# The Effects of Covid-19 Crisis on Good Governance at the Local Level The Case of Tunisia

# آثار أزمة كوفيد - 19 على الحوكمة الرشيدة على المستوى المحلي حالة تونس

**Fatma Braham**
High school of commerce of Tunis ESCT
University of Manouba- Tunisia
fatma.braham@esct.uma.tn

**Sonia Seguir**
Higher School of Economics and Commercial Sciences of Tunis(ESSECT)
University of Tunis -Tunisia
seghirayadisonia@gmail.com

**فاطمة ابراهم**
المدرسة العليا للتجارة بتونس
جامعة منوبة - الجمهورية التونسية
fatma.braham@esct.uma.tn

**سنية الصغير**
المدرسة العليا للعلوم الإقتصادية و التجارية بتونس
جامعة تونس- الجمهورية التونسية
seghirayadisonia@gmail.com

**Abstract**
The COVID-19 crisis, in addition to its serious health impact, has negatively affected key socio-economic aggregates and has shocked the strategic planning of all economic and social actors, including local communities. In search of resilient, skillful and intelligent good territorial governance, the municipalities are working to adapt their governance systems to the new social and environmental priorities. This work proposes a new reading of the acquired approaches to good governance, a new paradigm related to the new conjuncture and an assessment of the performance system at the central and local levels.
**Keywords**: [COVID-19 crisis; Good Governance; Tunisia]

**الملخص**
لقد أثرت أزمة كوفيد 19، بالإضافة إلى تأثيرها الصحي الخطير، سلبًا على المجاميع الكلية الاجتماعية والاقتصادية الرئيسة وأحدثت صدمة على مستوى التخطيط الاستراتيجي لجميع الجهات الفاعلة الاقتصادية والاجتماعية ، بما في ذلك المجتمعات المحلية. بحثًا عن حوكمة محلية ناجعة، مقاومة للصدمات، مرنة وذكية، تعمل البلديات على تكييف أنظمة إدارتها مع الأولويات الاجتماعية والبيئية الجديدة. يقترح هذا العمل تقييما لنظام أداء الجماعات المحلية وقراءة جديدة لمختلف المناهج المكتسبة للحوكمة الرشيدة، ونموذجا جديدا مرتبطا بالظروف الطارئة والمتغيرة على المستويين المركزي والمحلي.
**الكلمات المفتاحية:** [أزمة كوفيد-19؛ الحوكمة الرشيدة: تونس]

Received: 15/12/ 2021, Accepted: 16/4/ 2022
DOI: 10.36024/1248-042-002-027
https://digitalcommons.aaru.edu.jo/jaaru_rhe/
تأريخ الإستلام: 15/12/ 2021، تأريخ القبول: 2022/4/16
ISSN: 1680-6549

## Introduction

Since March 2020, virtually every country in the world has faced the challenge of managing the COVID-19 pandemic. This means taking action to address a major health emergency while continuing to ensure good democratic governance. Indeed, the COVID-19 pandemic has proven to be one of the most significant and unexpected challenges that every country, without exception, has faced for many years.

In response to the COVID-19 emergency, Tunisia has put in place a wide range of administrative and legal measures in central and local levels. The measures taken to deal with the pandemic have affected the functioning of municipalities and disrupted society and the normal way of life of the populations. The municipalities have declared a state of emergency and the necessity to review their governance system enable to adapt to the measures of health protocols and to act quickly and effectively.

At this level, we must mention that at the local level, the concept of good governance has the same characteristics as at the central level. The essential difference between the central and local levels is characterized by the proximity and the frequency of contacts between the state and the citizens.

However, the coordination between the different territorial levels of governance has been put to the test. Finding the right balance between taking urgent and effective measures, on the one hand, and ensuring democratic dialogue between central, regional and local bodies, on the other hand, can be a challenge. Many examples were given of new national coordination mechanisms and / or of how pre-existing crisis management arrangements were tested for the first time. Vertical coordination remains difficult to manage, particularly with regard to the organization of financial aid systems, containment measures, decision-making and / or responsibility for the measures decided, the allocation of sanitary equipment, the overlap of activities and public communication.

As such, in this research, we will try to answer the following question: How can a system of democratic governance be set up within the communes to deal with health (uncommon) crises? In other words: How can public confidence be guaranteed in the actions of public authorities? Would effective multi-level governance be essential to address the health crisis?

To address this issue, we have developed three main and complementary sections: First, we address the principles of governance in a public and communal context. Then we break down the essential components of this concept in the management of the health crisis within the municipality of Ariana. To conclude with a global reading of the evolution of approaches to governance from its genesis to the current period of the COVID 19 crisis by proposing a general application potential.

The key lesson learned from this experience is that effective and strong multi-level governance is essential to prevent, identify and manage emergencies, including pandemics. Resilience, flexibility, capacity and coordination are essential to good governance and the pursuit of key services under all circumstances, while managing contamination rates and responding to emerging issues. Furthermore, the response must guarantee respect for the fundamental values of democracy, human rights and the rule of law.

## I/ The principles of Governance

The term “governance” comes from the Greek verb “kubernân” which means “piloting a ship or tank” according to Huynh-Quan-Suu. Used by Plato, this term was used in French as a synonym for “government” until the end of the 18th century and was used in the English sense of “governance” in the 1980s. Since then, two new uses of the notion of governance have emerged in the Anglo-Saxon world, where public governance has been distinguished from corporate governance.

But in both cases, governance refers to all the measures, rules, decision-making, information, implementation and evaluation bodies that make it possible to ensure the best functioning and the most adequate control of a State, an institution or organization, whether public or private, regional or local, national or international. Certainly, governance is about providing strategic direction, ensuring that objectives are met, that risks are appropriately managed, and that resources are used responsibly. The priority of governance is to ensure respect for the interests of “rights holders” citizens, public authorities, shareholders, etc.

Indeed, when we use the word “governance”, we are probably referring to this definition given by the Brandt Commission on “Global Governance”: The sum of the ways and means through which

individuals and institutions, public or private, manage their common affairs. Various conflicting interests can be arbitrated, and cooperative action carried out through an ongoing process. This includes formal institutions and regimes responsible for implementing decisions, as well as arrangements that people or institutions have accepted or perceive as being in their best interests." According to Jacques Theys «the concept of «governance» finally refers to a «toolbox» of managerial recipes or instruments supposed to provide responses to the crisis of traditional democratic policies, centered on the authority of the State. A catalogue of "universal" tools capable of responding to all situations, even the most complex ones, without any ideological vision of "good government", if not a rather abstract vision of democracy, conceived as an open and pluralistic interaction between actors.

**I-1 Municipal Governance**

The concept of governance occupies the public context of urban governance (urban governance)[1]. This was initially the result of contradictory attempts by the British town halls of the Thatcher era to manage the city with budget resources that had been drastically cut. Governance is not always referred to as it is now, but it is a very close concept. It applies in these critical circumstances where financial restrictions and the privatization of public services aimed at compensating them go hand in hand with reactions of protest and resistance to what will soon unravel the exclusion. Consequently, practices will differ depending on the political orientation of the municipalities, sometimes neoliberal and cost-outsourcing, sometimes participatory and supported by "civil society" (Hermet, 2004, p. 5). Urban governance, or more generally local government, may have subsequently moved away from its original meaning.

**I-2 The Governance Arguments**

There are two main justifications in the literature for governance as a particular mode of government: the complexity of today's societies, and the need to return power to civil society.
On the one hand, according to many authors, governance is justified by the more complex nature of public affairs than before. It is therefore conceived as a method of managing complex cases (Pierre and Peters, 2000, p. 23; Hermet and Kazancigil, 2005). This would be particularly the case for sustainable development that must take into account the dynamic and complex interactions between society, economic development, technology and nature (Baker, 2009, p. 4). According to Warren (2008, p. 5), "current societies are extremely complex, not only technically but also politically".
On the other hand, the second argument of governance is to return power to society in response to a weakening of democracy. This is particularly true in the case of the European Union, where this weakening of democracy is often identified as a democratic deficit. Forged by British political scientist David Marquand (1979), the notion of democratic deficit was originally confined to a constitutional analysis: it described the fact that European integration tends to strengthen the executive at the expense of parliaments, the executives who can escape parliamentary control.

**I-3 Emergency Governance**

This section presents four innovations in emergency governance[2], led by cities and regions as part of their response to COVID-19. These innovations are related to building consensus in efforts to develop a recovery strategy (Barcelona, Spain), communication with citizens (Bogotá, Colombia), multi-level governance (Gauteng, South Africa) and the use of data and technology (Seoul, South Korea).
These profiles demonstrate that local governments around the world have shown creativity and determination in responding to the COVID19 crisis. They have both re-profiled existing institutional structures to meet new challenges, but also invented new ways of communicating and making decisions. It remains to be seen how most of these governance innovations will survive the immediate emergency situation and become more permanent features of urban governance. Among the recurring themes that emerged in the four case profiles is the importance of working closely with local communities, not only to ensure that new policies respond well to local needs, but also to create a sense of ownership of the new measures implemented to stop the spread of the virus. The importance of high-quality data and analyses has also been highlighted on several occasions, in order to trace the disease, but also to

1 Robert Joumard. Le concept de gouvernance. 2009, pp.52. ffhal-00489237

2 GOUVERNANCE DE L'URGENCE DANS LES VILLES ET LES RÉGIONS Initiative « Gouvernance de l'urgence » Juillet 2020

understand the effectiveness of specific measures and the needs and concerns of individual communities. Profiled governments recognize how essential it is to maintain a high level of trust between the administration and the public during this difficult and trying period, and how emergency measures can quickly conflict with democratic freedoms, calling for a higher level of vigilance and a commitment to transparency and accountability[3].

**I-4 Crisis Governance**

The rapid evolution of the Coronavirus pandemic has resulted in the gradual activation of various crisis governance mechanisms and instruments, some of which are usually triggered in times of armed conflict[4].

Several countries have organized their crisis management around the dedicated cells/Force Tasks, whose main objectives are:

• Provide a global, evolutionary and coordinated response by mobilizing all key stakeholders (Head of State, Ministries concerned, government agencies, scientific committees, security officials, etc.) in a single entity.

• Centralize and structure crisis communication with the aim of informing public and private stakeholders on developments and measures taken by public authorities. For example, in the United States, this communication took the form of daily press briefings, directly provided by the Executive and supplemented by the dissemination of specific guidelines for professionals operating in the sectors identified as essential for crisis management (Health, Agri-Food, Energy, Defence, etc.)

**II/ Local development and governance models in Tunisia: the case of the Ariana commune**

Since 2011, Tunisia has undergone a profound process of economic, political and social reforms and the advent of a new constitution incorporating the principles of good governance, the fight against corruption and decentralization.

In this global dynamic of rapprochement with citizens and administrative modernization, Tunisia wished to carry out several major reforms among which: A process of strengthening and empowerment of the local level; A Code of Local Authorities was published in April 2018 to establish a legal framework for the gradual transfer of powers from central to local level; In May 2018, the new municipal council authorities were elected for the first time democratically. Indeed, the constitution provided for the establishment of an independent institution (the Body for Good Governance and the Fight against Corruption) which led to the development of a strategy to fight corruption. In general, decentralization processes are, in some cases, seen as promising in terms of the rapprochement of voters and authorities, the accountability of public authorities and thus the fight against corruption (Karlstrom 2015, Neudorfer and Neudorfer 2015, Ivanyna and Shah 2011).

However, as the experience of OECD countries demonstrates, there are many challenges in decentralization processes to advancing transparency, efficiency and openness to citizens in public policy.

Tunisia, in particular, faces challenges such as resistance to change and low capacity at the local level. In fact, two governance models were adopted successively to plan the investment plans of the municipalities. Moving from a representative governance model (PIC) a more transparent participatory model characterized by civil society participation in proposals for neighborhood projects by delegates from neighbourhoods designated by vote and who can attend committees and monitor the progress of projects voted by the city council (IAP).

**II-1 Strengthening local power and decentralised governance in Tunisia**

Decentralisation is defined as the delegation or transfer of power from the central State to the local plan, for the benefit of agents elected by the citizens and grouped in local authorities. Decentralization, by its political and administrative content, is a process which makes it possible to amplify the power of local authorities, without weakening that of the State which continues to exercise a power of control over the decentralized structure which is then under its supervision.

To increase the power of local authorities, decentralization must be accompanied by a transfer from the State to decentralized structures, budget envelopes that allow them to fully exercise the functions and prerogatives assigned to them by law. With own resources and decision-making

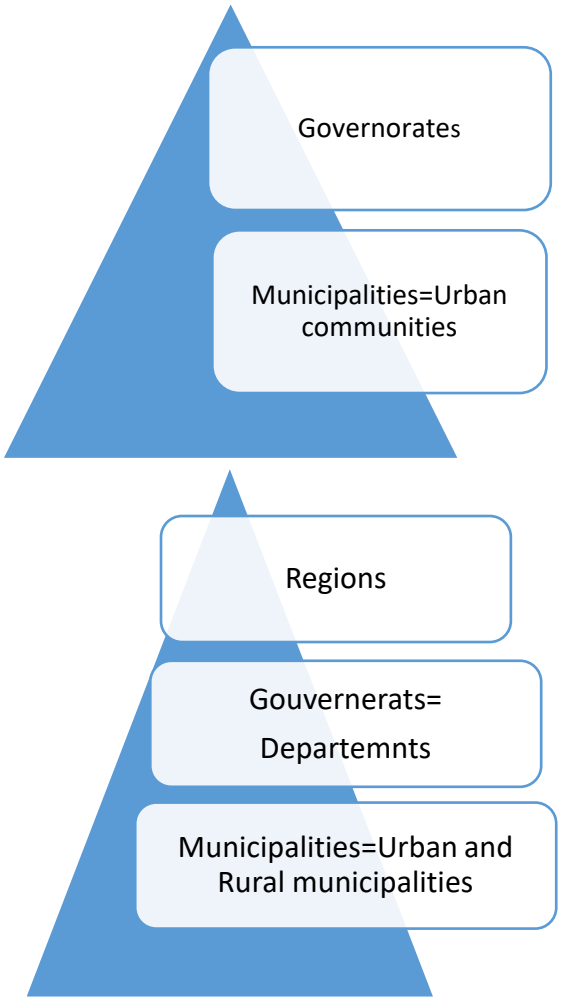
3 GOUVERNANCE DE L'URGENCE DANS LES VILLES ET LES RÉGIONS Initiative « Gouvernance de l'urgence » Juillet 2020

4 COVID-19 : Gouverner l'imprévisible - Analyse comparative des différentes stratégies de crise déployées 28 Mars 2020

autonomy granted by the State and governed by legislation, local authorities enjoy, in the context of decentralization, freedom in the administration and management of local affairs. Without which "decentralization would be nothing more than an artifice and the notion of a local authority would be a misleading term for a simple constituency of central power" (Belaid, 2000).

At this level, we can highlight three main reforms: an improvement of the institutional framework, a densification of the structures of decentralization and a democratization of the method of selection of representatives of the people.

Transition from two to three levels of decentralization



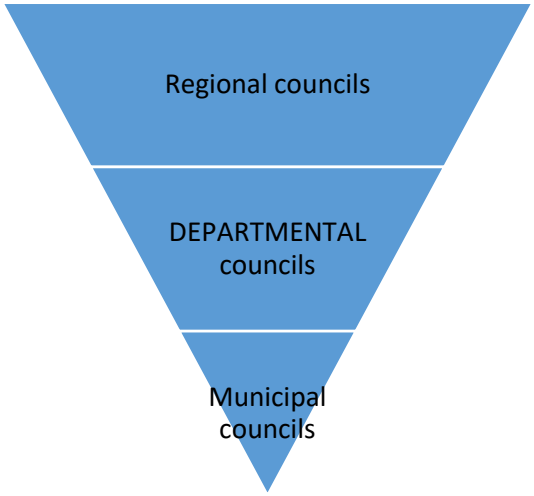

Article 71 of the 1959 Constitution
Article 131 of the 2014 Constitution

The improvement of the constitutional framework
The first remark to be made consists in moving from a single article dedicated to local communities in the 1959 constitution (article 71) to an entire chapter devoted to local power in the 2014 constitution (chapter 7), in which An article is added in the general principles of the constitution which recalls the State's commitment to the path of decentralization (article 14). This proves the awareness of decision makers of the importance of the issue of regional development and power sharing.

In the 1959 constitution, article 71 stipulates the existence of two levels of decentralization in the country: municipal councils and departmental councils (governorates). To this binomial, the constitution of 2014 adds a third level, namely that of the regions (article 131). An enrichment of the levels of decentralization has therefore taken place, which reflects the search for better representability of the people by promoting structures that are closer to them and more able to deal with local affairs.

The institutional reform has also made it possible to review the electoral code and advance on the generalization of the electoral process on the three newly established administrative levels (municipalities, departments and regions). The municipal elections, in 2016, are considered the most "democratizing" in the exercise of power due to their greater proximity and the local registration of elected municipal officials.

**Methods of election of local authority councils according to Article 133 of the Constitution**




It should be noted that the regional councils are elected by the members of the municipal and departmental councils while the departmental and municipal councils are elected by universal suffrage, free, secret and direct, honest and transparent.

It is also important to note the creation of the Superior Council of Local Authorities (Article Il 141), which is a new body which "examines issues related to development and regional balance, and gives its opinion on draft laws relating to local planning, budget and finance" (Tunisian Constitution, 2014).

The State remains ubiquitous in terms of financial stakes (the budgets of local authorities weigh less than 5% of the State budget) and supervision.

The Regions are local authorities, chaired, however, by state governors and composed of the deputies elected in the constituency corresponding to the governorate, the presidents of the communes located in the governorate and the presidents of the rural councils.

The municipalities are local authorities, whose municipal council is elected by universal suffrage and chaired by the president of the municipal council elected from among the members of the council.

**II-2 Models of Local Governance in Tunisia**

Local communities, in a majority of countries, play a key role in the development and improvement of the standard of living of the population. Many states now consider local communities to be essential partners in developing public policies, ensuring more efficient and equitable social services and building the infrastructure necessary for economic development and a better quality of life.

The road has not been walked easily and many challenges persist. In the majority of countries, decentralization has not been a linear process and many obstacles had to be overcome. Collaboration between different levels of government in many countries is not without problems, and local communities need to be better equipped to be able to perform their functions and thus become stronger and more effective partners in order to meet the main challenges.

Finally, local communities must be able to mobilize funding to invest in infrastructure. Some investments can be financed by transfers, but they need, especially in urban areas, direct access to capital markets. When the local financing system is less advanced, this role can be assumed by intermediary institutions with state support. Local credit must, however, be governed by an appropriate regulatory framework and adequate financial guarantees.

**A/ The Communal Investment Plan (CIP)**

Representative governance through the Communal Investment Plan (CIP) is a planning process that defines a municipality's program over five years. The ICP is supposed to improve the provision of public services to the citizens of the municipality. It is a reference framework that guides the city council in its investments in the short, medium and long term.

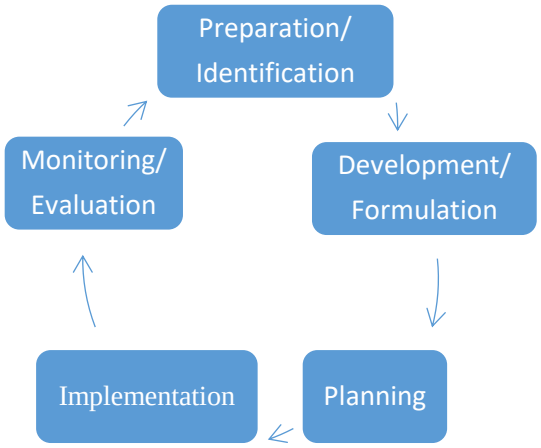
The typology of municipal projects is as follows:

1. Local projects involving infrastructure and development projects, economic projects including administrative buildings, acquisition of equipment and computer equipment, maintenance and studies, intercommunal projects.
2. Projects of a national nature: sports, cultural, juvenile or intended for women and children, Rehabilitation of working-class districts, Distribution channels for agricultural and fishing products and others,
3. Public-Private Partnership Projects: Urban Parks, Waste Management and Recovery, Other Projects.
4. Projects in partnership with civil society: Development and maintenance of green spaces, amusement parks, development and maintenance of urban socio-community facilities, stadiums of neighborhoods, Maintenance of cemeteries, other projects.

**B/ The participatory CIP**

Tunisian municipalities are used to deciding on the municipal budget behind closed doors. The citizens, for their part, took little interest in the affairs of the municipality and no longer participated in it, neglecting at the same time to pay their local taxes by generally motivating their tax incivism by the lack of transparency in the financial management of the municipality and by the mediocrity of the services provided locally. Representative democracy is reaching its limits and citizens feel that elected councilors are out of touch with real life and that the public interest is rarely respected. The Participatory Budget helps to overcome these difficulties by learning about the general interest for the benefit of the municipality and the citizens.

The participatory ICP process is structured around 5 major steps described in the following organizational chart
Product Cycle




For the implementation of this process, 4 major players are involved:

These four actors will have to put in place the most inclusive participation possible throughout the process. To do this, a map of the key players is drawn up. From this, a division of the municipality into administrative zones is carried out.

### II-3 The Participatory Governance Assessment System and the Impact of the COVID 19 Crisis: Case of the Ariana Commune

Local authorities shall adopt the instruments of participatory democracy and the principles of open governance in order to ensure the widest participation of citizens and civil society in the preparation of development and spatial planning projects and monitoring of their execution. And this, in accordance with what is provided by law (art 139 of the Tunisian constitution) The establishment of a performance management system, in particular an evaluation of local authorities, is now an integral part of the new political management. The aim is to streamline the governance and delivery of public services, improve planning for sustainable development, or show greater transparency and admissibility of public governance to citizens. The new global allocation of unallocated investments with the support of the Urban Development and Local Governance Programme (PDUGL), from the year 2016, the municipalities of Tunisia will receive a global allocation of unallocated investments (DGNA), which replaces the investment subsidy previously governed by Decree No. 97-1135 of 16 June 1997.

#### A/ Annual evaluation of the performance of the communes with the Minimum Mandatory Conditions (CMO): Case of the commune of Ariana before the health crisis

The participatory governance system put in place before the health crisis was sufficient for the application of the mandatory minimum conditions. CMOs and performance indicators are linked but meet different objectives. The CMOs reflect conditions that must be in place by providing a minimum guarantee that the amounts made available to the municipalities will be used in a clean manner and to serve the general objectives of the allocation. They reflect basic and non-negotiable conditions that must be fully fulfilled and as a whole. The majority of indicators measure compliance with legal obligations by the municipality (compliance indicators); in other cases they reflect aspects considered essential to improve the management of municipalities.
The following table summarizes the evolution of the previously mentioned indicators for the municipality of Ariana for the three consecutive years: 2016, 2017 and 2018. It demonstrates the evolution of the performance of the municipality under its three axes: Governance, Management and Sustainability.

| Themes and sub-themes | | Points to be Earned | | |
|---|---|---|---|---|
| **1-** Governance | | 2016 | 2017 | 2018 |
| | | 22/30 | 23/30 | 26/30 |
| I | Participatory approach | 12/12 | 12/12 | 12/12 |
| II | Transparency and Access to Information | 8/8 | 6/8 | 8/8 |
| III | Complaint Management Mechanism | 2/10 | 5/10 | 6/10 |
| 2 - Management | | 17/30 | 13/30 | 19/30 |
| IV | Management of Human Resources | 10/10 | 10/10 | 10/10 |

| | | | | |
|---|---|---|---|---|
| V | Management of Financial Resources | 1/10 | 1/10 | 7/10 |
| VI | Public Orders | 6/10 | 2/10 | 2/10 |
| 3- Sustainability | | 29/40 | 34/40 | 35/40 |
| VII | Maintenance of Assets | 15/15 | 13/15 | 15/15 |
| VIII | Debt Remediation | 6/10 | 8/10 | 6/10 |
| IX | Own resources | 6/7 | 5/7 | 6/7 |
| X | Social and environmental safeguards | 2/10 | 8/8 | 8/8 |
| Total Points to be Won | | 68/100 | 70/100 | 80/100 |

Source : Commune of Ariana

**B/ Managing the COVID-19 Health Crisis: Ariana Commune Case**

Faced with the exceptional state of health the municipality of Ariana began a series of actions to raise awareness and protect against the spread of the Covid-19 virus.

These actions were selected during the exceptional session of the city council held on March 17, 2020. In which the mayor announced that under section 266, "the mayor is responsible for regulating traffic, health, sanitation, safety, tranquility, aesthetics and environmental protection." that it is therefore a competence peculiar to the mayor whose aim is the maintenance of public order namely security, tranquility and sanitation.

Indeed, very strict hygiene measures have been implemented throughout the municipal territory and around the regional hospital, accompanied by a comprehensive and precise action plan.

**Sensibilization**

| Date | Action |
|---|---|
| 10-11 March | Awareness campaign for restaurants, cafes, tea rooms with the aim of recalling good hygiene practices in public places The hygiene service provided by the hygiene service. |
| 11 March | Awareness day for municipal employees in collaboration with the regional health department. |
| 13-14 March | Control of spaces open to the public |
| 17 March | Exceptional meeting of the Municipal Council and formation of a Crisis Staff chaired by the Mayor of Ariana |
| 19 March | Large disinfection campaign of the municipal market and its surroundings |
| 20 March | Municipal Market Awareness Campaign |
| 23 March | Crisis Cell Meeting to Launch Immediate Action Plan |

**Involvement of civil society**

- City Animation Service: helps organize relations with citizens and local associations.
- Service responsible for "trustees": need to intervene with the trustees in order to encourage them to make more commitments in the management of this crisis situation.
- Pilot action in Menzeh 5, in collaboration with civil society: disinfection operation of the neighborhood, announced in advance to the citizens: provision of the team, a sprayer and quantities of disinfection products.
- Inclusion of foreign communities in the allocation of community social assistance.
- Reservation of a student hostel and training centre to house fellow citizens who have returned from Libya for a period of confinement.

**Health and environmental protection**

- Mass Screening Campaign
- Review of Human Resources Management
- Combine teams
- Reduce the number of teams by increasing the frequency of intervention
- Training and coaching of agents by the competent departments: municipal directors or specialists outside municipal administration
- Meet equipment and consumables needs by streamlining administrative procedures.
- Intensify the waste collection programme in accordance with the health protocol.

**Financial support**

- Transfer of funds in the budget of the commune to support this effort to fight against the unforeseen scourge during the adoption of the 2020 budget.
- The acquisition of inputs and utensils, instruments, sanitary equipment became

imperative. Exemptions from municipal fees and charges for the benefit of local artisans and traders.
- Allocation of monthly donations to needy families during the health crisis.

**III/ Good post-crisis governance: a new approach, a new paradigm**

As was shown in the first section of this paper, the notion of governance is a simple and convenient concept at its beginning, it conveys a descriptive idea of reality but also a normative ideal associated with transparency, the ethics and effectiveness of public action. Thus, the term "governance" has succeeded in bringing together different horizons of reflection on the transformations of public regulation ranging from state exclusivity, to the decentralization of power in favour of local authorities and the inclusion of civil society, through private sector adoption.

This evolutionary process has involved both management, control of the administration, the setting up of participatory budgets or urban public consultation, governance today covers the most diverse types of organization, superimposed on more traditional forms of public action.

Gradually this concept becomes a talisman word related to public actions (J. Pitsey, 2010) and hence we see a conceptual inflation explained by the virtues associated with good governance on the one hand and by institutional reforms symbolizing an antistatism on the other (III.1). On the other hand, the cyclical changes transformed into structural changes, the economic crises, financial and recent health-related issues have made governance criteria more complex and multi-dimensional, requiring a more skillful approach to dealing with unforeseen and sometimes alarming situations that go beyond the internal scope of the organization and its stakeholders. a larger field where the social and ecological environment is important (III.2).

**III-1 From governance to good governance: from technical objectivity to social management techniques**

Good governance or good corporate governance has made it possible initially to reshape the management of companies. From the 1970s onwards, the management approach was inspired by the humanities and saw the company as a social institution rather than a mechanical one. For this new management language, centralised Taylorist structures represent a strategic handicap: they neglect both the need to integrate workers into a collective project, and the value of seizing each other's creative resources to deal with issues on the ground. There was a need: the governance model must be dynamic and self-active and therefore be conceived under a biological model: its condition of survival is its permanent development.

This development requires both a great internal coherence in the action and «mobility, fluidity, maximum flexibility to the conditions of the external environment». To this end, governance must provide an individual and collective recognition body for staff. In order to combine the requirements of internal coherence and decentralised responsiveness, it must promote the autonomy of its production units without giving up any guidance. The additional flexibility must also be framed by a genuine fundamental adherence to the objectives and management culture, which is itself based on the establishment of a relationship of trust between the various members and operating cells.

It is in a second phase, but as part of a return to the origins of the concept, that public institutions will be inspired by the entrepreneurial model. For public and political institutions, it is a question of responding to the requirements of the consumer and to the distrust of the citizen vis-à-vis the administration. An abundant literature attempts to account – but also to set up and promote – for a management mode that is "less cumbersome and more flexible, less directive and more participatory, more diffuse and less technocratic". In this framework, governance is aimed primarily at improving the management of administrations rather than proposing a new democratic management method.

However, the vocabulary of international monetary institutions and North American development agencies is gradually going to charge the governance of a collective mission that it lacked. Governance concerns not only the proper functioning of the institution but also the quality of the action of these institutions in the social space. It is the subject of a specific reflection on how to better involve the actors in the decision-making process.

Third, advocates of "good governance" associate the term with the development of new government techniques and the substitution of unilateral state action by a more consensual and pluralistic mode of formulating the standard. In recent years, a wide

literature on urban, environmental and IT governance has emerged. Based on the deliberative or participatory theories of democracy, the theory of governance is also occasionally seen as a counter-discourse to the lack of democracy and support for human rights of international institutions.

**III-2 From good social governance to good societal governance: from techniques of social objectivity to techniques of societal equity**

Good governance practices have not spared private or public structures from a structural vulnerability, hence the use of a new paradigm characterized by a great diversity of its techniques and actors following each cyclical change.

In the era of the COVID-19 crisis, the global economy has been shaken by the severity of economic, social and health impacts. Several surveys and forecasting analyses claim that some economic models will be gradually abandoned or will change in nature, while others will be based on new opportunities for innovation and growth. Although the crisis may lead to a dynamic transformation process, it is feared that public or private actors who were under-capitalised will suffer harsh results, thus slowing down investment and economic growth .

Nevertheless, the exact trajectory of these structural changes is, at this stage, difficult to predict. It is, however, certain that the road to recovery will require a well-functioning capital markets capable of allocating substantial financial resources to long-term investments, but also a new framework of good governance that gives investors, Officers, directors and stakeholders, tools and incentives to ensure that business practices are tailored to the post-COVID reality.

Building on many national experiences in adapting governance frameworks to the changing crisis, the OECD Committee on Corporate Governance (2021) highlights the need to manage excessive corporate risk-taking and ensuring equity markets support long-term recovery and resilience. It is becoming inevitable to adapt the governance framework to new health and ecological constraints to address new risks including the disruption of global value chains due to collective precautionary decisions against the spread of COVID-19 (confinement/deconfinement/part-time/remote/etc.).

We are witnessing a multi-level change in governance, whether public or private, local or even global (Global Environmental Governance), hence the design of new administrative procedures and managerial techniques (teleworking, meetings by virtual means, etc.) for better efficiency taking into account the ecological constraint and being more responsible towards the environment. In this regard, two assumptions should be verified: a stronger, more skillful and resilient governance framework and a new management of social (health, hygiene) and environmental risks (non-renewable energy, global warming, pollution, depletion of resources, etc.).

**CONCLUSION**

Good governance practices have not spared private or public structures from a structural vulnerability, hence the use of a new paradigm characterized by a great diversity of its techniques and actors following each cyclical change, in particular the current health crisis.

Nevertheless, the exact trajectory of these structural changes is, at this stage, difficult to predict. It is, however, certain that the road to recovery will require a well-functioning capital markets capable of allocating substantial financial resources to long-term investments, but also a new framework of good governance that gives investors, Officers, directors and stakeholders, tools and incentives to ensure that business practices are tailored to the post-COVID reality.

At the level of local government and the Tunisian context, “good territorial governance” was supported by the Local Government Code (LCC). The latter has provided a range of means of intervention at the economic, social, urban planning, environmental and co-management levels of the recovery policy with a view to sustainability. A two-tier co-management: a general development planning superimposed on a specific planning of the communal territory.

Similarly, the CDC recognizes that the local authority has a deliberative power to fix duties, taxes and charges under section 139, on an environmental basis, from which they are entitled to collect private donations for projects of general interest to sustainable development (SD).

Another power that emanates from the CDC guaranteeing social equity in terms of gender equality. It is Article 107 which favours direct or indirect aid, hence a financing system supported by

the principle of solidarity which presupposes a certain redistribution from the solidarity equalization fund which uses the tool of positive discrimination.

Nevertheless, the context of the health crisis has shown weaknesses and identified some dysfunctions in the governance system applied by local authorities.

We stress two main limitations: conflicts of competence between the central and decentralised levels and a low level of supervision within the municipalities.

In this regard we propose the following recommendations:

- Review the links with the central authority: the principles of the unity of the State, of free administration and subsidiarity represent safeguards even if they have not prevented conflicts between the central and local authority;
- Establish communal and inter communal support platforms for a better operational role of municipalities in crisis management
- Build capacity for inclusive and sustainable local development.

On a more global scale, we affirm that good participatory governance has certainly acquired its democratic character but it should acquire other characteristics to allow a more resilient system in the face of health and ecological cries. Emergency, multi-level, innovative and intelligent governance should be pursued, and we make the following recommendations:

- Establish a stronger and more resilient governance model that is essential to the smooth functioning of markets, businesses and public institutions,
- Improve risk and crisis management frameworks (including risks to health, supply chains, reputation and the environment). In some areas, risk monitoring and disclosure can be enhanced by the use of new digital technologies,
- Strengthen the structures of groups of companies. The more complex the group structure, the more difficult the governance arrangements are and the greater the potential for abusive practices.
- Improve opportunities for all stakeholders to follow the meetings and, where appropriate, to ask questions of company executives,
- Decide on the timing of current measures adopted during the crisis to advance or clarify their regulatory frameworks for remote participation,
- Ensure the link between compensation and long-term organizational performance. In other words, call for increased monitoring of the conditions and procedures for the decision and supervision of performance pay,
- Adopt new and more effective environmental and social risk management.

**BIBLIOGRAPHY**

Banque Mondiale (2017b), "Governance In Service Delivery In The Middle East And North Africa", Background Paper To The World Development Report.

C. LAFAYE, « Gouvernance Et Démocratie : Quelles Reconfigurations ? », In L. Cardinal, C. Andrew (Dir.), *La Démocratie A L'épreuve De La Gouvernance, Op.Cit.*, P. 57-87.

COVID-19 : Gouverner L'imprévisible - Analyse Comparative Des Différentes Stratégies De Crise Déployées 28 Mars 2020 DELOITTE

Darine BAKKOUR, Un Essai De Définition Du Concept De Gouvernance, ESN°2013-05

FRENCH-BRIP130637-PUBLIC-Box393225B-Municipal-Finance-Final-Finances-Municipales.Pdf. Banque Mondiale (2015b). Public Sector Size And Performance Management: A Case Study Of Post Revolution Tunisia, Policy Research Working Paper 7159. LA GOUVERNANCE À L'HEURE DE LA CRISE SANITAIRE DE LA COVID-19 Une Enquête IFA Auprès De Ses Adhérents Administrateurs Et Dirigeants Mandataires Sociaux Septembre 2020

G. PAQUET, « La Gouvernance En Tant Que Manière De Voir : Le Paradigme De L'apprentissage Collectif », In L. Cardinal, C. Andrew (Dir.), *La Démocratie A L'épreuve De La Gouvernance,* Presses De l'Université d'Ottawa, 2000, P. 9.

Giroux, G., Jones, R. Et Mclelland, A. (2004), « An Empirical Test Of Public Choice Theory: Comparing The United States And United Kingdom Local Governments », Research In Governmental And Nonprofit Accounting 11, 217-238.

Gouvernance De L'urgence, 2020, Document D'orientation #01, LSE Cities London School Of Economics And Political Science Houghton Street Londres WC2A 2AE Royaume-Uni LSE.Cities@Lse.Ac.Uk Lse.Ac.Uk/Cities Cités Et Gouvernements Locaux Unis (CGLU)

GOUVERNANCE DEMOCRATIQUE ET COVID-19 Rapport CDDG (2020)20

Http://Documents.Banquemondiale.Org/Curated/Fr/549571467998495046/Pdf/100137-

Http://Documents.Worldbank.Org/Curated/En/574821468166165145/Public-Sector-Size-And Performance-Management-A-Case-Study-Of-Post-Revolution-Tunisia. Banque Mondiale (2008). Local Government Discretion And Accountability: A Diagnostic Framework For Local Governance. Local Governance And Accountability Series Paper No 113. Juillet 2008.

Http://Pubdocs.Worldbank.Org/En/765671485539747061/WDR17-BP-Governance-In-Service Delivery. Pdf. Banque Mondiale (2015a). Note D'orientation Sur Le Financement De Collectivités Locales 100137. Juillet.

Http://Siteresources.Worldbank.Org/EXTSOCIALDEVELOPMENT/Resources/244362-1193949504055/Local government discretion and accountability.Pdf

J. NORTON, « International Financial Institutions And The Movement Toward Greater Accountability And Transparency: The Case Of Legal Reform Programmes And The Problem Of Evaluation », In *International Lawyer*, 2001, Pp. 1443-1474.

J.B. STEWART, « Whales And Sharks », In *The New Yorker*, 15 Février 1993, P. 37-43, Cité Par G. Paquet, *Op.Cit.,* P. 21 ; P. CALAME, A. TALMANT, *L'État Au Coeur. Le Meccano De La Gouvernance*, Paris, Desclée De Brouwer, 1997.

J.PITSEY, « Le Concept De La Gouvernance », *Revue Interdisciplinaires D'études Juridiques*, Vol 65, Université Saint Louis- Bruxelles, Pp. 207-228.

L. JUILLET, « Pouvoir, Démocratie Et Gouvernance En Réseau : Commentaires Sur "La Gouvernance En Tant Que Manière De Voir" De Gilles Paquet », In L. Cardinal,C. Andrew (Dir.), P. 107.

*L'avenir De La Gouvernance D'entreprise Dans Les Marchés Des Capitaux Face A La Crise Du COVID-19* », OCDE, 2020.

La Gouvernance, Un Concept Utile Ou Futile ?, Par Jacques Theys DÉBATS Economie & Humanisme • Numéro 360 • Mars 2002

Le Concept De Gouvernance Robert Joumard 2009, pp.52. Ffhal-00489237

Le Pouvoir Local En Tunisie A L'épreuve De La Relance Economique Post Covid-19 Afef Hammami Marrakchi Bawader, 21 Août 2020 Arab Reform Initiative

Leloup, F., Moyart, L. Et Pecqueur, B. (2005), « La Gouvernance Territoriale Comme Nouveau Mode De Coordination Territoriale ? », Géographie, Economie, Société 7, 321-332.

Les Effets De La Covid-19 Sur La Gouvernance De La Sécurité Au Mali Quel Rôle Et Quelles Responsabilités Pour Les Acteurs Du Secteur De La Sécurité ? Policy Paper #3, Juillet 2020 - Mahamadou Niakaté.

OCDE (2017). Policy Framework On Sound Public Governance: Draft Annotated Outline. GOV/PGC (2017) 32. 3 Novembre 2017.

OCDE (2017d). Towards A New Partnership With Citizens: Jordan's Decentralization Reform. OECD Public Governance Reviews. Éditions OCDE, Paris.

Politiques Publiques Et "Bonne Gouvernance" En Tunisie, De Boeck Supérieur « Mondes En Développement » 2009/1 N° 145 | Pages 93 A 108 ISSN 0302-3052 ISBN 9782804102746 DOI 10.3917/Med.145.0093.

WEBOGRAPHY