the national territory. A total of 1,351 individuals participated in the nation-wide workshops – 890 men (65%) and 461 women (35%). 402 civil society organizations were present during the 50 training sessions.

b. Effectiveness

CHAHED's nation-wide network developed through its ongoing work since July 2011 at the local level related to elections, outreach and capacity-building, allowed the organization to collect a variety of recommendations in a representative and geographically inclusive manner. The principle project strength was the seamless ability to include civil society at the local level, while implementing a participatory approach to inform future project activities and outputs. Despite delays in the electoral calendar and a stalled process of passing critical legislation, CHAHED was able to identify 7 pilot communities and sign accords with local authorities to significantly augment civil society and citizen participation in their involvement in local affairs. In the 7 selected communities, of which Ain Draham (on the Northwestern frontier with Algeria) and Rades, a southern suburb of Tunis stood out as success stories, CHAHED continued to work with special delegations and later elected municipal council to ensure that activities were implemented. However, effectiveness was challenged due to unanticipated delays in passing legislation and also holding elections. While CHAHED had a contingency plan in place, the year and a half delay rendered it difficult to amend activities, especially the content of activities, to the real political context in Tunisia. One of CHAHED's key strengths' is its expertise, among both its advisory board and senior project staff, in complex legislative debates and contours in Tunisia, especially post-Revolution. While senior staff was able to follow in great details the reasons for delays (political priorities as well as cross-branch tensions), the implementation of activities that followed a broad national-citizen-priority strategy, to municipal councils, to national -level stakeholders, became more difficult as elections continued to be delayed.

The issue around effectiveness was less about the projected activities following the large-scale civil society and citizen sensitization campaign, and more about the pressures of keeping local actors – that is civil society and citizens - engaged as trust in public institutions especially hope in local elections was diminishing due to delays. In addition, CHAHED was faced with the difficult task of maintaining the commitment of local authorities (appointed and later elected), as priorities had shifted from understanding and operationalizing legal stipulations to ensuring that local elections would actually occur in light of multiple delays and tensions on the inter-party national scene. CHAHED nonetheless followed its inclusive and participatory strategy in the development of the manual and project materials, and

continued with its gender and youth targeted strategy, particularly in its paired down work with the seven pilot communities.

Local authorities attest to effectiveness and need

As implemented, the project was largely able to achieve the objectives and goals in the 7 municipalities, as newly elected local authorities stress the need for a continuation of activities that mobilize the participation of communities in local affairs and for trainings for both citizens / civil society and municipal cadres / elected deputies on how to organize effectively and regularly such participatory processes. As trust in institutions remains low *despite* the holding of elections in which 35.65 percent of 5,369,843 registered voters participated, council members rely on the experience and expertise of civil society organizations to train, build-capacity, and sensitize community's participation. Despite contextual and political delays, the project's overall effectiveness (with some exceptions) was the result of a multi-tiered project design that allowed for some delays in implementation and most importantly set an imprint for the establishment of inclusive and participatory mechanisms within the targeted communities.

A complex legal framework

From the 2014 post-Constitutional period to the 2018 holding of municipal elections, Tunisia's decentralization process was stalled by political blockages as well as a shifting priorities environment towards economic development and security. An already complex legal framework became more difficult to navigate, as decentralization and the scheduling of local elections remained a priority to some extent but was also overshadowed. CHAHED's senior project staff and advisory council members who hold decade long legal expertise provided valuable project insights in their ability to follow and navigate the evolution of the legal framework stipulating local governance as well as the necessity for participatory mechanisms. This expertise allowed CHAHED to continue, despite the delays, the implementation of a project directly related to the evolution of the legal framework as well as elections, by engaging its civil society network and honing a gender and youth strategy in preparation for activities related to the immediate pre-and post-electoral period. Overall, the project was able to make observable steps towards increasing citizen participation and trust in municipal affairs and notably increase the participation of local civil society organizations in facilitating citizen meetings, sensitizing citizens to municipal practices, and partaking in local democracy building.

c. Efficiency

Throughout the project and per available financial documents, financial resources were expended as detailed in the financial documents, confirmed by milestone monitoring and evaluation report as well as interviews with the evaluator. The final financial report had not yet been submitted by the grantee during the period of field work, however, the grantee indicated that it would be submitted shortly. According to the available documentation and review of detailed budget plans, budget lines were respected, and the burn-rate of expenditures corresponded with the activity implementation plan, including project delays.

Financial Management and Programmatic Efficiency

CHAHED has a reliable financial management structure in place, including its ability to track expenditures, and implement reported project-funded activities in a cost-efficient manner commensurate with actual costs in Tunisia. Project funds were expended almost exclusively on facilitation of trainings and outreach, development of an inclusive manual and project outreach materials, as well as an advocacy and sensitization campaign. In the duration of project implementation, the Tunisian Dinar was devaluated by 40.7 percent, from 2.04 TND to 1 USD in February 2016 to 2.87 TND to 1 USD in November 2018. The *actual* exchange after passing through the Tunisian Central bank is slightly lower. Lacking a final financial report, it is not possible to assess how final tranche funds have been allocated and how the devaluation of the currency has impacted the cost of activities in final project phases.

Change in project staff and implementing partner

While CHAHED underwent staffing changes both at the organizational level as well as with respect to the UNDEF-funded project, it does not seem to have impacted the project. An extension for the project was granted because of very long delays in passing of election-related legislation and holding elections. Core project staff – the coordinator, assistant, evaluators and trainers, in addition to the broad network of civil society organizations operating at the local level, assured as good of a continuity of activities as feasible given the political, legal and social context. The change in implementing partner – from Transparency First to the Union of Agricultural Workers – was announced in the midterm narrative report. Its justification was detailed in email exchanges that were submitted to the UNDEF. The new implementing partner seems to have provided an important space for the implementation of training activities as well as served an outreach role in project activities within the seven pilot municipalities. In interviews with the grantee, the Union of Agricultural Workers was not given critical mention, yet from written reporting it seems to have played an efficient role in the implementation of local-level civil society training and capacity-building activities.

Programmatic efficiency and was also mostly assured by a continuity of key project staff (coordinator, assistant and trainers) as well as the network of organizations that have worked with CHAHED in various capacities since 2011 nation-wide as well as throughout the life of this project.

d. Impact

While impact is generally difficult to assess in the short term, the field work and interviews with multiple beneficiaries, more so than the reporting documents, point to a critical effect on the capacity of civil society as well as building transparent processes for citizens, and indicates potential impact on elected municipal councils and local level cadres. A key element of impact was CHAHED's focus on communicating and conducting trainings on the legal contours of decentralization among citizens, CSOs, and elected officials.

Impact on the capacity of local CSOs and transparency for citizens

An observable impact of “Promoting Local and Participatory Democracy” was its ability to augment the role of civil society and citizens in participatory democracy at the local level. This was attested and confirmed by meetings with local authorities (both elected members and municipal cadres) who continuously stressed the difficulty of getting civil society involved in the mobilization of citizens in the management of local affairs. Beyond engaging in local decision making and activating citizenry, the project employed a two-pronged strategy: (1) to bring the existing and growing network of local CSOs into direct contacts with municipalities and citizens; and (2) implement a multi-tiered training effort for cadres, appointed and later elected delegates at the municipal level. Because of a history of long-standing suspicion in local politics inherited from decades of dictatorship, the mayor of Rades, for instance, stressed the importance that facilitators – such as CHAHED staff as well as their network of trained facilitators – play in overcoming issues of distrust and encouraging higher levels of participation. Independent civil society, as an institutionalized mediator that was previously absent in the local politics, is critical in helping the strengthening of the relationship between citizen demands and the work of municipalities. The municipality of Rades, with three communes and one of the oldest industrial and port zones, was able to establish a clear plan for the inclusion of CSOs in its work, following signed agreements with CHAHED beginning in August 2018. The municipality now works with a network of 22 local CSOs through its *Dar Jamayat* network and an office directed specifically at municipality-CSO relations. The engagement of CSO work with the municipality was heightened in the run up to the May 2018 elections in which CHAHED organized and facilitated a three-day open house for a sensitization campaign to help communicate the work of municipalities to citizens.



Observatoire CHAHED

Outreach Flier

Question 1: What is a municipality?
And what is its role?

Question 2: What is 'participatory'?

Question 3: Why should I participate?

Question 4: And how can I participate?

Impact on local and national authorities

Because of delays in the electoral calendar, the project's impact on municipalities is more difficult to measure than the impact it had on mobilization civil society in activating citizens to engage in work on municipalities. CHAHED's project design was set up as such that the work of CSOs in a very high number of round tables organized across the nation fed into recommendations and content for manuals and trainings for local and national-level elected decision-makers, as well as trainings for municipal staff. Despite delays due to political deadlocks around important decisions, CHAHED worked diligently to produce the necessary project materials and honed-in its work with the seven pilot communities including training based on manuals and e-governance, even if this phase of the project had to be truncated due to delays.

As the CHAHED project strategy counted on a large time commitment for trainings with the 7 pilot communities, the grantee had to truncate that time in the run-up to the elections in May 2018 and follow-up work in the post-election period in which most new municipal council did not take office until later that summer, work with new local authorities only extended to a few months. However, CHAHED worked with special delegations prior to the elections as well as municipal cadres to lay the groundwork for the project. This allowed for a continuity of knowledge acquired as well as transfer of materials from special delegations and cadres to newly elected municipal members. Additionally, CHAHED implemented a two-part survey in the extension period to measure changes in citizen perception of satisfaction in municipal performance. The survey phases included one phase prior to the municipal elections and a second phase in late summer 2019. While the survey constitutes a critical knowledge base to evaluate both the project itself as well as for newly elected municipal councils, the survey specialist too commented on the difficulty in measuring satisfaction in a period of intense delays – not just in holding elections but also in new municipal councils taking office. Nonetheless, the survey gauged citizen perception and satisfaction around infrastructure, legal frameworks and actual local governance, relationship and communication between citizens and municipalities (i.e. system to grievance communication – websites, SMS systems, or in-person visits), as well as expectations from municipal services.

While the overall impact on local authorities is more difficult to assess in comparison to the impact on civil society, the program did make important headways in setting the ground by spanning multiple phases in the work of municipalities (pre-, during, and post-elections) and was involved in a targeted communication campaign to train municipal leadership and staff in various legal frameworks, guiding the work of local authorities, as well as specific legal stipulations about the involvement of citizens and civil society in municipal governance and transparency. As newly elected council members were either unaware of laws and regulations or required training on the various steps, including townhall meetings, citizen propositions of and voting on municipal project, voting of projects and implementation of projects decided upon by citizens, the project set an important precedent for future work and involvement by civil society.

The shifting security and rapidly changing political situation in Tunisia did have an effect on the priorities of local and especially national-level elites and comprising one of the reasons for delays in the electoral calendar, CHAHED and its network of local CSOs worked diligently on project continuity and deliverable. Overall, security was less of a concern in the implementation of the project than delays in passing laws and scheduling election.



Post-Municipal Election training workshop in Sfax, August 2018

e. Sustainability

Project sustainability is high among involvement of CSOs in their awareness of their legally mandated role for participatory governance as well as their role in demanding and ensuring transparency. This is due to the high levels of CSO and citizen-related activities in the first phase of the project and the high levels of involvement in nation-wide roundtables. As CHAHED works with an impressive network of CSOs at the local level, trainings and workshops strengthened not only civil society itself, but also instituted a sustainable relationship with municipalities. This sustainability criteria operates in two ways: CSOs are aware and have experience in working with municipalities and bridging citizen demands and expectations with the work of municipalities while newly elected municipal councils depend on the CSOs to engender higher and more sustainable levels of citizen-led participatory governance.

Short-term indicators for sustainability among pilot communities

Despite immense time constraints due to delays, sustainability is also observable in the short-term at the municipal council level. Once CHAHED was able to concentrate activities around May 2018 elections and later newly elected councils, the grantee catered activities to municipal demands.

In the run up to elections, CHAHED organized multiple sets of meetings with municipal cadres to hold open houses and sensitization campaigns. These were followed by trainings for communities where citizens were able to engage and discussions about the role of municipalities while also working with municipal staff via the manual and other project documents. This phase constituted the groundwork with citizen-municipal relations in which citizens understand their rights vis-à-vis local and participatory governance while council cadres and newly elected members were trained in mandates around transparency and citizen engagement. In short, the pilot experiment exemplifies that sustainability can be gauged at the short-term once citizens understand what the role of municipalities are in their quotidian lives and what they can expect, while in return, municipalities are trained on their legal responsibilities towards citizens and to what extent.

Pilot projects and replicable successes

Both grantee and project beneficiaries agreed that the electoral delays and a truncated second project phase affected the overall project. While the grantee designed an original project with more concentrated and succinct work commitment with newly elected municipal councils, council members and staff too asked for more training by CHAHED. The mayor of Rades especially stressed the importance of trainings by well-established organizations such as CHAHED in training political novices on the complexities of legal frameworks, participatory governance, and how to operationalize transparency within Tunisia's new legal frameworks. This is precisely because citizen engagement in local affairs of governance is not only new, but also built on decades of disengagement and mistrust. The communities that benefitted from CHAHED programs exemplify what the building blocks for participatory governance and building local democracy are, and they too indicate that these are beginnings that need more support for both long-term sustainability, higher rates of citizen participation, as well as to be more easily replicated in future electoral cycles. The CHAHED local-level survey, in addition to multiple Tunisian and international nation-level surveys on political perceptions, support these recommendations, in which citizen expectations of governance (both national-level and local-level) remain low. What can be inferred, however, is that once CSOs and citizens are involved in municipal decisions that directly affects their quotidian life, it is likely that they will continue to place pressure on local authorities to guarantee participation in local democratic processes.

f. UNDEF Added Value

The UNDEF added value for this project as well as the overall work of CHAHED is multi-fold. UNDEF-support provided CHAHED with the possibility to expand its work on local electoral observation and election-related capacity building to work on empowering citizen-CSO-municipal relations, building on CHAHED's expertise in Tunisia's new legal contexts. With its funding of a pyramidal project structure, UNDEF added significant value to bring citizen concerns to recommendations for local and national-level decision-makers, empowered a large network of local civil society organizations, set the building blocks for establishing citizen trust in local democratic processes, and directly contributing to the skills and possibilities necessary to building democracy at the local level.

g. UNDEF Visibility

The presence of the UNDEF logo buttressing event announcements, workshops as well as training and presentation materials enhanced the credibility of a nascent civil society organization and implementor, which began its election-related work on the ground in 2011. With UNDEF support, CHAHED was able to expand its work to establishing relationships beyond elections among citizens and municipalities, and thus sharpen its mission by building on its legal expertise and coupling this with national-level priorities around decentralization and participatory local governance. UNDEF visibility too allowed for attracting trust among the pilot municipalities and the cross-national network of CSOs, while lending legitimacy from the national level. Finally, UNDEF-funding also has an impact on perception by beneficiaries and local stakeholders who do not link this funding mechanism to bi-lateral interests, and as such view the work as implemented by CHAHED as politically neutral. This dimension is especially important in a highly polarized political environment such as post-Revolutionary Tunisia, and certainly allows CHAHED to implement across political and geographic contexts.

V. CONCLUSIONS AND RECOMMENDATIONS

Conclusion	Recommendation
A project that is dependent on a grantee's proposal to work in a specific field of expertise, in this case elections, needs a sound contingency plan should elections be delayed. These contextual factors are outside of the control of the grantee and project, and a clear contingency plan is necessary to address long contextual delays.	If permitted by the donor and feasible for the grantee, CHAHED could have re-designed its implementation plan to concentrate more intensely on the second project phase (run-up to 2018 elections and year thereafter). The demand by beneficiaries was clear and CHAHED possesses the necessary CSO network and expertise to work around these political opportunities.
The work of civil society is key to any project working in building citizen trust at the local level, while balancing needs between citizens and municipal authorities. In addition to functioning as a counterweight to local authorities, civil society also fills an important knowledge and skill-building gap as Tunisia's decentralization process is taking root.	As initiated by CHAHED, a wide range of civil society organisms should be involved at all stages of the project and actively participate in trainings, workshops, town halls, monitoring and evaluation as well as citizen sensitization to help municipalities increase citizen participation. CHAHED has an exemplary network of CSOs, that should serve as an example to other organizations working within similar realms.
The manual for participatory governance sets a precedence for a sustainability deliverable. It should be constructed in such a way that continuity in recommendations from CSOs and citizens can be updated over time and as local participatory governance takes root.	CHAHED should train municipalities on how to produce future participatory governance manuals or use this expertise as a basis for strengthening future programs in building the capacity of local municipalities. The manual should include updated sections

	and lessons learned from both possibilities and barriers of this experience.
CHAHED's project design based on election-specific expertise coupled with legal expertise related to decentralization and political transitions and a broad network of committed CSOs is a critical starting point for expanding organizational mandates. This is an important recommendation for CSOs who are seeking to enlarge and expand their work.	Only CSOs and implementers who have a clear understanding of the local context – legal, political, nation-wide variation should work on complex issues of decentralization and its legal frameworks.
CHAHED added a survey late in the process to address implementation time-lapses due to contextual delays in Tunisia. While the survey served as a critical element, the project timeline did not allow for a comprehensive analysis as survey phases were too close to one another. Surveys should book-mark a project rather than augment it.	If surveys are included as part of projects (either to establish a knowledge base or to serve as monitoring and evaluation tools), they should be implemented as early and late as possible to best measure change and impact.
Rapidly changing legal and political contexts necessitate the expertise of CSOs to sustain participatory local processes and to continue increasing citizen involvement, which at a national scale remains comparatively low.	More time needs to be allocated to train and build capacity of newly elected municipal councils and local-level decision makers. CHAHED's work should have encompassed a year following municipal elections to yield more sustainable results as documented by the grantee as well as beneficiaries.

VI. LESSONS LEARNED

Projects proposed by grantees with specific areas of expertise should build and expand on the expertise and have designs that can accommodate lengthy contextual delays.

Observatoire CHAHED's strength and reputation in Tunisia dates to its work as one of the first Tunisian organizations to work on election-related issues, democracy building, citizen trust and civil society strengthening since 2011, establishing itself within months of the Tunisian Revolution and the country's transition towards democracy. Since then, CHAHED built a broad network of CSOs at the local level, garnered citizen trust nation-wide and, as a result, was able to launch an expanded project beyond election observation in a timely and efficient manner. In addition to operating as a trusted and reputable local organization working mainly in election observation and transparency, CHAHED leadership is composed of legal experts, strengthening organizational capacity to design projects that deal with the complexities of transitional political situations.

A key lesson learned is that building a project based on election-related expertise will have the downside of coming up with contingency plans if elections are *significantly* delayed, as in this case. Delays were related to parliamentary debates and votes around electoral legislation as well as the actual holding of elections. While CHAHED's project design was pyramidal and on target from launch to the midterm report, the contextual delays forced the grantee to tightly group sensitization, communication, advocacy and capacity-building activities related to newly elected municipal councils, not leaving much space for replicability and sustainability. Impact would have been much greater in the absence of contextual delays however early impact is observable at the scale of pilot municipalities.

Project sustainability is dependent on continued CSO involvement and not solely on products, including manuals and trainings.

As stated throughout the report, the involvement of CSOs was essential on multiple levels: (1) citizen mobilization and trust at the local level; (2) building trust and knowledge about municipal processes prior to elections; (3) serving as a critical valve for municipal-citizen relations; (4) ensuring a continuity of transparency and good governance. CSOs were also critical in producing recommendations for the first and second manual on participatory governance draft, in the pre-electoral sensitization campaign, and for the sustainability of citizen-municipality relations. A key lesson learned is that for a project design that depends on CSO involvement for its launch and legitimacy, expansion, broadening of scope of work, sustainability and replicability, grantees should possess an existing and robust network of nation-wide and local organizations, as that by CHAHED.

Projects working on participatory political and democratic processes must develop co-constitutive relationships between different authorities and citizens.

While civil society involvement and strengthening is key to this relationship, especially the two-directional work of CSOs as a balancing weight between citizen demands and local political authorities, both citizens and authorities need to be involved at equal weight. Building citizen trust in context of transitions from authoritarian to democratic rule is as complex as it is lengthy, and the movement of decision-makers from roles of citizens to agents of state is contentious, can create ruptures and either increase or decrease mistrust (especially in polarized political contexts). Relationships of trust must be built on participatory processes in which both weights – citizen and authorities – depend on each other equally, and also built channels of effective communication and participation. A key lesson learned is that grantees and projects that exhibit previous experience in building citizen trust are best positioned to implement at these socio-politically complex and quickly evolving situations.

ANNEXES

Annex 1: Evaluation questions and detailed findings:

DAC criterion	Evaluation Question	Related sub-questions
Relevance	1. To what extent did the project design and implementation of activities address the issue of promoting local and participatory democracy and democratic development in Tunisia?	<ul style="list-style-type: none"> Were the objectives of the project in line with the needs and priorities for democratic development, given the context? Should another project strategy have been preferred rather than the one implemented to better reflect those needs, priorities, and context? Why? Were risks appropriately identified by the projects? How appropriate are/were the strategies developed to deal with identified risks? Was the project overly risk-averse?
Effectiveness	<p>1. Was the project as implemented able to achieve objectives and goals in the seven municipalities and did the selected municipalities become "success stories?"</p> <p>2. Did the change of project management team that occurred early in the project had an impact on the effectiveness of project implementation?</p> <p>3. To what extent did the delay in implementing the project, as well as barriers to implementation, relate to the context in Tunisia?</p>	<ul style="list-style-type: none"> To what extent have the project's objectives been reached? To what extent was the project implemented as envisaged by the project document? If not, why not? Were the project activities adequate to make progress towards the project objectives? What has the project achieved? Where it failed to meet the outputs identified in the project document, why was this?

Efficiency	How did the resources expended relate to the project impacts?	<ul style="list-style-type: none"> ▪ Was there a reasonable relationship between project inputs and project outputs? ▪ Did institutional arrangements promote cost-effectiveness and accountability? ▪ Was the budget designed, and then implemented, in a way that enabled the project to meet its objectives?
Impact	<p>1.To what extent has the project put in place processes and procedures supporting the role of CS in contributing to direct promotion of democracy?</p> <p>2.Did the security/ political situation and related consequences undermined the project realizations?</p> <p>3.Did the manual created condition to improve the work of elected officials and civil servants in the seven municipalities?</p> <p>4.What is the impact of the M&E monitoring mechanism in the seven municipalities?</p> <p>5. Did the 7 municipalities became role-models in terms of service delivery to the population?</p> <p>6.Are inhabitants more satisfied by service delivery of their municipalities following the end of the project?</p>	<ul style="list-style-type: none"> ▪ To what extent has/have the realization of the project objective(s) and project outcomes had an impact on the specific problem the project aimed to address? ▪ Have the targeted beneficiaries experienced tangible impacts? Which were positive; which were negative? ▪ To what extent has the project caused changes and effects, positive and negative, foreseen and unforeseen, on democratization? ▪ Is the project likely to have a catalytic effect? How? Why? Examples?

Sustainability	<p>1. Do the activities implemented indicate sustainability of the results and among the targeted communities and others?</p> <p>2. What measures has the NGO put in place to ensure sustainability?</p> <p>3. Have capacity-building activities been conducted for sustainable impact among the beneficiaries?</p> <p>4. Do the seven cooperation agreements put in place during the project still play a role after the end of the project?</p> <p>5. Is the M&E monitoring mechanism put in place during the project still in place and functioning after the end of the project?</p> <p>6. Have new skills been consolidated? during the project?</p>	<ul style="list-style-type: none"> ▪ To what extent has the project established processes and systems that are likely to support continued impact? ▪ Are the involved parties willing and able to continue the project activities on their own (where applicable)?
UNDEF value added	<p>How far did UNDEF funding provide value added to the work of the NGO?</p>	<ul style="list-style-type: none"> ▪ What was UNDEF able to accomplish, through the project that could not as well have been achieved by alternative projects, other donors, or other stakeholders (Government, NGOs, etc). ▪ Did project design and implementing modalities exploit UNDEF's comparative advantage in the form of an explicit mandate to focus on democratization issues?

Annex 2: Documents Reviewed:

Background/Contextual Documents

- Arab Barometer V. Tunisia Country Report. 2019.
- Janine A. Clark, 2018, *Local Politics in Jordan and Morocco: Strategies of Centralization and Decentralization*. Columbia University Press.
- Janine A. Clark, Emanuela Dalmasso and Ellen Lust. 2019. *Not the Only Game in Towns: Explaining Changes in Municipal Councils in Post-Revolutionary Tunisia*. Democratization, (no. 26-1): 1-20.
- International Crisis Group, 2019, *Decentralization en Tunisie: Consolider la démocratie sans affaiblir l'Etat*. Report no. 198.
- Intissar Kherigi, November 2018, *Deepening Democracy in Transitional Tunisia: A New Chapter for Local Governance*, Great Insights.
- Intissar Kherigi, 2018, *The Role of Decentralization in Tunisia's Transition to Democracy*, Fletcher Forum of World Affairs.
- Lana Salman. 2017. "What we talk about when we talk about decentralization? Insights from Post-Revolution Tunisia." *L'Année du Maghreb* 16, pp. 91-108.
- Lotfi Tarchouna, July 31, 2019, *The Tunisian Experience of Decentralization since 2014*, Arab Reform Initiative.
- The Republic of Tunisia, 2014, *The Constitution of the Tunisian Republic* (Chapter 7," Du Pouvoir Local," Articles 131-142).
- The Republic of Tunisia, 2018, *Loi Organique No. 2018-29 of 9 May 2018 concerning the Code of Local Collectivities*.
- Sarah Yerkes and Marwan Muasher, May 2018, *Decentralization in Tunisia: Empowering Towns, Engaging People*. Carnegie Endowment for International Peace.

Project Documents

- Project Document, Reports: Midterm Progress, Final Narrative Draft,
- Milestone Verification Narrative and Financial Reports
- Documents related to project activities, including invitation to press conferences, pilot project announcements, fliers detailing work of municipalities, work plans, media coverage synthesis, sample of outreach and public meetings, power point presentations from trainings, facilitator training documentation.

Project Outputs

- CHAHED Local Governance Manual written by 3 experts with recommendations from nation-wide workshops.
- Signed agreements with pilot municipalities.
- Survey (2 phases) of citizen expectations before and after 2018 municipal elections.

Annex 3: Persons Interviewed

16 November 2019	
Meeting at with Observatoire CHAHED Project Staff	
Aziza Hamrouni Hayfa El Ouefi	CHAHED Project Assistant CHAHED Staff Member
20 November 2019	
CHAHED-NED Press Conference in Tunis	
CHAHED Coordinators & Staff	
21 November 2019	
Meeting at CHAHED Headquarters	
Noureddine Loussaief	CHAHED Monitoring and Evaluation Expert
Riadh Trabelsi Aziza Hamrouni Hayfa El Ouefi	CHAHED Coordinator
4 December 2019	
Meeting at Rades Municipality	
Jawher Sammari	Mayor
5	Elected Council Members & Municipal Staff who participated in CHAHED activities
11 December 23, 2019	
Meeting with UNDP	
Mohamedhedi Ben Ali	UNDP Milestone Evaluation
23 December 2019	
Meeting with survey specialist	
Riadh Bouaziz	Survey Specialist and Statistician
Aziza Hamrouni	CHAHED, Program Assistant

Annex 4: Acronyms

CHAHED	Observatoire CHAHED
CCL	Code des Collectivités Locales
CSO	Civil Society Organization
ISIE	Instance Supérieure Indépendante pour les Élections
NGO	Non-governmental organization
OECD	Organization for Economic Development and Cooperation
UNDEF	United Nations Democracy Fund
UNDP	United Nations Development Program