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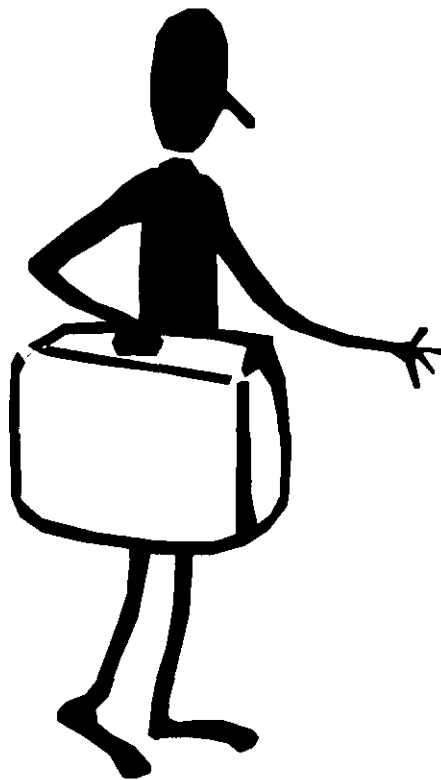
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OSCE ORIENTATION MANUAL

FOR NEW & INCOMING STAFF



Organisation for Security and Co-operation in Europe
Mission to Bosnia and Herzegovina

Developed by Voter Education and Training
April 1997



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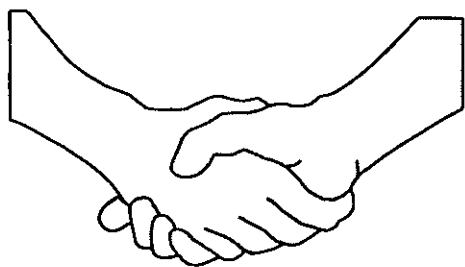
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Introduction

Welcome to Bosnia and Herzegovina

On behalf of the Organisation For Security and Co-operation in Europe (OSCE), we would like to **welcome you to Bosnia and Herzegovina (BiH)**. We look forward to working with you in helping to supervise the 1997 Municipal Elections. Ours is a unique opportunity to work together in partnership with the citizens of this country in conducting these vitally important elections.

We realise that some of you who have travelled here have done so at great personal sacrifice. It is not easy being away from home and working in a strange environment. Many of you have not done anything like this before. We want you to know that **we appreciate you** and want to do everything we can to make your work experience here a rewarding one.

We also want to warn you that working in any elections environment can be frustrating and confusing at times. **Don't be discouraged.** All who have travelled here have experienced those moments, especially in the beginning. Hopefully, this manual will help you in your orientation process.

Above all, don't be afraid to ask questions and seek the help you need. **We are glad you are here.**

Good Luck!!



Purpose of this Manual

This Orientation Manual is designed to acquaint those who will be working with the OSCE in supervising the 1997 Municipal Elections in Bosnia and Herzegovina.

This manual will provide you with:

- 👍 **general information** about the environment in which you will be working
- 👍 background information on the OSCE
- 👍 a governmental outline of Bosnia and Herzegovina
- 👍 a voter registration outline to be used for the 1997 Municipal Elections.

After reading this material, you should have a:

- 👍 working knowledge of all of the organisations and procedures associated with the voter registration process here in Bosnia and Herzegovina
- 👍 good grasp of the culture in which you will be working
- 👍 working knowledge of the terms

REMEMBER:

- 👍 this manual is **not** designed to give you all of the details of your particular job assignment
- 👍 ***please don't assume that terms you are used to hearing and using have the same meaning in Bosnia and Herzegovina***

This manual was **prepared based** on the **Rules and Regulations** of the Provisional Election Commission, that were in place at the time of publication. When you are working on a specific assignment, it is always a good idea to **refer** to the **most recent version of the Rules and Regulations** in addition to the material you find in this manual. Depending on the specific duties you will be performing, the details you need will be covered in separate manuals and training.

Let's Get Started!!



OSCE Structure

In the Beginning

Originally, the Organisation for Security and Cooperation In Europe (**OSCE**) was called the Conference on Security and Cooperation in Europe (CSCE).

The CSCE was started in the early 1970's to **improve communication** between the East and West. The Helsinki Final Act of the CSCE, signed in 1975, established basic principles governing how member States would behave towards their citizens and each other.

The OSCE **cooperates closely** with the United Nations, NATO, Council of Europe, West European Union, and other organisations.

When did the CSCE Become the OSCE?

In 1990, the CSCE was called upon to manage the many historic changes taking place in Europe.

In recognition of these changes and the ever expanding role of the CSCE, the 1994 Budapest Summit **changed the name** of the CSCE to the **Organisation for Security and Co-operation in Europe** (OSCE).

Today, there are **55 member States**. All States have equal status, and all decisions of the OSCE are made by consensus.

The OSCE Mission

The OSCE has been called upon to assume many **different roles including:**

- ❖ arms control
- ❖ conflict prevention
- ❖ crisis management

The Permanent Council - What is this?

The OSCE's **regular body** for political consultation and decision making is the Permanent Council which meets **once a week** in Vienna, Austria. The **Senior Council** is made up of the political directors of participating States who meet three times a year.

The Chairman-in-Office (CiO) of the OSCE has overall responsibility for executive action. The Chairmanship **rotates annually**; in 1997 it is held by Denmark and in 1998 it will pass to Poland. The current Chairperson is assisted by the previous Chairperson and the Chairperson who will follow in succession. **This is called the Troika.**

OSCE in Bosnia and Herzegovina

On December 14, 1995, the Republic of Bosnia and Herzegovina, the Republic of Croatia, and the Federal Republic of Yugoslavia, signed the **General Framework Agreement for Peace** bringing an end to an armed conflict which had started in 1992.

This General Framework Agreement for Peace called for the OSCE to:

- ❖ **supervise** the electoral process in Bosnia and Herzegovina
- ❖ **monitor** human rights
- ❖ **assist** the parties in negotiations on confidence building measures and arms control

The involvement of the OSCE in Bosnia and Herzegovina has been called the **OSCE's biggest operational challenge.**

The Mission in Bosnia and Herzegovina is OSCE's most **engaged Mission** in terms of commitment of:

- ❖ personnel
- ❖ resources
- ❖ equipment

The Mission has its **Head Office** in Sarajevo and is led by United States **Ambassador Robert H. Frowick** as **Head of Mission (HoM)**. There are 26 Field Offices, 5 Regional Centres, and Supplemental Election Offices established around the country, with a total of approximately 200 international staff members.

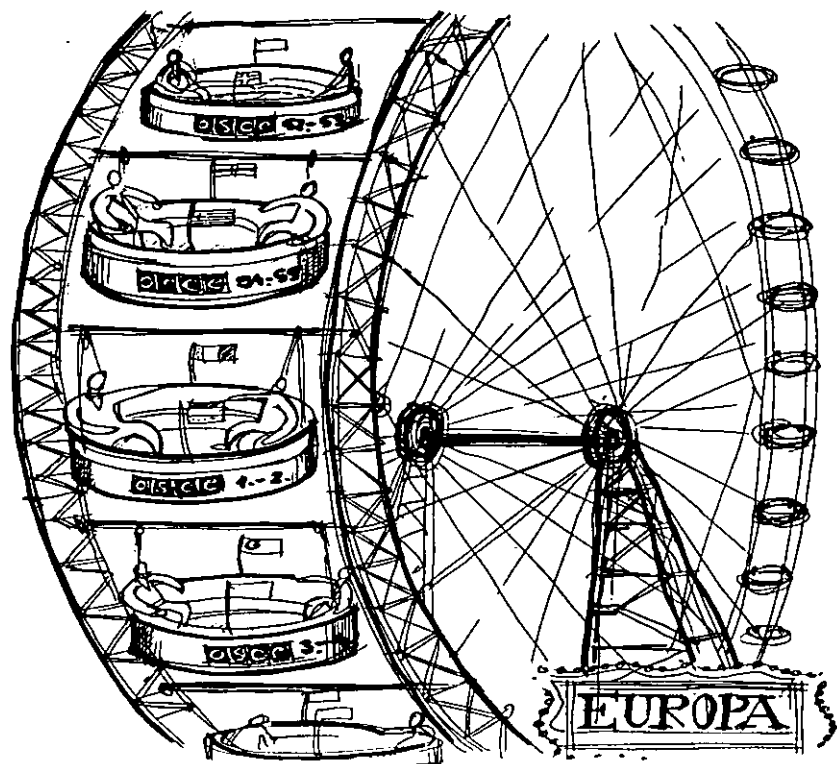
In accordance with the spirit of the General Framework Agreement for Peace, (Annex 3), a **Provisional Election Commission (PEC)** was created and charged with conducting national and local elections. The **Provisional Election Commission (PEC)** adopted **Rules and Regulations for conducting Municipal Elections**.

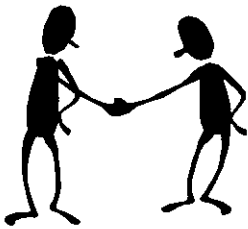
The **PEC** also engaged itself in formal discussions relative to **strategies** for:

- ❖ voter registration
- ❖ voter education

As reported in **OSCE's Newsletter** (January 1997), "The Mission's democratisation personnel have outlined a Democratisation Programme which will implement projects designed to promote dialogue and reconciliation initiatives, civil society and democratic institution building."

OSCE is working in a coordinated effort to reach these stated goals and objectives.





Electoral System

Structure of Government in Bosnia and Herzegovina

Bosnia and Herzegovina is a sovereign state consisting of two entities:

- ❖ The Federation of Bosnia and Herzegovina
- and
- ❖ The Republika Srpska

The **Federation comprises 51%** of the total territory of BiH and the **Republika Srpska comprises 49%** of the total territory of BiH.

In Bosnia and Herzegovina, there are four branches of government:

- ❖ the Executive Branch
- ❖ the Legislative Branch
- ❖ the Judiciary, and
- ❖ the Monetary Branch

The Executive Branch is composed of the Presidency, which is a **tripartite Presidency**, which consists of:

- ❖ one Bosniac directly elected from the Federation
- ❖ one Croat directly elected from the Federation
- ❖ one Serbian, directly elected from the Republika Srpska

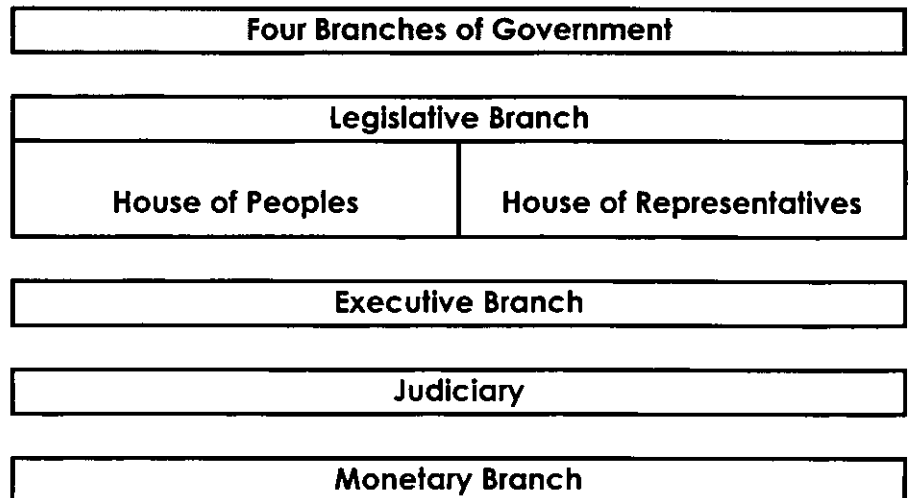
The Legislative Branch is a bicameral body which consists of:

- ❖ a 15 member House of Peoples
- ❖ a 42-member House of Representatives

The Judiciary consists of:

- ❖ the Constitutional Court

Within the Judiciary, decisions are rendered regarding constitutional disputes and appeals from the Entity Courts.



Structure of Government in the Two Entities

Within **each Entity**, there is a legislative body.

In the **Federation of Bosnia and Herzegovina**, the legislative body is called the **Federation Assembly** which is made up of:

- ❖ the House of Representatives
- ❖ the House of Peoples

In **Republika Srpska**, the legislative body is called the **National Assembly**. The National Assembly is elected directly by the people.

The Entity governments retain all powers which are not expressly granted to Bosnia and Herzegovina under the Constitution.

Local Structures

At the local level in the Federation, there are 10 Cantonal Assemblies and **structures established for electing municipal assemblies**. This structure constitutes new authorities in municipal government.

- ❖ While most of the municipalities have clearly identifiable and distinct boundary lines separating them from other municipalities, there are a number of areas where **"split/divided" municipalities** exist. As a result of the war these municipalities are "split/divided" by the **Inter-Entity Boundary Line (IEBL)**.
- ❖ The effect of a **"split/divided municipality"** is that part of the municipality is located in one Entity while the other part is located in the other Entity. Simply, part of a municipality is in the Federation of Bosnia and Herzegovina and the other part is in Republika Srpska.

1996 Election Information

In September 1996, elections were held for presidential, canton assemblies and other national offices.

The Party of Democratic Action was the **lead political party** with respect to popular support. They received the most votes cast:

- ❖ Presidency (730,592)
- ❖ Federation Assembly (78 out of 140 seats)

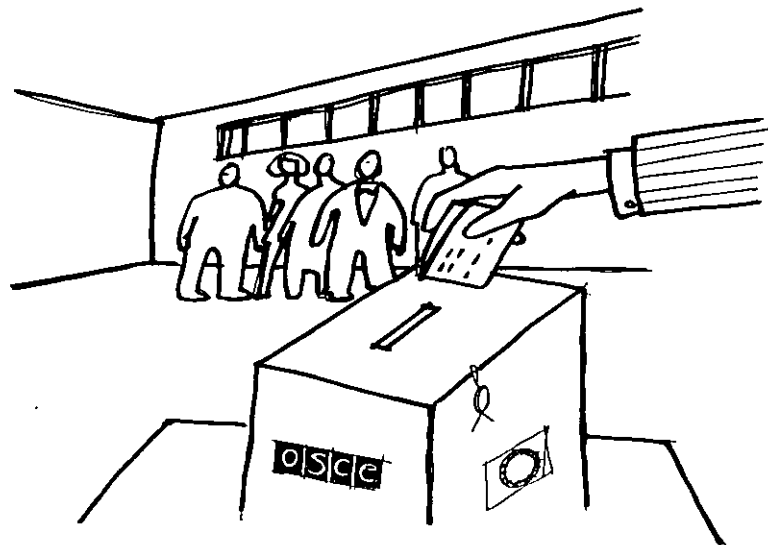
The **Party of Democratic Action** won the most seats in the Federation of Bosnia and Herzegovina:

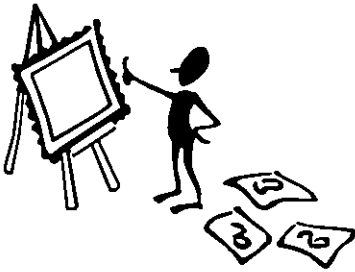
- ❖ Parliamentary Assembly (16 of 28)

The **Serb Democratic Party** won the most seats in the Republika Srpska:

- ❖ Republika Srpska House of Representatives (9 of 14)
- ❖ National Assembly (45 of 83)

The allocation of seats based on the election results is determined by a mathematical formula based on a proportional representation system.





Background on the 1997 Municipal Elections

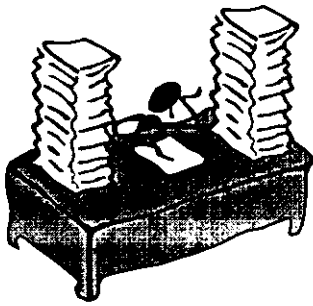
1997 Municipal Elections are scheduled for **13 and 14 September 1997** for the purpose of electing officials to fill offices at the municipal level (municipal assemblies).

- ❖ **Representation of political parties**, coalitions, and independent candidates in the Assemblies will be based on a **proportional representation** formula.
- ❖ **Municipal Elections will complete the cycle of elections** in Bosnia and Herzegovina supervised by the OSCE and mandated under the General Framework Agreement for Peace.

The conduct of Municipal Elections is an important step in the continuing progress toward reconstructing Bosnia and Herzegovina.

On **6 March 1997**, **Danish Foreign Minister Niels Helveg Petersen**, Chairman-in-Office of the OSCE, issued a statement announcing that the dates for **Municipal Elections** will be **13 and 14 September 1997**.

The **decision** was **made** upon the **recommendation** of the **Head of the OSCE Mission** in Bosnia and Herzegovina, Ambassador Robert H. Frowick and with the **concurrence** of the members of the **Provisional Election Commission**.



The Voter Registration Process

The Commissions

The Provisional Election Commission (PEC) is the **national administrative authority** for the **electoral process**. The PEC is chaired by the OSCE Head of Mission, Ambassador Robert H. Frowick, and comprised of:

- ✧ one representative from BiH
- ✧ one representative from the Republika Srpska
- ✧ one representative from the Federation of Bosnia and Herzegovina
- ✧ four representatives from the international community, including the Chairperson

The PEC is given specific duties and responsibilities including:

- ✧ **developing** the **necessary Rules and Regulations** for electoral administration
- ✧ **planning** the electoral process
- ✧ **organising** the electoral process
- ✧ **coordinating** the election

Within Bosnia and Herzegovina, a number of Local Election Commissions (LECs) exist. The LECs are constituted **electoral bodies** at the local level.

The members on the LECs are "**authorised agents**" of the PEC and are **responsible** for the **conduct of elections**, including voter registration, under the supervision of the OSCE and the PEC.

In accordance with the Rules and Regulations established by the PEC, there is a **prescribed method and timeline** for **conducting voter registration**.

Timeline

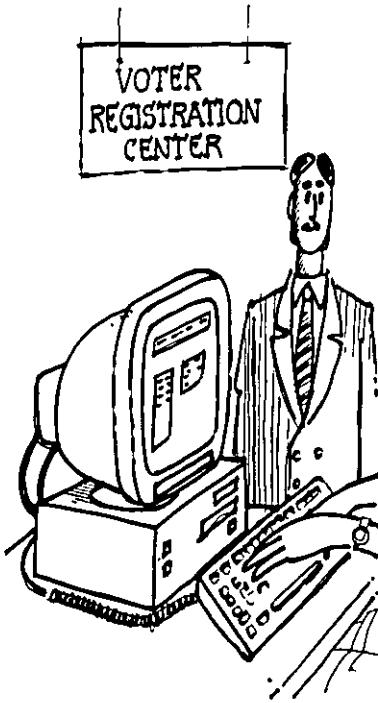
- ✱ **registration period will be 5 May to 16 June**

Method

- ✱ voter registration will be conducted for the purpose of **establishing a Final Voters Register**
- ✱ each Voter Registration Centre will be **designated by an LEC**
- ✱ registration will take place **at Voter Registration Centres**, administrated by a Voter Registration Committee
- ✱ each Voter Registration Centre will be staffed by a local chairperson, local staff and an International Supervisor

Any **citizen of Bosnia and Herzegovina** who is 18 years of age or older, residing in or out of the country, whose name appeared on the 1991 Census is **eligible to register**.

- ✱ If a name is not on the 1991 Census, a person may still register by presenting specific documentation to the Citizen Verification Sub-Commission that proves his or her citizenship.



Steps in Voter Registration

In order to **become registered**, a citizen residing in BiH must go **in person** to a **designated Voter Registration Centre** in the municipality in which he or she currently resides. The Voter Registration process includes:

- ✱ **presenting personal identification documents** to the Voter Registration Committee
- ✱ having the voter's **name checked** against the 1991 Census
- ✱ **signing** the necessary **Voter Registration Form**
- ✱ **determining** the applicant's **eligibility**
- ✱ **assisting** the voter in exercising his or her **options**
- ✱ **assigning** the voter to a **polling station** or **absentee station**
- ✱ **issuing** the voter a registration receipt

Any questions relating to a violation of the Rules and Regulations, may be appealed directly to:

- ✱ the Election Appeals Sub-Commission
- OR**
- ✱ the PEC

When the registration period is ended, the Voter Registration Committee is required to **display a Preliminary Voters Register** at each Voter Registration Centre:

- ✘ The Preliminary Voters Register should contain the name and identification number of each person who registered at that particular Centre during the registration period.

Citizenship Verification Sub-Commission is established to review documentation for those persons who are not found on the 1991 Census.

The **Election Appeals Sub-Commission** will process appeals concerning individuals who have been refused an opportunity to register by the Voter Registration Committee.

Preliminary Voters Register

Once a person has been issued a Voter Registration Receipt, his or her name is then **entered into the records** as having registered.

Claims and Objections

Following the registration period, the PEC has established a **time frame** for the **filing of claims** and **objections** relative to the Preliminary Voters register.

This period is provided in order to allow time for anyone to lodge a claim or objection concerning the register. Complaints and objections may range from those where:

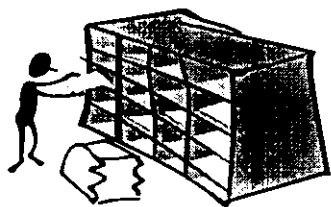
- ✘ an individual's name is omitted from the register
- ✘ an individual's name who has died and is on the register
- ✘ the name of an individual who does not have citizenship status in Bosnia and Herzegovina is on the register

In essence, it is an **administrative time period** which is allowed for the Voter Registration Committee and the public to **verify** the **accuracy** of the Preliminary Voters Register.

Final Voter Register

When the claims period is over, a **Final Voters Register** will be prepared for each **polling station** and **absentee station**. The Final Voter Register will **include** the names of **all voters** who have registered and their polling station assignment.





Out-of-Country Voting Overview

Voter registration and balloting for BiH citizens living outside of BiH borders will be conducted by the OSCE Out-of-Country Voting Program (OCV). In order to carry out these tasks, OCV works in conjunction with the International Organisation for Migration (IOM), an OSCE contracted international organisation.

To advise OSCE and IOM in implementing the Out-of-Country Voting programme, the **OCV Steering Board** has been established.

The Steering Board is chaired by Dr Jorgen Elklit, a representative of the OSCE Chairman-in-Office. Other members will be representatives from the office of the OSCE Secretary General, OSCE BiH, IOM, as well as other participating organisations.

International Organisation for Migration (IOM)

OSCE has signed a **Memorandum of Understanding (MOU)** with IOM to manage the voter registration and balloting programme for BiH citizens living outside of Bosnia and Herzegovina.

IOM will **provide operational and management expertise**. In general, IOM is responsible for operating OCV offices in Vienna, Austria and Bonn, Germany as well as Voter Registration Centres in Belgrade, The Federal Republic of Yugoslavia (FRY), Zagreb, Croatia and Bonn, Germany.






In addition, IOM manages the **By-Mail Registration** and **voting programme** for Out-of-Country voters in **other countries**.

Municipal Election Phases

The **administration** of the Municipal Election and registration process for Out-of-Country Voting is composed of two phases:

- 1 **Pre Registration Phase**
- 2 **Registration Phase**

Pre-Registration Phase - Key Points:

-  establishment of program infrastructure
-  negotiations with the refugee host governments, concerning their participation
-  establishment of Out-of-Country Voter Registration Centres in Vienna, Bonn, Belgrade and Zagreb (currently planned are 25 Voter Registration Centres in Croatia, 35 Voter Registration Centres in FRY and one Voter Registration Centre in Austria and Germany)
-  distribution of voter education, training and election information materials; coordination and training of Registration Supervisors
-  recruitment and training of Future Municipality Adjudicators who will determine the eligibility of Out-of-Country voters to vote in municipalities where they intend to reside when they return to BiH.

Registration Phase - Key Point:

The purpose of the Out-of-Country Voter Registration Programme is to register citizens of Bosnia and Herzegovina currently residing outside the borders of BiH to vote in the 1997 BiH Municipal Elections.



Organisation

OCV **registration** will **occur in-person** at Out-of-Country Voter Registration Centres in FRY and Croatia for BiH citizens residing in those countries and **by mail** through OCV offices in Austria and Germany for all other countries.

Whether stationary or mobile, **all Out-of-Country Voter Registration Centres** will be supervised by international staff.



Mail-In Registration (All Countries With The Exception of FRY And Croatia)

Any eligible voter **wishing to cast a ballot** must **first register** to vote. Voter registration applicants who register by mail can obtain Out-of-Country Voter Registration Forms at various NGO/IO offices and government offices located in their host countries. In many cases, Out of County Registration Forms will also be sent, by the host government, directly to BiH citizens residing abroad.

Applicants will fill out the **voter registration forms** and submit them **by mail** with any required identification documentation (**photocopies, not originals**) to the OCV office in Vienna. BiH citizens residing in Germany should mail their registration form and documentation to the OCV office in Bonn. Those who are **deemed ineligible** according to PEC Rules and Regulations will be **informed of this status**. Those who are **deemed eligible**, according to the Rules and Regulations, will be **issued an OCV Registration Receipt by mail**.



In-Person Registration In FRY And Croatia

The voter registration process in FRY and Croatia will essentially **parallel the registration process** conducted within the borders of BiH. Applicants will complete scannable registration forms **in person** at Out-of-Country Voter Registration Centres and Voter Registration Committee staff will verify voter eligibility.

Eligible voters will be issued an **OCV Voter Registration Receipt**. Those who are deemed ineligible according to PEC Rules and Regulations will be informed of this status.

Scannable OCV registration forms will be **tracked and collected** at Out-of-Country Registration Centres **in FRY and Croatia**. These will be **bulk-shipped to Sarajevo** on a regular basis for **cross checking** and eventual compilation for a **Final Voters Register**.



Voter Eligibility For Both Mail-In And In-Person Registration

Out-of-Country Voter Registration Staff working in the Out-of-Country Voter Registration Centres are responsible for **verifying voter registration** applicants' voter eligibility, as well as informing registrants of their eligibility.

Those whose names have been located on the 1991 Census or who have provided other proof of citizenship, will be issued a **OCV Voter Registration Receipt** and instructions concerning the upcoming balloting process.

Those whose names **cannot be verified** as eligible voters will be informed of their ineligibility.

Future Municipality

Only BiH citizens residing outside of BiH are eligible to apply to vote in a Future Municipality. Eligible voters who wish to vote in a **Future Municipality** of intended residence **must first complete** a registration form, specifying their **request** to apply to vote in a **municipality of intended residence**, and **submit it in person** to an OCV Voter Registration Centre, in **FRY and Croatia or by mail**, if residing **outside of FRY and Croatia**.

Applicants whose voter eligibility **has been verified** will be issued a receipt verifying their **status as an Out-of-Country Future Municipality applicant**. These applicants must then submit this receipt and the required documentation in person to a designated Future Municipality Voter Registration Centre located in their municipality of intended residence in BiH.

Appeals

Eligible voters whose Future Municipality **Application is denied** have the option to appeal this decision to the Future Municipality Sub-Commission and may choose to vote in their 1991 municipality, as designated on their initial registration form.

Appeals can be submitted **throughout the Future Municipality registration period**.

Processing of Out-of-Country Voter Registration Forms

The OCV office in Vienna **will develop and maintain** computerised records of all registered voters and will forward this information on a regular (weekly) basis to OSCE BiH in order to cross check the out-of-country data with in-country data for double registrations.

Training

All OCV staff will receive training. Five OCV trainers will be contracted by IOM and formally trained by the OSCE Voter Education and Training Department in Sarajevo. These trainers will then train international supervisors and OCV Voter Registration Centre core and support staff out in the field.

Supervision

There will be 100% international supervision at all Out-of-Country Voter Registration Centres located in FRY, Croatia, Austria and Germany.





Conclusion

We would like to again thank you for accepting this important assignment. All of us at the OSCE hope that you find this manual helpful. Hopefully, no matter how technical your task might be, you may refer to this manual.

Thank you for being here. We look forward to working with you, no matter what your assignment may be. Remember, don't get discouraged and don't be afraid to ask questions.



