

External Evaluation of the Integrated Urban Development Project – Phase II

Sousse, Tunisia

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About this evaluation

SECO commissioned Pablo Vaggione SL to carry out an external evaluation of the Integrated Urban Development Project Phase II in Sousse, Tunisia. The evaluation was carried out by Pablo Vaggione and Adel Ben Youssef in May-November 2025.

ACRONYMS

ADB	Asian Development Bank
AIMF	Association internationale des maires francophones
AMO	Assistance à maîtrise d'ouvrage
AMMU	Autorité métropolitaine de la mobilité urbaine / Greater Sousse Mobility Agency
BAU	Business as usual
CEFAD	Centre de formation et d'appui à la décentralisation
CHF	Swiss franc
COPIL	Steering Committee
CPSCCL	Caisse des Prêts et de Coutien des Collectivités Locales (Municipal Development Fund)
DAC	Development Assistance Committee
DGI	Direction Générale des Impôts
EPFL	École Polytechnique Fédérale de Lausanne
EU	European Union
FNCT	Fédération nationale des communes tunisiennes
GIS	Geographic Information System
JEMP	Jardin d'Enfants la Maison du Poète
LED	Light-emitting diode
LIDAR	Light Detection and Ranging
OECD	Organisation for Economic Co-operation and Development
OPEX	Operating expenditures
MOOC	Massive open online course
PAU	Plan d'aménagement urbain (Urban Development Plan)
PDUI	Integrated Urban Development Programme (Programme de Développement Urbain Intégré)
PSMV	Plan de Sauvegarde et de Mise en Valeur (Safeguard and Enhancement Plan)
SECO	State Secretariat for Economic Affairs
SG	Secrétaire général
STS	Société de Transport du Sahel
TA	Technical assistance
TND	Tunisian dinar
TOR	Terms of reference
UGP	Unité de gestion du projet (Project Management Unit)
VAT	Value-added tax
WEIN	SECO Infrastructure Financing

NOTE ON THE LANGUAGE OF THE EXTERNAL EVALUATION

This evaluation report was prepared in English, the language of the external evaluation. Should any discrepancies arise between the English and French versions, the English version takes precedence.

1 EXECUTIVE SUMMARY

PDUI Phase II remains **highly relevant** to municipal needs. It is expected to achieve several firsts in Tunisia. Sousse will be the first municipality to adopt a Safeguard and Enhancement Plan (PSMV) for its Medina, an important heritage asset; to complete LIDAR coverage, enabling a more accurate fiscal cadastre and other applications; and to prepare a canopy plan and a solar cadastre, tools to address the heat island effect and support the energy transition. Sousse is also pioneering the use of an energy dashboard to decide on the allocation of municipal funding to replacing public lighting at scale, a key measure to reduce energy costs. The GIS unit is already demonstrating practical applications in road-defect reporting and waste collection routing. In addition, Sousse has independently secured financing for the rehabilitation of the Bab Jedd annex, supported by PDUI II through the production of construction drawings. It will be the first time in Tunisia that the EcoBat label will be awarded to a public building. Participatory planning methods have been trialled, and feedback indicates that the integrated approach to urban development, a central PDUI objective, is perceived by municipal staff as adding value to their work. The Grand Sousse practitioner network represents a step toward strengthening municipal capacity.

Across the other DAC criteria, performance is mixed. **Effectiveness is moderate**, as some outputs are beginning to influence municipal routines, but uptake remains unsystematic. Progress is uneven, with key components such as mobility and resilience still at preparatory stages. The dissemination component is not designed to communicate success stories, which limits visibility. **Efficiency is low**, with a disproportionate share of resources absorbed by project management and execution delays that mean several activities will extend beyond the current timeframe. Key constraints include the VAT-related contracting suspension, lengthy approvals, and a more risk-averse municipal operating climate. **Sustainability is moderate**, as energy and some GIS practices are increasingly used in operations and supported by municipal financing, but continuity in mobility and resilience remains uncertain.

Several adjustments will be needed as the project moves into its final, implementation-focused phase. Contracting needs to resume at pace once the VAT exemption mechanism is confirmed. Budget allocations should follow standard proportions between management and technical work. A structured process with a defined timeframe for central administrative approvals and municipal validation of outputs is needed to quantify task duration, and a more formal framework for the uptake of project practices and outputs would facilitate the absorption of PDUI II results into municipal administration.

PDUI II oversight should be supported through further streamlined AMO reporting that tracks progress against the project calendar. Regular checkpoints should complement the reports to maintain alignment and avoid lengthy periodic reporting. Increased specialisation and a stronger local base would benefit project management functions. Engaging further with national stakeholders would help resolve bottlenecks. The communications component requires an updated approach with a concise plan and dedicated resources.

Looking ahead, several options could be considered for a potential PDUI Phase III. One option is to centre a new technical assistance in transferring successful PDUI components to a different municipality. A second option is to continue support in Grand Sousse, consolidating integrated approaches and inter-municipal collaboration. A third option would be to establish an on-demand mechanism open to multiple municipalities, offering support for studies, training, or quick wins from a predefined menu of priorities, with commitments from municipalities to apply results. Each pathway presents distinct trade-offs in terms of continuity, geographic reach, and institutional anchoring.

2 INTRODUCTION

2.1 Purpose and objectives

The purpose of the external evaluation of the Integrated Urban Development Project Phase II (PDUI II) in Sousse is to provide project steering recommendations for the remaining implementation period and to inform strategic decisions on a possible next phase. The objectives are:

- To assess performance against OECD DAC criteria and whether project setup, targets, planned activities, and management structure remain realistic for successful project completion, providing short-term recommendations for adjustments towards operational improvement.
- To provide input on a potential continuation project. This includes assessing whether the integrated urban development approach can be replicated in other Tunisian municipalities or regions, identifying required adaptations, and exploring options for national-level scaling.

2.2 Scope

The evaluation is structured around the DAC criteria of relevance, effectiveness, efficiency and sustainability, and is operationalised through an evaluation matrix with specific questions for each criterion. The matrix guides analysis of the current set up, targets, planned activities and management arrangements, the delivery of technical documents and capacity building outputs, as well as local absorption and institutional uptake of project approaches, documents and tools. Through document analysis and direct stakeholder engagement, the evaluation covers PDUI II project activities across the components of resilience, mobility, energy, governance and dissemination. A financial audit, technical quality appraisal of individual deliverables and impact assessments are outside the scope of this evaluation. The report also provides a high-level assessment of options for a potential third phase, considering models through which PDUI could replicate or deepen the integrated urban development approach.

2.3 Evaluation matrix

Based on the Evaluation Matrix included in the Terms of Reference, the evaluation team has prepared an adjusted version (see Annex), including proposed scoring criteria. The matrix serves as a tool to systematically link each evaluation question to corresponding indicators, data sources, and analysis methods.

3 DESCRIPTION OF THE DEVELOPMENT INTERVENTION

3.1 General description

The aim of PDUI II is to strengthen institutional capacity, improve service delivery, and promote a more coordinated territorial governance in Grand Sousse. The project promotes an integrated approach to urban development and can be considered a pioneering practical application of SECO's urban value chain of plan-finance-operate:

- Its thematic scope brings together mobility, energy efficiency, and public space
- Its process scope comprises urban planning, including participatory processes and inter-municipal collaboration, demonstration project preparation, and physical implementation

At the time of its design, PDUI II responded to national priorities in decentralisation, climate resilience, and energy transition, while aligning with Tunisia's commitments to sustainable development and the international agenda on climate action.

The expected outcomes of PDUI II are as follows:

- Governance: strengthened capacity to formulate a comprehensive and integrated urban planning framework, from strategic vision to project feasibility
- Resilience: enhanced adaptation to the impacts of climate change
- Mobility: improved understanding of mobility concepts and implementation of anchor interventions in public transport and mobility infrastructure
- Energy management: identification and application of demonstration measures to reduce energy consumption
- Dissemination and capitalisation: development of Sousse as a reference in integrated urban development, with transfer of concepts to Grand Sousse municipalities

3.1.1 Timeframe

PDUI II was launched on 09.09.2022 and its closing date is 30.06.2026.

3.1.2 Budget

The budget for PDUI II is 4.5 million CHF which is distributed as indicated in Exhibit 1.

Exhibit 1 - PDUI II Budget

Overall project budget	Amount (CHF)	Share (%)
Financial resources for studies and implementation (trust fund)	3,500,000	78%
Financial resources for technical assistance to the contracting authority (AMO)	1,000,000	22%
Financial resources for mobilisation of municipal staff	unspecified	unspecified
Total project budget	4,500,000	100%
SECO contribution to the total budget	4,500,000	100%

Source: PDUI II Annual Report 2024

As of 30 June 2025, the accrued budget utilisation per budget area over the total PDUI II budget is as follows:

- Of the budget for studies and implementation: 16%
- Of the budget for project management: 82%

Exhibit 2 - Budget utilisation to 30 June 2025 (all figures in CHF)

Budget areas	Budget used in 2022	Budget used in 2023	Budget used in 2024	Budget used in 2025 (to 30.06)	Total budget used to 30.06.2025	% of total PDUI II budget
Financial resources for studies and implementation	0	177,266	354,072	189,468	531,338	16%
Financial resources for technical assistance to the contracting authority	75,958	338,943	277,335	132,514	824,750	82%

Source: AMO, Excel Document "22133-Planification budgétaire-250707"

3.1.3 Main stakeholders¹

- The Municipality of Sousse is the main Client and the Maître d'ouvrage (project owner). There is no clause indicating that the Municipality "implements" the project in the operational sense typically implied in development cooperation.
- Grand Sousse Municipalities, recipients of a series of PDUI II activities
- The Ministry of Interior's role is to serve as the institutional anchor and chair of the Steering Committee (COPIL)
- A consortium composed of Urbaplan, Transitec, IDE-E, and Inser provides assistance à maîtrise d'ouvrage (AMO) to the Municipality of Sousse. The AMO manages a fiduciary account, oversees service procurement, and leads technical implementation through studies and quick-win activities.

3.2 Context

The constitution adopted in July 2022² established a governance model that strengthened the role of central government. The Ministry of Interior, which oversees Tunisia's 350 municipalities, refers to this change as "the restoration of the governor's role as supervisory authority," while other stakeholders termed it as a "recentralisation of powers." The reform introduced district, regional and local councils as new intermediate levels of governance, which considerably reduced the powers previously exercised by municipalities. Municipalities are now headed by appointed secretaries general who provide administrative continuity but do not hold real decision-making authority. Stakeholders indicated that this is a transitional situation pending the revision of the local authority code, which will define the relationship between municipal councils and other local authorities.

This context has led to limited political decision making at the local level and greater caution in administrative processes. According to interview feedback, the next municipal elections may take place around May 2026 after the adoption of the local code. On paper, this could address the current constraints. However, persistent challenges remain, including limited local technical expertise, increasingly complex administrative procedures, and difficulties in mobilising financial resources, especially international climate-related funding.

3.3 Description of the intervention logic

The intervention logic for PDUI II is framed around supporting the Municipality of Sousse and its metropolitan partners to operationalise integrated urban development through a combination of planning instruments, technical tools, and capacity-building measures. The Theory of Change links upstream studies and training to the adoption of evidence-based practices, piloting of innovations, and eventual institutionalisation in municipal routines. The logframe provides a results chain that connects activities such as GIS mapping, energy management, and mobility planning to outcomes of improved municipal capacity, enhanced service delivery, and more sustainable urban management. Implementation arrangements assign the UGP as the focal point unit within the Municipality of Sousse, with the AMO consortium providing a dual role of technical service provider and project manager, and SECO exercising strategic oversight through COPIL, which is chaired by the Ministry of Interior.

¹ According to the Contract "CONSULTANTS' SERVICES COMPLEX TIME-BASED ASSIGNMENTS FOR THE PROJECT INTEGRATED URBAN DEVELOPMENT SOUSSE AND GRAND SOUSSE (PHASE 2)" signed in August 2022

² La Constitution de la République Tunisienne du 25 juillet 2022

4 METHODOLOGY

4.1 Description of the evaluation process

The evaluation draws on primary sources collected directly from stakeholders through in person and virtual interviews and field observations, together with secondary sources from document review supplied by SECO and the AMO. Information is triangulated and assessed against the OECD DAC criteria. The annexed evaluation matrix provides further focus to the DAC framework by linking it to specific evaluation questions.

4.2 Document review

A list of reviewed documents is in the Annex.

4.3 Interviews

In-person interviews were conducted with representatives of the Ministry of Interior, the Municipality of Sousse and UGP staff, as well as with municipalities of Grand Sousse and the local AMO team. Virtual interviews were held with SECO and members of the AMO's international team. The interviews followed the structure of the evaluation matrix and were complemented by ad hoc questions to clarify specific details.

4.4 Data analysis

Data from interviews, field observations, and document review were synthesised using qualitative content analysis. Recurring themes and patterns were identified across stakeholder groups and mapped against the OECD DAC criteria. Each finding was rated according to evidence strength. A high rating indicates that multiple independent sources confirm the same point; a moderate rating reflects partial corroboration; and a low rating denotes reliance mainly on stakeholder perception or single-source information.

4.5 Field mission

The evaluation team conducted a field mission to Sousse, Hammam Sousse, Chatt Mariem, Zaouiet Sousse and Msaken³, where it held in person meetings with main stakeholders and carried out site observations. The mission was initially scheduled for June 2025, but delays in approval led to its implementation in September 2025.

4.6 Limitations

The main limitation of the evaluation lies in the potential for interview responses to reflect institutional positions or individual biases. Evidence quality is moderate: interview responses often lacked specificity and detail, providing broad assessments rather than concrete examples, while reports were more descriptive than analytical, outlining activities undertaken but providing limited information on implementation timelines. To mitigate these constraints, the evaluation applied a structured matrix that enabled the comparison of responses across stakeholder groups (the Municipality of Sousse, AMO, and SECO) and triangulation between interview data and document analysis. Where verification was not possible, the limitations of the evidence base are explicitly noted. The delay in conducting the mission reduced the time available for deepen discussions and follow up with additional details after interviews, but the structured and comparative approach helped maintain a balanced and transparent interpretation of the available information.

³ The AMO has indicated the following criteria for selecting the municipalities consulted: Hammam Sousse for its strong urban and service connectivity with Sousse and the high mobility flows it generates; Chatt Mariem as a newly created commune that reflects the capacity constraints and opportunities for institutional strengthening typical of recent establishments; Zaouiet Sousse for its demonstrated commitment to development and suitability as a setting for pilot initiatives in smaller municipalities; and Msaken for its large territorial extent and agro-economic profile, which pose distinct planning and management challenges.

5 FINDINGS

The evaluation finds that PDUI II is highly relevant to municipal needs, with strong alignment in areas such as geo-information and energy management. Effectiveness is moderate, as some outputs are beginning to influence municipal practices and decisions, while in other components results are still pending or have limited traction. Implementation delays and a share of resources devoted to management above standard practice are an indication of low efficiency. Sustainability is moderate, with several practices, notably in energy and GIS, are now embedded in municipal routines, though continuity in other areas remains uncertain.

Criteria	Assessment
Relevance	High
Effectiveness	Moderate
Efficiency	Low
Sustainability	Moderate

5.1 Relevance

PDUI II is assessed as highly relevant. Both the Secretary General of the Municipality and the project management unit (UGP) consider that the project objectives are strongly aligned with Sousse's core priorities. The project is coherent with the City Development Strategy of Sousse.

PDUI II can be regarded as a flagship application of SECO WEIN's approach to integrated urban development, combining activities in planning, governance, mobility, energy management and resilience. It also offers an opportunity to apply the plan–finance–operate framework in practice, although it is not explicitly reflected in the design of activities or in the narrative of project documents. The project is consistent with SECO's objectives in Tunisia and in comparable partner countries to promote sustainable economic growth, including by creating opportunities for local service providers to develop.

While the Ministry of Interior views the convention as evidence of thematic alignment, implementing an integrated urban development agenda requires clear vision and political leadership. This contrasts with the local governance model introduced in 2022, which has shifted towards a process-driven structure characterized by risk aversion. This environment has lengthened technical validation periods for approvals and encouraged cautious, non-analytical responses at the municipal level.

How well do the project's components align with the current priorities and challenges of the national level and the Municipality of Sousse?

Most UGP staff consider PDUI II to be strongly aligned with municipal objectives. Its principles are consistent with the vision expressed in the City Development Strategy, particularly in its integrated approach, cross sectoral orientation, and metropolitan scope. The project directly supports core municipal priorities in Sousse and in the municipalities of Greater Sousse consulted during the evaluation, such as reducing the municipal energy bill. It provides instruments (i.e., the PAU), tools (i.e., the energy Dashboard), and demonstration pilots (i.e., the rehabilitation of the Bab Jedid annex building) which can help municipalities advance towards their own implementation of transformative projects. However, senior management and some staff placed greater emphasis on tangible, physical projects, which led them to assess the alignment as only moderate.

In what ways has the project contributed to strengthening the institutional or technical capacities of the municipality?

According to the AMO, the project has strengthened the municipality's technical perspective by introducing an integrated approach to urban development. For example, it has promoted participatory planning methods and advanced mobility concepts beyond car-centred transport planning. UGP team members interviewed reported that these concepts have been well received and their importance recognised, with acknowledgement that sectoral approaches alone cannot address complex urban issues. However, the application of the integrated approach is uneven across thematic areas and is not systematized. Appropriation is strong among UGP staff but limited outside the management unit. The restricted allocation of time by UGP thematic focal points, who devote only 20–30% of their workload to the project, may constrain a deeper day to day use of these concepts.

Can you give examples of innovative approaches, learning mechanisms, or knowledge-sharing processes used in the project that you found relevant or impactful?

Several UGP staff reported a moderate uptake of tools and methods introduced by PDUI II. The preparation of the PAU demonstrated innovation through its participatory process and integration of climate resilience. Decision making has become more fact based, as illustrated by the municipality's allocation of budget for scaling up public lighting replacement, based on a dashboard simulation that aims to cover 100% of Sousse's municipal area by the end of 2026. Data generated by the GIS unit is expected to be applied across different function domains, including an inventory of waste collection points, geoportals, and an inventory of public lighting. Knowledge gained in drafting terms of reference and technical specifications in energy management may serve as reference in future tender processes. The experience sharing network established between Sousse and Greater Sousse is considered relevant. However, there is limited evidence that these approaches are being consistently integrated into municipal processes.

Do you think the project's design and methods are transferable or adaptable to other municipalities in Grand Sousse?

Stakeholders consider the project's design and methods to be transferrable, provided that moderate to major adaptations are made for VAT exemption, streamlined reporting, sensitivity to institutional context, and a controlled number of studies.

5.2 Effectiveness

Effectiveness of PDUI II is assessed as moderate. Concrete outputs have been achieved in GIS applications, energy management tools, and inter-municipal training, and the Municipality of Sousse has already committed significant investments in lighting and building efficiency based on PDUI II recommendations. However, the effectiveness of many strategic activities such as the PAU, fiscal cadastre, resilience strategy, and mobility initiatives cannot yet be assessed, as they remain incomplete due to procurement delays or are awaiting formal adoption. According to the Ministry of Interior, the initial task planning was overly ambitious, which has contributed to these delays. As a result, effectiveness to date is uneven across components, with most progress visible in preparatory work and capacity-building.

Component 1 – Governance and urban development (including GIS sub-component)

The PAU (URB01) has, according to UGP feedback, introduced a participatory approach and an integrated perspective to urban development, representing a qualitative gain for

municipal planning. However, its efficiency will ultimately be determined by the formal adoption of the document by the Municipality, which is expected before June 2026.⁴

The scope of sub-component URB02, the preparation of bankable projects for financing, is an essential outcome of PDUI II and of SECO's plan–finance–operate approach. The Annual Plan indicates that the UGP has requested this activity be financed under CAP02. If treated primarily as a capacity-building output, effectiveness will depend on the training producing concrete project formulation documents as deliverables. Initially designed to prepare two bankable project documents for Sousse, the activity has since been extended to the municipalities of Greater Sousse, with project documents now referring to a portfolio of up to twelve bankable project fiches.

The activities under sub-component URB03 have been effective in preparing construction documents for the rehabilitation of the annex building of Bab Jedid High School, for which works have commenced in September 2025. The Municipality has secured funding from the Association Internationale des Maires Francophones (AIMF), the City of Lausanne, and CPSL to finance 60% of the rehabilitation works, with the remaining 40% to be covered by municipal funds. The works are expected to be completed in April 2027, outside the current timeframe of PDUI II.

In URB04, an inventory of heritage assets has been completed. This is the first step in the preparation of the PSMV Medina which is expected to be contracted once the VAT issue is resolved. According to Urbasmar, the service provider, the preparation of the plan is expected to take 16 months which makes its completion outside the current timeframe of PDUI II.

The inadequate maintenance of the Boujaafar park and the Jardin d'Enfants la Maison du Poète (JEMP), noted in the 2024 Annual Report, undermines the effectiveness of URB05. The upkeep of the parks remains dependent on the provision of security guard services, for which the Municipality has yet to finalise procurement. More than half of the sub-component budget was disbursed at the start of phase II for civil works required to complement the works under phase I, as reported by the AMO. An audit and preparation of a management plan for the parks have yet to be planned.

No information was yet available on the specific contents of the output of URB06, but the effectiveness of the sub-component will depend to a significant extent on providing an operational model for the Bab Jedid annex that identifies income opportunities to cover operating expenses. The preparation of the animation plan for the JEMP park has not commenced.

The LIDAR survey (URB07) has the potential to be effective if the outputs that it provides an evidence base for are translated into applied instruments. These include the fiscal cadastre, which could strengthen the Municipality's revenue base; the canopy plan, which could help mitigate the urban heat island effect; and the solar cadastre, which could guide investments in renewable energy. Its effectiveness will ultimately depend on the degree to which these instruments are put into practice.

For the fiscal cadastre (SIG01), a 24-ha proof of concept in Quarter Boukzhar is expected to define procedures, cost drivers and sequencing. Following initial office-based plot vectorization, a field survey covering 439 plots was conducted. According to the subcontractor, delivery will require 14 months, which places completion beyond the current PDUI II timeframe. Full city coverage is estimated to take about five years beyond

⁴ According to stakeholder feedback, the normal approval timeframe for PAUs in Tunisia is approximately eight years.

current project timelines. Its effectiveness will depend on the municipal tax administration scaling the work so that availability and use are consistent.

SIG02 - Consolidate and expand seven operational uses of the geodata generated by the GIS Unit has been effective in supporting practical use cases, drawing on 224 information layers covering areas such as waste collection routing and public lighting status, and through the citizen reporting tool that allows residents to report road defects. The municipality intends to take-over recurring licence and storage costs.

SIG03 - Optimise the building permit process. The development of an application to facilitate the granting of building permits. The status and eventual uptake are unclear and the AMO reports difficult communication with the Ministry of Interior.

SIG04 - Survey and map the utility networks of concessionaires. The activity consists of mapping underground utility networks (water supply, stormwater, wastewater, gas, electricity, and fibre optic, among others). The exact scope is under definition.

Share of the total PDUI II budget: 24%

Share of the accrued component budget executed by June 2025: 44%

Component 2 – Resilience

A preliminary audit of the Green Spaces Directorate (DEV) of the Municipality of Sousse is in progress. Preparing the component's three outputs, namely a resilience strategy, a canopy plan, and a municipality wide public space management plan, is likely to extend beyond June 2026.

Share of the total PDUI II budget: 11%

Share of the accrued component budget executed by June 2025: 1%

Component 3 – Mobility

MOB01 - Strengthen the attractiveness of the Greater Sousse bus network. The expected output of this sub-component is a bus network restructuring strategy based on evidence. Its effectiveness will depend on the extent of engagement by the Société de Transport du Sahel (STS) and other stakeholders in its preparation, as well as their commitment to implementation. Ministry of Transport is following closely, seeing potential for improved financial and service performance. Given that the study was launched later than expected, effectiveness cannot yet be assessed.

MOB02 - Provide strategic support to the institutional development of a Greater Sousse Mobility Agency (AMMU). This activity has not yet started. AMO and UGP see its potential, but effectiveness will depend on the degree of appropriation of the governorate as well as the political support that will be provided by the Ministry of Transport.

MOB03 - Prioritise and balance the allocation of road space on Belkadi Boulevard. The activity consists of preparing construction drawings and providing construction supervision services for the upgrade of a segment of the boulevard. Achieved awareness-raising but no tangible implementation due to stalled implementation decisions. Its potential effectiveness will depend on whether these preparatory and supervisory inputs facilitate implementation once external funding is secured. The Municipality has already undertaken the prerequisite Environmental and Social Management Plan at its own expense. It is unlikely that the activity can be completed within the PDUI II timeframe.

MOB04 - Consolidate the provisional development of the Boujaafar corniche. This activity consists of the design and installation of pedestrian signage and development of a cycle lane. A development option for an integrated design for the corniche including the cycle lane has been presented to the Municipality, which is seeking sources of financing. Non-motorised transport has high potential in the Tunisian context. However, the AMO indicated that technical capacity in mobility planning remains an area for development.

Share of the total PDUI II budget: 18%

Share of the accrued component budget executed by June 2025: 37%

Component 4 - Energy management

EN01 - Optimise the operation of the municipal energy management dashboard (TBGE). The dashboard has been effective in supporting decision-making. The installation and deployment of smart electricity meters, and their connection to the dashboard are expected to further enable monitoring.

EN02 - Upgrade and optimise the management of public lighting. Effectiveness of the sub-component in achieving the target of energy bill reduction of 42% over BAU may be assessed upon completion of the activities.

EN03 - Optimise the management of the vehicle fleet. This activity has not yet started.

EN04 - Promote sustainable construction. Consist of preparing an energy upgrading and renovation plan for municipal buildings to be selected, activity that has not started yet; and preparing the case and obtaining EcoBat certification for the Bab Jedid Annex.

EN05 - Promote decentralised energy production. This activity includes the preparation of a solar cadastre and a solar calculator. These activities have not yet started. Their efficiency will depend on their integration into municipal planning processes and the establishment of incentives that facilitate the uptake by self-producers. This activity has no budget allocated in 2025.

EN06 - Develop a guide on eco-friendly practices and sustainable public procurement. This activity has not yet started.

EN07 - Facilitate the Municipality's commitment to improving its energy performance (ACTEMEA). This activity has not yet started.

Share of the total PDUI II budget: 10%

Share of the accrued component budget executed by June 2025: 11%

Component 5 - Dissemination and capitalisation

The Secretary General and several UGP staff underlined the need to raise PDUI II's public visibility through physically visible projects and also recognised that project communications could play a greater role in gaining visibility. Planned activities for 2025 in the dissemination subcomponent include training on institutional communications, the purchase of equipment, and the development of a PDUI webpage. However, interview feedback suggests that periodic content generation for social media, framed within a dedicated communications plan, would be more effective in meeting the demand for greater public awareness of the project. The budget allocated to COM01 (Upgrade the skills of municipal staff responsible for communication) limits its effectiveness. It is CHF 10,000, or 0.3% of the total project budget, which is low compared to international

benchmarks.⁵ According to the Annual report, the COM02 budget will be used to cover the costs of the 2025 COPIL, which further suggests that the importance of PDUI communications has been undervalued. In June 2025, disbursements have exceeded the total budget amount COM2.

The differentiation between activities CAP01 (Organise peer-to-peer learning between Sousse and Greater Sousse), CAP02 (Develop courses for municipal staff of Sousse and Greater Sousse), and CAP03 (Deliver hybrid training for municipal staff of Greater Sousse) is not completely clear which undermines the basis for assessing effectiveness. Risks of duplication are acknowledged in the Annual Report, which notes that under GS05 training sessions with similar objectives to CAP02 have already been organised.

The training *Formation continue pour les agents du Grand Sousse* (CAP03), comprising six thematic sessions and one closing event delivered in a hybrid format, was attended by 25 participants from Grand Sousse municipalities. Of them, 12 followed the MOOC in full and obtained a certification from the African Cities Lab (EPFL). Interviewed UGP staff considered the training effective in introducing an integrated approach to urban planning and management. Feedback forms completed by 16 attendees show that 73% held a positive general opinion of the training and 80% found it useful.⁶ Interview feedback nonetheless pointed to the need for greater context sensitivity and practical applicability, particularly in mobility. One feedback form specifically suggested that “trainings should consist of exercises with practical applications.” The training also fostered networking among municipal technical staff; for example, a WhatsApp group of 37 members was created and is used regularly to exchange experiences. Similarly, participants in the training for the establishment of a GIS unit (GS05) reported having acquired general knowledge, which they expect to apply to specific projects in subsequent activities.

CAP04 - Capitalise on and disseminate the lessons learned from Phases 1 and 2 of PDUI and CAP05 - Organise peer-to-peer learning led by Sousse for the benefit of Tunisian municipalities show promising potential for effectiveness by linking Sousse’s innovations to national training platforms (CFAD and FNCT) and engaging municipal staff in peer-to-peer learning. Both create channels for dissemination and institutionalisation of practices, but effectiveness remains to be demonstrated, as outcomes will depend on uptake of the planned trainings.

CAP06 - Establish partnerships with the academic and scientific community. The effectiveness of this activity depends on a clear articulation of its purpose and expected outcomes. Feedback on the Summer School on LIDAR, attended by the Municipality, the University of Châtt Mariem, and Urbasmart, indicated that it was positively valued for its practical usability.

CAP07 - Organise a study tour at mid-term of PDUI Phase 2. This activity has not started yet.

Share of the total PDUI II budget: 7%

Share of the accrued component budget executed by June 2025: 16%

Component 6 – Grand Sousse

GS01 – Replace public lighting with relamping and establish joint maintenance and GS02 – Improve energy efficiency in municipal buildings prior to solar rooftop installation. The

⁵ In technical assistance projects, communications budgets typically range between 1–2% of total budget for low-visibility operations, 3–5% for projects with moderate visibility and stakeholder engagement, and up to 5–8% for flagship initiatives with major dissemination components.

⁶ Respondents grading the training at or above 3 points in a 1-5 scale

Municipality of Sousse has committed TND 12 million to public lighting and energy efficiency investments based on PDUI II recommendations, which demonstrates the effectiveness of this activity.

GS03 – Develop an inter-municipal solar farm (medium voltage). This activity has been proposed for abandonment due to regulatory constraints. Effectiveness is negligible, with no results expected within PDUI II.

GS04 – Create an inter-municipal energy observatory. This was an idea championed by the GIS Unit of the Municipality of Sousse. However, when the Municipalities of Greater Sousse established their priorities, the observatory was not selected. The activity has been abandoned, and the budget of CHF 100,000 will need to be reallocated.

GS05 – Deploy the GIS in the municipalities of Greater Sousse. This activity has demonstrated high effectiveness. By end-2024 all communes had been equipped with hardware and licences, a geomatics laboratory was established in Sousse, and initial training was delivered. The Municipality of Sousse also recruited a dedicated GIS technician, and interviewees report a nascent practitioner community to sustain uptake. Through PDUI I and II, all of Sousse has been mapped, generating 224 information layers for practical use.

Share of the total PDUI II budget: 29%

Share of the accrued component budget executed by June 2025: 5%

Based on your experience, are the activities and tools provided through PDUI Phase II adequate for achieving the intended results?

Several tools developed under PDUI II, including GIS applications, the energy dashboard, and training initiatives, were considered useful by a majority of UGP staff and have supported more integrated and evidence-based approaches in their work. However, not all tools have been applied consistently, as strategic instruments such as the PAU, fiscal cadastre, and mobility tools remain incomplete or pending adoption. Overall, the activities and tools are viewed as adequate and relevant, though their use across UGP functions is still uneven.

Which capacity-building activities have had the most visible impact? Where do gaps remain?

Capacity-building activities on GIS and training initiatives have had the most visible impact, encouraging staff to think beyond sector silos and to experiment with new ways of working together. The development of the energy dashboard illustrates this shift, with AMO team members estimating that 90% of activities and processes were carried out by the municipality independently. Nevertheless, the extent of institutional change within the UGP remains moderate, as these practices are not yet formalised and gaps persist in embedding new procedures into municipal workflows, limiting the consolidation of project support into lasting institutional practices.

How does the fly-in/fly-out structure affect the responsiveness of support to the municipality and the continuity of outcomes?

For the UGP, the fly-in/fly-out structure provided steady access to specialised technical expertise, but the more procedural context of government agencies in Tunisia required greater attention to project management during or Phase II. A project manager with a permanent local presence was seen as likely to have supported smoother progress, strengthened continuity, and improved visibility within municipal operations. At the same time, the role of the local coordinator, assistant coordinator, and experts in energy and urban development was valued for responsiveness, problem-solving, and cooperation,

although these qualities were perceived as less consistent across other thematic members of the AMO consortium.

The Ministry of Interior also considered the structure to have affected the consistency of support. It viewed the progress timeframe presented by the AMO at COPIL as overly optimistic, partly reflecting limited contextual awareness, since delays in disbursement had already emerged before the VAT-related suspension. Overall, support was experienced as mostly consistent but constrained by gaps between missions and reduced continuity of outcomes.

In terms of responsiveness, UGP staff considered the fly-in technical support of international experts adequate for technical inputs, with most requests addressed in a timely and relevant manner during missions. Technical assistance was of good quality, but the timing was not always aligned with operational needs, as support tended to arrive in bursts rather than through continuous availability. UGP staff acknowledged the technical expertise provided by the AMO while noting opportunities for greater contextualization of processes and approaches to the Tunisian operating environment. Communication was also identified as an area for improvement, with both UGP staff and the AMO suggesting greater use of collaborative platforms. UGP staff highlighted that demanding client engagement conditions required more consistent senior management on the ground. The high cost of international project management in the first two years also points to the value of a more cost-effective model that separates technical direction and quality control from specialised project management and day-to-day oversight.

What has been the added value of the combination of Swiss and Tunisian expertise in your view?

Relevance to local priorities. According to the AMO, the combination of Swiss technical expertise and Tunisian contextual knowledge is central to the PDUI II approach, with international inputs bringing innovation. UGP staff acknowledged the technical value but noted challenges in adapting methods to the Tunisian context and perceived some rigidity in approach. Local facilitation through the Sousse GIS unit and the Grand Sousse charter on GIS objectives helped secure municipal buy-in, improving relevance in those areas. However, UGP recognised that complementarity was weaker in mobility and communications, where adaptation to local needs was limited to an extent due to the unavailability of a UGP counterpart in mobility from the second semester of 2024, and the absence of a communications focal point.

Contribution to effective delivery. The AMO cited effective collaboration through training delivered by Tunisian firms AGEOS and GRAPHTEC under AMO coordination and Swiss technical guidance. UGP staff confirmed that these arrangements improved quality and timeliness in GIS and energy management, though collaboration was less consistent in other components. Overall, 40% of technical services were contracted to Tunisian providers and 26% to international providers, with the remaining 34% covering goods and logistics. The mobility component recorded the highest share of international contracts (63%), while Component 1 on urban development, governance, and GIS had the highest share of Tunisian contracts (78%).⁷

Facilitation of uptake by UGP staff. UGP staff reported that they routinely use the energy dashboard and GIS tools, supported by Swiss technical input anchored by

⁷ As a benchmark, GUMAP II in Ghana awarded 65–70% of the value of technical contracts to international service providers and 35–30% to Ghanaian firms, with the share varying by component. For quick-win components focused on physical implementation, the breakdown was 10–90% between international and national providers.

Tunisian facilitation. They valued the Grand Sousse practitioner network as a practical peer-to-peer channel.

Which quick win activities appear to have generated lasting or strategic value, and to what extent do they show potential for replication or scale-up?

Several demonstration projects appear to have generated lasting and strategic value. The LED public lighting initiative targets a major cost driver, since public lighting and municipal buildings account for roughly 10–15% of the municipal energy bill in Grand Sousse. Sousse is replacing all public lighting with LED, and Msaken and Hammam Sousse have extended relamping with their own budgets, indicating continuity and potential for replication across the ten communes. The municipality advanced the Bab Jedid High School rehabilitation by opting for Platinum energy certification and mobilising TND 5 million through an open call, with PDUI support to the application. Together these actions show durability, local financing, and a potential pathway to scale.

Based on your experience, which elements of the project could realistically be replicated or scaled elsewhere?

Stakeholders pointed to several elements of PDUI II as having realistic potential for replication. The GIS applications and geomatics laboratory are viewed as scalable given their practical utility and modest entry costs, provided that municipalities invest in staff training and basic equipment. Energy management tools, such as the dashboard and public lighting model, were also seen as adaptable to other contexts, particularly where funding is available for smart metering. By contrast, larger-scale initiatives, such as the fiscal cadastre, were not perceived as readily replicable without substantial institutional and policy reforms. Overall, replication is considered feasible for selected tools under enabling conditions related to capacity, funding, and municipal commitment.

5.3 Efficiency

Efficiency is assessed as low. The execution of PDUI II is delayed and will not be completed before the originally planned project end date of June 2026. The time distribution of AMO's technical and coordination staff shows approximately 50% devoted to coordination and 50% to technical activities,⁸ which is significantly above usual practice.⁹ This suggests a disproportionate share of resources being absorbed by project management functions relative to technical delivery. The adoption of a logframe and annual plans represent improvements towards a more strategic project management toolbox which was initially lacking.

The delays in execution can be attributed to several factors:

VAT exemption issues. After the COPIL of February 2025, SECO decided to suspend the procurement of technical services until a clear VAT exemption procedure could be established. This pushed back all activities dependent on new contracts and, in turn, disrupted sequencing between components. Documents and interviews are fully aligned on the impact of this suspension. In September, the DGI sent a notification to SECO confirming agreement on a procedure. A certificate of exemption from VAT for the entire PDUI was issued. SECO has requested a pilot test before formal approval. As part of this test, a certificate of exemption for the contract of an independent consultant was

⁸ According to the latest information provided to the evaluation which is reflected in the PDUI II 2024 Annual Report.

⁹ A common benchmark across EU, ADB and World Bank operations is that project management should account for around 15–30% of total inputs, while 70–85% is allocated to technical activities. For PDUI II, the total budget distribution is 75% for technical services and 22% for project management.

issued in October. Once the results of the test are found acceptable, contracting is expected to resume.

Changes in political context, municipal governance model and PDUI II management. Building on Phase I, PDUI II was positioned as a flagship for integrated urban development, an innovative approach that requires a clear vision and leadership for implementation. The systemic context change from elected mayors to appointed general secretaries as head of the municipality constrained local decision-making authority. The uncertainty created by the temporary removal of the Secretary General in 2023 contributed to a risk-averse environment in the municipality. Managers became more cautious about endorsing studies and plans, and approvals that previously moved with political sponsorship began to cycle through additional internal checks. Communication between the focal person at the Ministry of Interior and PDUI II management was interrupted for a year. Changes in project manager roles at SECO and the UGP also required realignment periods including for project reporting iterations.

Long deliverable validation periods. According to the AMO, municipal approval processes have lengthened partly due to the 2023 shift in the governance model, which made officials more cautious in taking approval decisions, and this has contributed to delays. Multi-layer approvals have favoured administrative compliance over technical value and extended lead times to mobilise experts. This explains to some extent why coordination time has grown faster than technical output, yet the extent of delay attributable to these approvals has not been systematically quantified. Extended validation is also linked to the partial availability of UGP staff and the complexity of technical documents, some of which require external review.

Partial availability of UGP staff. PDUI tasks are carried by a small set of municipal focal points who also hold core service responsibilities. This dual role has been positive for appropriation but it constrains availability.

The disproportionate allocation of resources to project management has affected efficiency:

By 30 June 2025, accrued disbursements for project management represented 82% of total AMO fees, compared to only 16% for technical activities.¹⁰ The AMO noted in the 2024 Annual Report that resources are being consumed too rapidly relative to the needs remaining until the end of Phase II. Personnel time is also heavily weighted toward coordination: for the international project chief, 51% of hours were spent on coordination and 49% on technical activities, while for the local project chief the split was 63% and 37%.¹¹ These ratios suggest an imbalance in the allocation of project resources between management and technical delivery.

AMO members noted that high project management costs are partly due to the significant administrative workload generated by lengthy technical and financial validation processes by the UGP as well as coordination requirements with the Ministry of Interior and other national agencies on selected tasks. Adjustments necessitated by changes in municipal leadership and the reallocation of certain activities to the management budget have also contributed to higher management costs.

UGP interview feedback indicated that while the AMO brings strong technical expertise, additional capacity in project management and monitoring and evaluation would have improved efficiency. The AMO's addition of a local project manager with experience with

¹⁰ As indicated in the Annual Report 2024 which covers to January 2025.

¹¹ Annexe 4: Ventilation AMO par Activités (mars–décembre 2024)

the municipality and background with international organizations represents a cost-effective step in the right direction. However, full project management and monitoring responsibilities would enable the project to operate more cost-effectively.

The budget reporting format could be clearer. It is comprehensive in terms of accounting days allocated by AMO staff, although the competency for timesheet approval is unclear. From the format, it is not possible to discriminate at a glance allocation to technical services from expenditures for logistics, and also it is not possible to figure out amounts contracted to specific services providers.

Early project management gaps diluted focus.

For an extended period, PDUI II operated without an agreed logframe, which reduced focus on strategic results. Drafting was lengthy, as communication challenges, the absence of baseline data, and limited clarity in the results chain led to repeated iterations. A simplified and more practical logframe was finally agreed in June 2025. Foundational documents, such as the inception report, were perceived as too long and insufficiently operational for steering day-to-day work. The initial lack of a workplan made milestones less clear and deviations harder to flag promptly.

The PDUI II budget is also not consistently structured around outputs. Of 39 budget lines, 23 correspond to concrete products (plans, studies, guides, certifications, surveys) while 16 are framed as broad objectives or functional intentions, such as strengthening the bus network or improving parks. Such framing weakens the link between expenditure and verifiable results, complicating the assessment of efficiency and effectiveness. The budget reporting format provides a detailed account of days allocated by AMO staff, but the authority for timesheet approval is unclear.

Annual plans were introduced in 2024 at SECO's request to strengthen oversight and results monitoring, and to provide a firmer basis for municipal validation of invoices. In a context of cautious municipal validation, this represents a positive development.

Have any alternative ways of structuring support or delivering activities been discussed or considered?

At the time of this evaluation, no formal alternative structure had been proposed. However, the AMO indicated its intention to present a revised workplan in October–November 2025, covering activities, timeframe, and budget allocation, which would underpin a request for a No Cost Extension. This revision is expected to address the current imbalance between technical and management costs, as the present ratio is unsustainable within the existing budget. The AMO also suggested allowing fiduciary resources to cover management tasks, but the justification remains to be made and both the Ministry of Interior and the Municipality have expressed opposition to diverting funds away from technical activities. Feedback confirms that alternatives have been raised informally, but no structured or documented option has yet been developed.

Do you think the current project structure is manageable or attractive for other municipalities considering similar approaches?

In its present form, the project structure is only partly attractive to other municipalities. Methods such as data-driven energy management, GIS/LIDAR-enabled planning support, and participatory processes are seen as relevant and transferable, but the delivery model is viewed as heavy, with high coordination costs, reliance on a fly-in/fly-out management structure, and demanding approval and procurement pathways. These factors reduce its wider appeal and make straightforward replication difficult. Stakeholders noted that a lighter structure with stronger local project management, clearer role separation, streamlined reporting, and upfront resolution of administrative requirements (e.g., VAT registration) would make the model more manageable. Without

such adjustments, the structure remains resource-intensive, limiting its attractiveness for replication elsewhere.

5.4 Sustainability

Sustainability is assessed as moderate. The rating reflects that some practices have shifted from “project mode” to routine. On the energy side, the dashboard is in regular operational use, smart metering is being connected to the same platform, and a citywide efficient lighting programme is sequenced in the municipal programme of works. On the information side, the GIS unit, augmented by LIDAR, now supports day-to-day service management such as permitting, road programming, and waste routing, and is being used to deliver applied instruments including a pilot fiscal cadastre, with canopy and solar cadastres in preparation. Diffusion mechanisms are also in place: a memorandum with FNCT provides a national channel for method sharing, and the Grand Sousse training cohort has the potential to mature into an active practitioner group that continues to exchange operational materials.

At the same time, constraints temper the outlook. Absorption remains uneven across themes, with stronger results in energy and GIS, adequate progress in urban planning and heritage, and weaker uptake in mobility and communications. Focal points can only devote part of their time to project tasks, validation pathways are cautious and slow internal diffusion, and gaps persist in operations and maintenance for certain public assets. Financially, the municipality can sustain selected measures within its own envelope, but large investment needs in mobility and resilience will require external finance, and formal adoption of the PAU is still pending. The enabling environment has improved in ways that support continuity: annual work planning has been introduced, the logframe has been simplified, and VAT procedures are being clarified to unblock contracting. Taken together, with GIS and energy practices now routinely used, LIDAR-based tools moving into application, and functioning channels for coordination and method sharing, these factors justify a moderately likely sustainability rating at this stage.

What systems or practices are already in place that could help sustain project outcomes after the end of Phase II?

There are clear signs that several project-supported practices have been internalized by the Municipality of Sousse.

Energy management. The energy dashboard is embedded in the workflow of Technical Services, where staff use it to monitor consumption and plan interventions such as lamp replacement or generator use. The Municipality has allocated its own funds to sustain the system, showing strong commitment. Smart meters are being connected for real-time control, and a multi-year, self-financed decision to reach full LED relamping is integrated into the budget cycle, creating a loop of verified savings and reinvestment.

GIS and data-driven operations. The GIS unit is functioning with a core team and users in operational departments, suggesting that capability is no longer person-dependent only, although staff mobility remains a risk that calls for formal role descriptions. The unit provides services to other departments, reflecting integration into municipal routines. The FNCT partnership has the potential to extend GIS methods to other municipalities, further anchoring the practice beyond PDUI II. The PAU process has also seeded habits of participatory and evidence-based planning, shifting decisions from ad hoc approaches to systematic use of surveys, workshops, and cost–benefit analysis.

Participatory planning and diffusion mechanisms. The PAU introduced public workshops for planning, marking a first for Sousse, and the experience is likely to inform future processes. Evidence-based methods such as surveys and cost–benefit analysis

have gained traction within the UGP. The Grand Sousse practitioner network provides a platform for sharing operational tools, and in 2024 the AMO facilitated workshops where Sousse staff moderated sessions on energy, governance, and mobility. The consolidation of this network, together with routine energy and GIS workflows, a budgeted LED programme, and a culture of participatory planning, forms the backbone for sustaining practices introduced by PDUI II beyond the project timeframe.

To what extent does the UGP have the institutional capacity to absorb and sustain the project's outputs—including technical, financial, and administrative aspects—and what gaps remain?

The UGP and municipal departments show varied capacity to absorb and sustain PDUI II outcomes:

Technical capacity. According to the AMO, capacity is adequate in energy and GIS, moderate in urban planning, and weak in mobility and resilience. High absorption, dedicated staff and momentum in energy and GIS tasks allows the municipality to independently manage some tasks, while in mobility this level has not yet been reached, and communications has practically no institutional capacity.

Financial capacity. Some initiatives can be sustained within the municipal budget, such as efficient public lighting where savings cover replacements. Larger investments in mobility will require central or donor finance, while smaller recurring costs like park upkeep have been budgeted by the municipality but remain vulnerable to fiscal pressure. For the renovation of the Bab Jedid High School Annex, the municipality of Sousse prepared proposals and secured 60% of the TND 5 million budget from various sources, primarily through its own efforts with technical support from PDUI II. Its decision to pursue Platinum rather than Gold certification demonstrates ambition and a willingness to sustain outcomes. The municipalities of Sousse and Msaken will allocate their own budget to extend the replacement of public lighting.

Administrative capacity. Sustaining the integrated approach will require embedding practices in the formal municipal structure. Sustaining the integrated approach will require embedding practices in the formal municipal structure. Some institutionalization has begun through the creation of roles such as a GIS engineer and energy management staff. This is a crucial step, as the UGP may dissolve after PDUI II and its current members dedicate only 20–30% of their time to PDUI-related tasks. However, reporting obligations for other municipal duties, combined with risk-averse and lengthy municipal approval processes, hinder administrative momentum.

Policy uptake and scale. The Ministry of Interior has shown interest in applying lessons to other cities, and FNCT has agreed to disseminate GIS tools and training materials nationally, but no clear path to embed PDUI II practices in policymaking has emerged. At the metropolitan level, cooperation across Grand Sousse may persist, supported by stronger ties among technical staff. This social capital, though informal, represents a form of sustainability at metropolitan scale.

Political and social sustainability. Restored elected mandates following the anticipated municipal elections in May 2026 could strengthen political ownership, strategic direction, and accountability at the local level. However, the national governance framework adopted in 2022 will maintain the Ministry of Interior's at a central role in key decisions and approvals, so ministerial steering is expected to continue. Citizen satisfaction with improved lighting indicates that tangible benefits are recognized and could support continuity across political cycles, as long as local initiatives align with national priorities and procedures.

6 CONCLUSIONS

PDUI Phase II has positioned Sousse as a reference for integrated urban development in Tunisia. The project is highly relevant, addressing municipal priorities in energy, geo-information, and urban planning, and has already supported innovations that are now applied in municipal routines. Several national firsts, including the PSMV for the Medina, LIDAR-based instruments, the EcoBat certification for the Bab Jedid rehabilitation, and the energy dashboard, underline its pioneering role. Together with the practitioner network across Grand Sousse, these illustrate the value of PDUI II as a laboratory for approaches that may inform other municipalities and national actors.

Effectiveness shows signs of absorption but uneven uptake. Energy and GIS outputs are increasingly embedded in routines, supported by new staff and organigram adjustments. The municipality's decision to finance the Bab Jedid Annex rehabilitation independently, and the use of the dashboard for budget allocations, demonstrate ownership. Yet limited attention to operating costs and maintenance undermines quick wins, while uptake of instruments such as the fiscal cadastre, the PAU, the preparation of bankable projects, and the building permit application remains uncertain.

Efficiency has been a central concern, hampered by execution delays and an oversized share of resources devoted to project management. Coordination overhead has been driven by heavy approval processes, VAT-related delays, and limited local anchoring of management responsibilities. The international–local delivery model (fly in/fly out) has enabled access to high-quality technical expertise, but limited time on the ground has reduced its ability to anticipate and address procedural hurdles in a timely manner.

Sustainability and uptake pathways are only partly in place. In energy and GIS, there are clear signs of absorption: the dashboard is in regular use for budget decisions, LED relamping has been extended with municipal funds, and a dedicated GIS unit with new hires indicates institutional anchoring. These outputs are likely to continue beyond the project. In other areas, however, uptake remains weak. The PAU, the fiscal cadastre, and mobility initiatives depend on future adoption, and no systematic framework links pilots with operating budgets and maintenance responsibilities.

Overall, PDUI II demonstrates the potential of integrated urban development approaches in Tunisia, but it also highlights the importance of delivery structures that are lighter, locally based, and supported by streamlined administrative processes. Project planning has been only partly adequate. While the technical dimension is strong, AMO planning underestimated procedural risks and the weight of administrative processes. The absence of a logframe during the first year reduced strategic focus, and no sustainability strategy was built into design to secure operations and maintenance. Too many studies relative to absorption capacity may dilute the effort. More robust upfront planning, including clearer output definitions and validation time, early identification of bottlenecks, and a framework for embedding practices into municipal routines, would have provided a firmer basis for efficient implementation.

7 LESSONS LEARNED

Integrate sustainability and operations early. In PDUI II, sustainability measures such as staff training and creating municipal units would have been stronger if such elements had been built into design and inception. Future projects should include a clear sustainability strategy from the start, for example, requiring that any pilot infrastructure comes with a maintenance plan and an OPEX commitment, and that capacity-building efforts result in institutionalised roles (not only individual skills).

Anticipate administrative and legal hurdles and invest in project design. The VAT exemption delays demonstrate the need to identify bottlenecks upfront and seek solutions before they block delivery. Requiring contractors in a project implementation role to possess Local VAT registration would avoid such bottlenecks. Time-consuming approvals (e.g., multi-agency plan endorsements) require proactive management by engaging key ministries early. Greater clarity in project design reduces the risk of divergent interpretations among stakeholders, particularly when implementation conditions evolve.

Monitoring tools matter. For more than a year, PDUI II operated without a logframe or indicators, which contained strategic focus on results. Investing time in the inception period in a results-focused logframe and a realistic work plan (even if that slightly delays technical work) pays off, as these tools steer delivery and enable accountability. Including mid-term evaluations in conventions and framework agreements expedites monitoring.

Keep a compact number of outputs. The multi-sector scope of PDUI II is timely, but too many studies diluted effort and, in a context of cautious approval, burdened validation processes. Streamlining objectives, making outputs concrete and verifiable, and reducing overlapping indicators help maintain focus on results.

Anchor specialised project management locally. The addition of a local coordinator was appreciated and made project support more responsive. For complex undertakings, a resident manager with decision-making power is more effective than remote leadership, particularly where decision making requires intensive follow-up. Effective project coordination requires that municipal staff have sufficient dedicated time, authority to engage across departments, and institutional backing. Limited time allocation and insufficient seniority can constrain a coordinator's ability to mobilise teams, review outputs, and maintain strategic oversight.

Treat communications as a core asset for project visibility. Stakeholders in Sousse stressed the importance of visible outputs beyond studies. Limited budget and the absence of a communication strategy reduced PDUI II's visibility and citizen support for continuity.

Quick wins create momentum but need to be maintained. In study-heavy projects, early tangible outputs generate enthusiasm and proof of concept. In PDUI I, parks and public lighting pilot projects generated visibility, but weak maintenance and OPEX planning reduced their lasting value. Quick wins need to consider both its physical design and how they will be operated to be “wins” and not just “quick”

Use inter-municipal collaboration and peer learning as multipliers. Engaging neighbouring municipalities in training and exchanges amplified impact at low cost. In PDUI II, Grand Sousse involvement strengthened Sousse's UGP (who increasingly acted as trainers) and prompted peers to replicate elements, laying foundations for metropolitan cooperation that could outlast the project.

8 RECOMMENDATIONS

The following are recommendations for the remaining period of PDUI II.

Adjust the project timeframe and set a countdown calendar. Several activities now extend beyond the current end date, requiring an extension of the PDUI II implementation period, a need acknowledged by stakeholders. It is recommended that the AMO

prepares a countdown calendar with specific output delivery dates to PDUI II completion, including fixed review windows and set time for approvals. The calendar should specify a light escalation path if deadlines are missed. To facilitate review time estimation, deliverables could be grouped into three categories according to expected review length, as suggested by the UGP. The UGP would be expected to formally approve this calendar, while SECO and the Ministry of Interior may provide no-objection.

Priority: High

Actors: Prepared by AMO, and signed off by UGP with no-objection from SECO

Streamline reporting and oversight. The introduction of bi-annual reports was a positive step. However, given the need for efficient project management to finalize implementation, the evaluation recommends replacing them with concise quarterly progress reports to provide more frequent oversight, minimizing excessive narrative to focus instead on key project management data. Quarterly reports should include an updated Gantt chart showing progress against milestones, expected completion dates, and any deviations; a RAG (Red-Amber-Green) status for each activity to highlight areas needing attention; and a clear indication of corrective actions being taken to address issues. The reports should be complemented by brief monthly updates between SECO, the AMO lead, and the UGP coordinator to troubleshoot bottlenecks. COPIL meetings should focus on unblocking strategic issues and realigning with the logframe as needed.

Priority: High

Actors: Prepared by AMO, distributed to UGP, SECO, and Ministry of Interior

Strengthen the project management function. Whilst recognising the AMO's technical calibre, feedback concurred that project management inefficiencies have increased coordination overhead. Stakeholders highlighted the importance of distinguishing more clearly between technical leadership and administrative coordination. They considered that the management function would benefit from greater focus and pointed to the need for a specialised project manager based locally.

Priority: High

Actors: AMO

Rebalance the budget. The current imbalance between management and technical expenditures requires correction, especially as no additional funding is foreseen. Streamlined reporting, clearer validation processes, and stronger local project management should contribute to improving the balance of resource use. The UGP and AMO could review the rationale and scope of activities with unclear uptake, focusing resources on logframe core outputs with the concurrence of the Ministry of Interior and SECO.

Priority: high

Actors: Prepared by AMO, no objection from SECO

Update the approach to communications and develop a communications plan. The lack of visibility of study-based project achievements has been identified by the Municipality as a major gap that needs to be addressed. PDUI II should respond with a concise, deliverable-based plan for the remaining period. Suggested elements to be developed by the AMO include short success stories and infographics highlighting achievements (such as energy savings and GIS-enabled service improvements), posted regularly; monthly internal briefs and talking points for UGP and municipal staff to maintain message consistency; and support for media engagement or public-facing events organised by the Municipality, including site visits for local journalists and press

notes tied to milestones such as PAU validation, training cycles, or the roll-out of new tools. Making communications an urgent deliverable will require the Municipality to appoint a focal point with sufficient time availability and the AMO to revise the budget to cover communication activities.

Priority: medium-high

Actors: AMO, UGP / Municipality of Sousse

Intensify engagement with national stakeholders to unblock delays. Mobilise the Ministry of Interior and other central bodies to accelerate pending decisions. Examples include convening a dedicated multi-ministry review to expedite PAU approval, issuing a ministry note to clarify the VAT exemption procedure for future procurements, facilitating inputs for resilience such as data from environment authorities, and smoothing the pathway for metropolitan mobility arrangements. Inviting the Municipal Development Fund (CPSCCL) and relevant ministries to technical workshops would help build ownership and encourage their engagement in supporting and financing uptake after the project. This dual track of local delivery supported by national facilitation reduces municipal hesitation and contributes to sustainability.

Priority: medium-high

Actors: SECO with AMO and UGP support

Institutionalise the uptake of key outputs. As outputs are completed, they should be anchored in municipal practice, so they do not stall. Examples include securing formal adoption of the PAU (or a city-level decree while national validation runs); for the PSMV, formally handing over the inventory and diagnostic with a written commitment to complete; for LIDAR and the cadastre, putting one pilot sector into operation and training finance staff; and for mobility governance, drafting a clear roadmap and seeking approval in principle from Grand Sousse municipalities and the Governorate. Each study or tool should be paired with a concrete uptake path such as a policy decision, a by-law, a budget line or an agreement that strengthens ownership and embeds it in day-to-day administration.

Priority: medium

Actors: UGP with AMO support

9 PRELIMINARY CONSIDERATIONS FOR A POTENTIAL PDUI PHASE III

Several pathways could be considered for a potential Phase III. These include focusing support on a new municipality, continuing to consolidate progress in Grand Sousse, or opening access more widely through an on-demand mechanism accessible through calls for expressions of interest. Each option reflects a different approach to scaling PDUI's methods, with distinct implications for scope, depth, and management.

Option 1: New TA centred on a different municipality

This option would establish a new technical assistance project centred on one selected municipality, drawing on the most impactful and efficiently delivered components of PDUI I and II. It would position the new municipality as a focal point for integrated urban development, applying lessons from Sousse while tailoring interventions to local priorities. The approach would test the transferability of PDUI methods to a different context and could broaden national impact. Success would depend on careful selection of a municipality with sufficient capacity and political commitment, as well as time to manage the learning curve and institutional anchoring.

Pros	Cons
• Focused design based on tested components enhances efficiency and delivery. • Demonstrates the replication potential of successful approaches in a new context. • Can serve as a national demonstration case beyond Sousse.	• Risk of losing continuity and momentum in Grand Sousse. • Learning curve and institutional anchoring would need to restart. • May be politically sensitive if current partners expect continued support.

Option 2: Continuation TA in Grand Sousse

This option would continue technical assistance in Grand Sousse, consolidating and scaling up selected outputs of PDUI II. It would deepen the integrated approach across the metropolitan area, building on the practitioner network and inter-municipal collaboration already established. A continuation project would protect existing investments and maximise continuity, while addressing management and efficiency shortcomings. The trade-off is limited geographic diversification, as the focus would remain concentrated in one metropolitan area.

Pros	Cons
• Builds directly on existing investments, capacities, and institutional relationships. • Consolidates PDUI II outputs and networks, creating a cohort of specialised technicians • Increases likelihood of sustainability through continuity and anchoring.	• Counterparts may expect focus on visible physical projects after the two-phase emphasis on studies. • May be seen as overly concentrated on one geographical area, raising questions of equity. • Could perpetuate Sousse's dependence on external TA if exit strategies are not defined.

Option 3: On-demand TA accessible to multiple municipalities

This option would establish a demand-driven mechanism open to municipalities nationwide, providing support for studies, training, or quick wins from a predefined menu of thematic priorities. Municipalities would be required to commit to applying the results, strengthening ownership and accountability. Such a mechanism could scale the reach of PDUI innovations, adapting flexibly to different local contexts and governance conditions. To succeed, it would need robust project management, transparent selection criteria, and strong monitoring systems.

Pros	Cons
• Greater visibility, expanded reach and broader national impact • Demand-driven design encourages ownership, accountability, and absorption. • Flexible approach, enabling municipalities to address priority needs from tested PDUI tools and outputs. • Can leverage links with financing partners (e.g. CPSCCL) to translate studies into investment.	• Smaller municipalities may lack capacity to prepare quality requests • Risk of dispersing resources thinly, limiting depth of impact if the menu is not well designed. • Requires strong project management and transparent criteria to prevent politicisation or fragmentation.

General recommendations for a potential phase III:

Design for results and accountability. Establish clear baselines and targets in a lean and outcome-focused logframe, from the onset. Confirm that each outcome and indicator is clearly linked to specific, measurable outputs. As part of the project's foundational agreements, schedule mid-term and end-term evaluations, specify approval windows for technical deliverables and concrete uptake pathways for outputs.

Address tax and legal arrangements upfront. Anticipate and resolve administrative hurdles early to avoid delivery interruptions. Require international service providers to

register locally or partner with a locally registered firm and establish a pre-approved VAT and tax mechanism.

Concentrate the number of studies. Preserve transversality while reducing the number of concurrent activities to fit institutional bandwidth. Streamline studies to those that directly feed a specific gap in planning instruments, tools, project preparation or operational change. Keep dissemination as a cross-cutting function that feeds into the results framework. Simplify outcomes and indicators so each has a clear, measurable link to a tangible pilot or policy change.

Make communications a core workstream from day one. Resource communications properly, set concrete objectives (audience reach, frequency of updates), and professionalise delivery (messaging, social media management, milestone-based media work). Map stakeholders and plan engagement with elected officials, civil society, academia and private actors; give them formal roles (e.g., advisory groups) were useful.

Strengthen Monitoring, Evaluation and Learning. Set clear baselines and targets at start, schedule a mid-term and an end-term evaluation, and keep the logframe lean and outcome-focused. Develop “how-to” practitioner guides for operational use related to the thematic. Add a beneficiary feedback mechanism so course corrections reflect end-user experience.

Pair studies with visible quick wins. For each major output, plan a demonstration project that shows early benefits and creates momentum for the output.

ANNEX – REPORT OUTLINE

Evaluation reports are to be between 20 and 25-pages.

Content page

Acronyms and abbreviations

Acknowledgments

Executive Summary

Introduction

- Purpose and objectives of the evaluation
- Scope of the evaluation
- Evaluation questions

Description of the development intervention

- Context of the intervention, including policy and institutional context
- Description of the intervention logic (Theory of Change / Logframe) and implementation arrangements

Methodology

- Description of the evaluation process (e.g. stakeholder participation and consultation)
- Description of the evaluation approach (theory-based, participatory, developmental, utilisation-focused), design (case-based, experimental/quasi experimental, statistical) and methods (sampling, data sources, data collection, data analysis) as well as their limitations

Findings

Presentation and interpretation of the factual evidence in relation to the evaluation questions

Conclusions

Assessment by the evaluators of the intervention results against the expected results (as identified at the planning stage or as reconstructed by the evaluators)

Lessons learned

Lessons that may have implications for the future of the development intervention or may be relevant for wider application

Recommendations

Proposals for improvements for the client and users of the evaluation

Annexes

- TOR
- List of stakeholders consulted
- Evaluation matrix

ANNEX - LIST OF STAKEHOLDERS CONSULTED

Virtual interviews

Stakeholder	Representative		Date
SECO Embassy of Switzerland	Anne Schick Kaies Mnasri	Program Manager Chargé de programme national	6 May
SECO	Philipp Keller	Head of Infrastructure Finance	2 June
SECO	Silvio Giroud	Program Manager	12 June
AMO Urbaplan	Francois Laurent Haifa Ouadja	Project Director Local Coordinator	30 April
AMO IDE-E	Caroline Huwiler	Managing Director	21 May
AMO Transitec	Julien Allaire	Director of International Operations	23 May
AMO INSER	Jean-Luc Miserez	Director	16 May

Mission

Stakeholder	Representative	Position	Date
Embassy of Switzerland	Kaies Mnasri	Chargé de programme national	21 September
AMO	Haifa Ouaja	Local coordinator	22 September
AMO	Houssem Eddine Othmani	Associate LC (noted)	22 September
AMO	Baligh Souilem	Energy expert	22 September
AMO	Khaled Ben Abdessalem	Urban development expert	22 September
Sousse UGP	Rawnak Slama	Technical coordinator / Chef d'axe résilience	23 September
Sousse UGP	Daga Nourddine	Chef d'axe Énergie	23 September
Sousse UGP	Ali Khessibi	Coordinateur technique adjoint	23 September
Sousse UGP	Zeineb Ayachi	Coordinateur technique adjoint	23 September
Sousse UGP	Sonia Ben Abdallah	Responsible communication	23 September
Sousse UGP	Sonia Ben Mariem	Axe mobilité	23 September

Sousse UGP	Yosra Jemli	Responsable Axe Gouvernance urbaine	23 September
Sousse UGP	Imen Jemaa	Responsable Axe SIG	23 September
Sousse SG	Mourad Ben Salem	Secretary General	23 September
Urbasmart	Maher Zaoui	Consultant	23 September
Whitecape	Mahran Abid	Consultant	23 September
Hamam Sousse	Fehmi Ben Saad	Coordinateur PDUI; Chef service urbanisme et des études	24 September
Hamam Sousse	Ferid Ben Amor	Ingénieur G.C.; Directeur travaux	24 September
Hamam Sousse	Wassim Jouini	Architecte en chef; Secrétaire général	24 September
Chott Mariem	Bouthni Saloua	Architecte; Focal point PDUI II	24 September
Chott Mariem	Montassar Kortas	Chargé de l'hygiène	24 September
Zaouiet Sousse	Bahri Wissem	Secrétaire général de la Commune	24 September
Zaouiet Sousse	Najdi Guidhaoui	Analyste	24 September
Msaken	Boumiza Faten	Sous-directrice chargée de coopération; Focal point PDUI & FEMMEDINA	24 September
Msaken	Mohamed Ben Salem	Secrétaire général de la Mairie	24 September
FNCT	Karim Elouardani	Programs Director	25 September
Ministry of Interior	Samia Loussaief	DG de programme communal	26 September
Ministry of Interior	Souha Kharbeche	Sous Directrice en charge de	26 September
Ministry of Interior	Aïssaoui Mourad	Sous directeur en charge de	26 September

Additional consultations via e-mail

AMO Urbaplan	Francois Laurent	Project Director	Week of 29 September
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ANNEX - LIST OF DOCUMENTS REVIEWED

The evaluation reviewed the following documents:¹²

Contractual documents

- SECO Standard Tender Documents
- Convention de Programme SECO - Government of Tunisia
- Contract for Consulting Services
- Terms of Reference

Reports

- Inception report
- Annual reports
- 2023
- 2024

Capitalisation sheets

- Formation continue pour les agents du Grand Sousse
- Déploiement des outils SIG dans les différentes Communes
- Tableau de bord de la gestion de l'énergie
- Réhabilitation du bâtiment dit « Annexe du Lycée Beb Jdid »
- Élaboration du Plan de Sauvegarde et de Mise en Valeur de la Médina de Sousse (PSMV)

¹² The evaluation has not assessed the quality of each individual output but has focused on the project's overall performance.

ANNEX - EVALUATION MATRIX

Criteria	Evaluation Question	Assessment Criteria / Indicators	Data Sources / Collection and Analysis Methods	Limitations	Evidence Quality (Expected)
Relevance	From your perspective, how well do the project's components align with the current priorities and challenges faced by Sousse and its Municipality?	Extent to which project outputs and intended outcomes align with priorities stated in current municipal strategic and planning documents 0 = No alignment; outputs and outcomes are absent from or contradict municipal priorities 1 = Limited alignment; one or two outputs or outcomes relate to secondary objectives only 2 = Moderate alignment; several outputs or outcomes are consistent with stated municipal priorities 3 = Strong alignment; key project outputs and intended outcomes directly support core municipal priorities across sectors	Primary: UGP Secondary: Ministry of Interior SECO PDUI project design documents Analysis: Document review and descriptive analysis of interview data	Stakeholders may frame alignment selectively to reflect political or institutional agendas; strategic plans are sometimes outdated.	Moderate – based on municipal documentation and interviews with multiple institutional actors.

	In what ways has the project contributed to strengthening the institutional or technical capacities of the municipality?	Evidence that capacity-building activities were applied by UGP staff in day-to-day work 0 = No evidence of application by UGP staff 1 = Isolated examples of application; limited to one or two individuals or tasks 2 = Application observed or reported across multiple staff or domains, but not systematic 3 = Widespread and consistent application of capacities by UGP staff in regular functions, documented across multiple areas	Primary: UGP AMO Analysis: Thematic analysis of interviews triangulated with training records	Self-reported capacity gains may not be independently verifiable; difficult to isolate project contribution.	Moderate – interview-based evidence, triangulated with training records and internal memos.
	Can you give examples of innovative approaches, learning mechanisms, or knowledge-sharing processes used in the project that you found relevant or impactful?	Extent to which UGP staff have adopted and regularly use tools and methods introduced by the project 0 = No evidence of adoption or use of project-introduced tools or methods 1 = Limited adoption; some tools or methods have been used occasionally by one or two staff 2 = Moderate adoption; several tools or methods are in use by multiple UGP staff but not consistently integrated 3 = Strong adoption; project tools and methods are regularly used and integrated into UGP workflows	Primary: UGP AMO Secondary: Communication outputs Analysis: Thematic analysis of UGP interviews supported by document review	Limited documentation of informal knowledge exchange; risk of over-reporting success cases.	Low to Moderate – relies on perceptions and sparse documentation of informal processes.

	Do you think the project's design and methods are transferable or adaptable to other municipalities in Grand Sousse?	Extent to which project approaches are perceived by stakeholders as transferable to municipalities with similar institutional and technical profiles 0 = Not transferable at all 1 = Transferable with major adaptations 2 = Transferable with moderate effort 3 = Readily transferable with minor or no adaptation	Primary: AMO SECO Secondary: PDUI project design documents Analysis: Descriptive analysis of stakeholder interviews	Stakeholders may speak hypothetically about transferability without concrete application; contextual differences may be underappreciated.	Moderate – based on qualitative insights from AMO and SECO; no operational pilots yet.
Effectiveness	Based on your experience, are the activities and tools provided through PDUI Phase II adequate for achieving the intended results?	Perceived usefulness of project tools by UGP staff 0 = Tools were not considered useful or were not used 1 = One or two tools perceived as somewhat useful by some UGP staff 2 = Several tools considered useful by a majority of UGP staff, though not all were applied consistently 3 = Tools widely perceived as useful and actively used across core UGP functions	Primary: UGP AMO Analysis: Thematic analysis of UGP interviews and internal documentation	Respondents may lack full visibility over the results chain; some tools may not have been applied long enough to judge impact.	Moderate – triangulated perceptions from UGP and AMO; few external validation points.
	Which capacity-building activities have had the most visible impact? Where do gaps remain?	Extent to which institutional procedures or practices within the UGP have changed in direct response to project support 0 = No change 1 = Minor or informal changes mentioned 2 = Moderate changes in work routines, not yet formalised 3 = Significant, formalised changes documented and in use	Primary: UGP Analysis: Thematic analysis triangulated with institutional records	Attribution is challenging; observed institutional changes may be due to broader external reforms.	Moderate – relies on staff narratives; limited independent data on institutional uptake.

	How does the fly-in/fly-out structure affect the responsiveness of support to the municipality and the continuity of outcomes?	Perceived consistency and presence of support provided under the project structure, as experienced by UGP staff 0 = Support was delivered sporadically, with long gaps and unclear follow-up 1 = Support was intermittent, with some consistency in presence but frequent turnover or delays 2 = Support was mostly consistent with occasional gaps in timing or follow-up 3 = Support was delivered in a sustained, reliable manner throughout the project Perceived responsiveness of support to technical and operational needs raised by UGP staff 0 = Needs were rarely addressed in a timely or appropriate way 1 = Some requests were addressed, but responsiveness varied and delays were frequent 2 = Most requests received timely and relevant responses, with some exceptions 3 = Support was consistently responsive to UGP needs in content and timing	Primary: UGP AMO Analysis: Descriptive analysis of UGP feedback on operational support.	Difficult to assess continuity objectively; support gaps may be perceived differently across roles.	Low to Moderate – few direct records of continuity; based on interviews only.
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	What has been the added value of the combination of Swiss and Tunisian expertise in your view?	Extent to which the combination of Swiss technical expertise and Tunisian contextual knowledge enhanced the relevance of project support to local priorities 0 = No complementarity observed; project support was poorly aligned with local priorities 1 = Some complementarity, but limited influence on relevance to municipal needs 2 = Complementarity improved relevance in specific components or areas 3 = Strong complementarity throughout; project support closely aligned with local needs due to balanced expertise Extent to which collaboration between Swiss and Tunisian experts contributed to the effective delivery of project support to UGP 0 = No collaboration; consultants worked independently or in conflict; delivery suffered 1 = Some coordination occurred but was inconsistent or had limited effect on delivery quality 2 = Consultants collaborated effectively in certain areas, improving the quality or timeliness of delivery	Primary: AMO Secondary: Budget, key selected review Analysis: Thematic analysis of UGP and AMO feedback	Data reliability varies by respondent; limited records on informal knowledge transfer; attribution complexity for overlapping initiatives.	Moderate to High – based on triangulation between interviews and structured documentation.
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		3 = Consistent and well-coordinated collaboration enhanced the quality and coherence of support across key components Extent to which collaboration between Swiss and Tunisian consultants facilitated the uptake of project support by UGP staff 0 = No uptake; UGP staff did not use or integrate support provided 1 = Uptake occurred sporadically or only among a few staff members 2 = Uptake was evident across several tools or practices, though not systematic 3 = High level of uptake; UGP staff consistently integrated support into workflows across multiple areas			
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	Which quick win activities stand out to you as having generated lasting or strategic value?	Extent to which quick win activities contributed to lasting or strategically significant outcomes 0 = No contribution observed from any quick wins 1 = One or two quick wins showed limited short-term or symbolic value, but lacked strategic or lasting impact 2 = Mixed performance; at least one quick win showed lasting or strategic value, though others did not 3 = Multiple quick wins demonstrated clear contribution to strategic outcomes or durable improvements, with signs of continuity or scale-up	Primary: UGP AMO SECO Secondary: PDUI project documentation Analysis: Comparative analysis of project outputs and planning documents	Data reliability varies by respondent; limited records on informal knowledge transfer; attribution complexity for overlapping initiatives.	Moderate to High – based on triangulation between interviews and structured documentation.
	Based on your experience, which elements of the project could realistically be replicated or scaled elsewhere?	Extent to which stakeholders identify project elements as realistically scalable, and under what enabling conditions 0 = No project elements identified as scalable; major constraints cited 1 = One or two elements identified as scalable, but feasibility is low or highly conditional 2 = Several elements seen as scalable, with realistic enabling conditions (e.g. funding, institutional readiness) 3 = Clear consensus on multiple scalable elements, with well-defined and achievable conditions for replication	Primary: Ministry of Interior SECO Analysis: Thematic analysis of interview data	Data reliability varies by respondent; limited records on informal knowledge transfer; attribution complexity for overlapping initiatives.	Moderate to High – based on triangulation between interviews and structured documentation.

Efficiency	Have any alternative ways of structuring support or delivering activities been discussed or considered?	Extent to which alternative delivery structures were explicitly discussed, documented, and compared to the adopted approach during project implementation 0 = No alternatives were discussed or recorded 1 = Alternatives were mentioned informally but not documented or developed 2 = At least one alternative structure was documented and discussed in meetings or planning sessions 3 = Multiple alternatives were seriously considered, with documented analysis or justification for the selected model	Primary: AMO Secondary: internal review notes Analysis: Document review triangulated with interviews	Data reliability varies by respondent; limited records on informal knowledge transfer; attribution complexity for overlapping initiatives.	Moderate to High – based on triangulation between interviews and structured documentation.
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	Do you think the current project structure is manageable or attractive for other municipalities considering similar approaches?	Extent to which stakeholders (UGP, SECO, AMO) view the project structure as understandable, feasible, and suitable for replication in other municipalities 0 = Project structure is seen as overly complex, context-specific, or unsuitable for replication 1 = Some aspects could be replicated, but significant barriers exist (e.g. cost, institutional fit) 2 = Structure is viewed as generally replicable with adjustments for context or capacity 3 = Project structure is considered clear, feasible, and well-suited for broader replication in other municipal contexts	Primary: SECO UGP Analysis: Descriptive analysis of UGP and SECO interviews	Data reliability varies by respondent; limited records on informal knowledge transfer; attribution complexity for overlapping initiatives.	Moderate to High – based on triangulation between interviews and structured documentation.
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Sustainability	What systems or practices are already in place that could help sustain project outcomes after the end of Phase II?	Extent to which project-supported practices have been integrated into formal procedures, roles, or routines within the UGP 0 = No project-supported practices are in place; previous activities have not been sustained 1 = One or two practices are used occasionally, but are informal and person-dependent 2 = Several practices are used regularly, with some documentation or process alignment 3 = Key practices have been fully integrated into UGP workflows, roles, or formal procedures and are likely to continue post-project	Primary: UGP AMO Analysis: Comparative analysis of institutional routines and interview feedback.	Data reliability varies by respondent; limited records on informal knowledge transfer; attribution complexity for overlapping initiatives.	Moderate to High – based on triangulation between interviews and structured documentation.
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	What institutional capacities (technical, financial, administrative) are most important to ensure continuation, and how do you assess them currently?	Extent to which UGP has the technical, financial, and administrative capacity to sustain project outcomes without external support 0 = Major capacity gaps in all areas; external support is still essential for basic functions 1 = Basic capacity exists in one area; significant gaps remain in the others 2 = UGP shows moderate capacity in at least two domains, though with identified limitations 3 = UGP demonstrates sufficient technical, financial, and administrative capacity to sustain core outcomes without continued external support	Primary: Ministry of Interior UGP Secondary: Decentralisation diagnostics Analysis: Thematic analysis triangulated with decentralisation diagnostics	Data reliability varies by respondent; limited records on informal knowledge transfer; attribution complexity for overlapping initiatives.	Moderate to High – based on triangulation between interviews and structured documentation.
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