

# FINAL EXTERNAL EVALUATION REPORT OF THE PROJECT



## Capacity Building of the State Election Commission in Croatia

NO. UDF-CRO-06-033

**External evaluator:**

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## Abbreviations

ACEEO	Association of European Election Officials
BiH	Bosnia and Herzegovina
CO	Country office
CSOs	Civil society organizations
EU	European Union
IFES	International Foundation for Electoral Systems
NGOs	non-governmental organizations
OSCE	Organization on Security and Cooperation in Europe
SUNY	State University of New York
SEC	State Election Commission
UNDP	United Nations Development Programme
UNDEF	The United Nations Democracy Fund

# 1. INTRODUCTION

This report presents final evaluation findings for the project “Capacity Building of the State Election Commission in Croatia” implemented by the UNDP CO Croatia in close partnership with the State Election Commission (SEC). The project, financially supported by the United Nations Democracy Fund (UNDEF) with the amount of USD 235,250 run from the end of March 2007 until the end of March 2008, with a no-cost extension until beginning of June 2008.

Objectives and scope of the evaluation. The main objective of the evaluation is to provide an independent assessment of the project in order to generate recommendations for strategy development regarding more effective and efficient achievements of future project's outcomes. The assessment is based on the standard evaluation criteria of project effectiveness, sustainability, relevance, efficiency and impact. The objective and scope of the evaluation were defined in direct consultation with the Project Management, in accordance with the Term of Reference (Annex I).

Evaluation Methodology and Time frame. The analytical tools and methods applied included following:

*Documentation review.* The initial review of project documents compiled by the UNDP CO was complemented by reviewing other relevant materials produced by the project partners and other actors involved in election process in Croatia. Annex II contains list of documents that were consulted.

*Semi-structured group and individual interviews.* Total of 14 individuals have been consulted for the evaluation (Annex III: Persons Consulted). They included:

- representatives of the SEC as the main beneficiary and the Project's implementing agency (group meeting with permanent SEC members and staff, individual interview with the President of SEC)

-UNDP CO Croatia Project Management Staff

-Key Project Consultants

*Participant-observation.* The final activity within the Project, presentations of the Study on Electoral Management and the SEC data-base on electoral policies (Electoral Encyclopaedia) on the round table organized by the UNDP CO Croatia and SEC on June 3d, provided opportunity to apply participant-observation method. The round table gathered all of the key stakeholders involved in electoral process in Croatia and provided additional evidence both for the Project's achievements and suggestions for issues to be addressed in future programming.

The evaluation was conducted by Ms. Aida Bagić (M.A. in Political Science), an independent consultant and evaluator. The fieldwork was conducted in the period from May 12<sup>th</sup> until June 4<sup>th</sup> and the final version of the evaluation report was submitted for review and feedback to the Project Management on June 19<sup>th</sup>.

Limitations to the analysis. The time frame of the evaluation did not allow for consulting a wider circle of organizations and individuals involved in electoral processes in Croatia. The findings are therefore necessarily influenced by the perspective of the organizations and individuals directly benefiting from the project.

Structure of the report. This introductory section is followed by brief description of the project design and the implementation process. The third section outlines key findings as main achievements and issues according to the main evaluation criteria. The final section summarizes previous analysis in the form of a brief conclusion and recommendations for future programming in the area of gender equality.

## 2. The Project and its Context

The overall goal of the Project was “to strengthen the capacity of the State Election Commission to promote the integrity, inclusion, and efficiency of the democratic process. This goal will be accomplished by strengthening the capacities of the State Election Commission in the following areas: conduct of training courses for local election commissions, analysis of election processes, and proposing improvements of the election system.” (UNDP CO Croatia. Capacity Building of the State Election Commission—Project Description approved by UNDEF)

The Project was part of the UNDP CO Croatia “Justice and Human Security Programme” and in the course of 2007 it was the only project within the sub-programme covering area of justice. The cooperation has been established at the initiative of the SEC president, Mr. Branko Hrvatin, following preliminary discussions with the UNDP, especially with Mr. Mario Krešić. The Project's overall goal was developed as response to the need for training identified already during earlier election. The need for SEC training was detected during earlier elections both by the international organizations (e.g. OSCE/OIDHR) and local NGOs engaged in election monitoring and democracy development (e.g. GONG).

The corresponding objectives were the following: 1) The enhancement of the State Election Commission's capacity to educate and train the members of electoral bodies within the Republic of Croatia; and 2) The advancement of the State Election Commission's research and analytical capacity in order to strengthen its capabilities to contribute effectively to the improvement of the electoral process and legislation (according to [www.undp.hr/show.jsp?page=86264](http://www.undp.hr/show.jsp?page=86264)).

Following tables provide an overview of the extent to which each of the two objectives has been achieved, according to the indicators set in the project

Documents. The tables also give an overview of the main activities implemented within the project.

**Intended Outcome 1. To enhance the SEC's capacity to provide education activities to the members of electoral bodies**

<b><i>Outcome 1. Indicators*</i></b>	<b><i>Extent of achievement, comments**</i></b>
Training material (curriculum) for teaching the members of election commissions produced	Variety of materials produced, Manual for Electoral Board Members in Croatia and Abroad available on-line (SEC's web page: <a href="http://www.izbori.hr">www.izbori.hr</a> )
Timeframe for the implementation of training prior to the election prepared	<i>As below</i>
Training for members of election commissions of electoral constituencies conducted	-Training sessions for electoral board members held by SEC throughout November 2007
Interactive seminar for the members of SEC conducted	-Seminar on Election System for SEC members held in June 2007
Training model accepted by SEC	-A model of education for electoral board members was drafted in September 2007 by an external consultant (Boško Picula, Faculty of Political Science); not yet fully adopted by the SEC
A guide for the implementation of the electoral procedure for the parliamentary election produced	-Manual for Electoral Board Members in Croatia and Abroad printed in 76.000 immediately before elections in November 2007, available on-line
At least 50% of the recipients of the Guide expressed a positive opinion on the usefulness of the	-Training conducted by the SEC in November 2007: 90% rated the training materials as 'outstanding' or 'very good'

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\* According to indicators set in the Annex 1 to the Project Document, Results Framework.  
 \*\* According to documentation consulted.

## Guide

At least 50% of attendees of each training course expressed a positive opinion on the usefulness of the training

- Seminar on Election System in June 2007 overall rating: 4.5, on the scale of 1 as the lowest and 5 as the highest grade
- Training conducted by the SEC in November 2007: 84% evaluated training as 'outstanding' or 'very good'

## **Intended outcome 2. To improve the SEC's capacity to contribute effectively to electoral legislation and process**

<b><i>Outcome 2. Indicators*</i></b>	<b><i>Extent of achievement, comments</i></b>
SEC database established	-Database model drafted in September 2007 by an external consultant (Boško Picula, Faculty of Political Science); database presented by UNDP Project Manager at the round table on June 3, 2008; not yet on the SEC's web site
Index of Sources on Election Policies for SEC prepared	<i>Same as above</i>
All data for national elections digitalised	Transferred from the Faculty of Political science database
At least one SEC study carried out	Study on Electoral Management conducted by GONG, with support by MAP Consulting, in May 2008
2 round tables with stakeholder of electoral procedure held	<ul style="list-style-type: none"><li>- review of 2007 Parliamentary elections, held in February 2008</li><li>- final presentation of the Project (Study on Electoral Management, database and Recommendations for improving electoral process) held in June 2008</li></ul>
The number of SEC press clippings on the topics related to electoral procedure higher than 5 (the newspaper articles and TV footage)	-18 newspaper articles submitted for review within this evaluation
The number of visitors of SEC	<i>No data, database not yet uploaded to the</i>

web page with on-line database *SEC web site*  
increased by 20%

At the time of Project preparation, towards the end of 2006, it was not yet known who are going to be new, permanent SEC's members. The Project was drafted under the assumption that the new SEC will be fully professionalised body, consisting of 7 permanent members. However, the SEC was eventually constituted as having 6 permanent members with President and two Vice-presidents coming from the Supreme Court.

In addition to the activities listed in the above tables, the project included two study visits as well. In one of them the UNDP staff, together with a consultant, visited neighbouring Bosnia and Herzegovina in order to get acquainted with the B-H electoral management bodies and to assess applicability of their experiences in Croatia (August 2007). The SEC members visited Strasbourg in order to attend two conferences of the electoral management bodies in Europe (ACEEEO Conference and the 4<sup>th</sup> European conference of Electoral Management bodies, September 2007). The SEC members had a chance to get acquainted with a variety of things in a relatively short time period: from taking responsibility for election implementation to getting to know the most relevant EU institutions in the area of election such as e.g. Venice Commission. The UNDP's project assisted the permanent SEC members to establish their own contacts with election professionals in other countries which represents a solid basis for future cooperation and utilization of international experiences.

The initial project proposal did not include printing of the Manual for Electoral Board Members nor the study visits. Both outputs, however, have been assessed as highly relevant by all of the interviewees and it needs to be emphasised that one of the important features of the Project—which seems to have been crucial for achieving the



overall goal of strengthening SEC's capacity—was flexibility that enabled the project Management to re-allocate the budget according to the needs that emerged in the course of cooperation with SEC and which could have not been integrated in the project from the very beginning. In addition to printing Manual/Reminder and the study visits, positive impact of the in-built flexibility can be seen also in the fact that the topic of the two round tables has been decided in the course of the project. Reviewing parliamentary elections in an inclusive way, that is by bringing together various stakeholders, has been an idea that other actors involved in the election process (e.g. GONG) was trying to put forward long time ago. This time, thanks to the UNDP funds it was possible to have the round table and to develop recommendations that all involved consider useful.

The problem often emphasised by persons consulted for this evaluation was that not only public at large, but state institutions as well, have very limited understanding of what the SEC's role may be in periods between the elections. As suggested by the SEC's President, and confirmed by other interviewees, the interest for elections (legislature, procedures etc.) mostly “disappears as soon as the election results are known”. Therefore it is not surprising that the review of parliamentary elections, organized within the Project couple of months after the results of the elections, has been assessed as very important since it provided opportunity for all the relevant stakeholders to gather and analyse elections from various perspectives. In addition, the publicity of the review seems to have contributed to an improved image of the SEC in the sense that the wider public—but also some of the other stakeholders involved in the election process—had an opportunity to get acquainted with the new role of SEC in the sense of its broadened mandate to work on the improvements of the election system.

The problems faced by the SEC in the first year of its existence are considered as usual ones for a newly established administrative body. The newly appointed members needed some time to better understand their roles in addition for preparing

for parliamentary elections in less than a year since they have been appointed (from March until November 2007, whereas at the time of their appointment the exact date of parliamentary election was not known yet).

While the Seminar on Election System (Plitivička jezera, June 2007) was called “interactive”, review of the agenda, in which it was clear that there was only a limited amount of time for some structured interaction between the participants and the lecturers (or among the participants themselves), suggested that it would be more appropriate not to claim interactivity in the very title of the seminar. This has been confirmed during interviews with the participants. Low level of interactivity, however, does not seem to have bothered the participants—during the interviews they expressed their high satisfaction with the seminar, both in terms of content and logistic, which is in accordance with the analysis of evaluation conducted immediately after the seminar (overall rating: 4.5, on the scale of 1 as the lowest and 5 as the highest grade). The most important element of the seminar was experience exchange among election professionals, whereas British experience is considered as especially relevant for SEC since Great Britain also introduced permanent election body only recently (in 2000).

Training held by SEC for election commission members (held in November 2007) consisted of a lecture and very short time for discussion (that is, for questions and answers). This format may not be called training in a strict sense, since the notion of training assumes specific skills or attitudes development for which lecture format is not most appropriate. Still, the evaluation conducted right after the educational session suggests that majority of participants were highly satisfied with the training and training materials: 84% evaluated training as 'outstanding' or 'very good', and 90% rated the training materials in the same way. (Number of participants 580, number of responses 391; UNDP CO Croatia. Evaluation of Education conducted by SEC in November 2007).

The project was managed by two UNDP staff: Project Manager, a lawyer and political scientist, who was also responsible for designing the project proposal for UNDEF, jointly with the Implementing Agency representative (SEC President) and the Project Associate, political scientist, who was hired two months after the Project inception, that is in May 2007. Both of the Project staff, in addition to taking care of logistics and the project administration, contributed to successful project implementation through their own experience in observing earlier parliamentary elections and through their personal and professional contacts with the academic and NGO community. The Project relied substantially on the expertise of external consultants (e.g. junior and senior researchers at the Faculty of Political Science, GONG as the key NGO in the area of election monitoring and democracy education in Croatia, and MAP Consulting, a private company specializing in social development and political research).

The legacy of the Project, in addition to specific outputs such as the Manual, on-line Electoral Encyclopaedia and recommendations produced at the round tables, also includes knowledge and experience, access to international networks and with local academics and NGOs, all of which provides a solid base for future work of the SEC. In terms of institutional development, the main challenge that lays ahead is to strengthen SEC's administrative and research support. Currently, the SEC has a secretary and an expert advisor. After moving into the new premises—lack of which is perceived as a serious obstacle for more efficient operations during the months following the parliamentary elections—it will be necessary to employ appropriate experts and other staff that will support SEC in fulfilling its mandate. Some of the interviewees thought that the UNDP's Project Management and the consultants engaged through the Project performed, at least to a certain extent, the role of a lacking secretariat.

### 3. Assessments of Project Quality and Performance

As it is clear from the previous section, almost all of the activities and outputs envisaged by the project have been completed successfully. Some, such as uploading the Electoral Encyclopaedia to the SEC's website, are still in the process of being completed at the time of writing this report. Similarly, the Study on Electoral Management conducted by GONG and presented at the round table on June 3d still awaits comments from the SEC's members in order to be distributed more widely. The following assessment according to the main evaluation criteria is based primarily on the interviewees' perceptions of the most important achievements and issues.

#### 3.1. Effectiveness and efficiency

##### *Achievements:*

The SEC's members consider as one of the key achievements of the Project the fact that it contributed to positioning the SEC in its new role and composition towards other actors involved in conducting elections. In words of the SEC's vice-president, the Project's activities contributed to the SEC's increased visibility in-between the elections.

Education of members of local electoral bodies was in fact no new activity for the SEC, since this was within the scope of its activities under the previous Act on SEC. It was new, however, for the new, now permanent, members of the SEC and the assistance provided by the UNDP in introducing them into their roles trainers/educators is assessed as important. The most important UNDP's contribution

regarding education is seen, however, in publishing Reminder/Manual for Electoral Board Members in Croatia and Abroad.

*Issues:*

The most challenging in achieving the objectives set by the projects was definitely short time-period between the appointment of the permanent SEC members and the elections, as well as very short period for electoral preparation. The time constraint impacted on the possibility of developing a new model of education for voting committees' members. Additional constraint was presented by the lack of a fully operational SEC's Secretariat. The time-constraints, combined with the lack of fully operational Secretariat, led to delay in distributing the Reminder/Manual for Electoral Board Members. It would be important to distribute the Reminder/Manual some time prior to the election day. Since the content of the Reminder/Manual may be of interest to the voters and not only to the voting committees members, the SEC may consider publishing it as a supplement to a daily newspaper (as it is already common practice to publish candidates' lists and voters' instructions in a daily newspaper) or as a separate issue of the Official Gazette.

There have been difficulties in finding appropriate agency to conduct a study on election management. UNDP CO Croatia had to repeat the tender and in addition to remind research agencies to consider applying to the tender. While the final product justifies selection of GONG as provider, it is recommended to look further into the UNDP's tendering procedures since it may be that the tender requirements are restrictive in the way that may not secure sufficient quality of the research.

The project's objective was to improve SEC's capacity to contribute to electoral legislation and process, which also included increasing SEC's research capacity and the Study on Electoral Management was conducted with that objective in mind. However, it seems that conducting the Study has contributed more to the research

capacity of GONG which was hired, through an open call for proposals, by UNDP to conduct the study. Although it can be argued that the SEC had no capacity to conduct the study, this may be considered a lost opportunity. The current members of SEC will clearly benefit from the research, since they will be reviewing it before publication (that is, before uploading on the site). It is however recommended that SEC develops a plan for strengthening its capacity both to utilize the existing research on elections and to conduct new research as needed.

Two questionnaires distributed as evaluation instruments for evaluation of education conducted by the SEC and for evaluation of the Reminder/Manual, did not include collecting any demographic data on the members of Election Commissions of Cities and Municipalities or on the members of voting committees. While the Project Management received useful feedback on the quality of training and materials presented, the opportunity was missed to get an overall picture of the demographic composition of the population directly involved into the election implementation.

Lack of an appropriate office space seems to represent a serious obstacle to the SEC's operational efficiency. However, as noted in the Study on Electoral Management prepared by GONG, it would be important not to use lack of space as an excuse for lack of proactivity regarding overall work of SEC.

### 3.2 Sustainability

The key for the Project's results sustainability is in the ability of Croatian authorities to secure resources necessary for smooth functioning of the SEC. This Project provided an example of joint effort of UNDP and Croatian authorities in mobilizing resources towards the common goal.

*Achievements:*

The Project's outputs, such as the Reminder/Manual for Electoral Board Members and the Electoral Encyclopaedia available on-line, provide a solid basis for sustainability of the main Project's results: increased knowledge of the permanent SEC members that will be broadened in the upcoming years of their mandate, making them capable of transferring their knowledge and experience to the lower level of state administration responsible for election implementation.

The Electoral Encyclopaedia is also a tool to be used in university courses, possibly also within civic education in high schools, which—in the long-run—may contribute to broadening the pool of educated election observers and potential voting committees' members. This will facilitate SEC's role of education broader public on electoral processes.

Study visit to Croatian SEC by the election officials from Jordan, organized by SUNY and IFES, at the beginning of May 2008, can be regarded as additional evidence for the sustainability of the project results within international context: the Croatian SEC is beginning to be seen as a valuable resource for other countries.

#### *Issues:*

The sustainability of the Project's results will also depend on the interest of the largest political parties to engage in the necessary legislative changes and to educate their own membership on the election procedures. Therefore it is somewhat worrisome that very few MP's attended the Project's concluding round table. (There were representatives of HSU and HDZ, and the MP representing minorities. There was nobody from SDP as the second largest parliamentary party.) SEC will need to make additional efforts in approaching MPs and the political parties.

Most of the activities have been conducted by engaging external consultants (researchers associated with the Faculty of Political Science, MAP Consulting as a

private company and GONG as an NGO), with the exception of education held in November 2007—which used to be SEC activity during previous elections as well. Since all the consultants have been contracted by UNDP, it is not clear to what extent SEC's internal research or organising capacity has been increased so that the results will be maintained without any external assistance. Sustainability of the project's results is therefore highly dependant on the establishment of fully operational and competent SEC's Secretariat.

### 3.3. Relevance and impact

The development of democratic institutions is relevant to national needs in Croatia, the Project's overall goal falls within UNDP's mandate in Croatia, and it addresses European concerns. While it may be surprising that in 2007, almost two decades after the first democratic elections, more than a decade after the end of war and into the sixth cycle of parliamentary elections, there is still a need for external assistance for institution-building, the UNDP's Project seems to be targeted well and in a timely manner. It would have been difficult for a newly established institution to seek funds for activities not directly related to the elections, and in the limited time between the SEC's members appointment and the elections it was necessary to provide the newly appointed members with additional skills and knowledge. The engagement of UNDP is considered appropriate and highly relevant, since it seems that the Government of Croatia still has no sufficient capacity to engage in institution building without external assistance. As suggested by the project's stakeholders, UNDP played here an important role of a catalyst, in the sense that it accelerated process of institutionalizing the SEC.

The project's impact, understood as long-term effects of the results achieved, may be assessed only some time after its completion. As pointed out by one of the Project's consultants, only in a couple of years, earliest after the presidential elections in 2010,



it will be possible to see whether and how the results of this Project impacted SEC's performance.

## 4. Overall findings and recommendations

In sum, the Project contributed considerably to the fulfillment of the new SEC's mandate, that is to the quality of educational activities needed for successful implementation of elections and to the subsequent analysis of the election process involving all the relevant stakeholders in a constructive dialogue.

The challenge for SEC in the upcoming period is to become fully professional. This is primarily dependant on legislative changes, that is on the initiative within Croatian Parliament to make legislative changes needed for initiating appointment of a permanent President of SEC who would not be at the same time president of the Supreme Court. The opportunity to have fully professional SEC for the upcoming local elections is already missed (the elections will be held in May 2009 and any changes should have been made at least a year before the elections in order to come into force). The challenge of countering public perception of the SEC as an institution that “has no reason to exist” in-between elections will remain relevant for some time in the future.

It may be expected that in the future there will be no need for external assistance in terms of financing specific activities for which the SEC, it is assumed, will take care from its own budget. There remains to be seen whether there will be a need for mediating role of an international organization among the domestic actors involved in the election process. Some of the interviewees noted that the key expertise for the Project, including the UNDP Project Management Staff, was offered by Croatian experts and that it should be expected that in future the SEC will be contracting experts from academia and NGOs itself.

There is an interest, however, on behalf of both key partners to continue cooperation established through the Project. The future cooperation may assume different forms. Possible future assistance would be well targeted towards the secretariat since the quality of expert service offered by the SEC's Secretariat will be crucial for the fulfillment of SEC's mandate in future. The following recommendations were devised specifically for the purpose of continuing cooperation between the SEC and UNDP.

There are several specific areas of support which UNDP may consider as appropriate in the upcoming period:

- Training SEC members on presentation skills and training methodology. The SEC members are themselves aware of the need to improve their training skills, since the usual mode of educating lower level election commissions has been primarily through lectures with very limited time left for discussion. While it is expected that the future Secretariat will include staff possessing necessary knowledge on training methodology and presentation skills, it is recommended to include the training for SEC members in their annual planning.
- Continuous education of media. The SEC's mandate includes education on electoral process targeted both at those directly involved in the election implementation and at the public at large. The media, however, would need to be primary target when it comes to education public at large.
- The Manual for Electoral Boards may be of interest to the voters and not only to the voting committees members, the SEC may consider publishing it as a supplement to a daily newspaper (as it is already common practice to publish candidates' lists and voters' instructions in a daily newspaper) or as a separate issue of the Official Gazette.

- The SEC members suggested that it may be appropriate for UNDP to develop a similar project for strengthening SEC's capacity to implement first Croatian elections for the EU Parliament (some political analysts suggest that this would be already at the following EU parliamentary elections, scheduled for June 2009, while more realistic cautious and set the actual date of Croatia's accession at later point).
- Study visits proved to be useful means for knowledge and experience exchange so that it recommended to organize similar visits in the future. Option suggested during field work for this evaluation included shadowing an election commission several days prior to elections. When planning study visits, it would be useful to require participants to prepare individual reports (possibly according to a previously agreed template; questions) since this could potentially enhance learning effects.
- The Study on Electoral Management (version reviewed by the SEC members) need to be distributed to all the relevant stakeholders.
- Almost all of the permanent SEC members had some experience of cooperating with international organizations. This experience, however, seems to be primarily as recipients of technical assistance (e.g. participants in study visit) and less of an active partner (e.g. in developing joint projects). It is recommended that SEC members get acquainted with possibilities of cooperation with international organizations, so that they may take more proactive stance. Alternatively, it is recommended that in hiring support staff, a special care is taken that the staff has experience and knowledge of cooperating with international institutions.
- UNDP facilitated discussions resulting in numerous recommendations aimed at

improving electoral process. It is recommended to establish an appropriate monitoring mechanism of their implementation. E.g. round table on parliamentary elections represented an example of good practice and it has been highly praised by most of the interviewed. It is recommended that SEC, possibly with UNDP's assistance, organizes similar review of the local elections to be held in May 2009. UNDP may need to provide SEC with more detailed insight into the logistics of the seminar held in Opatija (as suggested at the meeting with SEC members).

- It may be useful to situate and assess this project within the overall UNDP's assistance to election processes (or specifically, to permanent election commissions as a form of assistance to institution building) worldwide and to use the assessment for educational purposes of the SEC.
- Although the project documentation suggests that in the course of the project implementation “care will be taken to ensure representation of women in the election procedure and the needs of minorities in the election procedure”, there is no indication that the project paid special attention to gender issues. In future, the SEC may need to seek advice on how to strengthen its capacity to integrate gender issues in its operations (e.g. advice may be sought from the Government's Office on Gender Equality or from the Office of Ombudsperson on Gender Equality).

## Annexes

### Annex 1: Terms of Reference

## NATIONAL EXTERNAL EVALUATION EXPERT, PROJECT CAPACITY BUILDING OF THE STATE ELECTION COMMISSION IN CROATIA

**Location :** Zagreb, CROATIA

**Application Deadline :** 02-May-08

**Type of Contract :** SSA

**Languages Required :** English

**Starting Date :**

(date when the selected candidate is expected to start) 05-May-2008

**Duration of Initial Contract :** 1 month

**Expected Duration of Assignment :** 1 month

### Background

Until 2006 elections in were organized without a permanent central election commission. In 2006, Parliament has adopted legislation enabling the creation of a permanent State Election Commission (SEC). In year 2007 Parliament appointed six permanent members, while three members – president of the Supreme Court as the president of the SEC and two judges of the Supreme Court as deputies of SEC – work in new SEC as non-permanent members. On March 9, 2007 new SEC started its work.

In support of such reform, UNDP initiated project “Capacity building of SEC in ” financed by UNDEF. The goal of the project is to strengthen the capacity of the State Election Commission to promote the integrity, inclusion and efficiency of democratic process. This goal is planed to be accomplished by strengthening the capacities of SEC in the following areas: a) prepare materials and conduct of training courses for election commissions; b) analysis of election process and proposing improvements of the election system.

### Duties and Responsibilities

The objective of the Project evaluation is to undertake an in-depth analysis of this project in order to generate comprehensive and specific evaluation feedback of the project. Evaluation aims to provide managers (Project Manager, UNDP CO and UNDP/UNDEF levels) with strategy and policy options for more effectively and efficiently achieving the future project’s outcomes and outputs and for replicating the results. It also provides basis for learning and accountability for managers and stakeholders.

The main objectives of the evaluation that must be fully and comprehensively assessed by evaluation report:

1. Assess the **effectiveness** of the project

The extent to which the project's stated objective is achieved or the likelihood that it will be achieved. The effectiveness of the project should be assessed in accordance with the activities, outputs and outcomes detailed in the project document. Factors contributing to and detracting from results should also be included in the analysis.

2. Assess the **sustainability** of the project

The extent to which benefits from the project will continue or are likely to continue after project support has come to an end (i.e. follow up projects, visible and permanent results). Possibilities and recommendations for further area programming should be included.

3. Assess the **relevance** of the project

The degree to which the project was justified and appropriate in relation to the need and situation on the national level.

4. Assess the **efficiency** of the project

The analysis and the evaluation of the overall project performance, the outputs in relation to the inputs, the financial management and the implementing timetable.

5. Assess the **impact** the project

The analysis and evaluation of the impact the project achieved and is likely to achieve in the future, measuring both the positive and negative, foreseen and unforeseen changes to and effects on society caused by the project as well as the project catalytic effects.

The evaluation report should also clearly;

- ☐ Analyse the challenges to the project's success and the lessons learned from managing them
- ☐ Highlight the lessons learnt from the project on the results achieved, the process followed and strategy applied and provide recommendations
- ☐ Analyse the overall impact of the project in targeting gender and marginalized groups
- ☐ Highlight good practices, success stories, anecdotes
- ☐ Analyse the added value of project implementation

Key tasks:

Candidate for the position will perform the following tasks:

- ☐ Review documents

- ❑ Prepare a list of outputs archived and activates implemented under project
- ❑ Design of the evaluation methodology
- ❑ Collect all data necessary for conducting analysis of as per the scope of evaluation described above
- ❑ Conduct an analysis as per the scope of evaluation described above
- ❑ Draft the evaluation report
- ❑ Finalize the evaluation report

## Competencies

The key product expected from this outcome evaluation is a comprehensive analytical report in English that should, at least, include the following contents:

Introduction

Executive summary

Context/background of the project

Review of project aim and strategy with regard to the situation analysis developed in the project document, describing the overall democratic context in which the project was proposed and the specific problem it intended to address

List of the key project stakeholders, partners and beneficiaries

Programmed objective and components

Appropriateness of the project general objective

Value of the planned outputs and outcomes

Success of the activities that were implemented

Total project budget and its adequacy

Utility of participants feedback forms

Information about external evaluator and the evaluation process

Description of the organization of the evaluation (areas of expertise, evaluation team)

Goal of assignment

Description of the methodology followed (field visits, interviews, review of relevant literature, documentation review, questionnaires, participation of stakeholders, etc.)

Work plan of the evaluation

Duration of evaluation

Evaluation summary

Key findings

Best practice and lessons learned

Conclusions and recommendations

Annexes: ToR, people interviewed, documents reviewed, etc.



## **METHODOLOGY OR EVALUATION APPROACH**

Although it is general responsibility of the evaluation expert to decide on the concrete evaluation methodology to be used, the following elements should be taken into account for the gathering and analysis of data:

- ☐ Desk review of relevant documents
- ☐ Discussion with the project staff
- ☐ Interviews with and participation of the partners and stakeholders

## **Required Skills and Experience**

Candidate for the position is expected to have:

- ☐ BA in law, political sciences or other social sciences
- ☐ Experience with result-based management evaluation methodologies
- ☐ Minimum of 5 years of work experience in relevant areas
- ☐ Sound knowledge of the democratic governance reform processes in
- ☐ Good understanding of electoral management
- ☐ Excellent analytical and organizational skills
- ☐ Excellent writing and communication skills in both English and Croatian
- ☐ Excellent computer skills
- ☐ Project evaluation experience within United Nations system will be considered an asset

## **Annex 2: Documents Consulted**

Republic of Croatia. The State Election Commission. Request for support to the State Election Commission (official request signed by the President of SEC of Croatia, December 27<sup>th</sup> 2006).

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### **Annex 3: Persons Consulted**

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Branko Hrvatin, President of the Supreme Court and President of SEC, representative of SEC as the Project Implementing Agency, 26.05.2008.

Zdravka Čufar Šarić, Vice-president of SEC, 20.05.2008.

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Aleksandra Jozić-Ileković, member of SEC, 03.06.2008.

Vlatka Kovačević, member of SEC, 20.05.2008.

Mario Krešić, UNDP CO Croatia Project Manager, 13.05.2008.

Violeta Liović, UNDP CO Croatia Project Associate, 13.05.2008.

Boško Picula, Faculty of Political Science, Project Consultant, 19.05.2008.

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