

**EVALUATION OF THE PROJECT IN SUPPORT  
OF THE ELECTORAL PROCESS IN THE REPUBLIC  
OF SENEGAL  
(PAPES)  
(February-November 2017)**

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## EXECUTIVE SUMMARY

This evaluation report of the “Project in support of the electoral process in the Republic of Senegal” (PAPES), which was financed by the Federal Republic of Germany (a grant of about 680.00€) and implemented within the framework of the Senegalese legislative elections of 30<sup>th</sup> July 2017, has been prepared on the basis of a literature review as well as the outcome of a mission to Dakar which took place from 23<sup>rd</sup> to 29<sup>th</sup> November 2017. This field mission has enabled the evaluator to meet those in charge of the project and key project stakeholders, in particular the General Direction of the Elections (DGE) of the Minister of the Interior and Public Security (MISP) and the regional supervisors/focal points of civil society organizations (CSOs) who participated in voter sensitization and education campaign. The evaluator also met with TFPs which have provided or could provide support to PAPES. Initially intended to end on 15<sup>th</sup> September 2017, PAPES project implementation benefited from a no-cost extension until 30<sup>th</sup> November 2017 while respecting the budgetary framework originally set. At the time of the evaluation, ECES was in the process of finalizing its agreement with the same donor, at the request of DGE, on a second phase of the project (PAPES II) with the aim of covering the entire electoral cycle in the Republic of Senegal (2017-2019) and this by extending the ECES intervention period until the end of 2018 (local and presidential elections).

After placing the democratic experience of the Republic of Senegal in its specific context, an experience which is characterized by an ongoing dialogue established over the last decades between the majority and opposition parties, a dialogue which involves civil society in a variety of ways, the evaluation report defines the role of key stakeholders in the electoral process namely the General Direction of the Elections (DGE), the Ministry of Interior and Public Security (MISP) which is in charge of organizing elections and referendums and the management of voter lists and the electoral roll ; the Autonomous National Electoral Commission (CENA) which is in charge of monitoring and supervising the electoral process and referendums; the National Broadcasting Regulation Council (CNRA) which is in charge of drawing up and ensuring compliance with the rules pertaining to media coverage of elections. The report will then examine the implementation of PAPES which took place from February to November 2017 with the general objective “to contribute to the preparation of an inclusive electoral process based on the responsible and active participation of all stakeholders and to consolidate democracy in Senegal through the implementation of constitutional reforms adopted through the 20 March referendum as.” Three specific objectives (clusters) were assigned to the project: “support to the design and implementation of an efficient voter awareness and education campaigns” (Cluster 1) ; “enhancing DGE’s institutional communication and strengthening the interaction between DGE and CNRA’s media monitoring unit (Cluster 2) ; “Capacity building in leadership and conflict management for electoral stakeholders (LEAD) to encourage the creation of permanent platforms for dialogue and consultation among all electoral stakeholders” (Cluster 3).

The evaluation is based on a participatory approach that includes beneficiaries/stakeholders involved in PAPES. The presentation of the evaluation findings is structured around the evaluation criteria of OECD-DAC – relevance, effectiveness, efficiency, impact and sustainability.

**-Relevance:** The evaluation brings into focus the conformity with the needs of the electoral stakeholders (in particular the electoral administration) as well as the expectations of the donor (the Federal Republic of Germany) and other European TFPs traditionally active in the field of electoral assistance (EU, France and Great Britain). This relevance has been reinforced by the support of PAPES for initiatives which boosted transparency and inclusiveness in the electoral process, in particular the support given to the monitoring committee for the partial revision of the electoral roll.

**-Effectiveness:** At the time of concluding this report two of the three specific objectives set out in PAPES have already been accomplished, the third one is to be achieved within the framework of political dialogue. The project has brought significant support to the electoral administration as to the development of an efficient voter awareness and education programme (Cluster 1) where actors, whether stakeholders and/or beneficiaries comprise most of electoral stakeholders. Similarly, one of PAPES major achievements is to have contributed to the strengthening of institutional communication of DGE, an activity undertaken within the scope of Cluster 2. By contrast, activities under Cluster 3 (LEAD training plan) were changed upon explicit request of DGE and following the approval of the donor. LEAD training was transformed into support for a political dialogue while serving the same aim of gathering participants from a broad spectrum of stakeholders in order to analyse the diverging views regarding the electoral process in an effort to find common solutions for conflict prevention. However, LEAD training, in its

new form of political dialogue, should be incorporated into the project extension. The evaluator highlighted the success of voter sensitisation and education campaign conducted in partnership with the networks of civil society. Similarly, reinforcing and modernising the institutional communication of the DGE proved successful owing to the wide range of communication tools transferred to DGE through PAPES (monthly newsletters, press review, a website and Facebook page, the production of films dedicated to various electoral operations, green line, virtual library, etc.).

**-Efficiency:** Beyond the clear distribution of the work load conducted by international experts of the project team who were assigned specific missions, experts managed to collaborate in a fruitful and complementary manner in areas of common interest. This was for example the case for the contribution made by the institutional communication advisor in the design of electoral sensitization material which was distributed as part of voter sensitization and education campaigns. PAPES team worked in synergy with DGE within the framework of a genuine partnership. The evaluator has also found that the communication between the project team and the Federal Republic of Germany had been solid and consistent, the donor was kept regularly informed of activities implemented by the project team. The PAPES team has generally maintained excellent relations with the various electoral stakeholders as well as with TFPs. It should be pointed out, likewise, that budget management was efficient: activities were carried out on the basis of the real costs, without any additional administrative and financial charges though such charges are often incurred in electoral and development projects. It is also worth noting that the project team showed adaptability to the needs for assistance arising from the electoral process. The PAPES team has constantly demonstrated its ability to move the project forward by responding to the new needs for electoral assistance articulated by DGE. Emphasis should be given, likewise, to the importance and quality of reporting provided (in English or in French) by the PAPES team.

**-Impact:** PAPES has reinforced the electoral administration (DGE/MISP) as to the improvement of its working methods and within the purview of its competence particularly with respect to voter sensitization and education. The project has also substantially improved the DGE visibility and this by expanding the range of its institutional communication tools whether traditional (for example newsletter, green line, community radio stations) and media which draw upon new information and communication technologies (a website, a Facebook page, digital library/electoral documentation center. The keen knowledge of national civil society by PAPES team has led to the consolidation of partnerships among the electoral administration and local authorities and CSO networks. PAPES has also accompanied the electoral administration and optimized its management strategy of electoral processes. The project appears, therefore, to have considerably contributed to the process of the electoral administration strategy aimed at enhancing the participation of certain target groups (youth and women) in all regions.

**-Sustainability:** the DGE commitment (expressed in a letter dated 16<sup>th</sup> August 2017) to continue and consolidate its partnership with ECES is an element of PAPES viability/sustainability because it reflects the DGE institutional capacity and the appropriation of methods and tools transferred by the project with respect to institutional communication along with voter sensitization and education. The project team was also concerned with fostering the sustainability of gains achieved by beneficiaries.

*Upon the completion of the evaluation exercise, it is important to underline the high quality of PAPES both in terms of project design and its new implementation modalities which facilitated the electoral assistance project appropriation by the electoral administration and other project stakeholders. With regards to the various evaluation criteria, the assessment exercise highlighted the high performance level of PAPES. The only weakness of the project resides in the impracticability of implementing the LEAD training plan before the project completion date initially set. It was then redirected to support to the political dialogue, which required an extension.*

*The following recommendations pertaining to orientations and activities of the PAPES project extension are elaborated by the evaluator:*

- 1-Promptly mobilizing technical assistance to be provided to DGE/MISP with a view to achieving an audit of electoral register;*
- 2-Providing for an additional budget appropriation for mobilizing expertise in electoral law in order to accompany the works on the review of the electoral code before the presidential elections of 2019 ;*
- 3-Dedicate a component of PAPES to LEAD training of stakeholders involved in the new phase of the political dialogue initiated in November 2017 ;*
- 4-Consolidating support to DGE in the organization of voter sensitization and education campaigns in partnership with civil society;*

5-Confining to tasks supervising the “*good functioning*” of tools and institutional communication methods transferred to the electoral administration after the completion of the project;

6- Incorporating a *capacity-building activity in media monitoring dedicated to CNRA*, a training activity involving DGE and CENA;

7- Organizing a workshop on capacity-building of the “*senior DGE personnel* to accompany them throughout all the phases of the electoral process” and ensuring *the training of the DGE operational staff and the local network of electoral officials*.

## LIST DES ABBREVIATIONS AND ACRONYMS

**AJD PASTEEF** : *Youth Association for Development Pasteef*  
**ANAF** : *National Association for Literacy and Adult Education*  
**ANE** : *Non-state actor*  
**BBY** : *Benno Bokk Yakaar (Coalition of the parties of the presidential majority)*  
**CEDA** : *Autonomous Department Electoral Commissions*  
**CENA** : *Autonomous National Electoral Commission*  
**CNRA** : *The National Broadcasting Regulation Council*  
**CONGAD** : *Council of non-governmental organizations of support to development*  
**COSCE** : *Collective of civil society organizations for elections in Senegal*  
**DAF** : *Department in charge of Electoral Roll Audit (MISP)*  
**DFC** : *Directorate of Training and Communication (DGE/MISP)*  
**DGE** : *Directorate General of Elections (MISP)*  
**ECES** : *European Centre for Electoral Support*  
**EPD** : *European Partnership for Democracy*  
**EURECS** : *European Response to Electoral Cycle Support (ECES and EPD)*  
**LEAD** : *Leadership and Conflict Management Skills for Electoral Stakeholders*  
**MAESE** : *Ministry of Foreign Affairs and Senegalese Abroad*  
**MISP** : *Ministry of Interior and Public Security*  
**EOM** : *Electoral Observation Mission*  
**NGO** : *Non-governmental organization*  
**SO** : *Specific Objective*  
**CSO** : *Civil Society Organization*  
**PACTE** : *Platform of civil society actors for the transparency of elections*  
**PAPES** : *Project in support of the Electoral Process in the Republic of Senegal*  
**TFP** : *Technical and Financial Partner*  
**PUR** : *Parti de l'unité et du rassemblement*  
**RESOCIT** : *Network of Citizen Observers*  
**ToR** : *Terms of Reference*  
**AU** : *African Union*  
**EU** : *European Union*  
**URAC** : *Union of associative and community radios of Senegal*

## INTRODUCTION

This evaluation report of the “Project in support of the electoral process in the Republic of Senegal” (PAPES), which was financed by the Federal Republic of Germany and implemented within the framework of the Senegalese legislative elections of 30<sup>th</sup> July 2017, has been prepared on the basis of a literature review as well as the outcome of a mission to Dakar which took place from 23<sup>rd</sup> to 29<sup>th</sup> November 2017. This field mission has enabled the evaluator to meet those in charge of the project and key project stakeholders, in particular the General Direction of the Elections (DGE) of the Minister of the Interior and Public Security (MISP) and the regional supervisors/focal points of civil society organizations (CSOs) who participated in voter sensitization and education campaign. The evaluator also met with TFPs which have provided support to PAPES.

Initially intended to end on 15<sup>th</sup> September 2017, PAPES project implementation benefited from a no-cost extension until 30<sup>th</sup> November 2017 while respecting the budgetary framework originally set. At the time of the evaluation, ECES was in the process of finalizing its agreement with the same donor, at the request of DGE, on a second phase of the project with the aim of covering the entire electoral cycle in the Republic of Senegal (2017-2019) and this by extending the ECES intervention period until the end of 2018 (local and presidential elections are scheduled for early 2019). Beyond a mere statement of fact on PAPES extension granted by DGE and the donor and illustrating the positive effects it can bring to the project, the benefit of project continuity which is already afforded led the evaluator to focus, in his findings and recommendations (chapter 7), on highlighting the potential lines of emphasis of the project in its second phase. This approach is in line with the objectives of the evaluation mission specified in ToR (see Annex 3) which comprises the performance and result analysis of the project as well as the identification of “major lessons learned” and the elaboration of “recommendations for a possible project follow-up in order to ensure the sustainability of actions undertaken.”

In accordance with ToR, the evaluation is based on a participatory approach that includes beneficiaries/stakeholders involved in PAPES. The presentation of the evaluation findings is structured around the evaluation criteria of OECD-DAC – relevance, effectiveness, efficiency, impact and sustainability.

*The evaluator would like to thank all his interlocutors, in particular DGE/MISP, ECES foundation and PAPES team for their availability and the quality of the shared information.*

## 1-CONTEXT

PAPES design and lines of emphasis (1.2.) fit into the Senegalese democratic experience, which has entered into a new phase following the constitution reform of 5<sup>th</sup> April 2016 (1.1).

### *1.1.The specificity of the democratic experience of the Republic of Senegal*

The Senegalese democratic experience was built over time through a process that has faced occasional “turbulences” without violating constitutional legality or the rule of law due in particular to the ongoing dialogue established during the last decades between parties of the majority and the opposition, a dialogue which involves civil society under various mechanisms.

In 1976, President Senghor accompanied the transition from a *de facto* one-party rule to a multi-party system, albeit in a limited fashion that is restricted to three political parties including the future “*Parti Socialiste*” and the “*Parti Démocratique sénégalais* (PDS).” During the presidency of Abdou Diouf, three major developments occurred: a) The transition from an “integral” multiparty system since 1981 (which resulted in the formation of nearly 300 political parties) ; b) Significant liberalization of political life in 1990s with, among other examples, the laying down of an institutional framework for freedom of information and communication - the establishment of the High Council for Radio-Television (HCRT) in 1991 which was replaced by the High Audiovisual Council (HCA) -, the establishment of the Constitutional Council (Law No. 92-23 of 30 May 1992), the adoption of a new Electoral Code in 1992 as a result of protests contesting the presidential and legislative elections of 1988 (February) and 1993 (February-March), the creation of the National Observatory of Elections (ONEL) in charge of overseeing the conduct of elections with a view to ensuring a greater transparency of elections, though the conduct of elections lies within the competence of the electoral administration. Consultations and dialogue held between the majority and opposition forces acquired their full consistency during the drafting of the Electoral Code in 1992 which the President Diouf pledged “not to change a comma.” El Hadj Mbodj emphasized the importance of this phase in the development of the democratic experience of Senegal: the Electoral Code of 1992, which is said to be adopted by consensus appears to give “expression to the deepest aspirations of political actors. As an expression of consensus, it technically guarantees electoral justice and politically brings about a qualitative leap forwards into democracy in Senegal by way of consensus mobilized in politics” (Multipartisan Democracy in Senegal in the light of the new Electoral Code, in *Alternative démocratique*, July-December 1992, pp. 73-74). This specific process has become a constant feature of the country’s political life especially during the electoral period or when considerable institutional reforms have been initiated as was highlighted by the electoral expert Ndiaga Sylla in his contribution entitled “Political Dialogue Method” (19<sup>th</sup> November 2017) ; c) Political alternation in office, which for the first time since independence enabled the opposition to take power during the 2000 presidential elections won by the opposition candidate Abdoulaye Wade (PDS). During Wade presidency, the reform of the political process will continue with the adoption of a new Constitution (22<sup>nd</sup> January 2001) and the improvement in the status of certain electoral institutions, with the authorities being keen on engaging the opposition in the reflection process as illustrated by the Autonomous National Electoral Commission (CENA). The explanatory memorandum to the Law No. 2005-07 dated 11 May 2005 on the creation of CENA which sets out that this text “is the outcome of consensus between the majority and the opposition parties” with a view to addressing the weaknesses in the functioning of ONEL, particularly the absence of legal personality, institutional continuity, financial autonomy and the lack of power to sanction. It should be noted that under President Wade efforts were stepped up to reinforce respect for rules governing election media coverage through the establishment of the National Audiovisual Regulatory Council (CNRA), by the enactment of Law No. 2006-04 dated 4<sup>th</sup> January 2006, which replaced HCA within the framework of the new audiovisual landscape in the country (the emergence of private media). In addition, Law No. 2010-11 of 28<sup>th</sup> May 2010 establishing absolute parity between men and women was adopted in accordance with Article 7 of the Constitution of 22<sup>nd</sup> January 2001 which states that “the law shall promote equal access of women



and men to mandates and offices.” Parity applies “in all, totally or partially, elected institutions (Article 1), the lists of candidates “must alternate between men and women” otherwise the list is deemed ineligible to contest the elections (Article 2). The law was first applied in the legislative elections of 2012 which enabled to double the number of women elected to the National Assembly (64 women out of 150 deputies though parity is not yet effective - the rate of women representation rose to 42% in the 2012 elections and was maintained at that level in the general elections of 30<sup>th</sup> July 2017. In 2011, following the audit of the voter roll, political dialogue among electoral stakeholders - political parties of the majority and the opposition, civil society and electoral administration - proceeded within the framework of the monitoring and follow-up committee and recommendation emanating from the audit thereby reinforcing a tradition of openness and consultation now deeply anchored in the political Senegalese culture.

Like his predecessors, President Macky Sall, who was elected in the 2012 presidential elections (February -March), announced his wish to “promote reforms aimed at modernizing the political system, reinforcing good governance as well as strengthening the rule of law and democracy.” The National Commission for Institutional Reform (CNRI) chaired by Amadou Mahtar M’Bow, former Director-General of UNESCO was set up by virtue of Decree No. 2013-730 of 28<sup>th</sup> May 2013. The CNRI report, which is the product of “citizen consultations” involving the various Senegalese social and political actors, was submitted to the President of Republic in December 2013. Part of the report recommendations offered insights into the political and institutional reform adopted by the referendum held on 20<sup>th</sup> March 2016 and translated in the Constitutional Law No. 2016-10 dated 5<sup>th</sup> April 2016 amending the Constitution of 22<sup>nd</sup> January 2001. Constitutional review brought fifteen “innovations” to the functioning of institutions among which the creation of the High Council of Local Authorities, the restoration of the “five-year presidential term,” extending the authority of the Constitutional Council (increasing the number of its members), the participation of independent candidates for all types of elections (Article 4) as well the representation of Senegalese living abroad by diaspora deputies” (Article 59).

Constitutional reform made it imperative to revise the Electoral Law, which should also take into account the introduction of a new identity card in Senegal, the ECOWAS biometric ID cards (introduced by Law No. 2016-09 dated 14<sup>th</sup> March 2016) which now “serves as a voter card for citizens registered in the electoral lists” (Article 2 of Decree No. 2016-1536 dated 29<sup>th</sup> September 2016 implementing the Law introducing the ECOWAS biometric ID cards). As has been seen in the past, the opposition will participate in the works of the Technical Committee for the review of the Electoral Code (CTRCE). This consensual approach eventually led to the amendment of Law No. 2016-27 dated 19<sup>th</sup> August 2016 on partial revision of the electoral roll regarding one key point: the setting of a minimum threshold for the use of the new electoral roll compiled on the basis of the ECOWAS biometric ID cards. Article 7 of Law No. 2016-27 was amended by Law No. 2017-08 dated 9<sup>th</sup> January 2017 to specify that the electoral roll under preparation will be used for the 2017 elections only if the objective of registering four million (4.000.000) voters is reached.” It is in light of this performance “indicator” that the effectiveness of voter sensitization activities, which has been an essential component of PAPES, was measured. The amended Electoral Code incorporates a legislative part (Law No. 2017-12 of 18<sup>th</sup> January 2017 repealing and replacing Law No. 2014-18 dated 15<sup>th</sup> April 2014) and a regulatory part ( Decree No. 2017-170 dated 27<sup>th</sup> January 2017 repealing and replacing Decree No. 2014-514 dated 16<sup>th</sup> April 2014). The Electoral Code sets the number of deputies in the National Assembly at 165 (Article LO. 144), “105 deputies were elected with 90 in-country deputies 15 for overseas electors chosen on the basis of the “first past the post system” at the department level and 60 deputies elected from a nationwide constituency through proportional representation . . . . Electoral constituencies abroad were divided into entities [regional and sub-regional entities: Americas-Oceania, Northern Africa, Western Africa, etc . . .] referred to as “departments”. Only one ballot shall be cast for both voting systems” (Article L. 146). The representation of Senegalese abroad operates within countries which make up the eight “departments” established by the Electoral Code. Since the adoption of Law No. 2013-10 of 28<sup>th</sup>

December 2013 on the General Local Authorities Code, Senegal is divided into 14 regions, 45 departments (in the context of which 90 deputies were elected through the majority system) and 117 districts.

### ***1.2.PAPES design and lines of emphasis***

In April 2016, in the lead-up to the 2017 legislative elections, a mission to Senegal allowed ECES to meet with the key stakeholders involved in the organization of elections, in particular the General Direction of Elections (DGE), the Ministry of Interior and Public Security (MISP), CENA, CNRA, civil society, technical and financial partners (TFPs) that could provide support to the electoral process, mainly the European Union and Germany which are very active in this field through the Konrad Adenauer Foundation. This latter organized a workshop on 23<sup>rd</sup> October 2015 bringing together all electoral stakeholders so as to improve the quality and transparency of the electoral process, particularly in the light of the 35 recommendations (for example the introduction of the single ballot paper) prepared by the Election Observation mission (EOM) of the European Union during the 2012 presidential elections.

It should be recalled that MISP is in charge of conducting elections and referendums and ensuring the management of voter lists and the electoral roll (Article L2 of the Electoral Code); DGE/MISP which comprises the Electoral operations Directorate (DOE) and the Directorate of Training and Communication (DFC) in charge of organizing national and local elections as well as referendums. Its main duties include the following: preparing and revising voters' lists as well as maintaining the electoral roll, in conjunction with the Department in charge of Electoral Roll Audit (DAF/MISP) ; the distribution of ECOWAS biometric ID cards serving as voter cards produced by DAF within the framework of revising the electoral lists initiated in 2016 ; the material organization of electoral operations ; training of electoral officials at all levels (for example decentralized administrative authorities, heads of diplomatic and consular missions, members of the committee in charge of revising the voters' lists, polling station officials etc ...) ; designing and implementing voter sensitization and outreach ; preserving and archiving electoral documentation. Abroad, the Ministry of Foreign Affairs and Senegalese Abroad in relation to MISP (Article L1 and L3 of the Electoral Code) is in charge of conducting electoral operations as well as voter sensitization and outreach activities.

CENA whose structure and responsibilities are specified in the Electoral Code (Articles L.4 and L.24) “monitors and supervises all electoral and referendum operations. It seeks to ensure, in particular, the logistical support for their conduct and that any necessary rectifications are carried out. CENA shall *ensure compliance* with the conduct of fair, transparent and genuine elections (Article L.5 of the Electoral Code). Represented at all levels (particularly at the departmental level by its divisions known as the Autonomous Departmental Electoral Commissions – CEDA) and phases of the electoral process, ranging from voter registration to announcing preliminary results, in case of non-compliance with the legal provisions on the part of the administrative authority, CENA “may, upon serving a formal notice, take immediately enforceable injunctions, corrective decisions, overrule and substitute the action taken with respect to the electoral and referendum operations, notwithstanding its power to refer a situation to the competent court” (Articles L.6 and L.7). The responsibilities of CENA are specified in considerable detail in Article L.11 of the Electoral Law.

The General Director of Elections sent a letter dated 6<sup>th</sup> June 2016 to the Executive Director of ECES with a view to “rendering the electoral administration more efficient and taking a lead in developing international standards.” A dozen different areas of collaboration were proposed, among them “the training and support in institutional communication, the training of civil society members with respect to communication and voter outreach (material design and dissemination), media monitoring, the establishment of a documentation and archiving center of electoral documents ; training on the prevention and management of election-related risks.” Following this request, ECES elaborated a project to respond to the sort of needs expressed by DGE and other electoral stakeholders, particularly

CENA, CNRA and the various CSO networks (COSCE, RESOCIT, ANAFA) known for the quality and diversity of their activities in the field of electoral assistance (voter sensitization campaign, media monitoring, electoral observation, etc...). Given the significance of dialogue and spirit of consensus that prevail in the political sphere, the LEAD training program (Leadership and conflict Management training for electoral stakeholders) - developed by ECES to build the capacity of electoral stakeholders in leadership and provide them with the tools they need with respect to decision-making and risk management throughout the electoral cycle - which was a matter of interest to all electoral stakeholders (DGE, CENA, CSOs, media, political parties and religious groups). The TFPs (in particular the European Union) also had expressed their interest in the ECES project, mainly the Federal Republic of Germany which will provide the funding.

The project prepared by ECES was initially entitled PRODEMO Senegal (*Project in support to the democratization process in the Republic of Senegal*) whose general objective is to “contribute to the preparation of an inclusive electoral process based on the responsible and active participation of all stakeholders and the implementation of the constitutional reforms adopted through the 20 March referendum as to consolidate democracy in Senegal.” With that global objective in view, around ten actions were undertaken while pursuing three specific objectives (clusters) which are translated into project components:

- Cluster 1- “Support to the preparation and implementation of voter education and sensitization campaigns” ; project component 1 (Support to the preparation and implementation of an effective programme of voter sensitization and education) includes four categories of activities: information and evaluation meetings presided by DGE and held with the administration, political parties, CSOs and CENA (activity 1.1) ; organizing voter awareness campaigns with adapted messages according to their implementation period: voter registration and polling (activity 1.2) ; the production of community radio broadcasts dedicated to voter registration, collection of voter cards and call for vote (activity 1.3); production of audiovisual, communication, awareness raising and mobilization materials tailored to different target audiences (activity 1.4).

- Cluster 2- “Enhancing DGE’s institutional communication and strengthening the interaction between DGE with CNRA’s media monitoring unit”; project component 2 (Enhancing DGE’s institutional communication and strengthening the interaction between DGE with CNRA’s media monitoring unit) is centered around two activities: enhancing DGE’s institutional communication (activity 2.1) ; support interactions with CNRA’s media monitoring unit (activity 2.2).

- Cluster 3 “capacity building in leadership and conflict management for electoral stakeholders (LEAD) to provide support to dialogue and consultation platforms” ; project component 3 (capacity building in leadership and conflict management for electoral stakeholders (LEAD) to provide support to dialogue and consultation platforms) comprises three categories of activities: LEAD curriculum customized to specific Senegalese national and local contexts (activity 3.1) ; training of national trainers “ToT” in “LEAD (activity 3.2) and LEAD’s cascade training program at the regional level (activity 3.3).

Project PRODEMO Senegal received a grant of 678.574,49 € from the Federal Republic of Germany. The grant contract was concluded on 7<sup>th</sup> February 2017 and the entire project implementation period focuses on the preparation of legislative elections held on 30<sup>th</sup> July 2017 and the conduct of LEAD training scheduled to last between 15<sup>th</sup> January and 15<sup>th</sup> September 2017. Few weeks after the start of its effective implementation (21<sup>st</sup> February 2017), the project name was changed at the request of the Senegalese partner, which rightly considered that the reference to the term democratization in the project title “lends ambiguity” (see the statement from the general Director of Elections and the ECES Executive Director of 14<sup>th</sup> March 2017) ; in fact the notion of democratisation can be associated with that of democratic transition (that is underway for example in Tunisia after the fall of President Ben Ali or in Burkina Faso after toppling President Compaoré from power following a popular uprising), and in no way reflects the continuity and depth of the Senegalese experience since independence that is established

in a peaceful environment and geared towards political dialogue (see 1.1). By mutual agreement between the parties in the project (DGE, ECES and the Federal Republic of Germany), the project name “PRODEMO Senegal” was therefore changed into “Project in support of the electoral process in the Republic of Senegal” (PAPES).

The PAPES team is composed of six international experts ( Fabio Bargiacchi, Lucia Scotton, Adina Borcan, Paulo Marques, Valeria Aldighieri and Eva Palmans) with a considerable experience in various fields of electoral assistance in various countries (including Senegal) : ECES Executive Director (Fabio Bargiacchi) has acted as the *project coordinator* following Eva Palmans, carried out regular monthly missions to Senegal and constantly liaised with the other team members from the ECES Foundation’s headquarters in Brussels ; two Senegalese electoral advisors, Mamadou Bocar Niane and Valdodio Ndiaye, have offered their expertise to DGE/MISP and civil society organizations and helped to anchor PAPES activities in national reality while contributing to the establishment of a genuine ECES partnership with the electoral administration and civil society ; two experts - Lucia Scotton and Adina Borcan – were assigned the task of implementing the project activities under cluster 1 and 2, acting respectively as advisor in voter sensitization and education and advisor in institutional communication, bearing in mind that this last position is also concerned with providing support for the implementation of a number of activities under cluster 1 ; project follow-up and management is assigned to (Paulo Marques) who is in charge of administration and finance and (Valeria Aldighieri), the project manager, with the help of a local support staff, including an accountant. Technical support was provided by ECES Program Director, Eva Palmas. ECES head office offered support at the level of management, control and finance, including in particular Jose Lambiza (Administrative and Financial Director) Camille Rouaud (Program Coordinator) et Debi Gayibor (in charge of finance).

Offices were made available to the PAPES team within DGE/MISP; another office was temporarily rented by ECES in Dakar to ensure the administrative and financial management of the project. The evaluation mission of the team of international experts along with the project coordinator was composed of the official in charge of the project and the two electoral advisors. The evaluator has also met with Eva Palmans, the Head of Programmes at ECES who, as an electoral expert has provided support to the project. Initially scheduled to complete at the end of 15<sup>th</sup> September 2017, PAPES was accorded a no-cost extension until 30<sup>th</sup> November while respecting the budgetary framework originally set. At the time of the evaluation, ECES was in the process of finalising its agreement with the same donor, at the request of the DGE, on a second phase of the project with the aim of covering the entire electoral cycle in Senegal and this by extending the intervention period until the end of 2018 (taking account of the presidential and local elections of early 2019) while implementing the third component of the PAPES I project which focusses on the implementation of the LEAD training programme for all electoral stakeholders. PAPES II received additional funds allocated from the Federal Republic of Germany and other TFPs (in particular the EU).

## **2-RELEVANCE**

With regard to the relevance criterion, two questions were identified in ToR for the evaluation : “to what extent do the project objectives correspond to the priorities and policies of the target group, partners and the project donor and are the activities undertaken and the observed results consistent with the overall purpose and the desired impact?” The evaluator brought a positive answer to these two questions.

### ***2.1. A project consistent with the needs of the electoral stakeholders and TFPs’ expectations***

The aim of ECES, through PAPES project, is to support an inclusive electoral process directed to all electoral stakeholders (DGE/MISP, CENA, CNRA, Constitutional Council, civil society, etc ...) that paves the way to the conduct of the 2017 legislative elections initiating an electoral cycle in Senegal which will end in 2019 by the conduct of presidential and local elections. The ECS approach is in line with the strategy of the European Partnership for Development (EPD) and a network of European CSOs to which ECES belongs, which was presented in September 2016 and is entitled “A European Response to the Electoral Cycle Support” (EURECS), is based on three pillars: (a) the implementation of projects

and programmes are in line with the EU Action Plan on Human Rights and Democracy (2015-2019) ; (b) emphasis placed on electoral conflict prevention and management ; (c) an inclusive approach combining the provision of electoral assistance and a wide range of electoral stakeholders, including the electoral administration, electoral management bodies, civil society, political parties, Parliament, local authorities, security forces and media. This approach is best illustrated in Activity 1.1 of PAPES (the content of which has evolved over time during the project implementation), which is pertaining to information and evaluation meetings presided by DGE and held with electoral stakeholders (local authorities, political parties, CENA, CSOs ...). EURECS also emphasizes the need to increase the number of electoral assistance beneficiaries (which often focusses on election management bodies), in the context of a long term support as part of an approach to the electoral cycle. In addition, during the phase of PAPES project elaboration, ECES referred to the recommendations (35 in total) put forward by EU-EOM to observe the 2012 presidential election, an approach consistent with that of the EU, which called upon European institutions, EU delegations and Member States to ensure a closer follow-up to the recommendations made by the various election observation missions (EOM, EEM, etc ...) organised on their own initiative. Constitutional reforms adopted in March 2016 echoed the recommendations made by EU-EOM such as recommendation 4 (enhancing the independence and role of the Senegalese Parliament). Other recommendations such as recommendation 5 (rationalizing the very high number of political parties) come under the reform program to be carried out until 2019, given the very high number of parties or coalitions (47) that have fielded candidates for the legislative elections of 30<sup>th</sup> July 2017. Recommendations 10 and 11 pertaining to the electoral administration have received positive follow-up by presenting an operational translation during the implementation of PAPES. In order to improve the transparency of the electoral process, electoral institutions are recommended to “post online, in real time and systematically” all information related to electoral operations: the publication of electoral legislation, record of the voter list revision, progress in the distribution of voter cards, press releases, etc. (Recommendation 10). In addition, the EU-EOM successful voter outreach efforts undertaken in some countries by National Independent Electoral Commissions adopted a clear positive position with respect to “reinforcing the present system of electoral administration which demonstrated professionalism, efficiency and performance” (Recommendation 11). The activities of cluster 2 of PAPES aimed at enhancing the DGE institutional communication as well as innovative methods involving CSO networks, local authorities and customised communication tools (particularly local radios) and used in voter sensitization (notably among the youth and women) under cluster 1 of the project have effectively addressed “communication gaps” identified by EU-EOM in 2002. It should be emphasized that the third cluster of PAPES, which focusses on the preparation and implementation of a training plan aimed at building the capacity of electoral stakeholders - in all their diversity and on a long term basis - in leadership and conflict management (LEAD) paves the way for the implementation of EURECS strategy supported by the EU and its Member States (including the Federal Republic of Germany, which provided a grant to ECES dedicated to the implementation of PAPES). Given the constraints weighing on electoral stakeholders beneficiaries of the LEAD program, the organisation of training sessions was repeatedly delayed before being “rescheduled” within the framework of the project extension that is underway. In an official request addressed to the ECES Executive-Director concerning activities to be included in the new project, the General Director of Elections with regard to the training of “stakeholders (political parties, civil society, media) on the prevention and management of election-related risks through the LEAD methodology.”

## ***2.2. The implementation of a project consistent with the overall purpose and the desired impact***

The general objective of PAPES was to contribute to the response and active participation of electoral stakeholders and consolidate democracy in Senegal. Some initiatives supported by PAPES have reinforced the transparency and inclusiveness in the electoral process. Under Activity 1.1 (information and evaluation meetings presided by DGE with electoral stakeholders), a training seminar for journalists on the electoral process was organised on 28<sup>th</sup> February 2017 and joined nearly sixty participants from

press, audiovisual and online media. This event, which was facilitated by the Director of Training and Communication (DFC) of DGE has enabled the dissemination of information on the provisions of the new Electoral Code to media which contributed to greater transparency of the electoral process for the general public. A training seminar on the constitution and the submission of candidate applications to the legislative elections was held on 6<sup>th</sup> April 2017 for about a hundred representatives of political parties and independent candidates enabled the DGE, assisted in the task by the PAPES election advisors, to answer the participants' questions in a serene atmosphere. However, the most significant contribution of PAPES was the material support provided to the Committee monitoring the operations of the partial revision of voters' lists set up by Decree No. 4759 dated 22<sup>nd</sup> March 2017. This committee, working under the auspices of CENA, is composed of representatives of electoral stakeholders - DGE (provided the secretariat), CENA, MAESE, political parties - grouped into four categories: the majority, the opposition, the non-aligned and the independent - civil society representatives (COSCE and PACTE). The Monitoring Committee is tasked with monitoring the follow-up of the voter registration operations through monitoring and supervising missions, the processing follow-up at the central level, the follow-up of statistical data registration, monitoring the production and distribution of voter cards and making proposals and recommendations in order to improve the conduct of the electoral process. The Monitoring Committee, like other similar authorities, that were previously set up, represent a framework for dialogue and consultation among the various electoral stakeholders. It contributed to the conduct of transparent, fair and peaceful legislative elections. The duration of its mandate which should have ended upon publishing final voter lists was extended until the day prior to the legislative elections polling day, "coinciding with the distribution of voter cards" (Decree of 6<sup>th</sup> July 2017), highlighting the positive contribution of this mechanism to the electoral climate.

### **3-EFFECTIVENESS**

With regards to the effectiveness criterion, two questions were identified in the ToR for the evaluation: "to what extent were the objectives of the project attained?" ; "What were the main reasons for achieving or failing to achieve the project objectives?"

#### ***3.1. Incomplete fulfilment of PAPES specific objectives***

At the time of writing this report, two of the three specific objectives have been achieved. The project has brought significant support to the electoral administration with an effective voter sensitization and education programme (cluster 1) to stakeholders and/or beneficiaries which make up most of the electoral stakeholders. Similarly, one of the PAPES major achievements is to have contributed to the strengthening of DGE institutional communication through undertaking capacity building efforts within DFC which has an excellent base of outstanding human resources instead of outsourcing institutional communication to external service providers (communication agencies) as used to be the case. Nonetheless, the project component regarding "strengthening the interaction between DGE and CNRA's media monitoring unit" under cluster 2 cannot be qualified as significant although it was initially intended to be of a significant nature in the project document. The rescheduling of LEAD training activities under this component in the project extension, that is currently designed, was arranged to address the non-implementation of activities under cluster 3 of PAPES. This leads to the observation that cluster 3 of PAPES was not achieved ("Capacity building in leadership and conflict management for electoral stakeholders (LEAD), as of the date of this report. It should be noted, however, that activities under the LEAD component were scheduled and postponed on several occasions and never implemented due to the various difficulties encountered throughout the electoral process (production of voter cards/ECOWAS biometric ID cards, issuing cards to voters, etc ...) and the mobilization of electoral administration and other electoral stakeholders to address those difficulties. At the explicit request of DGE and with the agreement of the donor, the LEAD training was incorporated into support for political dialogue, with the same ultimate objective of bringing together a multi-stakeholder

group to discuss conflicting views concerning the electoral process and find common solutions for conflict prevention. The preparation and the launching of the political dialogue on 21<sup>st</sup> November 2017 have yielded a delay in implementing the second phase of PAPES and the activities under cluster 3 of the project.

### ***3.2. A successful voter sensitization and education campaign***

Several activities (1.2 ; 1.3 et 1.4), which were implemented under cluster 1 of PAPES, have contributed to ensure the success of voter awareness raising and education campaign. The success of the campaign is reflected in crossing the line of 4.000.000 voters registered on the electoral lists generating the new electoral roll (with double function ECOWAS biometric ID and voter cards valid for 10 years): upon the announcement of the results of the legislative elections (Decree of 14<sup>th</sup> August 2017), the Constitutional Council indicated that 6.219.446 voters appear on the new general electoral roll - composed of the in-country electoral roll and a special electoral roll prepared for Senegalese living abroad - and the number of votes being cast was 3.310.435, with 53,66% voter turnout compared with the results of the legislative elections of 1<sup>st</sup> July 2012: 5.368.783 registered voters ; 1.961.776 votes being cast ; 36,54% voter turnout (Constitutional Council Decree of the of 12<sup>th</sup> July 2012). The comparison of these figures - nearly one million additional voters were added to the mother roll and an increase in voter turnout up by almost 50% compared to 2012 - reflects the success of voter sensitization and education campaign that targeted particularly youth and women. This campaign was conceived by the electoral administration with input from the civil society as well as tools and methods developed within the framework of PAPES. These tools and methods have demonstrated their effectiveness in electoral assistance projects implemented in a number of countries with the support of ECES.

Voter sensitization and mobilization campaigns were organized in cooperation with well-known national CSOs (CONGAD, ANAFA, AJD-Pasteef, etc.) and with support from local authorities (in particular prefects and sub-prefects) starting from 1<sup>st</sup> April 2017 (department of Pikine) up to the day preceding polling day in the 14 regions of Senegal and throughout the three key phases of the electoral process: voter registration (revision of the electoral list), the targeted regions are those where the number of registered voters remained the lowest, the publication of voters' lists and the appeal process, the issuance of voter cards, the phase incorporating changes in the voting procedure - on a proposal from CENA and after consulting with the political parties, Article L78 of the Electoral Code was amended by Law No. 2017-323 of 21<sup>st</sup> July 2017 in order to authorize the voter to collect at least 5 ballots from amongst the 47 available ballots before going to the polling booth - as well as calling citizens to vote.

Each *caravan* - comprising a team of 4 animators and coordinated by a regional supervisor appointed by the DGE and provided with an office vehicle, an audio system and awareness raising materials (T-shirts, caps, bumper stickers for cars, bags, folders, etc ...) displaying the slogan coined by DGE "Ma carte ma voix"- was deployed on the field (in particular to accompany the mobile commissions set up for voter registration) throughout the above mentioned phases of the electoral process for a total duration of 40 days. Half the duration (from 8<sup>th</sup> to 29<sup>th</sup> July 2017) was devoted to mobilizing citizens for the collection of voter cards and participation in the legislative elections. Outreach caravans, which were led by CSOs which have strong ties and are active in those areas of operation, have organized several meetings both in remote areas and in important local communities. To this end, they chose public places such as bus stations or markets (where women and youth work or can be found as they represent the target group of this campaign). PAPES team (in charge of the project and voter sensitization and education program) carried out a rigorous monitoring action of the outreach campaign: five weeks after the launching of this activity, a field mission in five regions allowed for a preliminary assessment of strengths and weaknesses of the activity being undertaken, following which a coordination meeting was arranged on 14-15 June 2017 in Dakar with the 14 regional supervisors in the presence of the Director of DFC/DGE and the project team. In addition to harmonizing the approach of the outreach campaigns implemented during the last phase of the electoral process, the meeting instructed the caravans to

distribute “updated” sensitization materials including the displaying of the green line available to citizens who wish to know where to collect their voter/biometric ID cards (see below). The evaluator found that the sensitization materials - including the various items “brochures, flyers, banners, leaflets, handouts, reports, etc ...”) produced with the assistance of PAPES - strictly comply with the guidelines on visibility rules by indicating the name of TFP financing the project (Federal Republic of Germany) and displaying the German coat of arms and the colours of the German flag in line with the guidelines of the communication and visibility plan elaborated by PAPES.

Voter outreach campaigns were accompanied by the production of communication radio broadcasts (activity 1.3) devoted to the electoral process “highlights” (voter registration, distribution of voter cards, polling). In a note issued on 14<sup>th</sup> April 2017 and entitled “A proposal of message broadcast through community radios”, Lucia Scotton (voter awareness and education advisor) justified the use of this communication tool: “community radios is an essential tool in the in the community life, particularly for those who live in remote and rural areas. Community radios provide a unique service and enjoys public trust. These radio stations are dispersed throughout Senegal and can be a reliable partner. Journalists who work in these radio stations and radio hosts generally have great knowledge and maintain good relations with local authorities. Because these radios often have small but flexible structure, they can ensure the dissemination of information and quickly react to any request for collaboration.” Within the framework of the partnership being established since April 2017 with URAC, a network comprising more than one hundred associative and community radios, PAPES has contributed to the preparation of messages conceived by DGE during key phases of the electoral process and adapted to target groups such as women and youth. These simple messages disseminated information on the conduct of the electoral process and urged citizens to vote. From April to July 2017, nearly 500 messages translated into seven local languages (Diola, Wolof, Serere, Pulaar, Mandingue, Soninké and Manjack) were broadcast in the 14 Senegalese regions through more than hundred community radios (with an average coverage radius range of 70 kms). The success of the voter sensitization and education campaign conducted by CSOs was praised by EOMs, in particular AU which noted that “this voter outreach has created an enthusiasm among the public and allowed for the registration of a large number of citizens in the electoral lists” (para. 24 of the Preliminary Statement of AUEOM dated 1<sup>ST</sup> August 2017).

### ***3.3. Modernizing DGE institutional communication***

Enhancing DGE institutional communication is the second major achievement of PAPAES. The implementation of activity 2 undertaken under the responsibility of institutional communication advisor (Adina Borcan) has provided DGE with a wide range of communication tools. Among the tools mainly developed in support to DGE:

The publication of a double-sided one page newsletter issued on a monthly basis and containing, on the recto side, precise information and briefings on the various aspects of the electoral process (see for example the amendments brought to the 2017 Electoral Code in the first issue of the newsletter, changes in the electoral calendar, and on the verso side a section entitled “DGE in action” was devoted to the presentation of a range of activities being implemented such as for example outreach caravans or the holding of a training seminar for electoral stakeholders). Between March and July 2017, five issues of the newsletter appeared, the issue of July 2017 comprising a call from the Director General of Elections urging voters “to vote massively in an atmosphere of peace and serenity” as well as an excerpt from the Constitutional Council Decision No. 8/2017 dated 26<sup>th</sup> July 2017 enabling voters who were not able to collect their ECOWAS biometric ID cards - it should be recalled that on the eve of elections DAF had issued only 5.017.090 - to use their card registration receipts and an identity document (such as passport). The newsletter has reached a circulation of thousand copies per issue distributed within institutions, local authorities and other electoral stakeholders (CENA, political parties, CNRA, etc ...). This publication can be regarded as a tool that allows for the promotion of a transparent electoral process.



The daily press review based on the analysis of newspapers covering the activities of the various strands of the political spectrum as well as (national such as Seneweb and international) online media was prepared for DGE internal use. On the basis of guideline on how to compile the press review specified by the institutional communication advisor in a methodology note, the press review was divided into four thematic sections dedicated respectively to DGE/MISP, political context and electoral campaign, media and security situation. The last section is dedicated to the review of international press. This press review was part of media monitoring aimed at improving the public communication of the electoral administration (DGE/MISP). From 23<sup>rd</sup> February to 7<sup>th</sup> August 2017, 96 press reviews were published; the monthly compilation of these press reviews was the focus of three briefing notes of media monitoring published in March, April and May 2017.

In June 2017, DGE set up a website ([www.dge.sn](http://www.dge.sn)) with more than ten sections (legal framework, previous election results, electoral calendar, virtual library, latest news, etc.). Unfortunately, the evaluator's visit to the DGE website shows that the website was not updated since early August 2017. The decision of the Constitutional Council of 14<sup>th</sup> August 2017 announcing the official results of the legislative elections of 30<sup>th</sup> July 2017 was not posted on the DGE website. In June 2017, DGE embarked on social networking sites by launching its Facebook page. However, as with the website, the DGE Facebook page has not been updated since 30<sup>th</sup> July. It should be recalled that the management and updating of these tools (website and Facebook page) is financed by PAPES falls under the responsibility of DFC/DGE.

PAPES provided its expertise to DGE in producing films dedicated to the different aspects of the electoral process: voter registration, seminars and workshops for electoral stakeholders, logistic support for the electoral material deployment operations throughout the country, etc. These films were uploaded on DGE website and provided on its Facebook page.

To assist in the distribution of voter cards/ECOAS biometric ID cards, a call centre was set up at the DGE/MISP premises. A toll-free telephone number (800 00 2017) covering the entire country was provided to the public and the Green Line is accessible from Monday 8:00 a.m. to 6:00 p.m. The call centre is equipped with 6 work stations that include one computer and a telephone set for each agent. The call centre was managed by two units selected by DGE to provide citizens with information on the availability of voter /ID cards and where to collect them. The Green Line which was active on 30<sup>th</sup> May 2017, remained operational several weeks after the legislative elections (on the eve of election day DAF issued 5.017.904 voter/ID biometric cards, i.e. only 80% of the new electoral roll). On polling day, the Green Line enabled voters an easier access to the polling stations. PAPES was responsible for bearing the cost of the Green Line (remunerations of twelve agents).

PAPES provided support in the implementation of a digital library dedicated to safeguarding DGE institutional memory whose Director General pointed out in issue 5 of the newsletter (July 2017) that DGE “organized 10 elections since its creation, including 3 presidential elections, 4 legislative elections and 3 local elections as well as 2 referendums.” The digital library/DGE documentation centre has been operational since early July 2017. Upon the creation of the virtual library, the necessary equipment (a scanner, several computers, a printer and one server) were purchased within the framework of PAPES. The emoluments of the national assistant in charge of digital preservation of records were also borne on PAPES. Digitization of electoral codes adopted since 1993 started in mid-July 2017. This virtual library will be available online through DGE website.

### ***3.4. The area of cooperation between DGE and CNRA which did not materialize***

Activity 2.2 of PAPES aims at reinforcing the cooperation between DGE and CNRA, particularly in the field of media monitoring. However, the discussion between representatives of the electoral administration and the National Council of Audiovisual Regulation failed to facilitate the initiation of a formal cooperation between these two electoral stakeholders. CNRA convened a meeting on 21<sup>st</sup> June

2017 with the support of PAPES devoted to the roles and responsibilities of media during the electoral period. This information meeting, in which DGE presented the electoral calendar and amendment to the Electoral Code, provided an opportunity to CNRA to clarify the rules governing the media coverage of elections in the pre-campaign phase, during the electoral campaign and at the end of that phase, whether public or private media (see CNRA press release of 7<sup>th</sup> June 2017 on media coverage of the legislative elections of 30<sup>th</sup> July 2017).

The preparation of the project extension is an additional opportunity to consolidate the cooperation between the electoral administration and CNRA by choosing for example the methodological approach in media, an area in which ECES enjoys a solid work experience. In general terms, capacity-building of key electoral stakeholders (DGE, CNRA, CENA, National Assembly, etc ...) in media monitoring (press, audiovisual and online media) could only contribute to the consolidation of the democratic culture.

## **4-EFFICIENCY**

The question that arises on the basis of the efficiency criterion is the following: “to what extent have the (human, material and financial) resources made available been appropriately used in achieving the set objectives?” (ToR of PAPES evaluation). The evaluator considers that the management of the project human and material resources has proven to be very effective displaying the necessary flexibility to respond to the needs of the main beneficiaries in the project, i.e. DGE.

The team of international experts in charge of implementing PAPES activities has maintained a balance in terms of gender and number of experts from Africa and Europe. Each international expert has a longstanding experience in his (her) area of expertise, the Project coordinator has a theoretical and practical knowledge in the field of electoral assistance in all continents. Beyond the clear decision of tasks among international experts who were assigned specific missions, experts have fruitfully coordinated their efforts in areas of common interest. This was the case for example with respect to the contribution of the institutional communication advisor to the design of sensitisation material distributed within the framework of voter outreach and education campaigns by Lucia Scotton, her colleague. The PAPES team worked in synergy with DGE as part of the partnership initiated between ECES and the electoral administration. The evaluator has found that the communication between the project team and the Federal Republic of Germany was strong and consistent, the donor was kept informed on a regular basis about the implementation of activities by the project team which sought to ensure the rigorous application of the provisions of the communication and visibility plan of PAPES (the design of a project logo as well as the creation of a website: [www.papesenegal.org](http://www.papesenegal.org) ). In general, the PAPES team has maintained excellent relations with the different electoral stakeholders as well as with TFPs, as illustrated by the meeting held on 30<sup>th</sup> May 2017 within the premises of the German Embassy in Dakar in the presence of EU and member states.

<p>The evaluator wishes to emphasize the high efficiency in the management of the PAPES budget: the proper use of allocated funds and activities carried out on the basis of their actual costs without any administrative and financial charges though such charges are often incurred in electoral and development projects.</p>
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Emphasis should be given to the importance and quality of reporting provided (in English or French) by the PAPES team. Over a period of eight months (February - August 2017), the project team produced two interim reports (in English covering the period from 7<sup>th</sup> February to 15<sup>th</sup> September 2017 to the Federal Republic of Germany) and three technical and operational notes (in French covering the period from 1<sup>st</sup> June to 26<sup>th</sup> June 2017) on the various successive phases of the electoral process as well as the

implementation of PAPES activities. Information on the electoral stakeholders and the electoral process was disseminated by PAPES through various channels referred to above (daily press review, monthly newsletter, DGE website and a Facebook page) to which was subsequently added several issues of the electoral Flash Report issued in few pages the day before and after E-Day to provide an overview of key topics with respect to the legislative elections (electoral data within and outside Senegal, candidates, distribution of cards, electoral observation, electoral violence, voter turnout, transmission and announcement of preliminary results by the National Census Commission, etc ...).

The evaluator wishes to underline the capacity of the project team to adjust to the new needs for assistance arising from the electoral process. The PAPES team has consistently demonstrated its capacity to move the project forward by responding positively to the new demands for electoral assistance expressed by DGE. Support for the creation of a framework for dialogue and consultation among the various electoral stakeholders - which falls within the scope of cluster 3 of the project – took the form of a subsequent grant (21.514 € under activity 1.1) devoted to the Committee for the monitoring of the partial revision of voters' lists. This support was followed by a request from the DGE General Director issued on 10<sup>th</sup> May 2017 to PAPES coordinator wherein it was stated that the "Monitoring Committee serves as a key instrument to ensure the transparency and credibility of the process while fully ensuring the inclusive participation of all stakeholders in a peaceful climate." Similarly, the project provided immediate positive response to its request for support by the setting up of a virtual library in the electoral field within DGE (cost: 7000 €). Other activities which were not originally scheduled in the project were undertaken to meet the needs expressed by the electoral administration such as the provision of a toll-free number (cost: 5600 €) and the printing of a newsletter (cost: 1500 €). These activities were implemented thanks to the reallocation of funds following approval from the donor. The extension of PAPES until 30<sup>th</sup> November 2017 was implemented without incurring additional costs demonstrates the ECES' effectiveness and efficiency in conducting the project.

## **5-IMPACT**

In light of the impact criterion, the evaluator has found that PAPES has primarily reinforced the electoral administration (DGE/MISP) as to the improvement of its working methods and within the purview of its competence, particularly with respect to voter sensitization and education, an area where the project managed to enhance CSOs' standard methods of citizen mobilization (the use of caravans reaching out to voters) by combining them with current political communication tools. This is particularly illustrated by the attention given to the design of sensitization material - caps, T-shirts, banners, etc ... - in order to highlight the visual identity of voter awareness activities: logos of MISP, DGE and the project, the use of the colours of Senegal, the DGE slogan "Ma carte, ma voix," etc.

The project has considerably improved the DGE visibility among electoral stakeholders and this by expanding the range of its institutional communicative tools whether by way of traditional media (such as newsletter, Green Line, community and associative radio stations) or media which draw upon new information and communication technologies (a website, a Facebook page, digital library/electoral documentation centre). The keen knowledge of national civil society by the PAPES team has led to the consolidation of partnerships between the electoral administration and local authorities on one hand and CSOs rooted in all regions and traditionally active during elections by their involvement in the conduct of activities pertaining to voter education or observation of the electoral process.

PAPES has also accompanied the electoral administration in optimizing its management strategy in the conduct of the electoral process that has been redefined over the last three decades. This strategy relies

on the desire to promote political dialogue interaction among electoral stakeholders in order to ensure the conduct of free and fair elections and improve, on a permanent basis, the transparency in the electoral process. As evidenced by previous observations, the project provided support to the electoral administration with respect to the development of tools specifically designed for reinforcing such transparency. In this regard, priority should be given to the LEAD training of electoral stakeholders in the implementation of the second phase of PAPES.

The project has provided significant contribution to the electoral administration aimed at reinforcing the electoral participation in all regions particularly among specific groups namely women and youth.

## **6-SUSTAINABILITY**

The evaluation question posed in ToR with respect to this criterion- “To what extent can the benefits of this project be observed after the project completion and once funding ceases? What are the main factors that affect the sustainability or non-sustainability of the project?” - is partially irrelevant since PAPES which was initially expected to be completed in mid-September 2017 was extended until 30<sup>th</sup> November before a second extension was scheduled, which will provide continuity in electoral assistance throughout the entire electoral cycle in Senegal 2017-2019. An official letter from the General Director of Elections dated 16<sup>th</sup> August 2017 dealt with the preparation of PAPES II and outlined the various activities that could be undertaken by ECES. Some of these activities are incorporated into the PAPES follow-up (for example sensitization during voter list revision, education on citizenship, assistance in the distribution of voter/biometric ID cards or LEAD training) while other activities expand PAPES’ scope of intervention, such as “the training of DGE operational staff and the local network of electoral officials,” “computerization of the DGE electoral process,” the “ultimate” audit of the new electoral roll or the implementation of “an efficient management system for the transmission of voting data and results from polling stations.” In section 7 of the evaluation report, a number of priority areas of intervention were proposed to be covered by the project extension but this remains subject to mobilizing financial resources for the new project.

The DGE commitment in consolidating its partnership with ECES is an element of PAPES viability/sustainability because it reflects capacity-building transferred by the project with respect to institutional communication along with voter sensitization and education. In addition to electoral administration institutional capacity methods and tools it acquired through PAPES from ECES, the project team was concerned with fostering the sustainability of gains achieved by beneficiaries. To this end, methodological notes/guides dedicated to certain tools were established such as press review compilation, media monitoring, communication and visibility strategy, the design of messages broadcast by associative and community radio station or guidelines underpinning the development of a virtual library. Furthermore, meetings were held with officers tasked with undertaking the continuous implementation of project activities such as the official in charge of the management of the virtual library, who carried out the digitisation of electoral documentation material (legislation, other documents, photographs, etc.) available at the National Archives of Senegal. Two DFC officials were notified of the press review methodology. These information meetings should be enhanced because the delegation of responsibilities from PAPES experts to the electoral administration has not always yielded the expected results. This is the case in particular of the DGE website and the Facebook page which have not been updated notwithstanding the meetings held by the institutional communication advisor with the DFC/DGE staff as indicated in the mission report.

## 7-CONCLUSIONS AND RECOMMENDATIONS

Upon the completion of the evaluation exercise, it is important to underline the high quality of PAPES both in terms of project design and its new implementation modalities which facilitated the electoral assistance project appropriation by the electoral administration and other project stakeholders involved in its implementation, particularly Senegalese civil society organizations. With regards to the various evaluation criteria, the assessment exercise highlighted the high performance level of PAPES. The only weakness of the project resides in the impracticability of implementing the LEAD training plan before extension, which would positively contribute to the support provided by the project extension to the strengthening of political dialogue.

The second phase of PAPES has provided an opportunity to optimize the implementation of EURECS strategy (see 2.1) owing to the adoption of an inclusive approach that broadens the range of the beneficiaries of electoral assistance including through giving impetus to political dialogue in the aftermath of the legislative elections of 30<sup>th</sup> July 2017. As pointed by the evaluator on several occasions, President Macky Sall placed his efforts and acted within one of the various pillars upon which the Senegalese democratic model rests: “values and principles which are universally recognized and in line with the definition of consensual rules that are known to all. These rules which evolve by undergoing self-consolidation require appropriate reforms in order to be adapted to new democratic demands” (Ndiaga Sylla, Political Dialogue Method p.1, 19<sup>th</sup> Novembre 2017). In November 2017, a dialogue among political forces was launched to draw up “a comprehensive evaluation” on the partial revision of voter lists and “certain aspects that affect the electoral process.” This evaluation exercise was financed by PAPES after incorporating the LEAD activities (cluster 3) into support to political dialogue. The terms of reference for the consultation framework on the electoral process which was submitted to political actors during a meeting with the Minister of Interior on 21<sup>st</sup> November 2017 also refers to the “conditions of participation in the 2019 presidential elections” as well as the setting up of “a commission to follow up the recommendations emanating from the consultations.” The Minister of Interior has proposed the creation of a technical committee for the evaluation of the partial revision of electoral lists and electoral process and where participants would be the representatives of the supervisory bodies in charge of monitoring the electoral process (CENA and CNRA), the Administration (MISP, the Ministry of Territorial Administration, the Ministry of Justice, the Ministry of Good Governance) political parties (grouped into three categories: the majority, the opposition and the “non-aligned”) and the civil society (COSCE et PACTE).

Over the last six months, the reflection being undertaken by ECES with the electoral administration and other electoral stakeholders as well as the exchange of views with the Federal Republic of Germany, the European Union Delegation and other TFPs which can provide support to the electoral process culminated with the release of a project document submitted to the Federal Republic of Germany with a view to obtaining a grant of 496.546,09 euros, which can be superseded by another grant of nearly 200.000 euros at the initiative of the EU. PAPES will be extended for 12 months covering the period up to the presidential and local elections of 2019. The EU is also expected to make a contribution to the project. Other TFPs met by the evaluator have also shown interest in this project, in particular the British Embassy. Taking into consideration activities proposed in this project draft extension, the exchanged views between ECES and DGE on the guidelines for the new project and lessons learned from this experience, the evaluation report makes the following recommendation:

1-The PAPES extension could make an immediate contribution to the Technical Committee proposed on 21<sup>st</sup> November by MISP by promptly mobilizing technical assistance to be provided to DGE/MISP with a view to achieving *an audit of electoral register*.

2- An additional budget appropriation could be allocated to mobilize expertise in electoral law in order to accompany the works *on the review of the electoral code* before the conduct of presidential elections of 2019. Such expertise could in particular enable DGE/MISP and other electoral stakeholders to develop a legal framework for several proposals for the revision of the Electoral Code (some proposals are put forward in reports on EU electoral observation mission in 2012 and also by AU and other national and international actors in 2017) and in particular the recurring request for over two decades concerning the single ballot paper or measures likely to control the flow of candidacies for the upcoming presidential elections.

3-The extension should comprise a component dedicated to the LEAD training of the four categories of stakeholders associated with the new phase of the political dialogue: the administration (mainly the Ministry of Interior and the Ministry of Foreign Affairs) ; independent institutions in charge of supervising the electoral process (CENA and CNRA) ; political parties and civil society networks (COSCE and PACTE). To avoid the difficulties encountered in the planning of such training during phase I of PAPES, the schedule of activities reinforcing capacities should be limited to the second and third quarters of 2018. The LEAD training modalities should be customised to beneficiaries (a workshop for DGE/MISP, CENA and CNRA: a cascade training program to be held in the various regions and dedicated to CSOs and local authorities).

4- It should consolidate support to DGE in the organization of *voter sensitization and education campaigns in partnership with civil society*. An evaluation meeting for this key activity of PAPES (following the format of the meeting held in June 2017) should take place in the first quarter of 2018 with caravan supervisors from the 14 regions, which will offer an opportunity to carefully prepare a schedule for the deployment of caravans at the organizational and material levels (for example during the upcoming revision of voter lists).

5- Extension should be confined to tasks supervising the “*good functioning*” of tools and institutional communication methods transferred to the electoral administration after the completion of the project. As already highlighted by the evaluator, DGE (DFC) should undertake to perform its duties as to the updating of the DGE website and Facebook page. With data being “frozen” since the conduct of the legislative elections of July 2017, it is difficult to believe that such sites could in any way place an additional value to the DGE institutional communication. With respect to press review, the project extension could consider the training of two (or more) agents in press evaluation and monitoring as was requested in the letter dated 16<sup>th</sup> August 2017 addressed by the Director General of Elections. An activity can be incorporated into tasks assigned to the DGE documentation center/virtual library. The evaluator suggests that the schedule of activities under PAPES II should include an expert mission aimed at supervising and ensuring proper transfer of capacities and responsibilities with relation to DGE institutional communication tools: DGE newsletter, press review (for internal use), a website, a Facebook page, and a virtual library (which should be made available online). Meanwhile, DGE could appoint officers in charge of monitoring its institutional communication tools.

6- The evaluator recommends that a *capacity-building activity in media monitoring dedicated to CNRA* to be integrated in PAPES. This training, involving DGE agents (DFC, documentation center/virtual library) as well as CENA agents, should aim to promote a systematic, methodological, objective and standardized approach for the observation and analysis of the electoral content of messages broadcast by and through media. The training in media monitoring should include audiovisual as well as press and online media.

7- If the allocated budget allows, it can respond positively to the desire expressed by DGE (see the aforementioned letter dated 16<sup>th</sup> August 2017) by organizing a workshop on the capacity-building of the “*senior DGE personnel* to accompany them throughout all the phases of the electoral process” (voter registration, delineation, the submission of candidate applications, logistics, etc. ) and ensuring *the training of the DGE operational staff and the local network of electoral officials*.

# ANNEXES

## ANNEX 1-LIST OF PERSONS INTERVIEWED

- ALDIGHERI Valeria, Chargée de projet, PAPE Sénégal.
- BARGIACCHI Fabio, Directeur Exécutif d’ECES et Coordinateur du PAPE Sénégal.
- BOB Ibrahima, Chargé des Affaires Politiques et des Projets, Ambassade britannique, Dakar.
- CISSE Bernard Casimir, Directeur de la Formation et de la Communication, DGE, Ministère de l’Intérieur et de la Sécurité publique.
- DIENG Talla, Président de l’Union des Radios Associatives et Communautaires (URAC) du Sénégal.
- ENGELHARDT Marie von, Premier Secrétaire, Ambassade de la République fédérale d’Allemagne, Dakar.
- FALL Tanor Thiendella, Directeur Général des Elections, Ministère de l’Intérieur et de la Sécurité Publique.
- HOUNPKE Mathias, Administrateur du programme gouvernance politique, OSIWA.
- LO Ibrahima, AJD-PASTEEL, Superviseur action de sensibilisation (Région de Dakar)
- MBODJ Baye Sandjiri, ANAFA, Superviseur action de sensibilisation (Région de Thiès)
- MOOTOOSAMY Jean-Luc, Media consultant.
- NDIAYE Valvodio, Conseiller électoral, PAPE Sénégal.
- NIANE Mamadou Bocar, Conseiller électoral senior, PAPE Sénégal.
- OPRITESCO Jeremy, Deuxième conseiller, Ambassade de France au Sénégal (entretien téléphonique).
- PALMANS Eva, Directrice des programmes d’ECES.
- SKOWRON Delphine, Attachée politique presse et information, Délégation de l’Union Européenne au Sénégal.
- VIRELLA Alberto, Ambassadeur d’Espagne auprès de la République du Sénégal.

## ANNEX 2-CONSULTED LITERATURE

- **CNRA**
  - Communiqué du Conseil National de Régulation de l'Audiovisuel (CNRA) sur la couverture médiatique de l'élection législative du 30 juillet 2017 (7 juin 2017).
- **CNRI** : Rapport de la Commission Nationale de Réforme des Institutions au Président de la République du Sénégal, décembre 2013.
- **Conseil Constitutionnel**
  - Loi organique n.2016-23 du 14/07/2016 relative au Conseil Constitutionnel.
  - Décision n.5/E/2017, séance du 14 août 2017 (résultats définitifs des élections législatives du 30 juillet 2017).
  - Décision n.8/C/2017, séance du 26/07/2017.
- **Direction Générale des Elections (DGE)/ MISP**
  - Ministère de l'Intérieur, Rapport d'activités 2017 (section consacrée à la DGE)
  - Communiqués des 13, 20 et 27 juillet 2017 du Ministre de l'Intérieur et de la Sécurité Publique.
  - Arrêté n.4759 (22 mars 2017) du MISP portant création d'un comité de suivi des opérations de la refonte partielle des listes électorales.
  - Arrêté n.9736 (9 juin 2017)
  - Guide pratique de l'organisation et fonctionnement du bureau de vote, élections législatives du 30 juillet 2017 (juillet 2017).
  - Cadre de concertation sur le processus électoral. Termes de Référence, MISP, novembre 2017.
  - Sessions de partage sur les nouveautés du code électoral à l'intention des acteurs du processus électoral, Direction de la formation et de la communication.
  - Newsletter N.1 à 5 (mars à juillet 2017) préparé avec le concours du PAPE Sénégal.
  - Flash Report électoral n.1 (28 juillet 2017) à 4 (3 août 2017), préparé avec le concours du PAPE Sénégal
- **Droit électoral**
  - Loi constitutionnelle n.2016-10 du 5 avril 2016 portant révision de la Constitution.
  - Loi n.2005-07 du 11 mai 2005 portant création de la Commission électorale nationale autonome (C.E.N.A.).
  - Loi n.2010-11 du 28 mai 2010 instituant la parité absolue Homme-Femme.
  - Code électoral, édition avril 2017.
  - Loi n.2017-08 du 9 janvier 2017 modifiant la loi n.2016-27 du 19 août 2016 portant refonte partielle des listes électorales.
- **ECES/EPD** : EURECS. A European Response to Electoral Cycle Support, Bruxelles, 2016.
- **FALL (Alioune Badara)** : La démocratie sénégalaise à l'épreuve de l'alternance, Afrilex (Bordeaux) n.5 ([www.afrilex.u-bordeaux.fr](http://www.afrilex.u-bordeaux.fr))



- **MBODJ (El Hadj) :** La démocratie multipartisane sénégalaise à la lumière du nouveau Code électoral, Alternative démocratique (Dakar) n.6, juillet-décembre 1992.
- **Missions d’Observation Electorale (MOE) des élections législatives 2017**
  - Comité Interparlementaire (CIP) de l’UEMOA : déclaration liminaire (1/08/2017).
  - Union Africaine (MOEUA) : Déclaration préliminaire (1/08/2017).
  - Réseau des Observateurs Citoyens du Sénégal (RESOCIT) : déclaration provisoire (31/07/2017).
- **NDIAYE (Isaac Yankhoba) :** Le Conseil Constitutionnel du Sénégal, Nouveaux Cahiers du Conseil Constitutionnel (France), n.45, octobre 2014.
- **Projet d’Appui au Processus Electoral (PAPE) Sénégal**
  - Demande de subvention d’ECES relative au projet PRO DEMO SENEGAL
  - Interim narrative report 1 (7/02/2017-15/04/2017).
  - Interim narrative report 2 (21/04/2017-15/09/2017).
  - Note technique opérationnelle 1 (1/06/2017-20/06/2017)
  - Note technique opérationnelle 2 (20/06/2017-11/07/2017).
  - Note technique opérationnelle 3 (12/07 2017-26/07/2017).
  - Visibility and Communication Plan (Adina Borcan)
  - Revue de presse :méthodologie (Adina Borcan)
  - Revue de presse (Adina Borcan) : 24 février au 7 août 2017 (96 bulletins)
  - Monitoring des médias , mensuel, mars-mai 2017 (Adina Borcan)
  - Mission Report :23/02-8/08/2017 (Adina Borcan).
  - Final internal report : 1/03-30/09/ 2017 (Lucia Scotton).
  - Présentation du PAPES (brochure)
- **SYLLA (Ndiaga) :** La méthode du dialogue politique (une contribution à l’élaboration des Termes de Référence), 19 novembre 2017.
- **Union européenne (UE) :** Beyond Election Day. Best practices for follow-up to EU Election Observation Missions, Bruxelles, 2017.

## ANNEX 3 : TERMS OF REFERENCE OF PAPES EVALUATION

### Information sur le poste

**Titre du poste :** Evalueur du projet

**Lieu d'affectation :** Sénégal : Dakar

**Superviseur :** Coordinateur du projet

**Durée :** 6 jours à Dakar (du 23 au 29 novembre 2017) et 5 jours home-based pour la rédaction du rapport

**Période :** 23 novembre 2017 au 09 décembre 2017

### Contexte organisationnel

Le **Centre Européen d'Appui aux Processus Electoraux (ECES)** est une fondation privée à but non lucratif basée à Bruxelles avec vocation globale. ECES promeut le développement démocratique durable à travers la fourniture de service de conseil, d'appui opérationnel et de gestion de projet et paniers communs en faveur de processus électoraux. ECES travaille avec **tous les acteurs électoraux** incluant les organes de gestion des élections, les organisations de la société civile en charge de l'éducation civique et électorale et de l'observation électorale, les partis politiques et les parlements responsables des réformes électorales, les médias, les forces de sécurité et les institutions juridiques impliquées dans la résolution des conflits électoraux.

ECES détient la vice-présidence du Partenariat européen pour la démocratie (EPD), le plus important réseau d'organisations de la société civile et politique européennes travaillant sur l'assistance démocratique.

Depuis février 2012, ECES a signé **plus de 70 contrats** en appui à des processus électoraux transparents, crédibles et durables, visant au renforcement des institutions démocratiques **dans plus de 35 pays principalement, mais pas exclusivement, en Afrique et au Moyen Orient**. De plus, les fondateurs et les experts d'ECES ont acquis une vaste expérience de terrain qui, ensemble, permet à ECES de compter sur des savoir-faire spécifiques ainsi que sur des réseaux consolidés dans plus de 70 pays dans le monde. **L'Union Européenne et ses états membres sont jusqu'à présent les plus grands bailleurs d'ECES**. Toutefois, ECES a également été financé et a collaboré avec plus de 20 bailleurs différents.

### Le Projet PAPES Sénégal

Le « **Projet d'appui au processus électoral au Sénégal** » (PAPES Sénégal, [www.papesenegal.eu](http://www.papesenegal.eu)) vise à contribuer à la préparation d'un processus électoral inclusif basé sur la participation active de tous les acteurs et à consolider le processus démocratique via la mise en œuvre des réformes constitutionnelles adoptées par le référendum du 20 mars 2016.

Les objectifs spécifiques du projet PAPE Sénégal sont :

- Appuyer l'élaboration et la mise en œuvre de campagnes d'éducation et de sensibilisation des électeurs.
- Renforcer la communication institutionnelle de la Direction Générale des Elections (DGE) et son interaction avec le Conseil National de Régulation de l'Audiovisuel (CNRA) quant à l'utilisation des outils de suivi des médias.

- Renforcer les capacités de leadership et de gestion des conflits des acteurs électoraux (LEAD) afin d'encourager la création de plates-formes permanentes de dialogue et de consultations entre tous les acteurs électoraux.

Les résultats attendus du projet sont :

- Un programme d'éducation citoyenne et des campagnes de sensibilisation sont réalisés
- Les capacités en communication de la DGE sont renforcées et son interaction avec les services de monitoring des médias du CNRA optimalisés
- Les capacités des acteurs électoraux sont renforcées en leadership et gestion des conflits électoraux ; ces acteurs sont outillés afin d'accroître les synergies et la compréhension mutuelle

Dans le cadre du projet PAPE Sénégal, un Evalueateur est recruté pour l'évaluation du projet.

## OBJECTIFS DE LA MISSION D'EVALUATION

L'objectif de l'évaluation finale est d'analyser les performances et les résultats du projet PAPES Sénégal en tenant compte aussi bien de ses objectifs que de la pertinence de ses activités et du contexte de sa mise en œuvre. L'évaluation vise également à identifier les principales leçons apprises et les recommandations pour une éventuelle suite du projet afin d'assurer la pérennité des actions entreprises. Il s'agit également de déterminer si le projet a été mis en œuvre d'une façon efficace et efficiente. Ainsi, l'évaluation sert à vérifier si les différentes composantes du projet ont été exécutées conformément aux conditions stipulées et si les résultats attendus ont été atteints. A ce propos, l'évaluateur rencontra tous les interlocuteurs pertinents, les bénéficiaires du projet, les partenaires de mise en œuvre et le bailleur de fonds, pour la collecte des informations nécessaires à la réalisation du rapport d'évaluation externe. La langue de travail utilisée lors de la mission d'évaluation sera le français, toutefois, le rapport d'évaluation devra être rédigé en anglais pour être diffusé auprès des bailleurs de fonds

## SERVICES DEMANDES ET APPROCHE METHODOLOGIQUE

<b>Evaluation du projet PAPES Sénégal</b>	L'évaluateur du projet doit exécuter l'évaluation en conformité avec les lignes directrices de la Gestion du Cycle de Projet et de la méthodologie d'évaluation de la Commission européenne. L'évaluation se basera sur une approche participative qui inclue les différents bénéficiaires et acteurs impliqués dans le projet et elle se fera en conformité avec les principes pour l'évaluation de l'aide au développement du Comité d'aide au développement (CAD) de l'Organisation de coopération et de développement économique (OCDE).	
	Il s'agit ainsi d'évaluer le projet selon les principes suivants :	
	<b>Pertinence</b>	Dans quelle mesure les objectifs du projet correspondent aux priorités et aux politiques du groupe ciblé, des partenaires et du bailleur du projet et est-ce que les activités menées et les résultats observés sont-ils compatibles avec la finalité globale et l'impact escompté ?
	<b>Efficacité</b>	Dans quelle mesure les objectifs du projet ont été réalisés et quelles ont été les principales raisons de la réalisation ou de la non réalisation des objectifs ?
	<b>Efficienne</b>	Dans quelle mesure les ressources (humaines, matérielles et financières) mises à disposition ont été utilisées de manière appropriée pour atteindre les objectifs préconisés ?

<b>Impact</b>	Quelles sont les conséquences/effets (positifs et négatifs, directs ou indirects, intentionnels ou non) du projet et comment s'expliquent-ils? L'évaluation doit prendre en considération les résultats souhaités et les résultats involontaires, de même que les impacts positifs et négatifs de facteurs externes, tels que le contexte politique et électoral, les conditions financières, etc. Quel changement concret l'activité concernée a-t-elle apporté aux bénéficiaires ?
<b>Visibilité</b>	Dans quelle mesure les bienfaits résultant du projet perdurent-ils après la finalisation du projet et l'arrêt du financement ? Quels sont les principaux facteurs qui influent sur la viabilité ou la non-viabilité du projet?

**En ligne avec ce qui précède :**

L'évaluateur, après avoir rencontré les principaux interlocuteurs, les bénéficiaires du projet et les partenaires de mise en œuvre et avoir échangé avec eux, produira un rapport en anglais analysant les résultats obtenus dans le cadre de l'intégralité de la mise en œuvre du projet, mettant en relief les enseignements tirés au cours de son exécution et préconisant des recommandations relatives à la performance, impact et viabilité. Le rapport inclura également une analyse du degré d'appropriation des actions par les bénéficiaires et les partenaires concernés et identifiera des recommandations pour une appropriation optimale de ce genre de projet.

Un projet de rapport d'évaluation doit être soumis et discuté en plénière avec l'équipe de l'unité de gestion du projet à la fin de la mission sur le terrain.

Le rapport doit par ailleurs, mettre en exergue les aspects liés :

- Au développement et transfert des capacités ;
- À la pérennisation des acquis des bénéficiaires ;
- À l'innovation de l'intervention et la valeur ajoutée dans la réalisation du cycle électoral ;
- À la prise en compte de la dimension genre ;
- À l'identification d'activités additionnelles potentielles pour de futurs projets au Sénégal dans le domaine électoral et de la démocratisation.

Le rapport doit être rédigé en anglais.

## COMPETENCES

- Autonomie, sens de l'initiative et de l'anticipation;
- Esprit d'analyse et de rigueur scientifique;
- Solides capacités d'analyse et de synthèse des situations;
- Aptitude à travailler sous la contrainte des délais et des résultats en faisant preuve d'initiative, de dynamisme et de proactivité;
- Aptitude à communiquer de façon efficace avec les différents partenaires impliqués dans la mise en œuvre du projet ainsi qu'avec les bénéficiaires ;
- Capacité à planifier et à organiser les tâches;
- Excellente capacité rédactionnelle
- Sensibilité à l'objectif spécifique du programme et adhésion aux principes et valeurs d'ECES

## DIPLOMES ET EXPERIENCES

### Education

- Un diplôme universitaire en sciences sociales, droit, relations internationales

### Expérience

- Plus de 5 (cinq) années d'expérience dans le domaine de coopération au développement et dans la mise en œuvre de projets de démocratisation;
- Connaissance du domaine de l'évaluation avec une expérience préalable d'évaluation de projet d'assistance et d'observation électorale;
- Connaissance approfondie des questions d'assistance et d'observation électorale ;
- Maîtrise de la Gestion du Cycle de Projet et de l'approche du cadre logique.

### Langues

- Avoir une excellente maîtrise de la langue française et anglaise autant écrite que parlée

