



CALL FOR SHORT TERM CONSULTANCY

EXTERNAL EVALUATION OF THE PARTNERSHIP BETWEEN THE AFRICAN UNION COMMISSION AND THE ELECTORAL INSTITUTE FOR SUSTAINABLE DEMOCRACY IN AFRICA

TERMS OF REFERENCE

1. BACKGROUND

Over the past few decades, Africa has been undergoing a wave of re-democratisation following a false dawn following the political independence of 1950s/60s. Political independence was quickly followed by authoritarianism of both civilian and military varieties until the 1980s/90s. It was only since the late '80s and early '90s that the current democratisation wave became prevalent across the continent. Military coups are now a taboo in Africa. Unconstitutional changes of government are met with a severe sanctions regime as articulated in the 2002 Protocol Relating to the Establishment of the Peace and Security Council of the African Union and the 2007 African Charter on Democracy, Elections and Governance. Since the onset re-democratisation in the early 1990s beginning with Benin (1990) and Zambia (1991), regular multi-party elections have become a key feature of Africa's political landscape. The conduct of regular elections in most African States has become the norm, and several countries are in their fourth electoral cycles since their transitional elections.

On average, there have been 15 national elections held across the continent annually over the past decade. However, this increase in the number of elections on the continent has not resulted in the correspondent improvement in the quality of democracy and political stability on the continent. At the continental and regional levels, the efforts at promoting democratic norms have not yielded the desired accountability of States to the international obligations that they have ratified.

At national level, weak legal and institutional frameworks continue to pose a challenge to the entrenchment of democracy and political stability. Democratic elections are crucial for political stability and development on the continent, hence the close attention paid to these processes by continental and regional institutions to hold States accountable to their international commitments. Furthermore, despite the regularity of elections, there is currently a worrying trend of democratic recession, marked in the main, by manipulation of electoral laws and constitutions, shirking civic spaces, intolerance, militarisation of politics and politicisation of the military, mismanagement of diversity (especially ethnicity), populism, etc.

It is within this context that the Department of Political Affairs (DPA) of the African Union Commission (AUC) has partnered with the Electoral Institute for Sustainable Democracy (EISA) for the mutual interest of the two parties towards entrenching democratic governance in AU

Member States. This partnership is guided by a memorandum of understanding (MoU) that was first signed in 2008 and renewed in 2014. The current MoU will end in June 2019.

The overall objective of the partnership is to strengthen the institutional ties between the AUC, through the Department of Political Affairs, and EISA, in the field of elections, democracy and good governance. The specific objectives of the partnership are to:

- i. Foster better collaboration between the AUC and EISA;
- ii. Facilitate the joint identification of needs and implementation of programmes in the areas covered by the partnership;
- iii. Enhance the effectiveness of the AUC in the areas of election observation.

Within the framework of this partnership, EISA's support to the AUC has been implemented through its Africa Democracy Strengthening (ADS) programme from 2008 to 2018 and more recently, its Enhancing the Legitimacy, Integrity and Transparency of Elections (ELITE) programme that commenced in November 2018. The AU support activities have been funded by the UK and Swedish governments through the DFID offices in London, East Kilbride (Scotland) and Addis Ababa (Ethiopia) successively and the Sida offices in Stockholm and more recently in Addis Ababa.

2. PURPOSE AND OBJECTIVES OF THE EVALUATION

EISA is commissioning an external evaluation as the Memorandum of Understanding (MOU) signed by the two organisations has entered its final six months. The evaluation will assess the AUC-EISA partnership from 2008 to 2018, specifically the impact of the partnership on the AU's capacity to assess and promote credible democratic elections in its Member States mainly through election observation activities. The findings and recommendations generated from this evaluation will inform the next phase of the partnership and EISA's future programming in support of the AUC.

Specific evaluative questions to be considered are:

- 1) The *relevance* of the partnership in meeting the needs of the DPA to fulfil its mandate.
- 2) The *effectiveness* of the partnership in meeting the objectives as described in the MoU.
- 3) The *efficiency* of interventions and activities developed and implemented by EISA to meet the partnership objectives.
- 4) The *appropriateness* of the partnership framework (referring to the MoU) and overall partnership strategic approach.
- 5) The *sustainability* of the partnership considering the outputs delivered to date.

The evaluation should also consider the sub-question of *factors which may have facilitated or hindered* the achievement of the partnership objectives both in terms of the external environment and those internal to the AUC and EISA. This should include an assessment of the *strengths and weaknesses* in the partnership framework, the overall approach, design and methods of activity delivery, and management arrangements of the partnership.

The evaluation will commence on 14 February and conclude on 5 April 2019.

3. METHODOLOGY

The consultant(s) will develop a suitable evaluation methodology to answer the evaluative questions, involving relevant stakeholders and contextual factors into the analysis.

The consultant(s) is expected to draw upon the following for data collection and analysis:

- Desk top research: partnership agreements, minutes of partnership meetings, and programme documents relevant to EISA's support to the AUC such as programme proposals, results frameworks, programme reports and concept notes.
- Training materials, research reports and publications produced as part of the partnership outputs.
- Key informant and/or semi-structured interviews with representatives of both institutions, programme donors and other beneficiaries of the partnership such as EISA-trained election observers and heads of AU observer missions.

4. EVALUATION DESIGN

The evaluation design must include, but is not limited to, key informant and/or semi-structured interviews and will require travel to South Africa and Ethiopia, subject to the availability of identified respondents and logistical requirements. In some instances, telephone, skype and/or email correspondence may be required.

The consultant(s) will conduct key informant and/or semi-structured interviews with EISA personnel based at the Johannesburg Head Office and previous EISA staff based in field offices who have contributed to the implementation of activities within the framework of the AUC-EISA partnership. They will also, among other things, conduct interviews with the representatives of the following institutions: the DPA, the Office of the Chairperson, DFID and Sida in Addis Ababa, and the Pan-African Parliament in Pretoria.

The consultant(s) are invited to use other evaluation approaches, in consultation with EISA, in addition to those already described.

The methodology must be described and explained, and all limitations must be made explicit and the consequences of these limitations discussed. Findings must flow logically from the data, showing a clear line of evidence to support the conclusions and recommendations made. Conclusions should be substantiated by findings and analysis. Recommendations and lessons learned should flow logically from conclusions. Recommendations should be specific, directed to relevant stakeholders and categorised as short-term, medium-term and long-term. The report must be a maximum of 32 pages excluding annexes and have the following structure: executive summary of 2 pages; key findings and recommendations of 5 pages; and up to 25 pages of the remaining content.

5. DELIVERABLES

The consultant(s) is expected to deliver the following:

- a. *Inception Report*: this must be a maximum of 15 pages and present an evaluability assessment, evaluation framework and methodology, work plan and deliverables within 5 working days of signing the contract;
- b. *Evaluation Draft Report*: this must be a maximum of 32 pages and be submitted within 21 working days of the approval of the inception report; and
- c. *Evaluation Final Report*: this must be a maximum of 32 pages and be submitted within 7 working days of receipt of comments on the Draft Evaluation Report. **The final report is due on 29 March 2019.**

6. SKILLS

The consultant(s) should have the following expertise and/or experience:

- Proven experience of evaluation of elections and democratic governance programmes in Africa;
- Knowledge and familiarity with AU structures and institutional procedures
- Knowledge and experience of developing and using theories of change;
- Knowledge of different approaches to programme evaluation;
- Proven expertise in use and analysis of qualitative and quantitative data;
- Sound evaluation record, including knowledge of international evaluation standards

7. QUALIFICATIONS

The consultant(s) must have a post-graduate degree in political science, sociology, law, economics or any relevant social science or humanities disciplines. A PhD in any of these disciplines will be an added advantage.

8. RENUMERATION

Interested and suitably qualified individuals will be expected to indicate their daily rate in their applications.

Applicants are invited to send their application with a 2 page proposal and CV to zahira@eisa.org.za

Closing date is 8 February 2019.