



**International Foundation for Election Systems**

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1101 15th STREET, N.W. • THIRD FLOOR • WASHINGTON, D.C. 20005 • (202) 828-8507 • FAX (202) 452-0804

## **ASSOCIATION OF ASIAN ELECTION AUTHORITIES (AAEA)**

### **OBSERVATION MISSION REPORT INDONESIAN GENERAL ELECTIONS JUNE 1999**

**Facilitated by  
International Foundation for Election Systems**

Prepared by:

Mr. James Heilman  
Election Observation Specialist, IFES  
Washington, DC

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## **I. BACKGROUND**

June 7, 1999, marked a turning point in the history of democracy in the Republic of Indonesia. After nearly 40 years of dictatorial rule and sham elections, over 100 million Indonesian voters were given a true electoral choice, a choice that will chart their country's future. This report summarizes the Association of Asian Election Authorities' election observation mission, facilitated by IFES for the Indonesian general parliamentary elections. It describes the mission's activities, and its evaluation of the elections.

### **Indonesian Electoral History**

Under the leadership of its founding father Sukarno, Indonesia first declared its independence from the Dutch in 1945. In 1949, after four years of warfare, the Dutch formally granted independence and Sukarno became firmly established as the leader of the new nation. The first national election was held in 1955, and it and subsequent elections kept Sukarno in power until 1967. By that time, public faith in him had eroded and he was forced to hand over power to General Suharto. Suharto was subsequently elected president seven times (each with a five-year term), but these elections were closely controlled and manipulated by Suharto and his ruling GOLKAR party. The Asian economic crisis and growing social unrest led to massive civil strife in 1998 and Suharto was forced to step down, turning over his power and presidency to B.J. Habibie. Habibie vowed to rewrite the electoral laws and called for free and open elections in mid-1999. Keeping his word, he announced in November that elections would be held on 7 June, and the massive job of preparing for a free election began. With over 100 million voters, nearly 330 thousand polling places, and the need for an entirely revamped election code, Indonesia had set itself on a course that appeared to have little chance of success with such a short timeframe. But with support from the international community, the election was held as scheduled. The impact of this momentous event on the social, economic, and political future of the country is yet to be determined.

### **Political Organization**

The political organization and electoral system of Indonesia are unique. The primary, national, legislative body, the People's Representative Assembly (DPR), is elected by the voters in a proportional representation system -- but not on the basis of the nationwide popular vote. Seats on the DPR are allocated on the basis of the vote in each of the 27 provinces, with each province providing a number of seats based roughly on its population. In addition, some eight percent of the members of the DPR are appointed by the military. While the DPR is the primary political body, the function of electing the country's president belongs to a higher body, the People's Consultative Assembly (MPR). The MPR consists of all 500 members of the DPR plus another 200 members added on through various methods. The MPR meets only once every five years. Practically its sole purpose has been to elect the president. So while 7 June saw the most significant electoral event in the country's history, the ultimate goal of electing a new president remains many steps removed and will not occur until the MPR finally is established and meets in November 1999.

In addition to selecting the DPR, the 7 June election also selected the provincial-level legislative assemblies (called the DPRD-I) and regency/municipality-level assemblies (called DPRD-II).

### **Organization of Election Administration**

Much like the political structure, the electoral structure in Indonesia consists of many overlapping and often confusing layers. And, much like the political structure, decisions concerning the structure and organization of the electoral system were made only weeks before the election campaign began. Four different bodies have some degree of control over the electoral system: the National Election Commission (KPU), the National Election Committee (PPI), the election administration Secretariat, and a national overseer committee called Panwas. With the exception of the KPU, each of these entities has similarly constructed committees at regional and local levels. The newness of this structure and the vagueness of its differentiation of tasks led to a command structure that was often perplexing to both Indonesians and internationals involved in assisting or observing the election. It is a testament to the good faith effort of the Indonesian people -- and particularly those involved in conducting the election -- that a system so new, complex, confusing, and seemingly designed for failure, was able to produce a national election in the third most populous country in the world.

## **II. PROGRAM DESCRIPTION**

After setting the date for the elections, the Government of the Republic of Indonesia issued an invitation to observers from around the world. Indeed, about 15 organizations and governments agreed to send observers. The United States Agency for International Development (USAID) offered support for IFES to sponsor a delegation from the Association of Asian Election Authorities (AAEA).

### **Association of Asian Election Authorities**

The Association of Asian Election Authorities was founded in 1998 to promote and institutionalize open and transparent elections, independent and impartial election authorities, professional development of Asian election administrators, citizen participation in the electoral and civic process, information sharing, and the development of resources for election-related information and research. These objectives will be achieved through an exchange of experiences and information relating to election law and procedure, technology, administrative practice, and voter/civic education programs among election administrators and civic leaders.

There are presently 13 members of the AAEA, representing election authorities from south and east Asia and the Central Asian Republics. The General Assembly of the Association has set out activities to be undertaken by the membership, conducting election observation missions and staff exchanges, distributing election-related materials, and arranging for professional development opportunities. The AAEA fielded a team of Asian election officials to observe the 1998 Cambodian elections in a joint mission with IFES.

## **Indonesia Delegation**

Seven AAEA member commissions responded affirmatively to the invitation to observe the Indonesian elections: Bangladesh, India, Nepal, Pakistan, Papua New Guinea, the Philippines, and Sri Lanka. Several other member states expressed interest but, due to the potential for violence surrounding the election, ultimately declined. Two additional delegates accepted invitations for the mission: one, a representative from Cambodia (which is considering membership in AAEA) and one, an internationally recognized Japanese political scientist who is a member of the IFES International Advisory Board. With the exception of the latter, all delegates were senior election officials in their home countries. These nine delegates were complemented and supported in the mission by nine IFES staff members and consultants, and one representative from USAID/Indonesia. A list of the AAEA delegates and IFES observers is provided in Appendix B.

The purpose of the mission was to monitor and strengthen the electoral process in Indonesia through objective observation and reporting on the elections. The parliamentary elections -- if conducted in an open, fair, and transparent manner -- would help to restore democratic principles to Indonesia. The AAEA/IFES team provided unique insights into the election process due their collective experience in election administration.

## **Training and Briefings**

Prior to their departure for Indonesia, each delegate received a comprehensive briefing book prepared by IFES staff. The book contained relevant laws and regulations, IFES assessments of the election laws and technical aspects of the election, results and analysis of a national voter survey, and numerous background materials and press clippings concerning the country and the election.

A comprehensive training and orientation program had been prepared by the IFES Program Assistant for Asia and IFES Election Observation Specialist. (See Appendix C.) It began on Tuesday, 1 June with a welcome and briefing by the IFES Deputy Director for Asia. On the first morning each delegate also received an orientation packet that included: a complete listing of the 48 political parties contesting the election; a glossary of key political parties and election terms; a chart of the political divisions, levels of government, and levels of election administration operating in Indonesia; and a listing of basic expressions in the Indonesian language. (See list in Appendix D.)

Each morning prior to the election, the AAEA delegates attended a breakfast briefing that outlined the day's activities. A synopsis of these activities follows:

### **Day 1 (Tuesday, 1 June)**

- Tour of IFES/Indonesia Field Office
- Political and electoral overview by IFES Project Manager
- Election law overview by IFES Election Law Specialist

- Pollworker Training overview by IFES Pollworker Training Specialist

### **Day 2 (Wednesday, 2 June)**

- Meeting with Secretary General of National Election Commission (KPU) Secretariat
- Tour of KPU Building and IFES/KPU office
- Briefings on domestic monitoring, voting and counting, and security by United Nations Development Programme and others

### **Day 3 (Thursday, 3 June)**

- Meeting with KPU Chairman and a Commission member
- Tour of IFES/Joint Operations Media Center (JOMC) and briefing by IFES JOMC Coordinator

### **Day 4 (Friday, 4 June)**

- Meeting with representatives of PAN (one of the major political parties)
- Briefing by USAID /Indonesia Democracy Officer
- Briefing on deployment logistics
- Observer training by IFES Election Observation Specialist

The final briefing session involved a walk-through of the *AAEA Election Observation Manual and Checklists* developed by the IFES Election Observation Specialist with assistance from other IFES staff. (See Appendix F.) This manual was designed to provide each delegate a tool with which to examine the key aspects of the pre-election period, poll-opening procedures, polling day operations, and closing and counting procedures. To the degree possible, the manual guided the observer to those features of the election environment that were addressed in the government's laws and regulations and in the pollworker training manual developed by the IFES Pollworker Training Specialist and distributed throughout the country. Five key questions formed the focus of the manual and checklists:

- X Are the polling stations managed well?
- X Is the voting process efficient?
- X Are polling station staff members adequately trained?
- X Are voters free from intimidation and threats and are their votes secret?
- X Is the voting process free from fraud?

Each section of the manual prescribed observation tasks for one of the four observing periods delineated above. For each, there was also a checklist of 14 to 20 questions to be answered at each polling station, or, in the pre-election phase, each village visited. Finally, a serious incident reporting form was included. Fortunately, this form was never needed by the AAEA observers.

## **Deployment and Observation**

Choosing a deployment scheme was difficult in a country with approximately 330,000 polling stations, a breadth greater than the United States, and limited means of transportation. Factors in the deployment decision included: achieving some level of geographic and ethnic diversity, choosing sites that could accommodate observing both urban and rural polling, choosing sites with a paucity of other international observers, and choosing sites that were accessible in less than a day's travel time. Three-person teams were established; each included an AAEA delegate, an IFES staff person or consultant, and an interpreter. One team also included the USAID representative. (See Appendix E for deployment teams and locations.) Thus, nine teams were established and deployed to nine different areas of the country. These were:

- X Palembang, South Sumatra
- X Padang, West Sumatra
- X Banjarmasin, South Kalimantan
- X Pontianak, West Kalimantan
- X Balikpapan, East Kalimantan
- X Mataram, Lombok
- X Kupang, East Nusa Tenggara
- X Palu, Central Sulawesi
- X Manado, North Sulawesi

Teams were dispatched from Jakarta in the early morning of Saturday, 5 June. In the field, each team observed the pre-election environment, met with representatives of regional and local election committees, polling station staff, and local party representatives, and developed a polling station visitation schedule.

In the two days prior to the election, most teams were able to meet with election committees at multiple levels of responsibility. These ranged from polling station committees to provincial election committees. About half the teams were able to meet with party representatives during this period. On election day, the AAEA observer teams visited almost 60 polling stations. Each team observed at least one poll opening procedure and, at the end of the day, at least part of the counting procedure in a station.

The teams returned to Jakarta on Tuesday, 8 June. The next morning a debriefing was held at which all participants -- AAEA delegates, IFES staff, and interpreters -- were given the opportunity to provide opinions and insights into what they observed, what problems they encountered, and whether they thought the election was free, fair, and transparent. At this time the teams also delivered their completed checklists for collation and analysis. Based on the delegates' debriefing comments and checklist answers and remarks, the IFES Election Observation Specialist then developed a draft statement. In their final meeting, the delegates reviewed and edited the statement. The final version was delivered to the KPU/Joint Operations Media Center that evening for dissemination to the media.

In their statement, the delegates expressed their view that in general the elections were free, fair, and peaceful. The delegates applauded the efforts of the pollworkers and citizens to keep the elections free and peaceful under trying circumstances. Only a few isolated instances of potentially fraudulent activity were witnessed. However, the delegates found many aspects of the conduct of the elections problematical, and, in their statement, provided a list of areas where improvement was needed. These included: more adequate training of pollworkers, timely delivery of election materials, a more streamlined and understandable chain of command, and a thorough review and retooling of voting process regulations and procedures. The complete text of the AAEA Observer Statement is found in Appendix A.

### **III. EVALUATION**

Evaluation of the election based on the verbal and written comments of the AAEA Observer Mission may be divided into four categories: overall election administration, pre-election campaign and polling preparations, election day operations, and counting procedures. It should be noted that these areas have many overlaps -- an election administration problem would often impact polling day operations, for example.

#### **Overall Election Administration**

- Observers found that the complexity of election administration -- with six hierarchical levels of election committees and four different, and sometimes competing, electoral structures -- created unnecessary confusion and faulty communication. In North Sulawesi, one local election committee chair said that there was no coordination between the Secretariat's government workers and the regional election committees.
- Several observers noted the shortage of funds filtering down from electoral authorities to the local level. This produced a situation of inadequate pay for pollworkers and, in some cases, inadequate funding for local production of materials such as polling booths. Payments were also made late to many pollworkers. While this problem was overridden by pollworker enthusiasm in this election, such may not be the case in future elections.
- In many cases, the laws and regulations in place led to some of the problems encountered on election day. One observer noted that late voter registration, and the ease of voting in a polling station different than the one assigned, slowed up the election day process due to the large number of voters not found on the rolls. Overall, observers expressed the feeling that the procedures needed to be simplified.
- One delegate observed that the administration of the results-reporting process was a significant problem. Two parallel reporting systems had been set up -- both in Jakarta and both under the umbrella of the National Election Commission -- and this heightened voter distrust of the counting procedures.

- In some areas, voter registration was much too short. One observer was told that registration in his area lasted for only two days.
- The time-period prescribed for voting -- from 8 a.m. to 2 p.m. -- was considered too short, particularly in light of the time-consuming poll opening procedures that did not commence until 8 a.m.

### **Pre-election Campaign and Preparation Period**

- Observers found no signs of campaigning during the two-day cooling off period immediately preceding the election. All areas visited were extremely peaceful during this period, and it appeared that the parties were closely observing the rules.
- Observers reported that the various election committees were all very open and helpful to international observers and allowed free access to the polling station and election material preparation process.
- There was a widespread problem of late delivery of election materials. Of particular concern was the late delivery of ballots and indelible ink. In some areas, particularly North Sulawesi, this led to polling stations not opening on time or, in some cases, not opening at all. Observers in South Sumatra found that, though the ballots had been delivered, they had not been folded, and that party agents volunteered to spend the hours before the election folding the ballots.
- In some areas, election committees at the local level did not have the ability to verify that all materials had been received because the materials had been packed and sealed at a higher committee level.
- Inadequate pollworker training -- and the distribution of training materials -- was the source of many problems. Training manuals and pollworker newsletters were lacking in many areas. The myriad levels of administration may have contributed to this problem. Some believe that, while the materials were delivered in a timely manner to the provincial election committees, they never filtered down to the local level where they were needed.
- Though not as widespread, there was an equally significant problem of shortages of election materials. Several areas reported shortages of ballots, holograms (a security device affixed to the ballots), and accounting forms.

### **Election Day Operations**

- In general, observers found a spirit of cooperation among all concerned parties that contributed to a peaceful and open election environment. This cooperation was found among party agents, domestic observers, and polling station staff. It was especially evident among the voters, who exhibited admirable patience, enthusiasm, and good will under often trying circumstances. One



observer noted that people waited for hours to cast their votes and did not complain. Another remarked that there was a sense of community spirit at the polling stations. A third commented, people were excited by the process; it had the aura of a neighborhood event.

- There were no reports of intimidation or harassment. In most locations, police presence was minimal and, where there were police, they generally stayed out of the immediate polling area. In South Sumatra however, police were reported to have been at most polling stations copying voter turnout figures, and local authorities and Panwas representatives were inserting themselves into the process where they should not have been.
- The large and widespread involvement of domestic observers was lauded by the delegates. Virtually every polling station visited by AAEA teams had domestic observers present. For the most part, they were knowledgeable and attentive to the process. The fact that most of them were quite young speaks well for the future involvement of young people in the electoral process.
- Observers found that most pollworkers made good-faith efforts to follow the rules and procedures, even when they did not understand their purpose or importance. One observer noted that, even though one polling station's staff realized that the indelible ink they were using washed off easily, they continued to apply it to voters because the rules required it.
- Generally, the rules involving polling station opening procedures were not rigidly followed. In several areas, ballots were either not counted at all or not counted properly. The number of voters on the Voter Registry was not announced. But, as one observer noted, there were two sides to this issue. The formalized procedures were so time-consuming and cumbersome that following them to the letter would have occupied much of the morning. Where they *were* followed, polling generally did not begin until after 9 a.m., thereby cutting into the polling day. To counteract this, some polling stations began their opening procedures well before the 8 a.m. starting time.
- Polling station committees often made up their own procedures for processing voters. In many cases, the standard rule of first-come, first-served was not followed. In some cases, voters had to approach the check-in table two or three times before they could actually vote. Often these methods led to much confusion and slowed the overall process.
- The proper use of indelible ink was not followed in several areas. Two teams reported that pollworkers seldom checked voters for ink before they voted. Several teams reported that the ink applied to voters' fingers after voting was dry or could not be seen or was easily washed off.
- The team in West Kalimantan reported that, in several polling stations, the size and layout of the station was inadequate to handle the number of voters present.

- The team in West Sumatra reported two problems with party agents. First, the party in power was paying its party agents while the other parties were unable to do so. Second, the party agents seemed unaware of their job tasks.
- Voting in refugee settlements produced special problems that, in the case of West Kalimantan, were handled poorly by the officials present. The primary problem in that location was a communication barrier; the refugees and the officials did not speak one another's language.
- Several observers reported that voters voting in a different polling station than their own were not written on the supplemental voter registry as procedures required. Some observers reported that the voter registry was not even used.
- In two instances -- one bad, one good -- voting continued past the announced closing time of 2 p.m. In one station in North Sulawesi, the polling station committee simply ignored the poll closing time and continued allowing people to arrive and vote up until 4:45 p.m. In Lombok, near the time for closing, one committee moved the whole process to the local hospital and went from ward to ward allowing all eligible patients to vote -- a process that lasted until early evening.
- Several teams reported that the pollworkers were not using the official manual issued to them by the national election committee and prepared by IFES. In these instances, they either followed procedures from previous elections or from an earlier (and incorrect) manual.
- Overall, observer mission members believed that the mismanagement of polling procedures and non-compliance with regulations did not negatively impact the election or produce fraud; however, by not following the rules, the polling station committees created the potential for fraud.

### **Counting Procedures**

- Observers generally agreed that counting was conducted in the open, with party agents, domestic and international observers, and the public allowed full access to the process. An observer in West Kalimantan noted however, that there was too much public participation, including ballot counting by young children.
- Many instances were observed where neither the unused ballots nor the number of marked-off voters on the Voter Registry were counted, as was required by the regulations.
- As a result of not following the prescribed accounting procedures, there were many instances where the number of counted ballots did not square with the apparent number of voters. In most cases the difference was minor, but one station had a discrepancy of 16 ballots. Seldom was an attempt made to reconcile these figures.

- In many instances, security for the counted and unused ballots was extremely lax. A South Kalimantan observer noted that there was inadequate space for the proper control of counted and unused ballots. In some cases, boxes containing these sensitive materials were unlocked, unsealed, and left unattended. While this lack of security could be viewed as an invitation to fraud, the observers saw none.
- While not observed due to time constraints, the delegates noted that the established procedures for aggregating the counts resulted in a painfully slow process that cast a cloud over the openness and general fairness exhibited by authorities on election day.

#### **IV. RECOMMENDATIONS**

The AAEA mission delegates made a number of recommendations to highlight significant areas in electoral administration and processes in need of improvement to further the democratic aims of Indonesia. The recommendations, as noted in the AAEA Observer Statement, were:

- Review the entire electoral administrative structure—from KPU to KPPS—to make the system more efficient, responsive, and transparent to the public.
- Strengthen the independence of election authorities and ensure it from government control.
- Provide sufficient financing for electoral authorities, particularly polling station staff.
- Review the rules for the voting process to clarify them and make them less cumbersome.
- Require more rigorous adherence by pollworkers to election rules.
- Strengthen and expand pollworker training.
- Review preparation and election day use of the voter registry.
- Assess security measures for election materials, from pre-election preparation to final count and consolidation.
- Evaluate the use of indelible ink and its success in preventing voter fraud.
- Distribute voting materials to the polling stations in a timely manner.

## **V. LESSONS LEARNED FOR FUTURE OBSERVER MISSIONS**

While the Indonesian government made provisions for the required accreditation of international observers, the process used by the authorities was extremely cumbersome and mismanaged. Among other issues, different authorities could not agree on what items needed to be submitted for accreditation, when they needed to be submitted, and what visas were required. As a result, IFES staff was forced to spend an inordinate amount of time -- time that could have been used for more substantive matters -- on maneuvering through the accreditation obstacle course, a task that was not completed until the day before deployment. For future missions, particularly where the host country has issued an open invitation to international observation, the country's authorities should be strongly encouraged to provide and adhere to a clear and concise roadmap through the accreditation process.

Due to fiscal and time constraints, the AAEA delegates were only in country for from six to ten days. By the time the orientation and briefings -- most of which were necessary to the purpose of the mission -- were completed, the delegates had only two days to acquaint themselves with the situation in their respective observation areas. Most believed that this was too short a time period to adequately observe the political situation in their area and to meet with the players involved. Since these last two days before the election were also the campaign cooling off period, there was no opportunity to observe the political campaigning outside of Jakarta. After the election, the observers needed to immediately return to Jakarta for debriefing and preparation of the delegation's Statement before returning to their home countries. As a result, there wasn't a good opportunity to observe the full counting and aggregation process, a process so slow, cumbersome, and open to fraud that it nearly marred the election. The delegates and IFES staff believe that more time needs to be allotted for full and proper observation.

## **APPENDICES**

**APPENDIX A**

**AAEA Statement on the Indonesian General Parliamentary Elections**

**June 1999**

**FOR IMMEDIATE RELEASE**  
**June 9, 1999**

**Contact: Torie Keller**  
**Tel. +1-202-872-4822**

**STATEMENT OF THE AAEA OBSERVER DELEGATION**  
**NATIONAL PARLIAMENTARY ELECTIONS**  
**REPUBLIC OF INDONESIA**  
**JUNE 7, 1999**

The Association of Asian Election Authorities (AAEA), a professional organization representing election bodies in member countries, provided nine delegates to observe the June 7 National Election in the Republic of Indonesia. Each of the following AAEA member countries was represented by: Bangladesh, India, Nepal, Pakistan, Papua New Guinea, Philippines, and Sri Lanka. Also observing were guest delegates from Cambodia and Japan. The delegates observed the pre-election period, election day, and counting in nine provinces, including East Kalimantan, South Kalimantan, West Kalimantan, East Nusa Tenggara, West Nusa Tenggara, Central Sulawesi, North Sulawesi, South Sumatra, and West Sumatra.

The member delegates were honored to witness this significant step in the transition of the Republic of Indonesia to a fully democratic state. In general, the delegates found the conduct of the election to be peaceful, free, fair, and transparent. However there are many areas of improvement that need to be addressed in the future to enhance the democratic electoral process.

The delegates found many aspects of the process to be highly positive. These include:

- The existence and involvement of domestic observers in all locations;
- The cooperative manner of political parties in providing service as party agents and polling station staff members;
- The serious interest of Indonesia's millions of voters and the calm, patience, and enthusiasm they exhibited on election day;
- The technical support and assistance of the international community;
- The enormous efforts made by various election authorities to overcome obstacles such as the short timeframe for election preparation, the size and disparity of the Indonesian archipelago, and the logistical issues inherent in facilitating an election in a country with over 100 million voters;
- Special efforts made by polling station staff to ensure that all registered voters were given the opportunity to vote; and
- The overall dedication of polling station staff to create a positive election environment under often difficult circumstances.

However, AAEA delegates found several areas where significant improvements to electoral administration and processes are needed in order to further the democratic aims of Indonesians. These include the following:

- Sufficient financing of electoral authorities, particularly polling station staff, should be made available.
- The entire electoral administrative structure—from KPU to KPPS—should be reviewed to make the system more efficient, responsive, and transparent to the public.
- Independence of election authorities from government control should be strengthened and ensured.
- Pollworker training should be strengthened and expanded.
- Rules for the voting process should be reviewed to clarify them and make them less cumbersome.
- More rigorous adherence by pollworkers to election rules should be required.
- Use of indelible ink—and its success in preventing voter fraud—should be evaluated.
- Security measures for election materials—from pre-election preparation to final count consolidation—should be evaluated.
- Preparation and election day use of the Voter Registry should be reviewed.
- Voting materials should be distributed to the polling stations in a timely manner.

The AAEA delegation hereby expresses its appreciation to the Government of the Republic of Indonesia for inviting international observers and for taking the road of democracy in allowing and facilitating this free and open election. Those that participated in the election, including the election authorities, pollworkers, domestic observers, and voters, are lauded for the monumental efforts they have put forth in the pre-election period and on election day. The AAEA delegates encourage the public and the political parties to accept the election results—if indeed they are deemed to be accurate—and to accept the will of the people. The AAEA hopes that this election has laid the foundation for true democracy in the Republic of Indonesia.

Jakarta, Indonesia      June 9, 1999

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Mr. Aziz Choudhury  
Bangladesh

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Mr. Im Suosdey  
Cambodia

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Dr. Brajendra Singh  
India

---

Professor Rei Shiratori  
Japan

---

Mr. Achyut Rajbhandari  
Nepal

---

Mr. Rahim Durrani  
Pakistan

---

Mr. Reuben Kaiulo  
Papua New Guinea

---

Mr. Japal Guiani  
Philippines

---

Mr. P.M. Siriwardhane  
Sri Lanka



## **APPENDIX B**

### **Members of the AAEA Observer Mission**

#### ***AAEA Delegates***

Mr. Aziz Choudhury  
Additional Secretary  
Election Commission Secretariat  
Sher-e-Bangla Nagar  
Dhaka 1207  
Bangladesh  
Tel: 880-2-815-315

Mr. Achyut N. Rajbhandari  
Election Commissioner  
Kantipath, Kathmandu,  
Nepal  
(o) 00977 1 228664  
(h) 00977 1 525209

Mr. R.N.K. Durrani  
Provincial Election Commissioner  
Sindh  
House No. 44-A  
Shahrah-e-Iraq  
Karachi, Pakistan  
(o) 9203385  
(h) 9202646

Dr. Brajendra Singh  
Chief Electoral Officer  
Government of the Punjab  
Room No. 623, 6th Floor  
Mini Secretariat, Punjab, Sector 9  
Chandigarh - 160017  
India  
(o) 742606  
(h) 549926

Mr. Japal M. Guiani  
Commissioner  
Commission on Elections  
Intramuros, Manila  
Republic of the Philippines  
(o) 527-3001  
(h) 821-8462

Mr. P.M. Siriwardena  
Deputy Commissioner  
Department of Elections  
38, Sarana Mw., Rajagirya  
Colombo, Sri Lanka  
(o) 94-1-868447  
(h) 94-1-851428

Mr. Reuben Kaiulo  
Electoral Commissioner  
P.O. Box 5348  
Boroko, N.C.D.  
Papua New Guinea  
(o) 25-7354

### *Guest Delegates*

Mr. Im Sousdey  
National Election Committee  
NEC Headquarters Building  
Preah Norodom Chamcar Mon  
Phnom Penh  
Cambodia  
Tel: 855-15-839-824  
Fax: 855-23-720-856

Professor Rei Shiratori  
Institute for Political Studies in Japan  
4-7-29 Kitazawa  
Setagaya-Ku  
Tokyo 155-0031  
Japan  
Tel: 81-3-3466-7873  
Fax: 81-3-3466-7875

Ms. Patty Kendall  
Office of Civic and Community Participation  
US Agency for International Development  
Jakarta, Indonesia

### *IFES Delegates*

Mr. Bob Dahl  
Election Law Specialist  
Washington, DC

Ms. Connie Kaplan  
Senior Pollworker Training Specialist  
Chicago, IL

Ms. Nancy Fisher  
Program Officer for Asia  
Washington, DC

Mr. Theo Noel  
Election Administration Specialist  
Jakarta, Indonesia (IFES Office)

Pablo Galarce  
Senior Program Assistant  
Washington, DC

Mary Lou Schramm  
Deputy Director for Asia  
Washington, DC

Mr. Jim Heilman  
Election Observation Specialist  
Charlottesville, VA

Mr. Du Tran  
Program Assistant for Asia  
Washington, DC

Ms. Jessica Hunter  
Junior Pollworker Training Specialist  
Dhaka, Bangladesh

## **APPENDIX C**

### **Training schedule for the AAEA Election Observation Mission**

# **ASSOCIATION OF ASIAN ELECTION AUTHORITIES (AAEA)**

## ***ELECTION OBSERVATION MISSION***

***Republic of Indonesia***  
***National Parliamentary Elections***  
***June 7, 1999***

### **PROGRAM SCHEDULE**

#### **Monday May 31, 1999:**

##### ***Arrivals in Jakarta:***

- Dr. Brajendra Singh, Election Commission of India, @ 10:00 a.m.
- Mr. Rahim Durrani, Election Commission of Pakistan, @ 10:00 a.m.
- Mr. P.M. Siriwardhane, Election Commission of Sri Lanka, @ 10:00 a.m.
- Mr. Japal Guiani, Election Commission of Philippines, @ 1:00 p.m.
- Mr. Im Sousdey, Election Commission of Cambodia, @ 5:00 p.m.
- Mr. Reuben Kaiulo, Election Commission of Papua New Guinea, @ 10:00 p.m.

#### **Tuesday June 1, 1999:**

##### ***Arrivals in Jakarta:***

- Mr. Aziz Choudhury, Election Commission of Bangladesh, @ 8:00 a.m.
- Mr. Achyut Rajbhandari, Election Commission of Nepal, @ 10:00 p.m.

##### ***8:00 a.m. Breakfast Briefing, Asoka Rooms 3 & 4, Third Floor, Hotel Kempinski***

- Welcome to Jakarta, Ms. Mary Lou Schramm, IFES Deputy Director for Asia
- Introduction to fellow delegates
- Program schedule overview, Mr. Jim Heilman, IFES Election Observation Specialist
- Administrative Briefing, Mr. Du Tran, IFES Program Assistant for Asia

##### ***10:00 a.m. Tour of IFES/Indonesia Field Office (meet in hotel lobby)***

- Guide, Mr. Du Tran, IFES Program Assistant for Asia

##### ***11:00 a.m. Lunch***

***1:00 p.m. Observation Mission Briefing, Asoka Room 1, Third Floor, Hotel Kempinski***

- Coordinator, Mr. Jim Heilman, IFES Election Observation Specialist
- Political and electoral overview of Indonesia, Mr. Gerald Mitchell, IFES Project Manager
- Election law briefing, Mr. Robert Dahl, IFES Election Law Specialist
- Poll worker training briefing, Ms. Constance Kaplan, IFES Poll Worker Training Specialist

***5:00 p.m. Day's Adjournment***

**Wednesday June 2, 1999**

***Arrival in Jakarta:***

- Professor Rei Shiratori, Institute for Political Studies in Japan, @ 4:00 p.m.

***7:30 a.m. Breakfast Briefing, Asoka Rooms 3 & 4, Third Floor, Hotel Kempinski***

- Briefing on day's schedule, Mr. Jim Heilman, IFES Election Observation Specialist

***8:30 a.m. Appointment with Mr. Amur Muchasim, Secretary General of the KPU Secretariat, KPU Building (meet in hotel lobby)***

***10:00 a.m. Tour of IFES/KPU Office and the KPU and PPI Building***

- Guide, Mr. Theo Noel, IFES Election Administration Specialist

***11:00 a.m. Lunch***

***1:00 p.m. UNDP Pre-Election Briefing (meet in hotel lobby)***

- Roundtable on domestic and international election monitoring efforts
- The voting and counting processes and transmission of results
- Security briefing

***5:00 p.m. Day's Adjournment***

**Thursday June 3, 1999**

***8:00 a.m. Breakfast Briefing, Asoka Rooms 3 & 4, Third Floor, Hotel Kempinski***

- Briefing on day's schedule, Mr. Jim Heilman, IFES Election Observation Specialist

***10:00 a.m. Tour of IFES/Joint Operations & Media Center (JOMC) Facilities (meet in hotel lobby)***

- Guide, Kate Birsell, IFES JOMC Coordinator

**11:30 a.m. Lunch**

**12:30 p.m. Field Trip to Bogor (meet in hotel lobby)**

- Tour Guide, Jim Heilman, IFES Election Observation Specialist

**5:30 p.m. Day's Adjournment**

**Friday June 4, 1999**

**8:00 a.m. Breakfast Briefing, Asoka Rooms 3 & 4, Third Floor, Hotel Kempinski**

- Briefing on day's schedule, Mr. Jim Heilman, IFES Election Observation Specialist

**10:00 a.m. Appointment with Political Parties' Representatives**

- GOLKAR, PDI-P; PAN; PKB; and PPP (all tentative)

(Alternate activity: break from schedule, free time for shopping and sightseeing)

**11:30 a.m. Lunch**

**1:00 p.m. Observation Mission Pre-Deployment Briefing, Asoka Room 1, Third Floor, Hotel Kempinski**

- Greetings from Dennis Wendell, Democracy Officer, USAID/Indonesia (mission funder)
- Observation manual and checklist briefing, Mr. Jim Heilman, IFES Election Observation Specialist
- Logistical briefing, Mr. Du Tran, IFES Program Assistant for Asia

**5:00 p.m. Day's Adjournment**

**Saturday June 5, 1999**

**AAEA Election Observation Teams Deployment:**

- Black Team departing @ \_\_\_\_\_ (TBD)
- Blue Team departing @ \_\_\_\_\_ (TBD)
- Brown Team departing @ \_\_\_\_\_ (TBD)
- Green Team departing @ \_\_\_\_\_ (TBD)
- Orange Team departing @ \_\_\_\_\_ (TBD)
- Purple Team departing @ \_\_\_\_\_ (TBD)
- Red Team departing @ \_\_\_\_\_ (TBD)
- White Team departing @ \_\_\_\_\_ (TBD)
- Yellow Team departing @ \_\_\_\_\_ (TBD)

**On Site Activities:**

- Visit polling stations
- Visit political parties' offices
- Visit local election monitors' offices

- Map routes to polling stations from hotel

### **Sunday June 6, 1999**

#### ***Preparations for Election Day:***

- Mock site reviews using checklists
- Confirm routes and re-map directions to and from polling stations

### **Monday June 7, 1999**

#### ***ELECTION DAY OBSERVATION NATIONAL PARLIAMENTARY ELECTIONS REPUBLIC OF INDONESIA***

### **Tuesday June 8, 1999**

#### ***AAEA Election Observation Teams Return to Jakarta:***

- Black Team arriving @ \_\_\_\_\_ (TBD)
- Blue Team arriving @ \_\_\_\_\_ (TBD)
- Brown Team arriving @ \_\_\_\_\_ (TBD)
- Green Team arriving @ \_\_\_\_\_ (TBD)
- Orange Team arriving @ \_\_\_\_\_ (TBD)
- Purple Team arriving @ \_\_\_\_\_ (TBD)
- Red Team arriving @ \_\_\_\_\_ (TBD)
- White Team arriving @ \_\_\_\_\_ (TBD)
- Yellow Team arriving @ \_\_\_\_\_ (TBD)

### **Wednesday June 9, 1999**

#### ***8:00 a.m. Breakfast Briefing, Asoka Rooms 3 & 4, Third Floor, Hotel Kempinski***

- Briefing on day's schedule, Mr. Jim Heilman, IFES Election Observation Specialist

#### ***10:00 a.m. Team Discussions (meeting places at teams' discretion)***

#### ***11:30 a.m. Lunch***

#### ***1:00 p.m. Observation Mission Debriefing & AAEA Statement Drafting, Asoka Room 1, Third Floor, Hotel Kempinski***

- Coordinator, Mr. Jim Heilman, IFES Election Observation Specialist
- Teams' report on election observation mission notes and findings

- Roundtable discussion on AAEA election observation mission statement

***6:00 p.m. Day's Adjournment***

***7:00 p.m. Departure Dinner (venue TBD)***

***Departure from Jakarta:***

- Professor Rei Shiratori, Institute for Political Studies in Japan, @ 11:00 p.m.

**Thursday June 10, 1999:**

***Departure from Jakarta:***

- Election Commissioners from Cambodia, Nepal, Philippines, Pakistan, India, Bangladesh, Papua New Guinea, and Sri Lanka



## **APPENDIX D**

### **List of Background and Training Materials for the AAEA Indonesian Election Observation Mission**

Glossary of Parties and Terms

Chart of Political Divisions, Levels of Government, and Levels of Election Administration

Basic Expressions in Bahasa Indonesia

Complete List of Political Parties on Ballot

*Jujur Adil*, pamphlet given to voters as they exited

*Warta Pemilu '99*, newsletter sent to pollworkers

English version of Pollworker Manual

Collection of Election Laws

AAEA Election Observation Mission Manual and Checklists

Asia Foundation Observation Manual for Polling and Counting

UNDP Pre-Election Briefing Schedule

UNDP ELECTION UPDATES

Program Schedule for Delegates

Master List of AAEA Delegates and IFES Facilitators

Final Observer Deployment Schedule and Information

IFES Staff Phone List

IFES Briefing Book on Indonesia

*Assignment of Seats in the DPR* by Bob Dahl, IFES

*Summary of Public Opinion in Indonesia* by Steven Wagner, IFES

KPU Calendar of 1999 General Election

## **APPENDIX E**

### **AAEA Observation Mission Deployment Schedule Indonesian 1999 General Elections**

<b>TEAM</b>	<b>AREA/PROVINCE</b>	<b>BASE</b>	<b>AIRPORT</b>	<b>OBSERVERS *</b>
BLACK	SUMATRA South Sumatra	Palembang	Palembang	Mr. Im Sousdey (Cambodia) Mr. Theo Noel (IFES) Mr. Dradjadlaksana Pawangwidjaja (IFES)
BLUE	SUMATRA West Sumatra	Padang	Padang	Mr. Rahim Durrani (Pakistan) Ms. Jessica Hunter (IFES) Ms. Dewi Yanti Suryani (IFES)
BROWN	KALIMANTAN South Kalimantan	Banjarmasin	Banjarmasin	Mr. Rei Shiratori (IAC/Japan) Ms. Patty Kendall (USAID) Ms. Connie Kaplan (IFES) Ms. Sati Riantinah Bur Rasuanto
GREEN	KALIMANTAN West Kalimantan	Pontianak	Pontianak	Mr. Brajendra Singh (India) Mr. Jim Heilman (IFES) Mr. Heru Purwanto (IFES)
RED	KALIMANTAN East Kalimantan	Balikpapan	Balikpapan	Mr. Reuben Kaiulo (Papua New Guinea) Ms. Nancy Fisher (IFES) Ms. Erni Andriani (IFES)
ORANGE	LOMBOK Maluku	Mataram	Mataram	Mr. Achyut Rajbhandari (Nepal) Mr. Du Tran (IFES) Ms. Kristiani Sulistiyowati (IFES)
PURPLE	ISLANDS (West Timor) East Nusa Tenggara	Kupang	Kupang	Mr. P.M.Siriwardhane (Sri Lanka) Ms. Mary Lou Schramm (IFES) Ms. Audiba T. Suwarso (IFES)
WHITE	SULAWESI Central Sulawesi	Palu	Palu	Mr. Japal Guiani (Philippines) Mr. Pablo Galarce (IFES) Ms. Shinta Nurwulan (IFES)
YELLOW	SULAWESI North Sulawesi	Manado	Manado	Mr. Aziz Choudhury (Bangladesh) Mr. Bob Dahl (IFES) Mr. Solli Kurniawan (IFES)

\* Includes Indonesian interpreters

## **APPENDIX F**

### **AAEA Observer Manual for the 1999 Indonesian Elections**

**ASSOCIATION OF ASIAN ELECTION AUTHORITIES (AAEA)  
ELECTION OBSERVATION MISSION**

***MANUAL AND CHECKLISTS***

**REPUBLIC OF INDONESIA  
National Parliamentary Elections  
June 7, 1999**

***Facilitated by the International Foundation for Election Systems  
AAEA Interim Secretariat***

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# **AAEA Observation Mission Manual and Checklists**

## **1. Role of the Observer**

The conduct of a transparent and open election process in accordance with established legislation is fundamental to a democratic society. Observers, both domestic and international, are an important element of a free election. The presence of observers serves many purposes:

- It raises public confidence in the process;
- It works to deter those who would engage in election fraud;
- It reduces the opportunities for wrongful allegations of election fraud; and
- It serves as a mechanism for providing information on which lawmakers and election officials can assess the process and plan for future improvements.

Your role as an international observer is to provide a clear international presence at the polling places, to observe the electoral process as it takes place, and to make an informed assessment of the conduct of the election. Your role is unique. Election participants will look to your views as key to the evaluation of the freeness and fairness of the election. Sometimes, the very presence of international observers is perceived as “legitimizing” the process.

Election observation is more than just a technical exercise. An election is a celebration of human rights, especially the right to freely choose the representatives of one’s government (Article 21 of the Universal Declaration of Human Rights). Just by your presence and visibility, you can contribute to preventing violations of human rights associated with elections.

The questions that you will be answering on the observation checklists are all designed to address the following questions:

- Are the polling stations managed well?
- Is the voting process efficient?
- Are polling station staff members adequately trained?
- Are voters free from intimidation and threats and are their votes secret?
- Is the voting process free from fraud?

## **2. Code of Conduct for Observers**

Observers must conduct themselves according to the following fundamental principles for election observation:

- ❑ Observers must wear their official accreditation from the Government of Indonesia at all times when they are in polling stations, counting centers, and other election sites.

- ❑ Observers must be non-partisan and neutral and must never express any bias or preference toward parties or candidates.
- ❑ Observers must recognize and respect the sovereignty of the host country and not interfere in the internal jurisdiction of the host country.
- ❑ Observers must not display or wear any partisan symbols, colors, or banners. (In Indonesia, it is best to avoid wearing the colors red, blue, yellow, and green as they are strongly identified with political parties.)
- ❑ Observers must not interfere in the election process at the polling stations and counting centers. (In Indonesia, rules require that observers (1) refrain from talking to voters inside the polling stations, (2) refrain from handling election materials, and (3) address all comments to the polling station chair.)
- ❑ Observers must be comprehensive in their review of the election, considering all relevant circumstances.
- ❑ Observers should refrain from making personal and premature comments about the conduct of the election to the media and should limit their remarks to general information about the nature of the activity as observers. A formal AAEA Observer Team statement will be made after the election.
- ❑ Observation of the electoral process must be transparent.
- ❑ Observation of the electoral process must be accurate.

### **3. Aspects of Observation**

As you will see in the following pages, you will be asked to observe the pre-election environment, the poll opening procedures, polling operation, closing procedures, and counting procedures.

### **4. Election Day Observation Time Schedule**

As an observer, your schedule must remain flexible. While you should try to visit as many polling stations as possible, it is also important that you remain in each polling station long enough to get a clear sense of how the process is working in each. How long is long enough? That depends on the size of the station, the number of voters present when you are there, and the particular problems encountered at the polling station. As a general rule, you should plan to stay at each station about one-half hour. It may be helpful to schedule your first and last visits at stations near to your hotel.

Below is a suggested timetable for your election day visits. If possible, you should visit a minimum of five and a maximum of ten polling stations.

7:00 - 9:00	Poll Opening (TPS #1)
9:15 - 9:45	TPS #2
10:00 - 10:30	TPS #3
10:45 - 11:15	TPS #4
11:30 - 12:00	TPS #5
12:00 - 12:30	Lunch
12:45 - 1:15	TPS #6
1:30 - Close	TPS #7



## ◆ **Pre-election Observation**

In the brief period after deployment to your observation area and before the election, you will have several tasks that will help you understand whether the area is prepared for the election and whether the citizens believe that the election will be free and fair.

### **(1) Visit the polling stations.**

Where it is possible, your team should try to visit each polling station (TPS) that you will observe on election day. This will allow you to determine the best route to take to get there on election day. It will also give you the opportunity to see if the polling station is adequate for conducting the election.

### **(2) Visit the polling station staff.**

Where possible, your team should try to meet with each polling station staff (KPPS), as well as members of the District Election Committee (PPK) and the Sub-district Election Committee (PPS) to determine if they are prepared and properly trained for the election. You may wish to find out if there are unique circumstances at their polling stations that will affect the way they must conduct the election.

### **(3) Visit the political parties competing in the election.**

Where possible, you should attempt to meet with representatives of the competing parties to find out if they are satisfied with election preparation, location of the polling stations, and neutrality of the KPPS. Were they trained to observe and report on the election process? Do they think there will be any election fraud or intimidation in their area? If so, what types of fraud and intimidation?

### **(4) Observe the election and campaign environment around the polling stations and in the general area.**

You should observe whether there are appropriate signs directing citizens to the polling station. You should observe whether there are political party signs or banners around the polling station. (The law requires the removal on 6 June of all campaign materials within 200 meters of the polling stations.) You should observe whether there is any campaigning during the campaign “cooling” period (48 hours before the election). And finally, you should observe whether an atmosphere of intimidation (threats of violence, armed gangs, overly large military or police presence, etc.) exists in the area.

*A pre-election checklist follows. You do not need to complete a checklist for each polling station you visit in the pre-election period. However, please complete one checklist for each area or grouping of polling stations that you are able to visit during this period. You will be supplied with several copies of this checklist.*

# A

## Checklist for Pre-election Observation

Team \_\_\_\_\_

Date of Observation \_\_\_\_\_

Sub-dist. \_\_\_\_\_

Kecamatan \_\_\_\_\_

Kabupaten \_\_\_\_\_

Province \_\_\_\_\_

*For every "No" answer, please write a brief explanation on the back of this checklist!*

- A1. Are the polling stations adequate in size to handle the expected turnout of voters? Yes No
- A2. Are the polling stations accessible to the voters (will it be easy for the voters to find their way)? Yes No
- A3. Are the areas around the polling stations (for a distance of 200 meters) free from campaign signs and posters? Yes No
- A4. Is the village free from threatening and intimidating gangs, police, or military units? Yes No
- A5. Is the village free from campaign rallies and parades? Yes No

***Answer the following questions only if you were able to meet with party agents:***

- A6. Do the party agents believe that the area has been properly prepared for the election? Yes No
- A7. Were the party agents trained in monitoring the election? Yes No
- A8. Do the party agents believe that voters will be threatened or intimidated? Yes No
- A9. Do the party agents believe that voting and counting rules are fair and transparent? Yes No
- A10. Do the party agents believe that polling station staff will conduct the election according to law? Yes No

**A**

## Checklist for Pre-election Observation

Page 2

*Answer the following questions only if you were able to meet with members of the PPS or the KPPS:*

- |      |  |     |    |
|------|--|-----|----|
| A11. | Do the polling station members believe that they have received proper and adequate training? | Yes | No |
| A12. | Do they have the pollworker manual, <i>Election Day Instructions for KPPS Members</i> ?      | Yes | No |
| A13. | Do they have the pollworker newsletter, <i>Warta Pemilu '99</i> ?                            | Yes | No |
| A14. | Did they view the training video on television?  | Yes | No |

*Special Remarks on this Pre-election Observation:*

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◆ **Election Morning: Polling Station Opening Observation**

You should arrive at your first polling station by **7:00** so that you can observe the preparation.

### **(1) Polling Station Environment**

Your first station may be one that you have not seen before. Even if you saw it, the environment may have changed. You should observe whether illegal campaign material has been installed near the polling station. You should observe whether there are campaign workers gathering around the polling station, or any other people that might intimidate the voters.

### **(2) Polling Station Staff (KPPS) and Party Agents**

The KPPS staff should consist of from five to seven people. You should find out from the Chair how many staff members he will have. They should all have arrived by 7:30 hours. Before the polling begins, they must take an oath of office delivered by the Chair.

It is also important to note whether any party agents have arrived. The law allows one party agent for each party on the ballot. They have a right to observe the preparation of the polling station, but they must wear badges and present accreditation to the Chair. There may also be domestic observers. They should also wear badges.

### **(3) Polling Station Layout and Furnishings**

The polling station can be inside a building or outside. It must be large enough to accommodate all of the voters registered for that polling station. It must be arranged so that it is easy for voters to enter, be checked off at the Voter Register, receive their ballots, go to the privacy booth, put their ballots in the ballot boxes, and exit. If the polling station is outside, there should be a rope that marks off the area defined as the polling station.

The regulations require chairs for the voters, the polling station staff, and the party agents. Tables should be set up for the Voter Register, the ballot boxes, the Chair, and the party agents.

The voting booths should be constructed so that only one person can enter (unless a voter needs assistance due to a handicap) and so that the person can vote in secret. There should be enough booths to accommodate voters without creating long lines. Each booth should have either a curtain or bamboo panel at its entrance.

There should be boards for posting the Official List of Candidates, a large tally sheet for the election results, and a poster explaining new election procedures.

#### **(4) Election Materials**

The Chair should have the following materials:

- 3 Ballot Boxes
- 3 sealed envelopes (one for each type of ballot)
- Several Lists of Candidates
- Official and Additional Voter Register
- Indelible ink

The sealed envelopes with ballots and other materials should be locked in one of the ballot boxes until everyone is in place.

#### **(5) Preparing to Open the Polling**

At 8.00, the Chair should:

- Conduct an oath ceremony for polling station staff and party agents;
- Open the locked ballot box and empty it;
- Show any voters and party agents in the polling station that the ballot box is empty, then close it and lock it;
- Show that the envelopes containing the ballots are still sealed;
- Open the envelopes, count and record the total number of ballots;
- Announce the total number of registered voters and the number of ballots received;
- Post the List of Candidates outside the polling station, inside the polling station, and inside the voting booths; and
- Give an explanation to the voters of the voting procedure.

Note: Actual voting will not begin until the above steps are completed. This may be 8.30 or later.

*A polling station opening checklist follows. Your team will only complete one.*

**B****Checklist for Polling Station Opening Observation****Team** \_\_\_\_\_**TPS Name/Number** \_\_\_\_\_**Sub-dist.** \_\_\_\_\_**Kecamatan** \_\_\_\_\_**Kabupaten** \_\_\_\_\_**Province** \_\_\_\_\_

*For every "No" answer, please write a brief explanation on the back of this checklist!*

- B1. Is the area around the polling station (for a distance of 200 meters) free from campaign signs and posters? Yes No
- B2. Is the area around the polling station free from campaign workers, gangs, or police or military units who might intimidate the voters? Yes No
- B3. Is the polling station adequately arranged so that voters can enter, vote, and leave with ease? Yes No
- B4. Are there sufficient tables and chairs for staff, voters, and party agents? Yes No
- B5. Is the complete polling station staff present? Yes No
- B6. Was the ballot box containing the ballots still closed and sealed when you arrived? Yes No
- B7. Are party agents present? Yes No
- B8. *If party agents present, how many are present?* \_\_\_\_\_
- B9. *If party agents present, what parties do they represent?*  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
- B10. At 8.00, did the Chair hold an oath ceremony for staff members? Yes No

**B**

**Checklist for Polling Station Opening Observation**

*Page 2*

- |      |   |       |    |
|------|---|-------|----|
| B11. | At 8.00, did the Chair empty the ballot box and show it to the voters and party agents present? | Yes   | No |
| B12. | Were the envelopes containing ballots still sealed?   | Yes   | No |
| B13. | Did the Chair count the ballots and announce the number?  | Yes   | No |
| B14. | Did the Chair announce the number of voters on the Voter Register?                              | Yes   | No |
| B15. | Are the Lists of Candidates posted in the proper places?  | Yes   | No |
| B16. | At what time did voting actually begin?   | _____ |    |

*Special Remarks on this Polling Station Opening Observation:*

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## ◆ **Election Day: Polling Station Operation**

As you travel from station to station, there are several things you should observe, both outside and inside the station. Some of the questions on your checklist will repeat questions you have answered before. The reason for repeating them is that the environment around the polling station may have changed from what you observed in the days before the election.

### **(1) Polling Station Environment**

You should observe whether illegal campaign material has been installed near the polling station. You should observe whether there are campaign workers gathering around the polling station, or any other people that might intimidate the voters.

### **(2) Polling Station Staff (KPPS) and Party Agents**

You should note whether there is adequate staff to manage an efficient election. (The regulations call for between five and seven staff members.)

It is also important to note whether any party agents are present. The law allows one party agent for each party on the ballot. They have a right to observe the polling process, but each must wear a badge. There may also be domestic observers. They must also wear badges.

### **(3) Polling Station Layout and Furnishings**

The polling station can be inside a building or outside. It must be large enough to accommodate all of the voters registered for that polling station. It must be arranged so that it is easy for voters to enter, be checked off at the voter register, receive their ballots, go to the privacy booth, put their ballots in the ballot box, and exit. If the polling station is outside, there should be a rope that marks off the area defined as the polling station.

The regulations require chairs for the voters, the polling station staff, and the party agents. Tables should be in place for the voter register, the ballot box, the Chair, and the party agents.

The voting booths should be constructed so that only one person can enter (unless a voter needs assistance due to a handicap) and so that the person can vote in secret. There should be enough booths to accommodate voters without creating long lines. Each booth should have either a curtain or bamboo panel at its entrance.

There should be boards for posting the Official List of Candidates, a large tally sheet for the election results, and a poster explaining new election procedures.



#### **(4) The Polling Process**

Voters may be given number cards; if so, they should be called up to vote in the order of their numbers. When the voter goes to the table with the Voter Register, he or she should announce his or her name. As soon as the staff member finds the name, the voter will show his Notice of Registration. The voter's finger should be checked for indelible ink. Then the voter will go to the table with the ballot papers. There, the Chair, the Vice-Chair, and one other staff member will sign the back of each of three folded ballots (each ballot – one for the DPR, one for DPRD-I and one for DPRD-II -- will be of a different color). The Chair will also place a hologram sticker next to the signatures. After handing the ballots to the voter, the Chair will explain the proper procedure to the voter.

The voter will take the ballots into the voting booth and, using a nail or other punching tool, will punch a hole in the middle of the symbol of the party of his or her choice. The voter will then refold the ballot so that the polling station staff signatures and hologram are showing. The voter will then deposit each ballot in the box marked for the appropriate color.

A staff member will coat the end of the voter's finger with indelible ink. As a final step, a staff member should hand the voter a brochure explaining the vote counting process.

There are several special circumstances in the voting process that should be properly addressed by the polling station staff:

- If the voter cannot be found on the Voter Register but has a Notice of Registration, the voter's name is added to the Additional Register, and the voter is allowed to vote.
- If the voter does not have a Notice of Registration but can be found on the Voter Register, the voter is allowed to vote if he or she shows a valid identification card.
- A "Model A2" form allows a voter to vote at a polling station that is not his or her regular station. This type of voter will not be found on the Voter Register, but should be allowed to vote. The voter's name should be added to the Additional Register.
- If the voter does not have a Notice of Registration (or a Model A2 form) and cannot be found on the Voter Register, he or she should not be permitted to vote.
- A physically disabled voter may ask for assistance in voting from a trusted friend, relative, party agent, observer, or polling station staff member. Otherwise, no one should enter the voting booth with the voter.

*A polling station operation checklist follows. Please complete one checklist for each polling station you visit.*

# C

## Checklist for Polling Station Operation Observation

Team \_\_\_\_\_

TPS Name/Number \_\_\_\_\_

Sub-dist. \_\_\_\_\_

Kecamatan \_\_\_\_\_

Kabupaten \_\_\_\_\_

Province \_\_\_\_\_

*For every "No" answer, please write a brief explanation on the back of this checklist!*

- C1. Is the area around the polling station (for a distance of 200 meters) free from campaign signs and posters? Yes No
- C2. Is the area around the polling station free from campaign workers, gangs, or police or military units who might intimidate the voters? Yes No
- C3. Is the polling station adequately arranged so that voters can enter, vote, and leave with ease? Yes No
- C4. Are there sufficient tables and chairs for staff, voters, and party agents? Yes No
- C5. Is the complete polling station staff present? Yes No
- C6. Which parties do the polling station staff members represent?  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
- C7. Are there party agents present? Yes No
- C8. *If party agents present, how many are present?* \_\_\_\_\_
- C9. *If party agents present, which parties do they represent?*  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
- C10. Are all voters who show a Notice of Registration being permitted to vote? Yes No

# C

## Checklist for Polling Station Operation Observation

Page 2

- |      |   |     |    |
|------|---|-----|----|
| C11. | Are all voters who show a "Model A2" form being permitted to vote <i>and</i> are they being written on the Additional Register?             | Yes | No |
| C12. | Are voters who are not on the Voter Register <i>and</i> do not have a Notice of Registration or Model A2 form being prohibited from voting? | Yes | No |
| C13. | Are voters' fingers being checked for ink before they vote?   | Yes | No |
| C14. | Are three polling station staff signing the ballots before giving them to the voters?   | Yes | No |
| C15. | Are the hologram stickers being put on the ballots before giving them to the voters?  | Yes | No |
| C16. | Are disabled voters being assisted by persons they choose?  | Yes | No |
| C17. | Is only one voter at a time being allowed in each voting booth?   | Yes | No |
| C18. | Is each voter being properly instructed on folding and depositing the ballots in the ballot boxes?  | Yes | No |
| C19. | Are voters' fingers being marked with ink before they leave the polling station?  | Yes | No |
| C20. | Are all people in the polling station, other than voters, wearing identification badges?  | Yes | No |

*Special Remarks on this Polling Station Operation Observation:*

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## ◆ Closing and Counting

At your final polling station, you will observe both the closing procedures and the ballot counting.

### (1) Closing Procedures

The polling station should close at 2:00 o'clock. At that time, anyone in the queue should be permitted to vote. No one who arrives at the polling station after closing time should be permitted to vote. The Chair should announce that voting has ended, and the slots on the ballot boxes should be sealed with a form.

### (2) Counting

All party agents and observers should be permitted to observe the counting.

The first step in the counting process is to determine the number of voters and the number of used, unused, and spoiled ballots. The number of voters should be determined by counting the ticks on the Voter Register. This number should be announced to the observers and party agents. The number of unused and spoiled ballots should then be counted and announced. All of these numbers should be entered on a form (Model C1).

A table should be arranged for counting the ballots. This table should be secure, free from other objects, and clearly in view for party agents and observers.

The ballot box for the DPR election should be opened first. Counting of the ballots for this election should be completed before the process is begun for each of the other elections. At all points, the Chair should supervise the counting process. There should be absolutely no interference from party agents or observers.

The ballot box should be emptied on the table and the ballots, still folded, should be counted and the total number entered on the Model C1 form. At this point, the ballot count should be reconciled. The number of used and unused ballots should equal the number of ballots received by the polling station staff. If the numbers do not agree, the staff should record and attempt to explain the discrepancy on the Model C1. Then, the ballots should be unfolded and inspected by the Chair to determine whether each ballot is valid. A ballot is not valid if:

- It does not have the three staff signatures on the back.
- It does not have the hologram sticker on the back.
- It has no punch or more than one punch.
- It has writing or other markings on it.
- It appears to be a fake ballot.

If a ballot is declared invalid, the Chair should announce why it is declared invalid.

To count the votes, the Chair should read the name of the party receiving the vote on each ballot. Two staff members should record the vote by placing a tally mark next to the appropriate party on the “Model C2” form. Another staff member should do the same on a large Model C2 mounted on a board and clearly visible to all observers.

Once the results for the DPR election have been tallied, the Chair should announce the totals. Then the same process outlined above should be repeated for the DPRD-I and DPRD-II elections.

When the tallying is completed and the results announced for all three elections, the staff members and party agents should sign the appropriate forms and the Chair should distribute copies of the results to the party agents, observers, and staff members. A copy of the results should also be posted in a visible location in the polling station.

Valid and invalid, and spoiled ballots should be placed in their appropriate envelopes. The envelopes should be placed in a bag, the bag should be placed in a ballot box, and the ballot box should be locked.

Finally, the polling station staff members must transport the ballot boxes and election materials to the PPS (the sub-district Election Committee). Party agents and observers have the right to accompany the staff members as they deliver the materials.

*A closing and counting checklist follows. Your team will only complete one.*

# D

## Checklist for Closing and Counting Observation

Team \_\_\_\_\_

TPS Name/Number \_\_\_\_\_

Sub-dist. \_\_\_\_\_

Kecamatan \_\_\_\_\_

Kabupaten \_\_\_\_\_

Province \_\_\_\_\_

*For every "No" answer, please write a brief explanation on the back of this checklist!*

- |      |  |        |
|------|--|--------|
| D1.  | Did the Chair officially close the polling station at 2.00?  | Yes No |
| D2.  | Were voters in the queue at closing allowed to vote?<br><i>If yes, about how many?</i> _____                   | Yes No |
| D3.  | Were voters who arrived after closing turned away?<br><i>If yes, about how many?</i> _____                     | Yes No |
| D4.  | Were the ballot boxes sealed properly at closing?  | Yes No |
| D5.  | Were observers and party agents allowed to stay for the counting?<br><i>If yes, how many stayed?</i> _____     | Yes No |
| D6.  | Did the polling station staff add up the number of voters marked in the Voter Register and announce the total? | Yes No |
| D7.  | Were the ballots from the first ballot box emptied on to a clean table that was visible to observers?          | Yes No |
| D8.  | Did the number of ballots equal the number of voters voting?<br><i>If no, what was the difference?</i> _____   | Yes No |
| D9.  | Did the Chair announce the reason for declaring any ballot invalid?  | Yes No |
| D10. | Did the counting process appear to be free from fraud?   | Yes No |

**D**

**Checklist for Closing and Counting Observation**

*Page 2*

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|------|--|-----|----|
| D11. | Were the tallies recorded on the large Model C2 form?  | Yes | No |
| D12. | Was the same process followed for the other two ballot boxes?  | Yes | No |
| D13. | Were the results posted <i>and</i> given to party agents and observers?  | Yes | No |
| D14. | Were the ballots and other materials sealed properly for transport?  | Yes | No |
| D15. | Were party agents and observers permitted to accompany polling station staff while they delivered the election materials to the PPS? | Yes | No |

*Special Remarks on this Closing and Counting Observation:*

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**Overall, do you believe that the opening, voting, closing, and counting processes were well managed and free from fraud?**

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**E**

**Serious Incident Form**

