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Operational matters

**For approval**

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## **Draft Tunisia country strategic plan (2018–2022)**

Duration	1 April 2018–31 December 2022
Total cost to WFP	USD 4,347,672
Gender and age marker*	2A

\*<https://www.humanitarianresponse.info/system/files/documents/files/gm-overview-en.pdf>.

### **Executive summary**

Although levels of hunger in Tunisia are generally low, regional disparities render the poorest people in certain areas vulnerable to food insecurity. Access to nutritious food is not hindered by lack of availability but by economic barriers such as the low purchasing power of the most vulnerable people. Tunisia faces a double burden of malnutrition of micronutrient deficiencies, particularly iron-deficiency anaemia, and overweight and obesity.

In Tunisia, WFP has successfully positioned itself in a technical advisory role through capacity strengthening activities. As a result of this collaboration, the Government recognizes school meals as a social safety net that can enhance stability and social protection, increase access to education and nutrition and contribute to rural development.

This country strategic plan is based on a 2017 strategic review of food security and nutrition in Tunisia, which was conducted through an inclusive process that brought together government line ministries, national civil society and private-sector stakeholders and development partners. The strategic review identified gaps hindering and opportunities for the achievement of Sustainable Development Goal 2 and highlighted school meals as a core component of the national social protection system that can be leveraged to ensure access to food for the most vulnerable groups in the country and to promote community resilience through a home-grown school feeding approach.

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The country strategic plan for Tunisia envisages the continuation of WFP's technical assistance and policy advice, leveraging WFP's successful partnerships with the Government and other national and international stakeholders to achieve the plan's strategic outcome – "National institutions in Tunisia have strengthened capacity to implement enhanced school meals and social protection programmes that advance food security and nutrition by 2022".

WFP will provide policy advice and technical assistance to national institutions implementing school meals and social protection programmes – activity 1. It will work with the Government to strengthen regulatory frameworks and tools, provide technical assistance in upgrading the current decentralized school meals model and facilitate the piloting of innovative implementation modalities.

The country strategic plan is aligned with Tunisia's ongoing reform of the education sector and its sustainable school meals strategy, as well as with the United Nations development assistance framework for the period 2015–2019, particularly pillar III of the framework, on social welfare and access to high quality social services. The planned activities will contribute to the achievement of WFP's Strategic Result 5 "Developing countries have strengthened capacity to implement the Sustainable Development Goals" (Sustainable Development Goal target 17.9) and support Tunisia's attainment of Sustainable Development Goals 2 (targets 2.1 and 2.2) and 4.

### **Draft decision\***

The Board approves the Tunisia country strategic plan (2018–2022) (WFP/EB.1/2018/6-A/2) at a total cost to WFP of USD 4,347,672.

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.

## 1. Country analysis

### 1.1 Country context

1. Sparked by the 2011 Jasmine Revolution, Tunisian democracy has made steady progress. In 2014 Tunisia adopted a new constitution and held successful legislative and presidential elections. The unity Government that was formed in February 2015 was dissolved and replaced in August 2016 by a broad coalition of parties, independent members and trade union allies. The Government is expected to enact reforms necessary for economic recovery.
2. Tunisia is ranked 97th of 188 countries in the 2016 Human Development Index. The services sector is the largest contributor to the country's gross domestic product (GDP) with 61 percent; industry accounts for 28 percent and agriculture 10 percent. In 2015, attacks affecting the tourism sector and strikes in the phosphate sector – which together account for nearly 15 percent of GDP – slowed the GDP growth rate to less than 1 percent. Lasting economic hardship aggravated by persistent disparities in living standards among the different regions of the country creates a risk of further popular discontent and protests.
3. In spite of progress, gender inequality remains a significant impediment to social and economic development and causes disadvantages for and discrimination against women and girls. For example, women engage in revenue-generating activities and participate in the remunerated labour force and political processes substantially less than men do. The national average unemployment rate among women was estimated at 22 percent in the first quarter of 2017 compared with 12 percent among men. The 2015 Gender Inequality Index ranked Tunisia 58th of 159 countries.

### 1.2 Progress towards SDG 2

4. *Access to food:* With a score of 5.5 in the 2016 Global Hunger Index, Tunisia is categorized as having “low” levels of hunger. However, three quarters of required cereals are imported, rendering the poorest particularly vulnerable to price inflation. In addition, regional disparities and a stagnant economy erode purchasing power, challenging vulnerable people's ability to ensure an appropriate, nutritious diet. Poverty levels are higher in rural areas, at 26 percent, than urban environments, at 10 percent.<sup>1</sup>
5. Most food-insecure households – 54 percent – rely mainly on income from casual labour. Sources of income for these households include social benefits, irregular unskilled off-farm employment for 32 percent, irregular unskilled jobs in agriculture for 25 percent, unskilled regular employment for 17 percent and livestock raising and production of animal products for 15 percent.<sup>2</sup> The gender dimensions of food insecurity are reflected in differences between households headed by men and those headed by women. Households headed by women are more vulnerable to food insecurity as they are predominantly single-parent households with widowed, divorced or unmarried women with children bearing the greatest burden of poverty.<sup>3</sup> Gender stereotypes contribute to women's higher rates of unemployment and portray men as responsible for providing for their families. Critical issues include gender-based discrimination in the labour market, wage disparities between women and men, women's restricted access to economic resources, including loans for starting or expanding businesses, and limited social protection for low-income households headed by women.
6. *End malnutrition.* In recent decades, Tunisia has made considerable progress in addressing malnutrition. Challenges remain, however, including the double burden of malnutrition, that is, micronutrient deficiencies combined with overweight and obesity. Iron-deficiency anaemia has

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<sup>1</sup> Institut national des statistiques. 2015. Sex and age disaggregated data are not available.

<sup>2</sup> Food and Agriculture Organization of the United Nations (FAO). 2013. *Food security and nutrition in the southern and eastern rim of the Mediterranean basin*, p 30. <http://www.fao.org/3/a-i3206e.pdf>.

<sup>3</sup> FAO. 2013. *Food security and nutrition in the southern and eastern rim of the Mediterranean basin*, p 30. <http://www.fao.org/3/a-i3206e.pdf>.

- been estimated at 28 percent among children aged 0–59 months and pregnant and lactating women and girls.<sup>4</sup>
7. Obesity and overweight represent a significant and growing challenge with 34 percent of women and 20 percent of men being obese.<sup>5</sup> Child malnutrition continues, however, and 10 percent of children were stunted in 2012.<sup>6</sup> As well as GDP per capita and socio-economic status, other interrelated factors such as poor dietary diversity, physical inactivity and eating habits – with Tunisians getting a high proportion of their calories from wheat based foods – explain the prevalence of stunting and obesity and overweight.
  8. Cereals account for more than 50 percent of daily per capita calorie intake with wheat accounting for 96 percent of this share – a very high proportion even compared with countries that have similar GDP per capita.<sup>7</sup> At almost 50 percent, Tunisia has the highest share of wheat as a source of daily per capita calorie intake in the world.<sup>8</sup>
  9. *Smallholder farmers' productivity and incomes.* Nationwide, 15 percent of employed people work in the agriculture sector<sup>9</sup> and nearly 34 percent of the population lives in rural areas. Agriculture accounts for 44 percent of rural employment.<sup>10</sup> The average farm size is 10 ha, but 75 percent of the more than 500,000 registered farms are smaller than this.<sup>11</sup>
  10. The “feminization” of agriculture means that women account for an increasing share of the agricultural workforce. This does not necessarily lead to improvements in the employment status of women relative to men, however, or to women’s well-being. While 80 percent of agricultural production is produced by family businesses, men are considered to be the managers of family farms while women work mainly as unpaid labour. As a result, women’s contributions to agricultural production and household food security tend to be invisible in the data. Gender-based power relations mean that women are paid less than men and have more constrained access to productive assets such as land, markets and agricultural inputs. The Gender and Land Rights Database of the Food and Agriculture Organization of the United Nations (FAO) suggests that women farmers own as little as 4 percent of agricultural land, and there is a direct correlation between the size of the land exploited and the degree to which women are involved in agricultural activities: the larger the area of land, the less involved women are. Women in the agriculture sector tend to work in low-paid seasonal jobs and are paid significantly less than men – average monthly income is USD 135 for women and USD 212 for men. Men are more likely to have roles in leadership and decision making.
  11. For a long time, agricultural policies have favoured large-scale producers of products such as grains, beef and dairy products. Agricultural producers of, for example, fruit for processing into dried fruit, olives for processing into oil, and fresh fruits and vegetables, who are mainly in interior regions, often face difficulties in gaining access to financing, inputs, information and advice on agronomic matters and in marketing and exporting their outputs. This diminishes the competitiveness of Tunisian products on national and international markets and results in declines in the financial and social status of agricultural occupations.<sup>12</sup>
  12. *Sustainable food systems.* Challenges for the Tunisian food system and agriculture include uncontrolled exploitation and unsustainable use of soil and water resources, which are weakening the economic and ecological potential of the agriculture sector. Unsustainable soil use threatens

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<sup>4</sup> International Food Policy Research Institute. 2015. *Nutrition country profile: Tunisia*. Available at <https://www.ifpri.org/publication/2015-nutrition-country-profile-tunisia>.

<sup>5</sup> *Ibid.*

<sup>6</sup> *Ibid.*

<sup>7</sup> FAO. 2015. *Egypt, Jordan, Morocco and Tunisia. Key trends in the agrifood sector. Country highlights*. p. 6.

<sup>8</sup> *Ibid.*, p. 10.

<sup>9</sup> *Ibid.*, p. 19.

<sup>10</sup> World Bank. 2014. *The unfinished revolution – bringing opportunities, good jobs and greater wealth to all Tunisians*. <http://documents.worldbank.org/curated/en/658461468312323813/pdf/861790DPR0P12800Box385314B00PUBLIC0.pdf>.

<sup>11</sup> Agence de promotion des investissements agricoles (APIA). <http://www.apia.com.tn/>.

<sup>12</sup> German Agency for International Cooperation (GIZ). <https://www.giz.de/en/worldwide/22735.html>.

the fertility of scarce arable land – 46 percent of crops are grown on land of limited or very low fertility, while 1.1 million ha of agricultural land is vulnerable to erosion and the country risks losing up to 50 percent of its arable land to erosion and desertification by 2050.<sup>13</sup> The Middle East and North Africa are among the driest and most water-scarce regions in the world and face significant risks related to climate change. The World Resources Institute predicts that Tunisia will be one of the 33 most water-stressed countries by 2040.<sup>14</sup>

### ***Macroeconomic environment***

13. Tunisia is expected to continue to face social and economic challenges over the next five years. The Government foresees GDP growth of 2.5 percent in 2017, an increase compared with the 2016 growth of 1.5 percent. Since the 2011 revolution, the country has struggled to enact economic reforms meant to curb public spending and help create jobs, while the tourism industry has not yet recovered from two major attacks in 2015 that significantly affected tourist numbers. To date, efforts to reduce inequality, strengthen public services and boost job creation have not led to major, visible improvements, underpinning the public discontent that is likely to continue in the near future.
14. Tunisia has external debt of USD 27 billion and a fiscal deficit of USD 2.85 billion for 2017. Progress on fiscal consolidation will most likely be slow, as the governing coalition struggles to take crucial steps to rein in public sector wages and increase tax revenue while maintaining social peace.

### ***Key cross-sector linkages***

15. The Government is pursuing reforms to advance progress towards the Sustainable Development Goals (SDGs). A comprehensive reform of education has been initiated with the aim of preparing young people for the modern labour market by improving the quality of teaching, upgrading curricula and rethinking the approach to education in the country (SDG 4). The Government is addressing inequality (SDG 10) through renewed efforts to develop rural and interior regions of the country, particularly by promoting employment opportunities (SDG 8) and investing in infrastructure (SDG 9). Ongoing reforms of the justice sector and other institutions aim to advance accountability and civil justice (SDG 16). The Government continues to face challenges regarding gender equality and the empowerment of women and girls (SDG 5). Significant progress in girls' education has not yet translated into equality in the job market. In Medenine province, for example, the rural unemployment rate among women is 56 percent compared with 11 percent among men. Other provinces experiencing high gender disparity in unemployment rates are Béja, Jendouba, Kairouan, and Kasserine. A national study on population and employment estimated that although more women than men graduate from higher education, unemployment among women graduates in 2015 averaged 41 percent and 21 percent among men.<sup>15</sup>

## **1.3 Hunger gaps and challenges**

16. Access to nutritious food is not hindered by lack of availability but by the inadequate purchasing power of the country's most vulnerable people. The national poverty rate is more than 15 percent, ranging from 9 percent in Greater Tunis to 32 percent in the northwest and centre-west regions. Unemployment rates show considerable disparities and are especially high in interior areas and among young people and women. Average unemployment rates in rural areas are 19 percent among men and 41 percent among women.
17. Over the past four decades, food subsidies funded by the national Government have promoted access to basic food for vulnerable people but are increasingly seen as insufficient and poorly targeted, with a significant proportion of subsidies going to people with medium to high

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<sup>13</sup> In a scenario of 2° C global warming by 2050 – *Institut national de la recherche agronomique (INRA)*. 2015. *Addressing agricultural import dependence in the Middle East–North Africa region through the year 2050*.

<sup>14</sup> World Resources Institute (WRI). 2015. <http://www.wri.org/blog/2015/08/ranking-world%E2%80%99s-most-water-stressed-countries-2040>.

<sup>15</sup> *Institut national des statistiques*. 2014. *Recensement général de la population et de l'habitat, 2014*. Volume 4. <http://www.ins.tn/sites/default/files/publication/pdf/RGPH-national-education-site.pdf>.

incomes.<sup>16</sup> In addition, food subsidies distort the domestic competitiveness of non-subsidized foods such as fruits and vegetables, reinforcing dependence on a grain-based diet, which presents nutrition challenges.

18. The 2017 strategic review of food security and nutrition conducted by the Tunisian Institute for Strategic Studies identified the following gaps and challenges:
- Although food availability does not pose a significant challenge, risks related to climate change, natural resource degradation – particularly water scarcity and desertification – and a growing dependence on food imports, especially cereals, may hinder the long-term sustainability of national food systems.
  - Although physical access to food is virtually guaranteed through a nationwide network of small and large retailers, there are growing challenges to economic access, such as considerable price inflation and consequent deterioration of purchasing power since the 2011 revolution, persistently high unemployment rates and dependence on food imports. These challenges are especially significant among the most vulnerable groups, including people in impoverished rural areas, particularly elderly people who are poor and low income rural households headed by women.
  - Utilization-related gaps and challenges stem from a persistently high reliance on cereals, mainly wheat, for daily calorie intake, very high levels of food waste, particularly of subsidized bread, and the prevalence of nutrition-related health risks including overweight, iron-deficiency anaemia and diabetes:
    - Forty-six percent of Tunisians aged 20–69 are obese or overweight,<sup>17</sup> with a recent study reporting figures as high as 65 percent among Tunisians aged 15 or more – 72 percent among women and 56 percent among men. The same study found 30 percent of Tunisians in this age group to be obese – 19 percent of men and 39 percent of women.<sup>18</sup>
    - The prevalence of iron-deficiency anaemia among people aged 15 or more is 29 percent overall, 36 percent among women and 21 percent among men.<sup>19</sup>
    - The incidence of diabetes among people aged 15 or more is increasing and is currently 20 percent among men, 18 percent among women and 19 percent overall.<sup>20</sup>
  - Major policy gaps identified include the need to develop a national, multi-sector strategy for healthy nutrition, including public information campaigns; the need to address high levels of food waste through a coordinated policy response involving all stakeholders; and the need to encourage and support agricultural entrepreneurship, rethinking the agricultural vocational training system.
  - Gender inequalities persist, as evidenced by the lack of increases in access to and control over resources for women, despite the “feminization” of agriculture, and the fact that women – particularly women heads of single-parent households in rural areas – are among the most vulnerable to difficulties in obtaining access to safe, nutritious and sufficient food all year round.
19. The country strategic review highlighted school meals as a core component of the national social protection system that could be leveraged to ensure access to food for the most vulnerable groups in the country and to promote community resilience and women’s economic empowerment

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<sup>16</sup> International Labour Organization (ILO). 2017. *Tunisia Social Protection Profile*, p 26 (draft).

<sup>17</sup> Institut national de la statistique. 2015. *Enquête sur la consommation alimentaire des ménages*.

Available from <http://www.ins.tn/fr/enquetes/enquete-consommation#horizontalTab2>, the heading Indice de masse corporelle.

<sup>18</sup> Institut national de la santé and World Health Organization (WHO). 2016: *Tunisian health examination survey*. 35 percent of respondents aged 35–70 were obese.

<sup>19</sup> Institut national de la santé and WHO. 2016: *Tunisian health examination survey*.

<sup>20</sup> *Ibid.*

through a home-grown school meals approach. The review stated that Tunisia needed to develop an overarching system for social protection to ensure:

- access to a nationally defined set of goods and services constituting essential health care – including maternity care – that meets the criteria of availability, accessibility, acceptability and quality;
- basic income security for households with children at or above a nationally defined minimum level to ensure access to nutrition, education, care and any other necessary goods and services;
- basic income security at or above a nationally defined minimum level for people of working age who are unable to earn sufficient income, particularly in cases of sickness, unemployment, maternity and disability; and
- basic income security at or above a nationally defined minimum level for older people.

## 1.4 Country priorities

### *Government*

20. Tunisia's post-revolutionary transition prompted a series of reforms aimed at consolidating democracy and laying the groundwork for sustained economic growth. An overarching endeavour for the Government has been to establish a new social contract in which employment opportunities, better social services, dignity and security underpin political stability and legitimacy.
21. In 2016, the Government launched Tunisia's five-year development plan for 2016–2020. This first five-year plan since the 2011 revolution sets out the Government's plans for regaining stability and resuming long-term strategic planning. It defines a new vision of social and economic development based on highly qualified human resources and first-class infrastructure to enable Tunisia to achieve an annual growth rate of more than 4 percent by 2020. It is based on five pillars:
  - good governance, public administration reforms and anti-corruption measures;
  - transition from a low-cost country to an economic hub;
  - human development and social inclusion;
  - fulfilment of local<sup>21</sup> ambitions; and
  - establishment of the green economy as a pillar of sustainable development.
22. Tunisia's education project, laid out in a Ministry of Education white paper on the 2016 education sector reform, identifies four challenges: ensuring equity and equal opportunity; improving the quality of teaching and student achievement; ensuring integration of the education system into the job market and society; and improving governance. The white paper also defines nine strategic objectives for reform, including developing school life through – school meals, accommodation, transportation and extra-curricular activities (strategic objective 5) – and preventing school failure and drop-out (strategic objective 7).
23. Gender equality and the empowerment of women and girls are national priorities. Tunisia's 2014 constitution makes explicit commitments to promoting women's appointment to positions of responsibility in all sectors, working towards gender parity in all elected bodies in the country and eliminating violence against women. The Ministry of Women, Family and Children has launched a strategy for the economic empowerment of women, which can contribute indirectly to improving food security. Initiatives include providing women heads of household with subsidies for the purchase of agroprocessing equipment and with access to interest-free credit to finance entrepreneurial projects.

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<sup>21</sup> This refers to the ambitions of Tunisians in the country's 24 provinces.

### *United Nations and other partners*

24. Tunisia has seen a significant increase in international development assistance since the 2011 revolution. The overarching objectives of the United Nations and donors in the country include supporting the Tunisian people in consolidating their newly founded democracy, creating job opportunities, preventing violent extremism and steering Tunisia towards a sustainable development path. The United Nations development assistance framework for Tunisia for 2015–2019 defines three pillars to which the planned outcomes of United Nations assistance to Tunisia will contribute: democratic governance; an inclusive, resilient and sustainable economic model; and social protection and equitable access to high-quality social services.
25. FAO works in collaboration with the Government to support improvements in the performance of the agriculture sector, particularly by enhancing the management of agricultural systems. FAO also supports the development of good agricultural practices to promote the sustainable management of natural resources and seeks to strengthen political governance in the agriculture sector. FAO is revising and updating its country programming framework.
26. The European Union is Tunisia's largest donor and has more than doubled its financial contributions to cooperation since the revolution, transferring EUR 3.5 billion between 2011 and 2016 through grants, loans and macrofinancial assistance.<sup>22</sup> The European Union is particularly concerned with addressing regional disparities and creating revenue generating opportunities for communities that are vulnerable to aggravated social and political disenfranchisement. In 2014, the European Union published a gender profile report that identified Tunisia's main policies for promoting women's employment, entrepreneurship and political participation and enhancing women's roles in the region.
27. The Italian Agency for Development Cooperation has been an active partner of the Government. In February 2017, it and the Government signed a memorandum of understanding totalling EUR 165 million, which supplements a first tranche of EUR 200 million previously granted by the Italian Government. The additional EUR 165 million – comprising a concessional loan of EUR 100 million and EUR 65 million in grants – was directed to four sectors: creation of employment opportunities and sources of income, education, energy and migration.
28. Efforts to advance gender equality and activities for transforming gender-based relations are supported by United Nations agencies. UN-Women, for example, works on women's economic independence, the strategic plan of the United Nations Development Programme prioritizes the promotion of women's political participation, the United Nations Population Fund supports the collection of sex- and age-disaggregated data by region, the mandate of the United Nations Industrial Development Organization includes "promoting entrepreneurship development and employment for youth through training"; and the International Labour Organization's project on "decent work for women" promotes women's employment in collaboration with unions and the Ministry of Social Affairs.

## **2. Strategic implications for WFP**

### **2.1 WFP's experience and lessons learned**

29. In Tunisia, WFP has successfully positioned itself in a technical advisory role through capacity strengthening activities. WFP's Tunisia development project 200493 (2013–2017) was launched in December 2013 with the primary purpose of strengthening the Government's capacity to improve the quality and sustainability of the national school meals programme (NSMP).
30. During the first phase of the project (2014–2015), WFP provided technical assistance and policy advice along three main axes: a review of the NSMP; study visits through South–South cooperation to share experiences and best practices; and development of a sustainable school meals strategy, which was validated in December 2014. The Government requested WFP's continued assistance in a second phase, until June 2018, during which WFP is providing technical assistance and policy advice for operationalizing and implementing the strategy. WFP's support

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<sup>22</sup> European Neighbourhood Policy and Enlargement Negotiations. [https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/countries/tunisia\\_en](https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/countries/tunisia_en).

aims to strengthen regulatory frameworks and tools, upgrade the decentralized school meals model and pilot new implementation modalities that are efficient, facilitate accountability and support local development. These modalities envisage a multi-dimensional approach and include fostering links with local agricultural production, creating revenue-generating opportunities for women in rural areas, promoting community participation, supporting nutrition-sensitive activities through the creation of school gardens, designing nutritious and balanced school meal menus and strengthening programme governance.

31. Building on this collaboration, the Government has recognized school meals as a social safety net that can deliver mutually reinforcing outcomes in education, social protection and nutrition while promoting social cohesion and community resilience through a home-grown school meals approach. As a result, Tunisia's sustainable school meals strategy is a cornerstone of its education sector reform plans.
32. In line with its gender action plan for Tunisia (2017), WFP strives to incorporate consideration of gender equality issues in all its capacity development activities and in the design, implementation and monitoring of projects. The multi-dimensional approach to school meals developed by WFP and currently being implemented in Tunisia features significant efforts to mainstream gender and ensure that programmes are "gender-transformative" in promoting change in gender based relations and roles. To help redress discriminatory social norms, the approach fosters the creation of revenue-generating opportunities for smallholder women in rural areas by promoting the participation of women-led, community based organizations in the school meals supply chain and the use of school gardens.

## **2.2 Opportunities for WFP**

33. The country strategic plan (CSP) will provide the framework for continuing WFP's current capacity strengthening activities as foreseen in the plan of action for enhancement of the NSMP, which presents WFP with additional opportunities to provide the Government with technical assistance and policy advice in the areas of school meals and social protection. In particular, WFP will develop innovative school meals pilot projects that are gender-responsive in that they take gender issues into account and promote gender equality and the empowerment of women and girls. Using the lessons learned and best practices arising from the pilots, the Government plans to streamline this approach nationwide in all the schools participating in the school meals programme.

## **2.3 Strategic changes**

34. Informed by the country strategic review, WFP will explore new partnerships, including with United Nations agencies, civil society and the private sector. Throughout the period of the CSP, WFP will leverage its experience of providing technical assistance and policy advice on school meals to support other Government led, nutrition sensitive social protection programmes. WFP will proactively discuss with national authorities opportunities for extending its technical support to other areas that are relevant to WFP's expertise and in which there is potential for contributing to Tunisia's achievement of SDG 2, in line with the findings of the country strategic review. WFP will ensure that it is ready to respond to Government requests for additional technical assistance in strengthening the country's capacity to achieve the SDGs.
35. WFP will aim to address the prevalence of the double burden of malnutrition by promoting nutrition sensitive national programmes and behaviours conducive to a healthier diet. In collaboration with the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the United Nations Children's Fund (UNICEF), WFP will promote the inclusion of nutrition, hygiene and environmental education materials into national curricula. In line with national priorities and the Government's capacity-strengthening requirements, WFP may expand its support from school meals to enhancement of the broader national social protection system, thus strengthening its contributions to the achievement of national food security and nutrition goals. The CSP presents an opportunity to advance WFP's shift to gender transformative programming in line with its gender policy for 2015–2020, the WFP Strategic Plan (2017–2021) and the gender action plan for Tunisia for 2017–2018. Relevant WFP initiatives include promoting the appointment of women beneficiaries to leadership positions in project management committees with the aim of transforming unequal gender relations and promoting

power sharing by women and men. WFP will also create revenue-generating opportunities for women in rural areas by establishing and supporting school gardens, through which women are empowered by producing healthy nutritious food for local markets.

### **3. WFP strategic orientation**

#### **3.1 Direction, focus and intended impacts**

36. The CSP takes into account the findings of the country strategic review, lessons learned and discussions with the Government, donors and other stakeholders. Through the CSP WFP will continue to provide technical assistance to enhance the NSMP with the aim of addressing the underlying causes of food insecurity. In accordance with the WFP Strategic Plan (2017–2021), its gender policy for 2015–2020 and its gender action plan, consideration of gender issues will be integrated throughout the development, implementation and monitoring of the CSP to ensure gender-transformative programmes and policies for a world free of hunger. WFP will thus ensure that all person related data are disaggregated by sex and age; that gender analysis is embedded in all assessment, research, technical assistance, knowledge, information management and related work; that gender considerations are mainstreamed in all programme, policy and capacity strengthening initiatives; and that women, men, girls and boys and their organizations and institutions are engaged in ways that are empowering and that foster equitable outcomes and advance gender equality.
37. The primary purpose of WFP's current activities is to strengthen the Government's capacity to improve the quality and sustainability of the NSMP in line with international school feeding standards. WFP will continue to provide technical assistance and policy advice to the Ministry of Education and its Office of School Services (OSS), which WFP has supported since its inception in 2015 and which is charged with managing school transportation, accommodation, extra-curricular activities and school meals.
38. An innovative model currently being piloted in the rural Nadhour district of Zaghouan province envisages the use of locally sourced produce for preparing school meals – based on nutrition and hygiene guidelines developed by WFP – at a central kitchen for delivery to satellite schools; the first central kitchen for primary school canteens is expected to be operational in the 2017/18 school year. The Government plans to streamline and replicate this approach nationwide, building on lessons learned from the pilots.
39. WFP will continue to work in partnership with the National Nutrition Institute and the ministries of education and health to design nutritious, balanced meals that contribute to greater dietary diversity, which helps to address the double burden of micronutrient deficiencies – such as anaemia in boys and girls – and obesity. In partnership with the Ministry of Agriculture, school gardens will continue to be established as hubs for nutrition and environmental education that are designed to reach and engage local women, men and school girls and boys as well as provide a complementary source of vegetables and fruit for school lunches.
40. The CSP is aligned with the education sector reform white paper, Tunisia's sustainable school meals strategy and the United Nations development assistance framework for 2015–2019, particularly its pillar III on social protection and equitable access to high-quality social services. The activities envisioned by the CSP will contribute to WFP's Strategic Result 5 "Developing countries have strengthened capacity to implement the SDGs" (SDG 17.9). The CSP will enhance Tunisia's capability to achieve SDGs 2 and 4 by providing technical assistance and policy advice conducive to strengthening the capacity of national institutions to enhance school meals and social protection programmes. In addition, and in line with the broader aims of Strategic Result 5, WFP will facilitate responsible and accountable partnerships for strengthening national capacities, striving to ensure that policies and actions are coherent, encouraging multi-stakeholder participation in implementation and promoting innovation for achievement of all SDGs.

### 3.2 Strategic outcomes, focus areas, expected outputs and key activities

#### *Strategic outcome 1: National institutions in Tunisia have strengthened capacity to implement enhanced school meals and social protection programmes that advance food security and nutrition by 2022*

41. At the Government's request, WFP will continue to support the enhancement of Tunisia's NSMP. Current activities will continue until 2022 with the aim of strengthening national capacity through the provision of technical assistance that enables the Government to implement a more efficient, effective and sustainable school meals programme as a vital component of its wider social safety net system. At the same time, WFP will advocate for and seek to contribute to addressing the gaps identified by the country strategic review by working in partnership with all food security stakeholders to promote Tunisia's attainment of SDG 2 and potentially by expanding its technical assistance to other safety nets should the Government request it to do so.
42. WFP will continue to work with the ministries of education, agriculture, health, social affairs, and women, family and children to mainstream approaches that promote gender equality and women's empowerment into all activities and facilitate inter-ministerial coordination in the development and implementation of an enhanced NSMP. WFP will continue to encourage and facilitate South-South cooperation and study trips, such as participation in the Global Child Nutrition Forum, visits to WFP's centres of excellence against hunger in Brazil, China and India and Tunisia's participation in the Middle East and North Africa Initiative for School Meals and Social Protection.
43. This strategic outcome contributes to SDG target 17.9 and WFP's Strategic Result 5 "Developing countries have strengthened capacity to implement the SDGs".

#### *Focus area*

44. Root causes are the primary focus of this outcome. Activities aim to strengthen the Government's capacity to address the root causes of food insecurity and vulnerability, particularly by improving the conditions for learning among vulnerable populations and offering effective, efficient and nutrition-sensitive social protection programmes.

#### *Expected outputs*

45. This strategic outcome will be delivered through three outputs:
  - Schoolchildren benefit from strengthened regulatory frameworks for school meals and social protection and tools for improving school life and advancing social inclusion (tier 3, output categories C and I, Strategic Result 5, SDG 4).
  - Schoolchildren and communities in selected districts throughout the country benefit from an upgraded decentralized school meals model that promotes nutrition sensitive social protection, advances social inclusion and improves school life (tier 2, output category C, Strategic Result 5, SDG 4).
  - Schoolchildren, smallholder farmers and communities in targeted areas benefit from the design and implementation of innovative school meal modalities that advance social inclusion and improve school life (tier 2, output category C, Strategic Results 5 and 3, SDG 4).

#### *Key activities*

##### *Activity 1: Provide policy advice and technical assistance to national institutions implementing school meals and social protection programmes.*

46. WFP will provide national institutions with policy advice and technical assistance in strengthening the regulatory frameworks for school meals and social protection and tools for improving governance, targeting, cost-efficiency, nutritional quality and safety and monitoring and evaluation. WFP will provide technical assistance to the Government as it enhances its school meals programmes through the existing decentralized model and pilots innovative implementation modalities.

47. WFP will support the Government's roll-out of nutrition and hygiene guidelines for school meals at the national level; support OSS in developing guidelines for the management of national school meals, provide training to government staff at the central, regional and local levels; and support and engage in the refurbishment of selected school canteens operating under the decentralized model, providing training to staff involved in managing school canteens and preparing meals. All country capacity strengthening and technical assistance work will take gender issues into consideration.
48. A management model for the home-grown school meals supply chain will be applied at the pilot central kitchens. Food cooked at central kitchens is then delivered to school canteens, responding to the findings of a supply chain analysis conducted in 2016 and helping to address the gaps that hinder agricultural development in the targeted areas. Mechanisms for local procurement will include the targeting of local agrosuppliers through tenders that cover 70 percent of total food purchases; the engagement of local smallholder farmers in supplying fresh vegetables, fruit, meat and dairy products to provide the remaining 30 percent; the establishment of a warehouse and distribution centre at each central kitchen; and the implementation of an efficient food preparation, packing and distribution system. WFP will train local community-based organizations led by women and promote their inclusion in the supply chain as the providers of fresh produce from school gardens. Technical assistance will be provided in adapting school menus to locally available products and to support smallholder farmer organizations and facilitate their access to credit.
49. In partnership with the Ministry of Agriculture, WFP will develop school gardens as hubs for nutrition and environmental education and sources of fresh produce, in accordance with the home-grown school feeding approach.
50. In line with WFP's strategy on accountability to affected populations,<sup>23</sup> WFP will engage in and advocate for consultation with communities, including parents and teachers, support the strengthening of national capacity to consult stakeholders, including affected populations, and support the Government in developing appropriate complaint and feedback mechanisms as means of promoting two-way communication between the national authorities implementing school meals and social protection programmes and the affected populations and other stakeholders.

### 3.3 Transition and exit strategies

51. The NSMP is funded and managed by the Government. This government ownership ensures long-term political, financial and institutional support and allows WFP to plan the timely phase-out of activities as the Government increases its capacity to finance and manage an enhanced NSMP. School meals pilot projects developed by WFP will focus on fostering revenue-generating opportunities for smallholder farmers in rural areas by consolidating their participation in the school meals supply chain, which will continue after WFP's withdrawal. The promotion of community participation will include encouraging local participation in the implementation of and decision-making for school meals programmes, with a particular focus on including women. WFP will strive to advance gender equality and women's empowerment throughout all its activities as a prerequisite for achieving SDG 2 and enabling WFP's exit.
52. During the first three years of the CSP (2018–2020), WFP will support the Government's roll-out and implementation of the central kitchen pilot projects and school gardens and the upgrading of selected school canteens, including through targeted co-financing of infrastructure and equipment costs. In the final two years (2021–2022), WFP will scale down these activities and focus its efforts on strengthening regulatory frameworks and tools in the areas of governance, targeting, cost-efficiency, the nutritional quality and safety of school meals and monitoring and evaluation, as well as on supporting the potential replication of the central kitchen model at the national level with government ownership and funding.

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<sup>23</sup> Available at: [http://fscluster.org/sites/default/files/documents/wfp\\_aap\\_strategy\\_2016-21\\_0.pdf](http://fscluster.org/sites/default/files/documents/wfp_aap_strategy_2016-21_0.pdf).

## 4. Implementation arrangements

### 4.1 Beneficiary analysis

53. The Government, particularly the Ministry of Education and OSS, benefits from WFP's capacity strengthening activities. The enhanced NSMP benefits 120,000 girls and 130,000 boys aged 6–11 attending the 2,500 schools that the programme currently reaches, approximately 90 percent of which are in rural areas. Each of the two pilot central kitchens aims to provide 1,500 children with daily meals, enabling 1,450 girls and 1,550 boys from 20 schools to benefit from this innovative approach. Sites for replication of the central kitchen model may be identified and launched by the Ministry of Education during implementation of the CSP.
54. Other direct beneficiaries of capacity strengthening, particularly training, include cooks, staff involved in managing the school meals programme at the central, regional and local levels, and school staff and community members participating in the maintenance and management of school gardens.

### *Capacity strengthening, including South–South cooperation*

55. The main objective of WFP's capacity-strengthening activities is to improve the quality, efficiency and sustainability of the NSMP, in line with international standards. As part of this work, WFP will continue to promote South–South cooperation and learning, including by facilitating participation in events, gathering expertise and presenting and discussing best practices and experiences in school meals and social protection programmes in the Middle East and North Africa region and elsewhere. WFP will work with the Ministry of Women, Family and Children to ensure that the advancement of gender equality and women's empowerment is mainstreamed in all capacity strengthening activities.

### 4.2 Partnerships

56. WFP will continue its close collaboration with the Ministry of Education, especially OSS. WFP has been at the forefront of advocacy and other efforts to enhance Tunisia's institutional capacity to manage an improved NSMP and provided essential support for the inception and launch of OSS, especially in its management of the NSMP. Over the five years of the CSP, WFP will focus its support on piloting new implementation modalities, upgrading the decentralized school meals model, revitalizing school gardens and strengthening programme governance.
57. WFP will work with the Ministry of Agriculture on revitalizing school gardens and continuing to involve smallholder farmers, particularly women, in the NSMP. It will also collaborate with the Ministry of Health and the Ministry of Women, Family and Children.
58. WFP and FAO collaborate on evaluating and advancing the inclusion of local smallholder farmers, particularly women, in the school meals supply chain. WFP and UNICEF collaborate on promoting the attainment of objective 5 of the education reform white paper, on developing school life. WFP will coordinate with UNESCO in training school canteen personnel, and with UNICEF and UNESCO in promoting the inclusion of nutrition, hygiene and environmental education materials in national curricula.
59. In the framework of the education reform white paper and its objectives, and in partnership with the Italian Agency for Development Cooperation, WFP and UNICEF will coordinate interventions in primary schools rehabilitated by UNICEF's "WaSH at school" programme. In each of the targeted schools, improvements in water, sanitation and hygiene (WaSH) will be accompanied by a WFP-led refurbishment of the school canteen and establishment or rehabilitation of a school garden, where feasible and in compliance with sustainability criteria such as water availability, soil quality and potential for community participation in the maintenance of the garden.
60. WFP is advocating for and supporting the engagement of Tunisian civil society in promoting the enhancement of national school meals. WFP's partnership with the Tunisian non-governmental organization (NGO) *Femmes pour les cantines scolaires* (FCS – Women for School Canteens), which aimed to foster FCS's role as cooperating and complementary partners in the implementation of Tunisia's sustainable school meals strategy, is a notable example of this work.

WFP provided FCS with training in programme design and implementation to strengthen the NGO's role as a partner committed to women's empowerment.

61. WFP also seeks to leverage partnerships with the private sector. In 2016, through the Stop Hunger initiative of French food services company Sodexo, experts in mass catering logistics and supply chains provided WFP with critical contributions to the design of the operating model for the central kitchen pilot project. WFP partners with Tunisian private sector entities to equip canteens and train staff.

### 4.3 Supply chain

62. WFP will support the institutionalization of links between the NSMP and smallholder farmers, including through new legislation on public purchasing that supports the social and solidarity economy. In the pilot projects, the target will be to source 30 percent of purchases from smallholders, and WFP will support the Government in implementing measures to minimize food waste. WFP will work with national authorities to establish frameworks for partnerships with smallholder farmers and community-based organizations and selection criteria for the identification of smallholders with the potential for supplying WFP. It will also support national authorities in measuring the benefits to smallholders in terms of increased market access and to the children who receive more nutritious, locally sourced school meals.

## 5. Performance management and evaluation

### 5.1 Monitoring and evaluation arrangements

63. WFP will ensure that CSP activities are implemented in alignment with national priorities and, particularly, with the Tunisian sustainable school meals strategy and action plan for the enhancement of the NSMP. A 2015 external evaluation of WFP's capacity development activities in Tunisia validated the approach and outcomes of the first phase of development project 200493 (2012–2014) and provided recommendations for the following phases. The CSP incorporates those recommendations, as well as the findings of a 2016 evaluation of the WFP policy on capacity development for 2009–2015. The recommendations from the 2015 evaluation that provided essential inputs for the design of the CSP include the following:
- That WFP advocate for and support the establishment of a national school meals steering committee and the development and application of a plan of action for implementation of Tunisia's sustainable school meals strategy.<sup>24</sup>
  - Regarding the innovations that the CSP proposes for linking school meals to local agricultural production, particularly from rural women, that WFP and its partners conduct a detailed analysis of the capacities of and constraints faced by local women producers in supplying school canteens reliably and cost-effectively, and develop an approach that would support the development of a supply chain based on local production.
  - That an improved monitoring and evaluation system be developed to measure the results of the pilot projects and focus schools, identify and measure factors of success or failure and draw reliable conclusions regarding the possibility of replicating the innovations on a larger scale.
64. The base value for Tunisia's national capacity index for school meals was established under a Systems Approach for Better Education Results (SABER) evaluation that WFP conducted in April 2014. The sustainable school meals strategy noted this baseline and allocated progress targets for each of the five SABER school meal standards and policy goals: policy framework; financial capacity; institutional capacity and coordination; design and implementation; and community participation. A SABER workshop is planned at which implementation of the first central kitchen pilot project (in 2018) will be assessed and lessons learned will be defined for incorporation into future school feeding programmes.

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<sup>24</sup> The Plan of Action (2015–2018) was developed jointly by WFP and the Government and was validated in November 2015.

65. WFP will provide technical assistance in the design and implementation of an innovative central kitchen model in rural districts of Zaghouan and Beja provinces and in replication sites selected by the Ministry of Education. At the central kitchens, and applying nutrition and hygiene guidelines developed by WFP, locally sourced produce will be used to prepare meals for delivery to satellite schools each day. WFP will support the monitoring and evaluation of pilot projects as a basis for the identification and replication of the main success factors and will develop and support the implementation of mechanisms for local procurement, from smallholder farmers where feasible, and the integration of these mechanisms into the school meals supply chain.
66. In 2016, a working group was established in the Ministry of Education to ensure the monitoring and evaluation of pilot projects with the aim of identifying and measuring the main success factors for and challenges to the large-scale replication of the sustainable school meals pilots. In collaboration with WFP, the group developed a set of criteria for selecting districts and schools to be included in a subsequent scale-up phase.
67. The national school meals steering committee and WFP will continue to ensure the monitoring of expected results of the activities in collaboration with the Ministry of Education's working group for monitoring and evaluation. Every three months, WFP monitors progress towards the results outlined in the plan of action for the enhancement of the NSMP, the plan's activities and related indicators. All WFP monitoring is gender responsive. WFP will advocate for, and support the Government in developing and using, nutrition sensitive indicators in the NSMP.
68. The CSP will undergo an independent country portfolio evaluation managed by the Office of Evaluation in 2021, which will meet accountability needs on WFP's overall country portfolio performance and results and will inform future strategic programmatic orientation. The evaluation will be complemented by a decentralized evaluation of selected CSP components, in line with stakeholder demand and evidence and learning needs. The decentralized evaluation, planned for 2018, will evaluate activity 1 to determine the extent to which WFP's work with national institutions has yielded the expected results in strengthening national capacities in school meals and social protection programmes and to measure progress in implementing and replicating the multi-dimensional approach to school meals fostered by the central kitchen pilot projects. A mid-term review of the CSP is planned for 2020 to assess the CSP's performance, inform operational decision-making, support learning, demonstrate accountability and guide programme adjustments. Adequate resources have been budgeted for these evaluations.

## **5.2 Risk management**

### ***Contextual risks***

69. Although tense at times, the security situation in Tunisia is relatively stable. Domestic security constraints related to civil unrest and violent extremism in specific areas could limit the access of WFP and its partners to certain stakeholders. While protests continue to occur, it is unlikely that they will amount to nationwide demands for regime change. WFP works with the United Nations Department of Safety and Security on mitigating any security risks to WFP staff, partners and beneficiaries.
70. Resistance to the advancement of gender equality poses a risk to the sustained changes that can ensure the attainment of sustainable food security in Tunisia, and may hinder the impact of WFP's actions in the focus area of the CSP. WFP works to advance gender equality and women's empowerment in all of its capacity strengthening activities.

### ***Programmatic risks***

71. There are a limited number of experienced national NGOs in Tunisia, and this creates the risk of delaying the implementation and/or reducing the cost effectiveness of CSP activities. WFP is working to enhance the capacity of its national civil society partners.

### ***Institutional risks***

72. WFP will need to adapt its processes and systems in order to implement the Integrated Road Map. WFP will seek to ensure that the necessary financial and human resources are in place for successful implementation of the Integrated Road Map in Tunisia.

## 6. Resources for results

### 6.1 Country portfolio budget

<b>COUNTRY STRATEGIC PLAN INDICATIVE ANNUAL BUDGET REQUIREMENTS (USD)</b>						
	<b>Year 1 2018</b>	<b>Year 2 2019</b>	<b>Year 3 2020</b>	<b>Year 4 2021</b>	<b>Year 5 2022</b>	<b>Total</b>
Strategic outcome 1	1 049 420	1 181 214	1 056 285	663 218	397 537	<b>4 347 672</b>
<b>Total</b>	<b>1 049 420</b>	<b>1 181 214</b>	<b>1 056 285</b>	<b>663 218</b>	<b>397 537</b>	<b>4 347 672</b>

73. All activities in the five-year CSP (2018–2022) fall under strategic outcome 1. WFP’s corporate commitment to allocating 15 percent of all project funds and expenditures to activities for promoting gender equality will be met.

### 6.2 Resourcing outlook

74. The resource outlook for CSP activities is based on a three-year (2018–2020) contribution of EUR 2.5 million (USD 2.7 million) from the Italian Agency for Development Cooperation, which will cover 80 percent of the costs of proposed activities. WFP is working to diversify its donor base, and additional contributions would enable the scale-up of activities in line with the priorities of the Government and donors.

### 6.3 Resource mobilization strategy

75. WFP has developed a partnership strategy to better inform its efforts to mobilize the funding necessary for its activities in Tunisia. The strategy underlines how the multi-dimensional benefits of school meals programmes align with the priorities of a number of donors, particularly in supporting the consolidation of democracy and addressing the root causes of disenfranchisement, migration and violent extremism. Informed by this analysis, WFP has engaged in discussions with several donors to ensure multi-year grants that will support its capacity development activities in collaboration with the Government. WFP expects these discussions to result in sufficient donations to continue with the planned activities. In addition to regular engagement with the Government and donors, the country office is pursuing partnerships with the private sector and civil society; the private sector can provide complementary support for the CSP through the provision of cash support, expertise and advocacy. The country office will leverage its partnership strategy to develop and adopt a partnership action plan outlining WFP’s positioning, partnerships and plans and the opportunities for making progress towards the CSP’s strategic outcome, including a thorough mapping of opportunities for engaging the private sector at the local and global levels in ways that that could bring added value for Tunisia.

## ANNEX I

## LOGICAL FRAMEWORK FOR TUNISIA COUNTRY STRATEGIC PLAN (APRIL 2018–DECEMBER 2022)

**Strategic Goal 2: Partner to support implementation of the SDGs**

**Strategic Objective 4: Support SDG implementation**

**Strategic Result 5: Developing countries have strengthened capacity to implement the SDGs (SDG target 17.9)**

**Strategic Outcome 1: National institutions in Tunisia have strengthened capacity to implement enhanced school meals and social protection programmes which advance food security and nutrition by 2022**

Outcome category: Enhanced capacities of public- and private-sector institutions and systems, including local responders, to identify, target and assist food-insecure and nutritionally vulnerable populations

Focus area: Root causes

Nutrition Sensitive

Assumptions:

WFP will continue to work closely with national authorities, including the Ministry of Education and the Ministry of Agriculture.

**Outcome indicators**

Zero Hunger Capacity Scorecard

## Activities and outputs

### **1. Provide policy advice and technical assistance to national institutions implementing school meals and social protection programmes (Institutional capacity strengthening activities)**

Schoolchildren benefit from strengthened school meals and social protection regulatory frameworks and tools to improve school life and advance social inclusion. (C: Capacity development and technical support provided)

Schoolchildren benefit from strengthened school meals and social protection regulatory frameworks and tools to improve school life and advance social inclusion. (I: Policy engagement strategies developed/implemented)

Schoolchildren and communities in selected districts across the country benefit from an upgraded decentralized school meals model to promote nutrition-sensitive social protection, advance social inclusion and improve school life. (C: Capacity development and technical support provided)

Schoolchildren, smallholder farmers and communities in targeted areas benefit from the design and implementation of innovative school meals modalities to advance social inclusion and improve school life. (C: Capacity development and technical support provided)

## ANNEX II

<b>INDICATIVE COST BREAKDOWN BY STRATEGIC OUTCOME (USD)</b>		
	<b>WFP Strategic Result 5, SDG target 17.9</b>	<b>Total</b>
	<b>Strategic outcome 1</b>	
Transfers	2 110 173	<b>2 110 173</b>
Implementation	799 327	<b>799 327</b>
Adjusted direct support costs	1 153 745	<b>1 153 745</b>
Subtotal	4 063 245	<b>4 063 245</b>
Indirect support costs (7 percent)	284 247	<b>284 247</b>
<b>Total</b>	<b>4 347 672</b>	<b>4 347 672</b>

**Acronyms used in the document**

CSP	country strategic plan
FAO	Food and Agriculture Organization of the United Nations
FCS	<i>Femmes Pour Les Cantines Scolaires</i> (Women for School Canteens)
GDP	gross domestic product
NGO	non-governmental organization
NSMP	national school meals programme
OSS	Office of School Services
SABER	Systems Approach for Better Education Results
SDG	Sustainable Development Goal
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children’s Fund
WaSH	water, sanitation and hygiene