ELECTORAL ADMINISTRATION AND PERFORMANCE

Findings from a Survey on the October 2000 Municipal Elections in Kosovo

Prepared by

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IFES

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ACKNOWLEDGEMENTS

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Grčak
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Brus
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Raška
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THE FORMER
YUGOSLAV REPUBLIC OF
MACEDONIA
Vrapčište
Brodec
Gostivar
Čajle
Titov Veles
Žirovnica

42° 30'
42° 00'
43° 00'

20° 30'
21° 00'

Legend

- ✪ National capital
- ⊙ Regional capital
- ○ Town, village
- International boundary
- Republic boundary
- Autonomous province boundary
- Major road
- Secondary road
- Railroad
- ✈ Airport

0 10 20 30 40 50 km
0 10 20 30 mi

Map No. 4069 UNITED NATIONS
October 1998

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Cartographic Section

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EXECUTIVE SUMMARY

Following the 28 October 2000 Municipal Elections in Kosovo, the International Foundation for Election Systems (IFES) conducted a survey of people from Kosovo who participated in these elections. The survey was administered during the first two weeks of December, 2000. All Municipal Election Commission (MEC) members, representatives of all political entities, including candidates representing parties, independent candidates, and citizen's initiatives that participated in the elections, and representatives of all 106 NGOs that fielded observers in these elections were invited to participate in the survey. The survey covered all five regions and all thirty municipalities of Kosovo. The purpose of the survey was to assess the performance of electoral administrators in these first elections and to determine lessons that can be learned to improve future electoral administration.

- In total, 461 questionnaires were distributed. Of all possible respondents, 82.4 percent (380) completed the questionnaires.[1]

<u>**Satisfaction with Electoral Administration**</u>

- Overall 81.5 percent of all respondents were satisfied with the organization of the elections. Members of MECs and representatives of NGOs were significantly more satisfied than representatives of Political Parties.

- Of all respondents, 75 percent agreed, "all voters were given a reasonable chance to register." However, only 31.1 percent of respondents believe there were enough registration centers.

- Despite the initial problems experienced with the Voters' Lists, more than two-thirds of the respondents (67.1 percent) agreed that in the Voters' Lists for their municipalities, the information about voters were mostly correct.

- The number of polling centers was severely criticized, with only 18.1 percent of all the respondents agreeing that there were enough polling centers. In response to open ended questions, respondents indicated that this is the aspect requiring most urgent attention for the next elections. Despite this, 56.1 percent of respondents agreed that all voters were given a reasonable opportunity to vote.

- The proportional representation electoral system, with an open list, received resounding support from most respondents.

- Less than half of all respondents were satisfied with the way Polling Station Committees were selected. Representatives of political entities (37.5 percent satisfied) and NGOs (44.3 percent satisfied) were particularly critical of the selection process of Polling Station Committees.

- According to respondents, voter education should receive a lot of attention. Only 53.9 percent believed voters had enough information to know *how* to vote, and 68.3 percent indicated voters knew *where* to vote.

- Most respondents, particularly MEC members, believed that the election equipment was of good quality, and that enough supplies were received to make the election successful.

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[1] All surveys are subject to errors caused by interviewing a sample of persons rather than the entire population. The margin of error for a sample of this size (n=380) is plus/minus 5%.

- Nearly two-thirds of all the respondents (62.1 percent) agreed all political parties and candidates had a fair chance to participate in the election campaign. Respondents were more critical of the media, and only 49.7 percent agreed the media coverage of the election campaign was fair to all parties.

The Central Election Commission and MEC Appointments

- Almost three quarters (73.4 percent) of all respondents indicated that they were aware of the activities and work of the Central Election Commission.

- Although most MEC members (84.2 percent) were convinced that the appointment procedures for MECs were fair to all, representatives of political entities (35.2 percent) were very critical of the appointment procedures.

- Independence of the Election Management Bodies was stressed by a large majority of respondents, with 91.3 percent agreeing that the MECs should remain independent of the Municipal Authorities. There were, however, some respondents (21.1 percent) who agreed that it is acceptable for MEC members to openly associate with political parties.

Training and Preparation of MECs

- MEC members were in general satisfied with the training they received. In open-ended questions, however, the need for more regular training by experts in election administration was stressed. Strong preference was expressed for a decentralized approach to training.

- MEC members expressed a need for more training on voting procedures and electoral systems. Besides knowledge about election processes, they also indicated the need to improve their managerial and public relations skills.

- More than 80 percent of all respondents support the idea of forming an association of election managers. Many respondents (47.1 percent) feel that such an association should include the CEC members.

- Most MEC members (79.8 percent) believe their positions should remain part-time, so that they could also pursue other careers. NGO representatives were more supportive than the other groups of the idea that MEC positions should be full-time.

Cooperation with International Election Officers and Workload

- According to the majority of MEC members (93.3 percent) a good relationship existed between the MECs and the International Election Officers (IEOs). This can be attributed to a very inclusive approach to management followed by the IEOs. Of all MEC members, 64 percent indicated that election-related decisions were taken through reaching consensus between the IEO and MEC members.

- Most respondents (77.4 percent) support cooperation between the IEO and the MEC in making election-related decisions. Very few respondents believe the MEC should reach election-related decisions on their own.

MECs and the Community

- MEC members indicated that political parties and election observers were generally aware of the work of the MEC, and that they found it relatively easy to make contact with these groups. In contrast, they found it more difficult to reach the general public, specifically ethnic minorities. Interestingly the media was also identified as a group MEC members found difficult to reach and less aware of the work of the MECs.

- Political entity and NGO representatives were critical of the availability and accessibility of MEC members. Only slightly more than 20 percent indicated that the MECs were receptive to complaints, that they were easily accessible to discuss the electoral process and that they communicated the details of the electoral process to relevant organizations in the community.

INTRODUCTION

Kosovo is a territory with a particularly conflict-ridden past. Many people in this disputed province of the Federal Republic of Yugoslavia have been displaced from their homes and experienced trauma during the conflict that ravaged this territory and its people, particularly during recent years leading up to the NATO bombing campaign in 1999. After the cessation of the NATO bombing campaign in June 1999, the international community, through the United Nations Mission in Kosovo (UNMIK) and the NATO Kosovo Protection Force (KFOR), took over responsibility for civil administration, reconstruction and general security in Kosovo. One of the major projects of the international community in its quest to restore normality to this territory was to conduct the first democratic elections for the people of Kosovo.

The 28 October 2000 Municipal Elections

The Organization for Security and Cooperation in Europe (OSCE), responsible for democratization and institution building as part of UNMIK, had the mandate for conducting these first elections in Kosovo. The OSCE team started with initial preparations in the fall of 1999. The International Foundation for Election Systems (IFES) was involved from the beginning of this process. IFES deployed an advance team to provide technical assistance in civil registration and election planning. IFES assisted the OSCE in the development of a Central Election Commission, fielded a Senior Advisor to serve as the Director of Elections, and deployed over fifteen advisors to provide technical expertise in the planning and implementation of the elections.[2]

Preparations for the elections were a test for the international community. Internal fighting and subsequent NATO bombing in 1999 resulted in the confiscation or loss of identification and proof of residency for a large percentage of people in Kosovo. Voter registration was difficult because of these complications, and the displacement of the population. Despite the difficulties experienced, the Joint Registration Taskforce, formed by the UN, OSCE and IFES to conduct civil and voter registration, managed to register about 1 million people in Kosovo.

On 28 October 2000, elections took place in each of the 30 municipalities in Kosovo, where voters had to elect 920 members for the 30 new Municipal Assemblies. The elections were conducted using a proportional representation system with open ballots, where voters could indicate their preference for one candidate of the political entity of their choice. Of all the eligible voters, about 79 percent turned out to vote for candidates of the twenty-six political parties, coalitions and citizens' initiatives. Fifteen independent candidates also contested the elections. On 7 November 2000 Special Representative to the Secretary General (SRSG), Bernard Kouchner, certified election results from 27 municipalities. In the three Serb-dominated municipalities (Zveçan, Zubin Potok, and Leposavić/Leposaviq) voter turnout was very low due to the Serb boycott of the registration and election processes. Consequently, the SRSG decided not to certify results in these municipalities.

The Democratic League of Kosovo (LDK), led by Ibrahim Rugova, won 21 of the 27 certified municipalities, taking 504 seats in the election (58 percent of the total). The Democratic Party of Kosovo (PDK) of Hashim Thaci, the former political leader of the KLA, won a plurality in 6 municipalities and received 267 seats (27.3 percent). The coalition Alliance for the Future of

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[2]For a complete report of IFES activities in Kosovo, please go to www.ifes.org/eurlist.htm

Kosovo (AAK), led by former rebel leader Ramush Haradinaj, came in third, garnering 7.7 percent of the vote and 71 seats. Other Albanian parties won only one percent or less of the votes.

Of the ethnic minority parties, the three Bosniac Parties[3] collectively won 7 seats (1.4 percent of the vote), while the Democratic Party of Albanian Ashkali in Kosovo (PDAshK) won 1 seat with 0.1 percent of the vote). The Turkish People's Party of Kosovo (KTHP) failed to win a seat.[4]

Local Participation in Administering the Elections

The OSCE emphasized the necessity of getting residents of Kosovo involved in planning and administering the elections from the beginning. To facilitate this participation, residents of Kosovo were included in the regulatory bodies that governed the elections.

The Central Election Commission (CEC), established through UNMIK Regulation 2000/21[5], was specifically responsible for developing the regulatory framework for the conduct of the elections. The Deputy SRSG for Institution Building and OSCE Head of Mission, Ambassador Daan Everts, chaired the CEC, which consisted of three international members and eight members from Kosovo. All the members were appointed by the SRSG based on their qualifications, and were prohibited from holding high party political office and from being candidates in the elections.

Two additional regulatory bodies, the Election Complaints and Appeals sub-Commission (ECAC) and Municipal Election Commissions (MECs), were established to assist the CEC in implementing its mandate. The ECAC, consisting of an international Chief Commissioner and three Deputy Commissioners from Kosovo, was responsible for adjudicating all complaints concerning the electoral process.

The MECs, under the supervision of the OSCE and the CEC, were responsible for overseeing the conduct of the elections in their respective municipalities. The size of the MECs varied from three to seven members, depending on the size of the municipalities.

In accordance with Electoral Rule 2000/4, MEC members were to assist the International Election Officer in their municipality with meeting deadlines on the electoral timeline. MECs were involved in the hiring process of the polling station committee members and assisted in their training. They also maintained contact with political parties and observers, held public meetings, maintained files and records of meetings, and assisted with voter education initiatives. Specific duties included notifying voters of information necessary for the administration of elections; neutrally and impartially providing political entities and independent candidates information about their rights and obligations; monitoring the political campaign and political entities' adherence to the Code of Conduct; assisting in the appointment and training of Polling Station Committees; assisting in the logistical and technical arrangements at the polling stations; and ensuring the proper conduct in the process of polling, counting, and compilation of the election results. MEC members were appointed for two years and can be removed by the Central Election Commission if they fail to perform their duties properly or impartially

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[3] The three Bosniac parties are the Party of Democratic Action (SDA – 4 seats), the Bosniac Party of Democratic Action of Kosovo (BSDAK – 2 seats) and the Democratic Reform Party of Muslims (DRSM – 1 seat).

[4] For complete election results, visit the OSCE Website at www.osce.org/kosovo.

[5] The term of the current CEC expired on 31 December 2000, after the SRSG Kouchner announced changes to UNMIK Regulation 2000/65.

There were several delays in the appointment of these commissions, and most could only start functioning in September 2000, just over a month before the elections. The role of the MEC was thus restricted, since many of the important decisions (i.e. the number and location of polling stations) were already taken by the International Election Officers who were fielded by the OSCE in the different municipalities.

Purpose of the IFES Electoral Administration and Performance Survey

OSCE Head of Mission, Daan Everts, claimed that the 28 October 2000 municipal elections in Kosovo "will probably go into history as the best ever post-conflict first elections." One can always expect to learn many lessons from the conduct of such first post-conflict elections. As part of a project to build local capacity in electoral administration, IFES decided to conduct a survey to assess electoral administration and performance, and to determine needs for future training of election administrators in Kosovo. In more detail, the survey and report aims to:

- Determine how people from Kosovo who participated in the election as political entities, observers and administrators, assessed the administration of the 28 October 2000 municipal elections;

- Determine lessons that could be learned from this assessment of the past elections and make recommendations for the conduct of future elections;

- Assess specifically the role the MECs played in administering these elections; and

- Make recommendations regarding the preparation of people from Kosovo to take over the administration of the elections in the future.

THE SAMPLE

In this purposive sample, three different groups who participated in the elections were targeted and asked to complete self-administered questionnaires during the first two weeks of December 2000. Firstly all 99 active[6] Municipal Election Commission members were asked to complete the questionnaire during a series of five workshops, one in each region. The completion of the questionnaire was followed by an in-depth discussion of the different issues covered in the questionnaire. Some of the insights from these workshops are also included in this report.

Secondly, representatives of all 256 political entities, including political parties, coalitions, citizens' initiatives and independent candidates who participated in the election in each municipality were asked to complete the questionnaires[7]. Similarly, representatives of all 106 Non-Governmental Organizations (NGOs) that fielded observers in the different municipalities were asked to complete the questionnaires.[8] The OSCE IEOs were responsible for delivering the self-administered questionnaires to representatives of political entities and NGOs, who completed the questionnaires and delivered it back to the IEO. The confidentiality of the responses was stressed, and respondents were provided with envelopes to enable them to ensure confidentiality when they returned the questionnaires.

Response Rates and Sample Description

Of the total of 461 questionnaires distributed, 380 were completed and returned. An overall response rate of 82.4 percent was thus achieved (see Figure 1). MEC members were most responsive, with 89.9 percent completing the questionnaire. Representatives of political parties (85.5 percent) were also highly responsive to the request to participate in the survey. The response rate among representatives of NGOs was somewhat lower (64.2 percent), largely because it was more difficult for the IEOs to locate the different NGO representatives. The high response rate is a testimony to the commitment of the residents of Kosovo to the democratic process and their concern with improving the process in the future.

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[6] There are 123 MEC positions, but several are not filled. In some Serbian municipalities none, or only some positions were taken, while other positions became vacant due to resignations or illness.

[7] In general, IEOs attempted to get the chairperson of the Political Entity or NGO in the specific municipality to complete the questionnaire. Where this was not possible, it was left up to the organization at municipal level to decide who should complete the questionnaire.

[8] The questionnaire for NGO and Political Entity representatives was essentially the same as the MEC questionnaire. Some questions, only relevant to MEC members, were excluded. This made the NGO/Political Entity questionnaire substantially shorter than the one for MEC members. The questionnaire for MEC members was more extensive, since it covered areas that concerned the internal operation of the MECs and the relation of MEC members with the International Election Officers in their respective municipalities.

Figure 1. Response rates
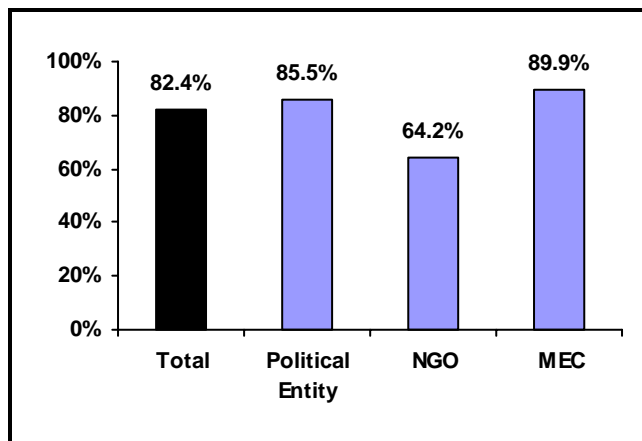
A slightly disappointing aspect of the sample composition is the low representation of women (10 percent). This was a purposive sample, where people were targeted as representatives of organizations that participated in the elections. The low representation of women thus reflects the culture of the organizations, where women were not in positions to represent the organizations, rather than a bias in the selection of the sample.

The sample represents all five regions and thirty municipalities in Kosovo. However, the three municipalities where the Serb majorities boycotted the elections (Zvecan, Zubin Potok, and Leposavić/Leposaviq) are less represented than other municipalities, with only two respondents each.

Figure 2. Age Distribution
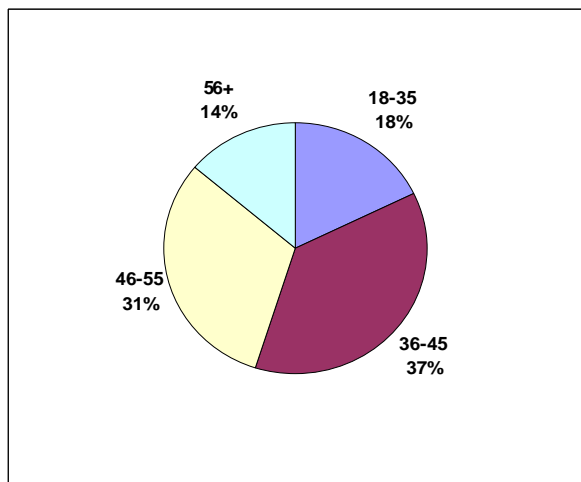
Figure 3. Regional Distribution
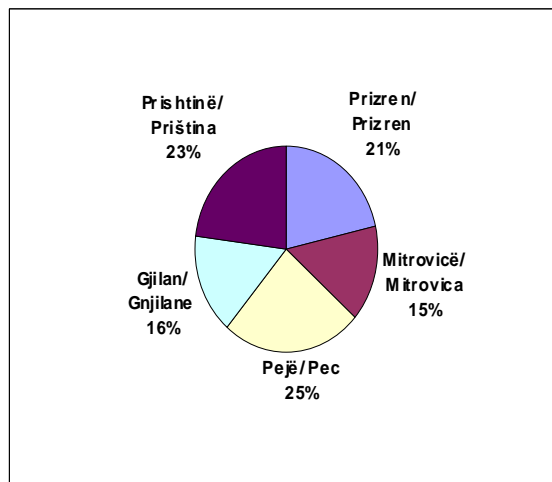
The age distribution of the sample indicates that there is an even representation of age groups in the leadership of organizations participating in the electoral processes in Kosovo. The largest proportion of respondents fall within the 36-45 age group (37 percent) and 46-55 age group (31

percent). Less than 20 percent of respondents fall within each of the older (56+) and younger (18-35) age groups (see Figures 2 and 3).

The legal (24 percent), teaching (22 percent) and engineering (11 percent) professions are quite well represented in the sample. Other respondents indicated that they are economists, farmers or entrepreneurs. Only 2 percent of respondents indicated that they are students.

SATISFACTION WITH ELECTORAL ADMINISTRATION

Overall Satisfaction

How satisfied were respondents with the administration of the 28 October 2000 Municipal Elections in Kosovo? To assess the level of satisfaction, three different questions were asked, one focusing on an overall impression, one measuring satisfaction with different aspects of the election administration, and another requesting specific recommendations from the respondents.

When respondents were asked "how satisfied were you with the administration of the municipal elections in your municipality," 81.5 percent indicated that they were satisfied, while only 17.4 percent indicated some degree of dissatisfaction (see Figure 4). When one breaks the answers down by the three groups who participated in the survey, a pattern emerges that remains fairly consistent throughout the analysis.

Members of the MECs, who were directly involved in the administration of the elections, registered a very high level of satisfaction with the administration of the elections in their municipality. Of MEC members, 91 percent indicated that they were satisfied. Interestingly, a higher percentage (98.5 percent) of representatives of NGOs that observed the elections indicated their satisfaction.

Figure 4. Satisfaction with Election Administration
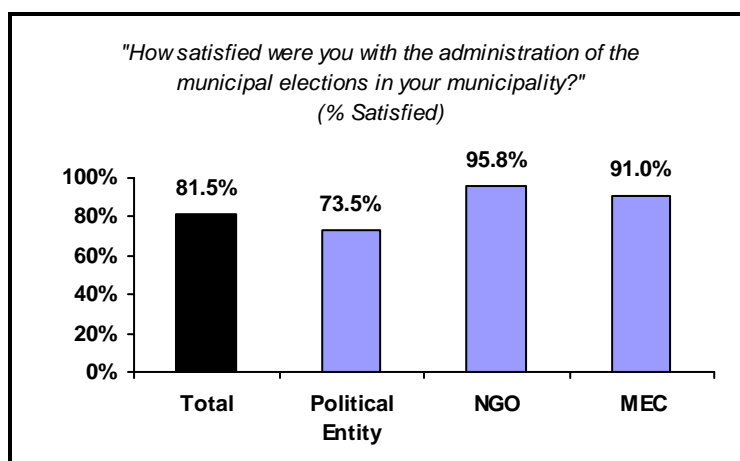
Representatives from political entities who ran for office in the different municipalities were less satisfied with the overall administration of the elections. Of all the representatives of political entities, 73.5 percent indicated their satisfaction. One could reasonably expect that representatives of political entities who did well in the elections should be more satisfied with the administration of the elections than representatives of those entities that did less well. However, the responses to this question from political party representatives provide some interesting data that seems to question this expectation (see Figure 5).

Of the LDK representatives, the party that gained the majority of the seats, 89.6 percent indicated they were satisfied with the administration of the elections. Only 39.1 percent of representatives from PDK, the party with the second largest number of seats, were satisfied with the overall administration of the elections. So far the numbers are what one would expect. However, satisfaction increases if one looks at the parties that finished lower that the LDK and

the PDK. Of the third-placed AAK, 61.9 percent were satisfied. Seventy-nine percent of representatives from all the other parties combined, many of who received not a single seat in one of the municipalities, indicated that they were satisfied with the administration of the elections. From these figures it seems that there is not a direct correlation between the percentage of the votes a party received and their level of satisfaction with the electoral administration. The parties with the lowest level of satisfaction, PDK and AAK, placed second and third respectively in the elections, and probably expected to do much better than what they actually did. The smaller parties probably did not expect to do well in the elections. Though this was not directly tested in the survey, it seems reasonable to argue that the difference between the results a party expects and what it actually achieves has an impact on its level of satisfaction with the administration of the elections**.**

Figure 5: Political Party Satisfaction with Election Administration

"How satisfied were you with the administration of the municipal elections in your municipality?"
(% Satisfied)
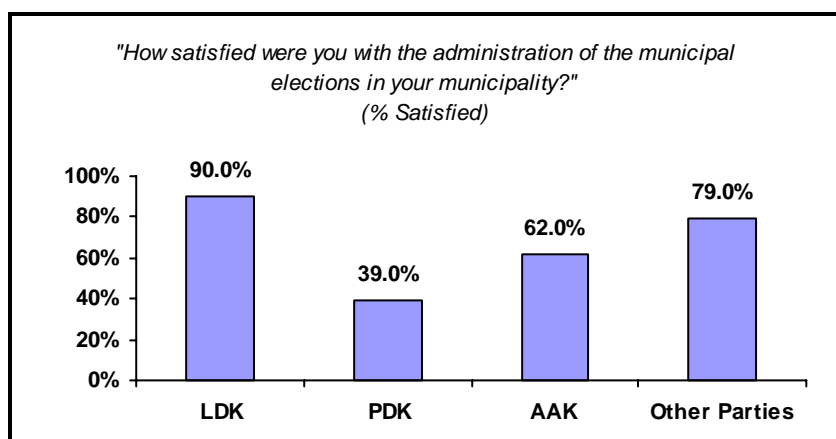
Were there any regional differences in satisfaction with election administration? Significantly, only very small differences exist between the levels of satisfaction between the different regions. Only the respondents in the Prizren/Prizren region seemed to be slightly less satisfied than representatives in the other regions. One could thus deduce that the electoral rules and general administrative measures were implemented fairly uniformly across the different regions.

Overall, one could say that the respondents were satisfied with electoral administration in their various municipalities. To assess the nuances in the different responses, an analysis of the different phases and aspects of the electoral process is presented below.

Registration and Voters' Lists

It is generally recognized that the OSCE election administrators experienced some problems during the registration process and the subsequent development of the voters' lists. Significant efforts went into rectifying these problems and ensuring that the voters' list was as accurate as possible. After the completion of the process, what did respondents think about the registration process and voters' lists?

When asked a general question regarding the registration process (see Figure 6), a very high percentage of respondents (75 percent) agreed, "all voters were given a reasonable chance to register." Fitting the previously identified pattern, there is a difference between the three groups

participating in the survey. MEC members (89.9 percent) seemed to be most convinced that all voters had a reasonable opportunity to register, compared to 77.1 percent of NGO representatives and 68.1 percent of representatives of political entities.

Figure 6. Opportunity to Register

"All voters were given a reasonable chance to register during the registration period."
(% Agree)
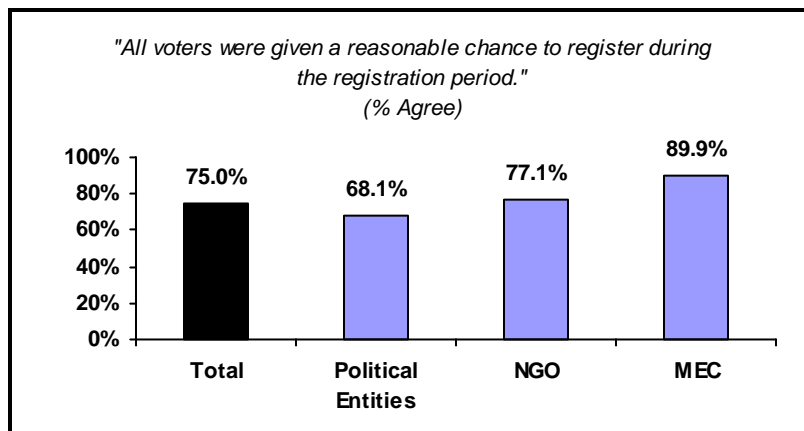
Why would some respondents feel that not all voters were given a reasonable opportunity to register? The answer to this question can be found in the general dissatisfaction with the number and location of both registration and polling centers (see Figure 7). Of the total sample, only 31.1 percent believed that there were enough registration centers. Although there still is a difference between the three groups participating in the survey, the distinction is less marked here. MEC members are still the most satisfied, but only 37.1 percent of them agreed that there were enough registration centers, compared to 31 percent of representatives of political entities. NGO observers are most critical here, with only 24.3 percent indicating that there were enough registration centers.

Figure 7. Number and Location of Registration and Polling Centers

%who Agree
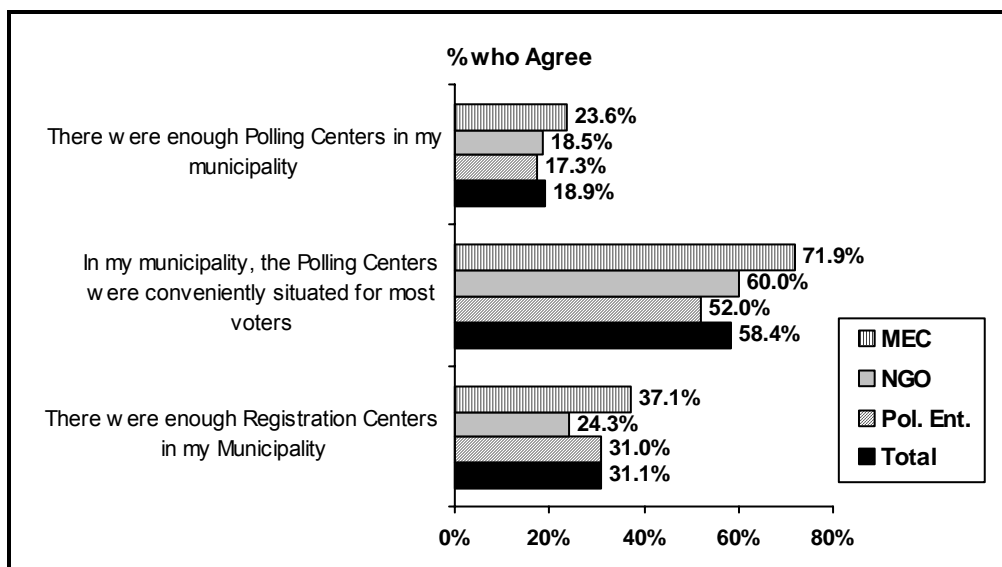
The product of the registration process, the Voters' Lists, was significantly better evaluated than the choice of locations for registration centers. More than two thirds of the respondents (67.1 percent) agreed that in the voters' lists for their municipalities, the information about voters were mostly correct. Here the NGO observers proved to be the most satisfied group, with 89.9 percent agreeing that the information about voters was mostly correct, compared to 87.7 percent of MEC members and 68.9 percent of representatives of political entities.

The aspect of election administration that received the most criticism was the number and location of polling centers. Only 18.9 percent of all the respondents agreed that there were enough polling centers. This is also the aspect where there is the least disagreement between the different groups. Despite the fact that respondents agree that there were too few polling centers, they were less critical about the actual locations of these centers. Still, only 58.4 percent of all the respondents agree the polling centers were conveniently located. Of MEC members, 71.9 percent agreed, compared to 52 percent of political entity representatives and 60 percent of NGO representatives.

During the October election process, international staff members were responsible for selecting the registration centers, which were later turned into polling centers. One point of criticism regarding this decision should be noted here. Most respondents on the survey feel that local personnel should have a significant say in selecting the centers. A joint selection effort between the MEC and IEO is supported by 61.6 percent of the respondents, while 30.8 percent support the MECs doing the selection on their own. Interestingly, more representatives of political entities (30.8 percent) are supportive of MECs doing the selection on their own than the MEC members themselves (19.1 percent). One explanation for this could be that the MEC members are not confident that at this time, their communities would perceive them to be impartial without the participation of some international staff members.

Figure 8. Opportunity for Voting

"All registered voters were given a reasonable chance to vote." (% who Agree)
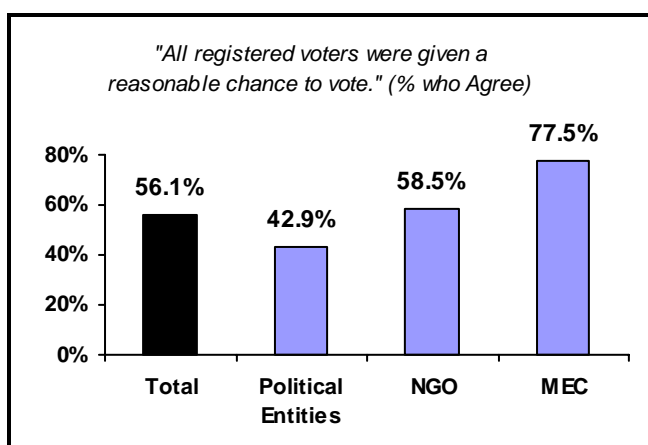
When different aspects relating to registration and voting are taken into consideration, the question remains whether respondents believed that voters were given a reasonable opportunity to vote. When presented with the statement "all registered voters were given a reasonable opportunity to vote," only 56.1 percent agreed (see Figure 8). Representatives of

political entities were most critical – only 42.9 percent agreed. The figure was even worse for political entities that did not do that well during the elections (e.g. of PDK and PQLK[9] representatives, 26 percent and 20 percent agreed respectively).[10]

The Electoral System

During the process of formulating the legislative framework for the elections, the issue of deciding on the appropriate electoral system for Kosovo provoked some debate. As mentioned above, a proportional representation system in an open ballot where voters could indicate their preference for one candidate of the party of their choice was selected.   The answers of respondents on questions relating to the electoral system could shed some light on how this system was perceived by those intimately involved with the electoral process (see Figure 9). [11]

Figure 9. Preferences for Electoral System

"Please indicate whether you agree or disagree with the following statements." (% who Agree)

Voters should be able to indicate to indicate the candidate they prefer from a party	91.6%
The Political Entity that received the most votes should gain all seats in the municipality	29.5%
Political Entities should receive seats in the same proportion to the votes they received	90.8%

Respondents expressed a very clear preference for a proportional representation system. When presented with the statement "Political Entities should receive seats in the same proportion to the votes they received," 90.8 percent agreed. In comparison, only 29.5 percent agreed with the separate statement indicating a preference for a majoritarian electoral system, "The Political

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[9] The Liberal Center Party of Kosovo, (PQLK), contested for seats in 16 municipalities but only won 3 seats.

[10] One explanation for this perception that voters did not have a reasonable opportunity to vote relates to the number and location of Polling Centers. Several complaints were raised regarding the long lines at polling centers – an occurrence that respondents possibly attribute to what in their perception were too few polling centers to handle the number of voters. Other explanations could include the complaints about the confusion regarding the official closing time of centers, and the perception among many respondents that there were inaccuracies in the voters' lists.

[11] It should be emphasized that all the respondents were closely involved with the electoral process. These findings do not necessarily prove that the general population supports this system of voting.

Entity that received the most votes should gain all seats in the municipality." Representatives of political entities and NGOs, and the MEC members were virtually in complete agreement on this issue.

In addition, the principle of having an "open list" on the ballot was just as soundly endorsed, with 88.6 percent agreeing with the statement "voters should be able to indicate which candidate they prefer from a party." Again, the three groups almost uniformly support the principle of open lists.

For the 28 October 2000 elections, a very simple form of the open list system was used. Voters were only able to indicate a preference for one candidate from within the party for which they voted. One could argue that, given this resounding endorsement of the principle of open lists by MEC members, and political party and NGO representative, the application thereof could be expanded in future elections: for instance making it possible for voters to indicate multiple preferences, and/or to indicate preferences for candidates from different parties.

Appointment of Polling Station Committees

An aspect of electoral administration that could lead to significant conflict is the appointment of Polling Station Committees (PSCs). These committees are responsible for running the different polling stations and it is here where the face of election administration is most visible. It is thus of great importance that the different players in the electoral process are satisfied with the appointment process for these very important positions. In addition, it is also very important that participants in the electoral process are satisfied with the preparation of PSC members on Election Day.

The three groups display different levels of satisfaction with the fairness of the selection process for PSC positions (see Figure 10). Overall, less than half of the total sample (49.4 percent) agrees that the selection process was fair. Representatives of political entities (37.5 percent agree) and NGOs (44.3 percent agree) are significantly more critical of the selection process than MEC members, of whom 84.3 percent agree that the selection process was fair. This huge discrepancy could be attributed to the fact that the most significant contribution MEC members made to the election process was the selection of PSCs.

Figure 10. Fairness in Polling Station Committee Selection
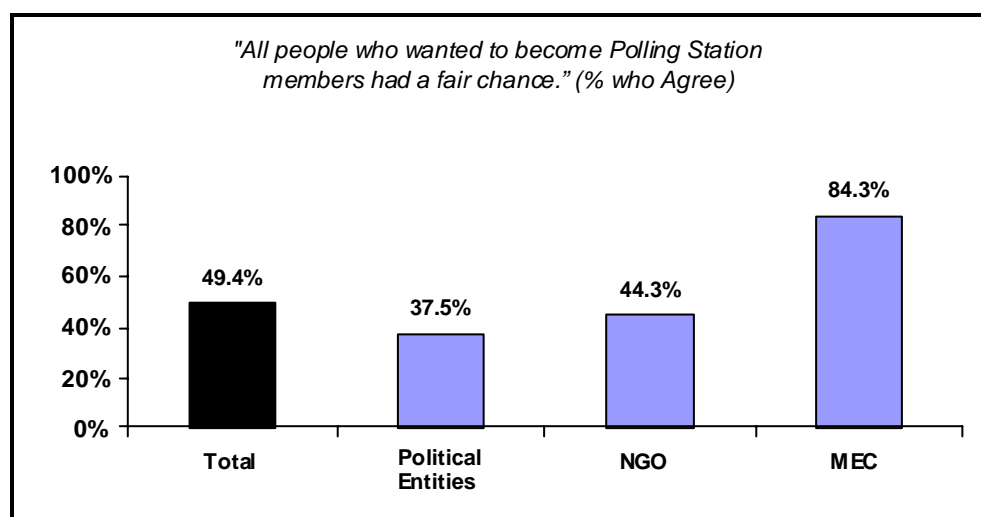
It could be that the PSC vacancy notices were not advertised widely enough, and that this influenced the opinion of representatives of political entities and NGOs. Most MECs (70.8 percent) reported that they advertised vacancies by posting notices on public buildings. Very few MEC members reported using the media for these announcements. Only 2.2 percent mentioned placing advertisements in local newspapers, and only 11.2 percent mentioned that they advertised the positions on the radio.

These figures are particularly relevant if one considers that there is a wide discrepancy between MEC members and representatives from political parties and NGOs as to whether the vacancies were advertised. MEC members overwhelmingly say the vacancies were advertised (85 percent), whereas fewer representatives of political entities (41 percent) and NGOs (54 percent) indicated that the vacancies were advertised in their municipalities. This difference in perception is probably due to the way the advertising was done. Wider advertising, using different media outlets, could alleviate this problem.

Figure 11. Polling Station Committee Selection

"In your opinion, who should have the primary responsibility for the selection of Polling Station Committees?"				
	Total	**Political Entities**	**NGOs**	**MECs**
The International Election Officer and MEC should do the selection together	63.90%	62.60%	65.70%	66.30%
The Municipal Election Commission	27.10%	23.70%	31.40%	32.60%
The International Election Officer	4.20%	6.80%	0.00%	1.10%

It is noteworthy that when asked who should be responsible for selecting PSC members, almost two-thirds (64 percent, see Figure 11) of all the respondents indicated that the appointment process should be a collaborative effort between the MEC and IEO. Only 27 percent indicated that the MECs should be solely responsible for this task. It is clear however, that all respondents believe there should be a significant local influence in making these decisions, for only 4.2 percent indicated that the IEO should be the one selecting the PSC members. The clear preference for the involvement of international representatives in the selection process indicates a perception that this will preclude any bias in the selection process. As the table above indicates, there are few significant differences between the three groups on this matter.

Procedural Clarity for Voters and Voter Education

How well were voters prepared for voting? A crucial indicator of the effectiveness of Election Day administration is the perception of respondents regarding the ease with which voters were able to vote. Generally, respondents were critical of the voter education exercise (see Figure 12).

One of the first things election administrators should ensure is that voters arrive at the correct voting locations. On this survey, only 68.3 percent of the respondents agreed that voters knew where to vote. [12]

Figure 12. Success of Voter Information Campaigns

"For each of the following, please indicate whether you agree or disagree." (% who Agree)						
	Total	**Political Entities**	**NGOs**	**MECs**	**Male**	**Female**
Voters in my municipality knew where they had to go to vote.	68.30%	62.50%	71.40%	80.70%	68.20%	80.60%
Voters in my municipality had sufficient information to know how to vote	53.90%	43.00%	58.50%	77.50%	52.90%	75.00%
"The Ballot Paper was clear and easy to understand for voters."	62.60%	51.10%	68.50%	86.50%	60.70%	86.10%
"The Voting Procedures were clear and easy to understand for voters."	58.10%	47.00%	65.80%	79.80%	56.00%	80.50%
"Voters could easily locate candidate names on the Candidate Lists at Polling Stations"	57.40%	47.10%	75.70%	69.60%	56.40%	80.50%
"All registered voters were given a reasonable opportunity to vote"	56.10%	42.90%	68.60%	78.70%	53.90%	80.50%
"The information campaign to educate voters about the electoral process was successful"	59.70%	53.40%	58.60%	77.50%	59.50%	69.50%

Before voters arrive at the polling station, it is very important that voters should know how to vote. Of the total sample, only 59.7 percent agreed that the voter education campaign was successful, with a slightly lower percentage agreeing that voters had sufficient information on voting procedures. The pattern identified previously, where the most positive responses came from MEC members, while representatives of political entities and NGOs were more critical, still remains here.

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[12] It is important to notice that this question did not distinguish between polling centers and polling stations. Voters were told to vote at the Registration Centers where they registered. These registrations centers were converted into polling centers, consisting of one or more polling stations. All the voters who registered at a specific center, were assigned to polling stations consisting of approximately 700 voters each, and were identified by a unique registration number appearing on their registration slips. Generally, voters seemed to know at what polling center they should vote, but struggled to find their polling stations within the polling center.

What is significant, however, is that there is a distinct difference between female and male respondents. Of the female respondents, 69.5 percent agreed that the voter education campaign was successful, while 75 percent believe that voters had sufficient information regarding voting procedures. Male respondents were less convinced, with only 59.5 percent indicating voter education was successful, and only 52.9 percent indicating that voters had enough information on voting procedures.

The same pattern emerges when respondents' answers to questions on the clarity of the ballot paper, the candidates' lists, and voting procedures are analyzed. Of the female respondents, 86.1 percent indicated the ballot paper was clear, while 80.5 percent indicated that each of the candidates' lists and the voting procedures were clear. Male respondents were significantly less convinced. Only 60.7 percent indicated the ballot paper was clear, 56.4 percent agreed that the candidates' lists were clear, and 56 percent agreed that the voting procedures were clear.[13]

Election Equipment

Almost all respondents approved of the equipment used on Election Day. Ninety-one percent indicated that they thought the equipment was of good quality, and 78.7 percent believed there were adequate supplies of election equipment. The respondents most closely associated with the electoral administration process, the MEC members, were most emphatic in their approval of the equipment. Of all the MEC members, 97.7 percent approved of the quality of the equipment, while 96.6 percent indicated they received adequate supplies of all equipment.

Fairness of the Election Campaign

In an environment where elections are conducted against the backdrop of recent conflict, probably the most crucial indicator of the success of the elections is the extent to which the different parties campaigning for political office regarded the process as free and fair to all. In this survey, two questions focused on this aspect of the process (see Figure 13).

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[13] What could explain this difference between men and women? Firstly, the Voter Education and Outreach Projects developed specific programs focusing on the needs of female voters. It could be that these programs had a significant impact on the electoral consciousness of these voters. Another explanation could be found in the make-up of the sample. Most of the female respondents were from the NGO and MEC groups, who in general were less critical of the process than representatives of political entities.

Figure 13. Fairness of the Election Campaign
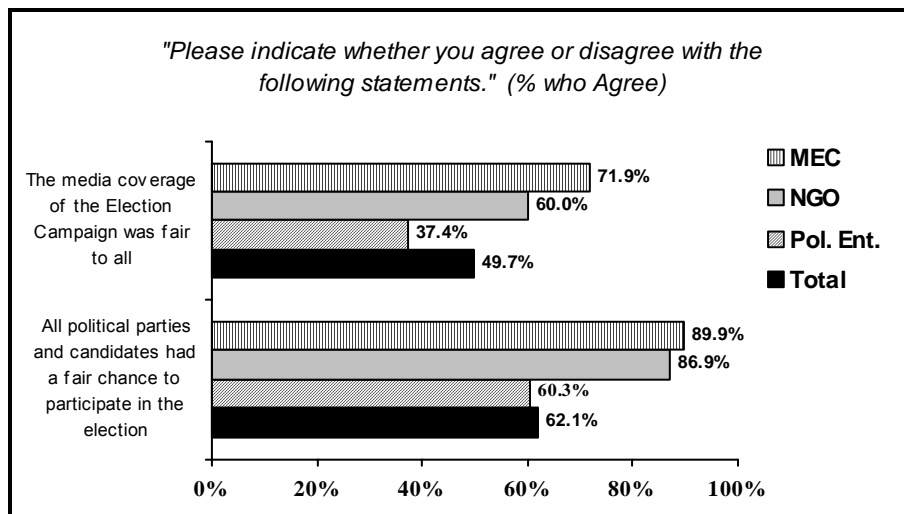
Respondents were asked whether they agreed or disagreed with the statement that everybody had a fair chance to participate in the electoral process, and whether the media coverage of the electoral campaign was fair to all. Nearly two-thirds of all the respondents (62.1 percent) agreed all political parties and candidates had a fair chance to participate in the election campaign. Respondents were more critical of the media; only 49.7 percent agreed the media coverage of the election campaign was fair to all parties.

Representatives of political entities were most critical of the fairness of the political campaign. One would expect, however, that the political parties who received fewer votes would be more critical of the fairness of the electoral campaign. It is thus interesting to note that PDK (82.6 percent) registers the highest level of agreement with the statement that "all political parties and candidates had a fair chance to participate in the election campaign." This is higher than the LDK (79.3 percent) who did significantly better in the elections. The smaller political parties like AAK (57.1 percent), KP[14] (33.3 percent) and PQLK (40 percent), were less convinced that the election campaign was fair. Representatives of these political entities seem to think that the media campaign was not fair to all political entities participating in the elections.

Steps for Improvement of Election Administration

To enable respondents to freely comment on the administration of the elections, and to get their suggestions for improvement of election administration, they were asked to indicate what they would change if they were able to do so (see Figure 14).

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[14] The Coalition for Independence, (KP) failed to win any seats although it contested in 18 municipalities.

Figure 14. Steps to Improve Elections – Top Mentions

"What steps do you think should be taken to improve the administration of elections in your municipality?" (Most frequently mentioned)

Number and location of polling centers	42%
Impartiality of MEC members	10%
Improve voter education	10%
Complete registration/ID card distribution	6%
Early start for election preparations	3%
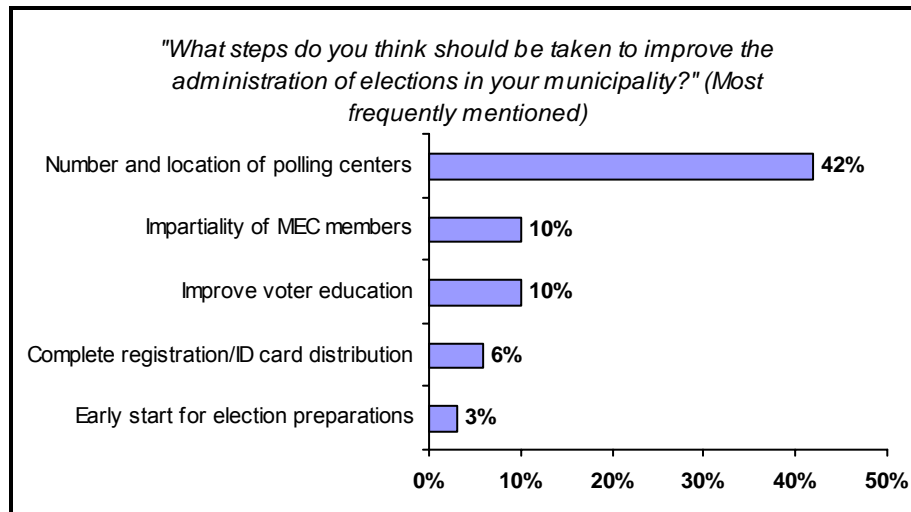
The one thing the largest proportion of respondents (42 percent) would like to change would be the number and location of polling centers due to the long lines on Election Day. Respondents want more polling centers, and polling centers located more conveniently for voters.

Of all respondents, 10 percent mentioned that it is very important for MEC members to maintain their neutrality. This does not necessarily indicate that there was an element of bias among MEC members, but it does indicate that respondents are very aware of the necessity of an unbiased approach.

Another 10 percent of respondents indicated that voter education efforts should be improved.

Six percent of the respondents mentioned issues relating to the completion of registration for those people who could not register in the first round of registration, and the distribution of identity cards to the population. Although this does not reflect directly on the administration of the 28 October 2000 elections, it does indicate that these issues are of utmost importance in the minds of many in Kosovo. It would be difficult to conduct future elections if these issues are not addressed.

Three percent of the respondents felt that preparations for elections should be started earlier if administrators wanted to have successful future elections.

THE CENTRAL ELECTION COMMISSION AND MEC APPOINTMENTS

Awareness of the Work of the CEC

The Central Election Commission played a very important role in the electoral process, particularly in establishing the legal framework for the conduct of the elections. The Commission also fulfilled a crucial function in the appointment of the MECs. A complaint raised concerning the work of the CEC was that they operated in isolation from the Municipal Election Commissions and the other players in the electoral process. In the context of these complaints it is interesting to know how aware the three groups were of the duties and work of the CEC (see Figure 15).

Figure 15. Awareness of Responsibilities and Work of the CEC

"For each of the following statements, please indicate whether you agree or disagree." *(% who Agree)*				
	Total	**Political Entities**	**NGO**	**MEC**
I am fully aware of the duties and responsibilities of the CEC.	73.40%	64.40%	71.50%	97.80%
I know what work the CEC did in preparation for the elections.	76.30%	70.70%	70.00%	95.50%
I understand the relationship between the CEC and MECs	72.10%	65.30%	68.60%	92.10%

Of all the respondents, 73.4 percent indicated that they were aware of the duties and responsibilities of the CEC, while 76.4 percent agreed that they knew what work the CEC did in preparation for the elections. Despite the complaints received from several MEC members that they never saw any of the CEC members and that the CEC never consulted with them in any of their decisions, 97.8 percent of the MEC members indicated they were aware of the CEC duties and responsibilities[15]. A further 95.5 percent indicated they were aware of the work the CEC did in preparation for the elections. More significantly, 92.1 percent of the MEC members indicated that they understand the relationship between the MECs and the CEC. [16]

Consistently, more representatives of the LDK than representatives of other parties claim that they are aware of the duties of the CEC, that they are familiar with the type of work the CEC does and that they understand the relationship between the CEC and the MECs. This indicates that an effort needs to be made on getting all parties equally involved in, and informed about, the work of the CEC.

As indicated above, one of the most important functions of the CEC was to appoint MEC members. Respondents generally agreed about the appointment process, with 70.8 percent indicating they agree with the final appointment authority resting with the CEC. An even larger proportion (80.8 percent) agree that the IEO should advise the CEC on the appointment of the MEC members. Representatives of political entities were not as enthusiastic about the final

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[15] These complaints were raised during the series of workshops held in December, and are not reflected in the survey results.

[16] It should be emphasized here that these figures indicate the subjective opinions of the respondents. Their actual levels of awareness were not tested here, and could very well be different from the perceptions of respondents.

appointment authority resting with the CEC. Only 60 percent indicated that they would like the CEC to have the final authority, while 79 percent indicated that they would like the IEO to advise the CEC on appointments.

However, when respondents were asked whether they believed the actual appointment process was fair to all parties concerned, there was larger disagreement (see Figure 16). The majority of MEC members (84.2 percent) believed that the appointment process was fair to all concerned. This is in sharp contrast to the representatives of political entities, of whom only 35.2 percent believed that the process was fair. Not all NGO representatives were convinced of the fairness of the process, with only 60 percent agreeing that the process was fair.

A crucial factor influencing the future work of the MECs would be the extent to which they are trusted by the different entities contesting elections. If the responsibilities of MECs in the administration of elections were to be increased, it would be very important to address this lack of trust in the appointment process. Without that trust the legitimacy of elections could always be contested to some extent.

Figure 16. Appointment Procedures for MECs

"For each of the following statements, please indicate whether you agree or disagree." *(% who Agree)*	Total	Political Entities	NGO	MEC
The process of appointing MEC members was fair to all parties concerned.	51.30%	35.20%	60.00%	85.40%
The Central Election Commission (CEC) should have the final say in appointing MECs.	70.80%	59.80%	75.70%	94.40%
The OSCE International Election Officer should advise the CEC on MEC appointments	80.80%	84.30%	84.30%	84.20%

Independence of MEC Members as Electoral Managers

Analysts generally agree Electoral Management Bodies (EMBs) should be independent and unbiased. It is sometimes asserted that a balanced approach could be achieved if EMB members openly represent certain political entities. According to this argument, if due care is taken to ensure all major political entities are represented on the EMB, different members can counterbalance each other and ensure impartiality in decision-making.

The respondents in this survey seem to favor an approach where members of the EMB should not be associated with any political entity (see Figure 17). Although there were some respondents (21.1 percent) who indicated that "MEC members should be able to associate with specific political parties," it is very important to notice that the overwhelming majority (76.5 percent) disagreed with the notion that clear partisanship of MEC members is acceptable. Representatives of political parties were most likely to espouse party membership for MEC members.

Another major question regarding the independence of EMBs concerns the relationship between the EMB and the executive branch of government (see Figure 17). In some states, more often established democracies, the executive branch of government is responsible for election administration. In states where democracy was recently introduced, or where the transition to a democratic system is still in process, the choice normally is for an EMB operating independently from the executive. Even in some established democracies a trend towards the latter option is evident.[17]

Figure 17. Independence of MEC Members
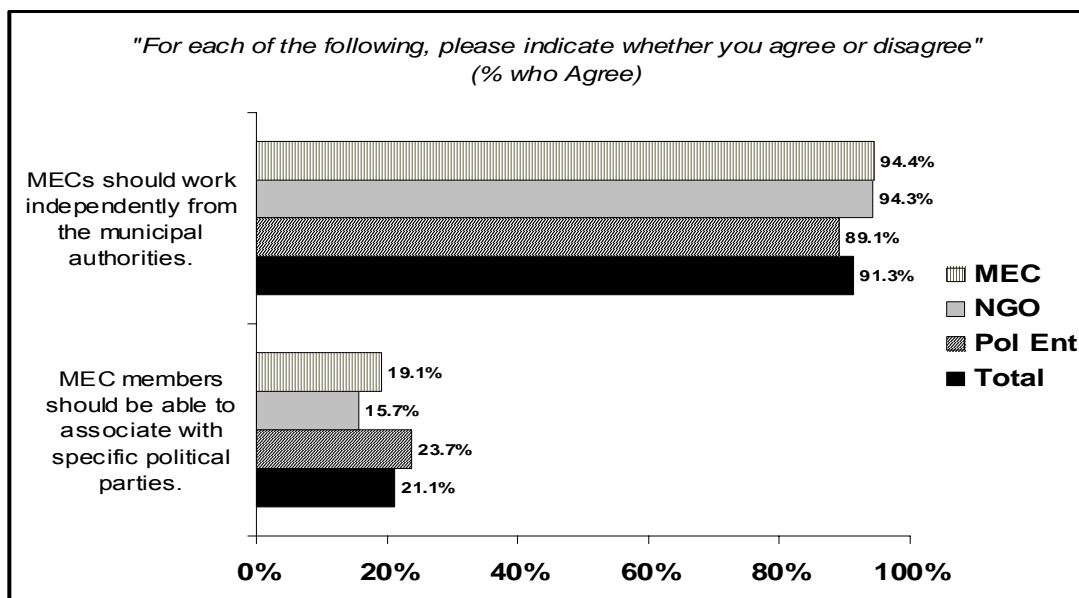
Respondents in this survey support the independence of Election Management Bodies. Since we concentrate on election administration at the municipal level, respondents were asked whether "MECs should work independently from the municipal authorities." Of the total sample, 91.3 percent agreed with this statement. One would expect representatives of political entities to be less supportive of the independence of the electoral authority, since they may be able to influence the outcome of elections if the elected administration is directly responsible for administering elections. This was however, not the case. Even representatives of more successful parties supported the idea that MECs should operate independently from municipal administrators.

This finding has an important implication for the location of MECs. Almost all the MEC offices are currently located on Municipal Administration premises. If this is to continue, significant efforts should be made to ensure that MECs remain independent from the elected municipal authorities.

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[17] For a complete discussion of these issues, see Lopez-Pintor, Rafael (2000) *Electoral Management Bodies as Institutions of Governance,* UNDP Bureau for Development Policy.

TRAINING AND PREPARATION OF MUNICIPAL ELECTION COMMISSIONS

Satisfaction with Training Sessions

How satisfied were the MEC members with the training they received? At a first glance, their evaluation of the two training sessions[18] seems to be very favorable. Evaluating the briefings they received on different aspects of the electoral process and the different organizations involved in the process, consistently more than 80 percent of the MEC members indicated they were satisfied.

However, when they were asked in an open-ended question what recommendations they would make to improve the training sessions, a significant number indicated that they needed more training. They also indicated that training was required over time. A larger number of shorter training sessions were preferred to one or two concentrated training sessions.

Another point stressed by some respondents in the open-ended questions, is that experts in election administration should train MEC members (see Figure 18)[19]. The need for training by experts in election administration is emphasized by the fact that 53.7 percent of the MEC members indicated that they had previous experience in running elections. Most of the respondents indicating prior election experience were involved in some way with the conduct of the elections administered by the "parallel government,"[20] but there were some, particularly some of the older MEC members, who indicated involvement in elections organized by the Federal Republic of Yugoslavia. One MEC member made the salient point in the open-ended question that the existing expertise within the cadre of the MEC members could very effectively be utilized in training the other MEC members.

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[18] MEC Members were trained at two separate sessions. At the first training session, they were introduced to the work of the OSCE, UN, CEC and ECAC. In addition they received briefings on the Electoral System, the Certification of Political Entities and the role of the MECs. During the second training session, they were briefed on the voting and counting procedures. Training sessions were conducted regionally, by local trainers and under direction of International Trainers and the International Election Officers.

[19] This comment is probably related to a complaint raised by several MEC members during the regional workshops, where they indicated their dissatisfaction with the training conducted by young, inexperienced local trainers.

[20] In the early 1990's under the leadership of Rugova, LDK formed a "parallel" or "shadow" government system under Slobodan Milosevic's Federal Republic of Yugoslavia. As part of the parallel government, Kosovo-wide elections were held in 1992.

Figure 18. Satisfaction with Training Sessions

"For each of the following topics, indicate how satisfied you were with the training you received" (% who are Satisfied)

Topic	% Satisfied
The Role and Mandate of the UN and OSCE	92.1%
The Role and Mandate of the CEC	89.8%
The Electoral System	87.7%
Counting Procedures	85.4%
Certification of Political Entities	85.4%
The role and mandate of the MECs	84.3%
The Code of Conduct for Political Entities	83.2%
Voting Procedures	78.6%
The Role and Mandate of the ECAC	75.2%
Public Scrutiny of the Voters' Lists during the CAC and Quick Check Periods	74.2%

Location of Training Sessions

The nature of the training would of course be influenced by the location of training sessions. In trying to determine whether the MEC members would prefer a centralized or decentralized approach to training, respondents were asked where they would prefer the training to take place. A very clear preference for decentralized training was expressed (see Figure 19). Of all the MEC respondents, only 21.3 percent indicated that they preferred training centrally in Prishtinë/Priština. A regional approach was favored by 34.8 percent, while 40.4 percent thought it would be most beneficial to train MEC members in their respective municipalities.

Figure 19. Location of Training for MECs
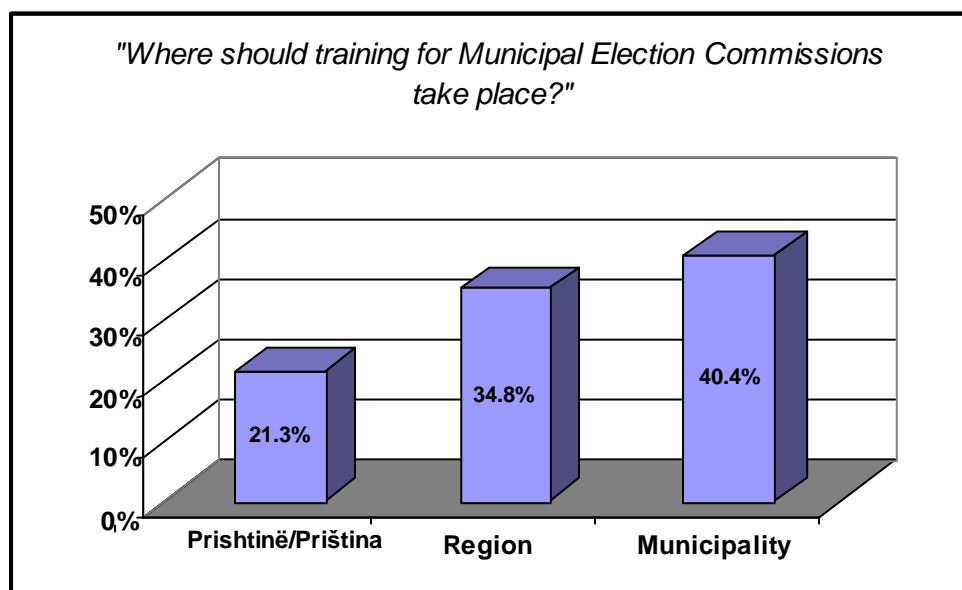
To summarize, MEC members were generally satisfied with the training provided, but would prefer more regular training, conducted by experts in election administration, following a decentralized approach.

Recommendations for Future Training

Respondents were presented with a list of possible topics for training and asked to indicate on a five-point scale how important they consider training on each of these topics (see Figure 20).

Though all the topics were rated as very important, it is interesting to point out the topics that received slightly higher rankings than the others. All three groups ranked extra training in election procedures and electoral legislation as most important. The next two topics of importance in the ranking among MEC members were personnel management and public relation skills.   This is important because a significant part of MECs' responsibilities include managing large number of PSC members. Hence, personnel management and public relations training should be included in future MEC trainings.

During the series of workshops conducted in December, several MEC members stressed that in addition to their management function, they are the focal point of electoral administration at the local level.   Even though the IEO had the final authority on all election-related issues in the municipalities, MEC members indicated that the community saw them as responsible for the administration of elections. Often they were held responsible for decisions that were taken by the international community and were essentially out of the control of the MEC members. In the future, MEC members will have more decision-making authority, and they would need to acquire the skills to communicate their decisions to the public.

Another aspect all three groups agree on is the need to train MEC members in voter education techniques.   As was seen above, respondents indicated that there is a definite need for expanded voter education outreach efforts. MEC members will perform an important voter

education function in the future, and it would be an investment to improve their knowledge of voter education techniques.

A larger proportion of MEC members rate training on comparative experience of election management as important. It is essential that the people responsible for election management realize that elections take place in many different states and environments, and that it is not necessary for them to develop election systems and management procedures from scratch, but rather there are international standards and methods from which they can draw from.

Figure 20. Additional Training for MEC Members

"How important do you think it is for MEC members to get additional training on each of the following?" (% indicating "Important")		
	Total	**MECs**
Election Procedures	85.80%	85.40%
The Rules and Regulations (Laws) that govern the electoral process	85.30%	87.70%
Strategies for recruiting and managing election workers	79.50%	84.30%
How to deal with the media and market the work of the MEC	78.40%	84.30%
Strategies for Voter Education	78.20%	78.60%
How to plan strategically and manage projects	71.80%	80.90%
Different systems of voting and electing candidates	70.50%	71.90%
UNMIK/OSCE structures and how election management fit into these structures	70.00%	85.40%
How to draw up budgets and run finances	69.70%	77.60%
How other Election Management Bodies work in other parts of the world	68.20%	80.90%
Different methods of Registering Voters	67.90%	68.50%

Formation of an Association of Election Administrators

When asked whether respondents think that it is important for election administrators in Kosovo to form associations with other election administrators where they could exchange electoral experiences, the response was a resounding yes. Interestingly, representatives of NGOs (85.7 percent) were most supportive of this idea, followed by the MEC members, 82 percent of whom support the formation of election associations. The lowest level of support for interaction between election administrators came from representatives of political entities (75.8 percent). It is noteworthy that the highest level of support came from representatives of NGOs. This might be attributed to the fact that individuals in the NGO environment in Kosovo generally tend to have more international contact, and probably have more experience of the value of international contact than the other groups.

When asked who the MEC members should form these associations with, it is very significant that the CEC received the highest mention among all three groups (47.1 percent overall

mentioned the CEC). Besides recognizing that the relationship between the CEC and MECs is particularly important, it is probably also an indication that all the respondents were aware of the lack of contact that existed between the CEC and the MECs during the run-up to the 28 October 2000 elections.

The entity receiving the second most mention is election management bodies in Central and Eastern Europe (mentioned by 34.7 percent of all respondents). Though it may be more difficult to organize, and definitely requires more funding, it would be worthwhile for the strengthening of democratic structures in the region as a whole to follow this approach.

Logistical Support

The biggest source of dissatisfaction for the MEC members proved to be the logistical support they received. The only infrastructural support provided to MECs was office space in the UN Municipal Administration buildings, and some basic office furniture (tables and some chairs) provided by OSCE. MECs received no telephones, no fax or e-mail facilities, no photocopy machines, and no provision for transport. Several MECs resorted to the use of their private facilities to perform their functions. If the MECs are to be given more responsibility in the future, they should definitely be provided with the means to perform these functions.

MEC WORK AND COOPERATION WITH INTERNATIONAL ELECTION OFFICERS

Workload and Expected Workload

Despite delays in the appointment of the MECs and the late stage they started participating in the preparations for the elections, MECs still performed a very important function during the elections. Most MECs took their task very seriously, as indicated by the number of meetings they had in the period up to Election Day (see Figure 21). When asked how many meetings they had up to Election Day, 41.6 percent of MEC members indicated they met more than 20 times, 30% indicated they met between 10 and twenty times, while the remaining met less than ten times.

Figure 21. Number of meetings held by MEC

"In the period between the start of MEC work and Election Day, approximately how many times did your MEC have official meetings?"

More than 20	41.6%
15-20	12.4%
10 to 15	18.0%
5 to 10	20.2%
Less than 5	5.6%
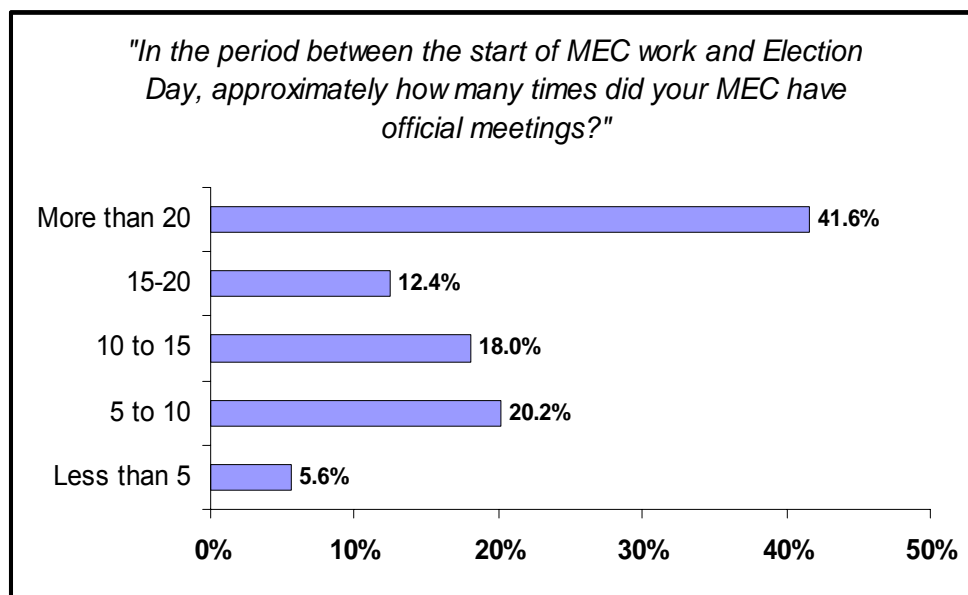
MEC answers to the question on the number of meetings should be read in conjunction with other questions relating to the workload of MECs (see Figure 22). When presented with the scenario of an election in four months, only 18 percent of MEC members expected to work more than 25 hours per week. The largest proportion (48.3 percent) expected to work between eight and sixteen hours, while 16.9 percent expected to work between 17 and 24 hours per week.

Figure 22. Expected MEC Workload for Future Elections

"If an election were to be held in four months, how much time per week would you say an MEC member should spend on municipal election related matters?"
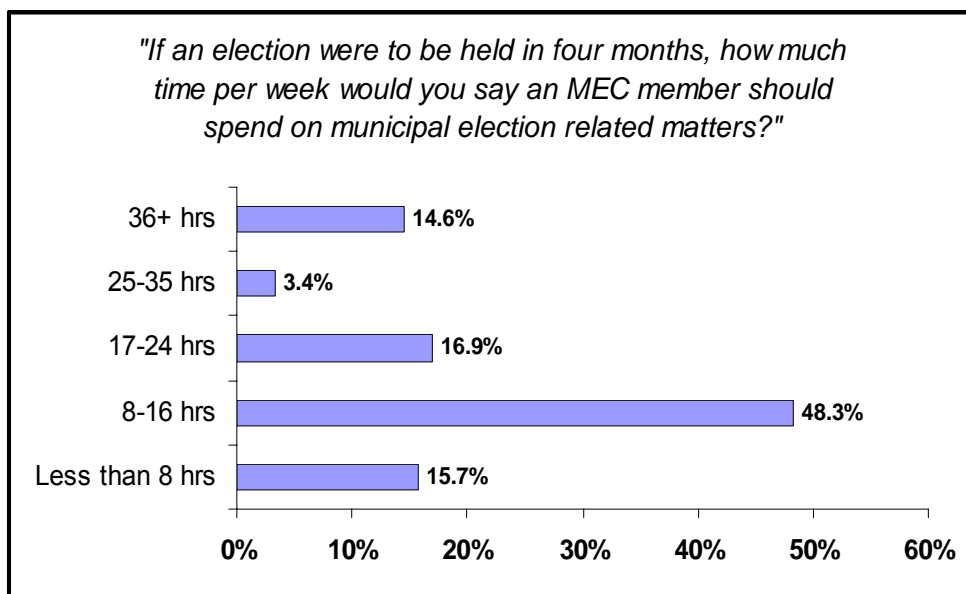
The expected workload largely explains why the majority of respondents believe the MEC positions should be part-time and not full-time positions (see Figure 23). Only 19.1 percent of MEC members believe their positions should be full-time, compared to 40.6 percent of representatives of political entities and 48.6 percent of NGO representatives.

Figure 23. Should MEC Positions be Full-Time?

"Should the position of Municipal Election Commission members be full-time positions, or could they do it part time while still doing another job (eg. lawyer, teacher)?"
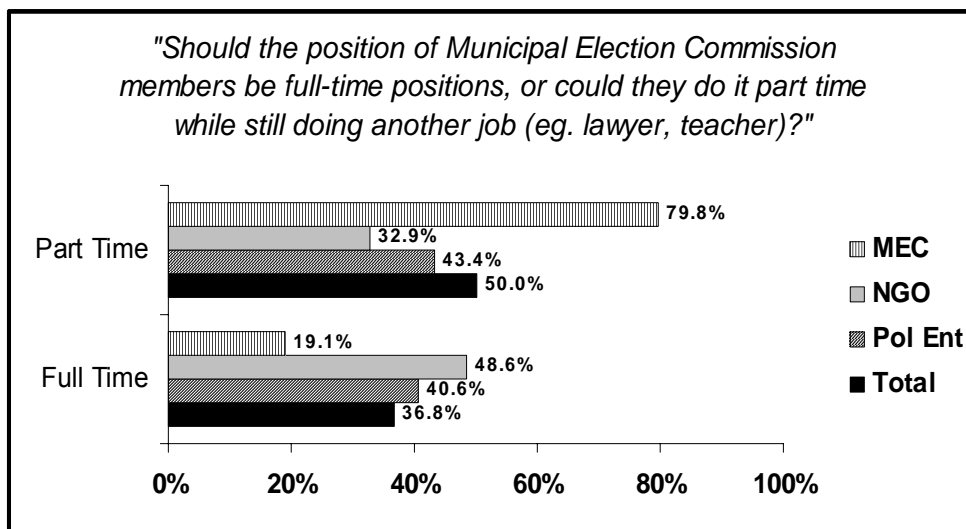
One should take this view of MEC members seriously, particularly since only 40.4 percent of the MEC members indicated they had any other form of employment besides their role as MEC members. In addition, only 44.9 percent indicated they expected to be employed within the next

two years. It would be reasonable to expect people who do not have any other form of employment and who receive only a modest remuneration for their position as MEC members, to support changing their positions into full-time occupations.[21]

Decision-Making Culture

One of the peculiarities of election administration in post-conflict environments is the cooperation between representatives of international organizations and local people. In Kosovo this was no exception. The relationship between the IEO and the MEC members in the different municipalities is a very noticeable example of this international/local cooperation.

Despite this, MEC members were virtually unanimous in describing their relationship with the IEOs as either "very good" (70.8 percent) or "good" (20.5 percent, see Figure 24)). Similarly, when the MEC members were asked how satisfied they were with the guidance on electoral matter they received from the IEO, 74.2 percent indicated they were "very satisfied" and 22.5 percent "somewhat satisfied."[22]

Figure 24. MEC – IEO Relations

"How would you describe the relationship between your MEC and International Election Officer?"	Very Good	70.80%
	Good	22.50%
"How satisfied are you with the guidance on electoral matters provided to you by your International Election Officer?"	Very Satisfied	74.20%
	Somewhat Satisfied	22.50%
"How were joint decisions between your MEC and the International Election Officer made in the period before the municipal elections?"	Consensus decision based on discussions between MEC and the International Election Officer	64.00%
	The International Election Officer made most decisions	28.10%
	The MEC was granted autonomy by the International Election Officer to make decisions	7.90%

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[21] The reason for this view among MEC members may lie in an aspect that became clear in the series of workshops with the MECs, and was not covered in the questionnaire. MEC members seem to interpret their positions more as "advisory bodies" rather than actual implementers. If this explanation is valid, it could have significant implications for planning the future involvement of MECs in election administration. It may make more sense to appoint one or two permanent officials who will perform the day-to-day management functions, while the MECs can remain in a more advisory capacity.

[22] These figures are strongly supported by the reaction of MEC members at the series of workshops. Almost without exception representatives of the MECs used the occasion to thank the IEOs for their contribution, and to stress how good the relationship was.

Such good relationships do not develop by chance. The management style of IEOs, who were responsible for all election-related activities in the municipalities, contributed largely to developing these good relationships. When asked how election-related decisions were made in their municipalities (see Figure 25), 64 percent indicated that decisions were made through reaching consensus between the MEC members and the IEO. Only 28.1 percent indicated that the IEOs made decisions on their own, while 7.9 percent indicated that the IEO granted the authority to MECs to make decisions on their own.

If one looks at specific issues on which decisions were made, some interesting facts emerge. In making the decision on where polling centers should be located, 71.9 percent of MEC members indicated that the IEO made those decisions on their own. This was a direct result of the late appointment of the MECs. The situation was very different where the appointment of polling station committees was concerned. Most MEC members indicated that the appointment of PSC chairs (53.9 percent) and PSC members (46.1 percent) were done jointly by the IEO and MEC. Interestingly, fairly large proportions indicated that the IEO delegated the appointment authority with respect to PSC members (33.7 percent) and PSC chairs (27 percent) to the MECs.

Figure 25. Ideal Patterns for Decision-Making

In your opinion, how should decisions be made in your MEC in the future?				
	Total	**Pol Ent**	**NGO**	**MEC**
Issues should be discussed until consensus is reached.	49.70%	49.80%	45.70%	52.80%
The MEC should vote and go with the majority opinion.	35.00%	30.60%	44.30%	38.20%
The International Election Officer should make the final decision.	10.30%	11.90%	8.60%	7.90%
In your opinion, who should have the final authority in making election-related decisions in your municipality?				
	Total	**Pol Ent**	**NGO**	**MEC**
All decisions should be reached jointly by the MEC and International Election Officer	77.40%	72.10%	87.10%	82.00%

This style of decision-making fits the model preferred by the largest proportion of respondents throughout the survey. When asked what the ideal way of making election-related decisions should be, 49.7 percent of all respondents indicated that they prefer a consensus-based approach, while 35 percent indicated that decision should be made according to the will of the majority. When asked who should have the final authority on making election-related decisions, 77.4 percent opted for shared authority between the MECs and the IEO. On these issues there was very little difference between the representatives of political entities and NGOs and the MEC members. These findings again emphasize the preference among the people of Kosovo to share election-related responsibilities with the international community.

It is clear that the IEOs managed to foster a very healthy relationship between themselves and the MECs, and should be commended for that. It serves as an example for future activities. However, one caveat should be added. During the preparation for the 28 October elections, the IEOs were in place before the MECs, and interviewed candidates for MEC positions. Though they did not make the final appointment decisions (this was done by the CEC), they did make recommendations to the CEC. This gave the IEOs more input into the decision-making process than the MEC members. In future elections, the situation would be different. The MECs are appointed for two-year terms, and with the proper training, should be experienced when the IEOs arrive for the preparation for the next elections. In preparation for managing the next elections, election administrators will be challenged to create a similar healthy working relationship between MEC members and IEOs.

Public Scrutiny of MEC Work

To maintain the legitimacy of the MECs, the public should be able to scrutinize their work. This can be done in two ways. The most obvious way would be to attend MEC meetings. A more indirect way of assessing the work of MECs is to go through the records they keep of their work. With respect to both these aspects, MECs do not meet standards. When asked how often people other than the IEO and MEC members attend MEC meetings, answers revealed that outside attendance occurred very infrequently. International observers are mentioned by 31.5 percent of MEC members as having attended their meetings. According to 19.1 percent of MEC members, representatives of political parties attended their meetings, while only 15.7 percent indicated that NGO representatives were sometimes present. In answer to a similar question, 27.5 percent of NGO and political entity representatives indicated they actually did attend meetings of MECs.

When asked whether they kept minutes of their meetings, 67.4 percent of MEC members answered "yes." This answer does not reveal whether these records are actually kept, and in what manner the records are filed for future use.

Maintaining institutional memory is one of the most important factors in ensuring continuity and improvement in election administration. It is therefore very important that MEC members are trained to maintain records of their activities. Enabling the community to attend and witness meetings can partly guarantee this, but MECs also need the necessary infrastructural support (e.g. office supplies and storage space) to be able to sufficiently record their work.

MECS AND THE COMMUNITY

A significant function of the MECs is to interact with the local community. To assess this interaction, MEC members and representatives of political entities and NGOs were asked two separate sets of questions.

MEC members were asked to assess the level of awareness of their work in the community and to indicate how difficult they found it to make contact with different groups in the community. In addition, they were asked whether they understood their responsibility towards the community and to assess whether they had enough information to provide different groups in the community the information they required.

Representatives of political entities and NGOs were asked whether they understood the role of the MEC in their community, and to assess the competence and availability of the MEC to address community needs.

MEC Perceptions of Their Relationship with the Community

MEC members were asked what their perceptions were of the awareness other groups had of the work of the MECs (see Figure 26). The majority of MECs noted that political parties (89.9 percent) and election observers (80.9 percent) were aware of the work of MECs. Significantly, the groups that according to MEC members are the least aware of their work are the media (mentioned by 60.7 percent), and the general public (mentioned by 60.6 percent). The data does indicate that it is necessary to focus on improving the profile of MECs, particularly among the media.

In the run-up to the 28 October elections, MEC members were responsible for maintaining contact with the community; partly to raise awareness of the election process, and partly to ensure that community concerns were addressed. MEC members were asked whether they found it easy or difficult to make contact with different groups in the community. Significantly, the group MEC members found most difficult to make contact with were ethnic minorities. Only 52.8 percent found it easy to make contact with ethnic minorities. It should be noted that the questionnaire only asked about "Ethnic Minorities" and did not specify any particular minority group. MECs also had difficulty making contact with independent candidates. Another aspect of concern is the difficulty reported by members in contacting independent candidates. Only 55 percent indicated it was easy to contact independent candidates, compared to the 80.9 percent who found it easy to contact political parties. This statistic is reasonable given the size of political party organizations relative to independent candidates, but it still indicates an advantage to the parties in the electoral race. In the future, special attention should focus on ensuring that all candidates are equally involved in the electoral process.

MEC members were also asked to assess their own level of competence in defining their role with respect to the different groups in the community (Figure 27). When asked whether they understood their role with respect to community members, 83.1 percent indicated they "definitely" understood their role with respect to political parties, and 74.2 percent "definitely" understood their role with respect to election observers. With respect to all the other groups mentioned, less than 70 percent indicated they "definitely" understood their role. For example, only 60.7 percent understood their role with respect to ethnic minorities, and 60.6% understood their role with respect to the general public.

When asked whether they had enough information to advise the different groups on the technical matters concerning the elections, the figures were substantially lower. Only 69.7 percent believed they definitely had enough information to advise political parties. The

comparative figures for other groups were below 65 percent, ethnic minorities again being identified by the lowest proportion of MEC members (51.7 percent).

Figure 27. MECs and the Community I

	Would you say that each of the following groups was aware or not aware of the existence and the work of the Municipal Election Commission? (Percentage indicating "aware")	*Did your MEC find it easy or difficult to make contact with each of the following groups? (percentage indicating "easy")*	*Do you feel that you understood the MEC's roles and responsibilities in relation to the following entities? (Percentage indicating "Yes, definitely")*	*Do you feel you had enough information to advise the following entities on the technical aspects of the electoral process? (Percentage indicating "Yes, definitely")*
Political Parties	89.9	80.9	83.1	69.7
Independent Candidates	62.9	55.0	65.2	56.2
NGOs	73.0	65.1	68.5	59.6
Media	60.7	71.9	69.7	64
Ethnic Minorities	62.9	52.8	60.7	51.7
General Public	60.6	60.6	66.3	60.2
Election Observers	80.9	71.9	74.2	65.2

NGO and Political Entity Perceptions of Their Relationship with MECs

Representatives of NGOs and political entities are reasonably convinced that they understand the roles and responsibilities of MECs (see Figure 27). When asked, "Did you understand the roles and responsibilities of the Municipal Election Commission in your municipality," 47.4 percent indicated they had a full understanding, while 41.6 percent indicated a partial understanding.

NGO and political entity representatives also assessed the knowledge level of MECs as positive with respect to the electoral process. Of all the representatives, 41.6 percent indicated MECs "definitely" understood the electoral process, while 38.5 percent indicated MECs "partially" understood the process.

Figure 28. MECs and the Community II

"Do you believe that the Municipal Election Commission in your municipality ……" (% indicating "Yes, Definitely")

Was receptive to complaints and concerns voiced by political parties, NGOs, and others?	22.7%
Were easily accessible to discuss various aspects of the electoral process?	25.1%
Communicated the details of the electoral process to political parties, NGOs, and others?	21.0%
Understood the electoral process for the municipal elections?	41.6%

In contrast, the availability and accessibility of MECs to political entities and NGOs received a less favorable evaluation from representatives of political parties and NGOs. When asked whether MECs were easily accessible, only 25.1 percent indicated "definitely," while a further 31.6 percent indicated they were "partially" accessible. Only 22.7 percent believed MECs were "definitely" receptive to complaints, with 32.3 percent indicating they were "partially" receptive to complaints.

In addition, only 21 percent indicated that MECs "definitely" communicated the details of the electoral process. A further 34.4 percent indicated MECs partially communicated these details.

These figures do not present a very positive picture of MEC interaction with the community. However, these figures should be interpreted within the context of the late appointment of MECs and the delays experienced before they could commence their duties. That being said, one of the major challenges for MECs would be to improve the level and quality of their interaction with the communities they serve.

CONCLUDING REMARKS AND RECOMMENDATIONS

From this post-election survey conducted during the first two weeks of December 2000, one can conclude that the respondents representing groups that were intimately involved with the electoral process are reasonably satisfied with the administration of these elections. Specific concerns that are emphasized include what appears to be an insufficient number of polling centers, voters who were not always sufficiently prepared to deal with fairly complex ballot papers and procedures, and a lack of transparency with respect to the appointment of electoral administrators from Kosovo.

The respondents emphasized that local electoral administrators should have increased responsibilities and functions in future elections. However, they indicate that international experts should still have a significant role in the overall administration of the elections. This is indicated by their desire that election-related decisions should be shared by international and local administrators, rather than taken by local administrators alone.

To conclude this report, some specific recommendations are included for consideration by the administrators of future elections in Kosovo:

- Greater transparency with election administration is required. Specifically, political entities and NGOs should be kept informed of all electoral matters. This may improve understanding of the complexities of the administration process and facilitate cooperation. Lower levels of satisfaction with the administration of the elections among political parties that may believe they should have done better in the elections, stresses the importance of convincing all participants that the process was free and fair.

- Significant attention should focus on the establishment of sufficient registration and/or polling centers. There is some concern among respondents that not all possible registrants were able to register. This should receive attention along with another main concern, the distribution of ID Cards.

- Local representatives, particularly the MEC members, should be involved in the selection of polling centers. Most respondents feel that more polling centers are necessary, particularly to avoid the long lines and huge numbers of voters at polling centers where more than 6,000 voters had to vote, and to ensure that all voters can be processed during regular voting hours on Election Day.

- Retention of the current electoral system of proportional representation with an open list should seriously be considered. The strong endorsement of this system indicates that the current system may even be expanded to give voters more choice among candidates.

- Appointment procedures for MECs and PSCs should not only be fair, but should also be seen to be fair. Wider publication, not only of vacancies, but also of the procedures involved in application/nomination for the positions, should be considered to improve the legitimacy of the process. A collaborative approach to appointments should also help to alleviate problems related to allegations of bias in the appointment process. In conjunction with these efforts, training of MECs and PSCs should stress the importance of fairness and impartiality in their work.

- A significant proportion of respondents were not convinced that the ballot papers and voting procedures were sufficiently clear and simple to understand for voters. Election administrators should pay attention to simplifying procedures and ballot papers for future elections.

- The high standard in procurement and distribution of election equipment and supplies should be maintained.

- Representatives from smaller parties indicated that they did not believe that all parties and candidates had a fair chance to participate in the election campaign. To ensure fair participation of all parties, the election administrators should ensure that all parties adhere to the electoral code of conduct. Specific attention could also focus on campaign finance measures, and ensuring that all parties have equal access to the media.

- CEC involvement in the activities of MECs should be increased. Although a majority of respondents indicated that they were aware of the work of the CEC, some dissatisfaction was expressed with the lack of direct contact between the CEC and different groups of respondents.

- The independence of MECs, particularly from the elected municipal authorities and political entities, is valued by respondents and should be carefully guarded. Given the physical location of MECs on municipal administration premises, the danger of undue influence of the Municipal Councils on the work of MECs is ever present. Clear separation of function and authority should be drawn between the MECs and municipal councils.

- Training and professional development sessions of MECs should take place more regularly, rather than in single concentrated sessions as happened during the run-up to the October elections. A decentralized approach to training should be followed.

- In addition to training on election management related issues, MEC members need to develop their skills in managing large numbers of election officials, as well as dealing with the media and the different interest groups who rely on the MECs for information regarding the electoral process.

- An association of election officials, through which experience can be shared and future professional development can take place, should be organized. This association should firstly focus on enabling election administrators in Kosovo to have regular and structured contact, as well as provide local election administrators with the opportunity to learn from international experience.

- MECs received very little logistical and infrastructural support during the October 2000 election process. If MECs are to play an increasingly important role, they should be provided with the necessary means to do so.

- MEC positions should remain part-time, but enough flexibility should be maintained to ensure that they are able to handle the increased workload in the run-up to elections. This presupposes that the tasks of MECs are clearly defined.

- Lessons should be learned from the good relationships that existed between the IEOs and MECs during the past electoral processes. The inclusive management approach taken by IEOs, involving MECs in all election-related decisions should be maintained.

- International involvement in preparing elections remains important. All respondents stressed that an approach where IEOs are involved in all decision-making is preferable to MECs being solely responsible for decision-making.

- Public participation in, and scrutiny of, the work of MECs should be carefully structured. Future training should emphasize accurate record keeping and maintenance of minutes of MEC meetings. However, MECs should be provided office equipment and facilities to make this possible.

- Specific attention should focus on informing the media, general public and ethnic minorities of the work of the MECs. MEC members should also be equipped with the necessary information and skills to be able to inform the public properly on the relevant details of the electoral process.

Appendix: Frequencies from IFES Electoral Administration Survey in Kosovo, 2000

Total Sample Size, n=380

Number of Representatives from …

MEC = 89
NGO = 72
Political Entity = 213

Gender Breakdown of Respondents (n=380)

Male	85%
Female	10%
No answer	6%

Note: The questionnaire distributed to MEC members was longer in length than the questionnaire distributed to representatives from NGOs and Political Entities. Even though many of the questions asked on both questionnaires were similar, there were some differences. After each question, the n value will indicate whether the question was asked of all respondents (n=380), or only of MEC members (n=89). The last section of the questionnaire lists the data for questions that was only asked of representatives from NGOs and Political Entities.

Profession (Please select one) (n=380)

Legal Profession	24%
Teacher	22%
Civil Servant	10%
Engineer	11%
Entrepreneur	3%
Farmer	2%
Student	2%
Other	21%
No Answer	4%

Besides your position on the Municipal Election Commission (MEC), are you currently employed? (n=89)

Yes	40%
No	58%
No Answer	1%

Besides your position on the Municipal Election Commission (MEC), do you expect to be employed during the next two years? (n=89)

Yes	45%
No	44%
No Answer	11%

Have you worked in any elections before the 2000 municipal elections? (n=89)

Yes	57%
No	40%
No Answer	2%

What is your current position on the Municipal Election Commission? (n=89)

Chairman	26%
Secretary	26%
Member	48%

How satisfied were you with the administration of the municipal elections in your municipality? (n=380)

Very Satisfied	23%
Somewhat Satisfied	59%
Somewhat Dissatisfied	11%
Very Dissatisfied	6%
Don't Know	1%
No Answer	1%

What was your overall impression of the Electoral Process? For each of the following statements, please indicate whether you Strongly Agree, Agree, Disagree or Strongly Disagree. (n=380)

All voters were given a reasonable chance to register during the registration period.

Strongly Agree	30%
Agree	45%
Disagree	20%
Strongly Disagree	2%
Don't Know	2%
No Answer	1%

In the Voters List for my municipality, the information about voters was mostly correct.

Strongly Agree	22%
Agree	56%
Disagree	16%
Strongly Disagree	3%
Don't Know	2%
No Answer	2%

Political Entities should receive seats in the same proportion to the votes they received.

Strongly Agree	54%
Agree	37%
Disagree	4%
Strongly Disagree	2%
Don't Know	1%
No Answer	2%

The Political Entity that received the most votes should gain all seats in the municipality.

Strongly Agree	13%
Agree	16%
Disagree	46%
Strongly Disagree	20%
Don't Know	2%
No Answer	3%

Voters should be able to indicate which candidate they prefer from a party.

Strongly Agree	53%
Agree	38%
Disagree	2%
Strongly Disagree	1%
Don't Know	1%
No Answer	3%

The Ballot Paper was clear and easy to understand for voters.

Strongly Agree	25%
Agree	38%
Disagree	27%
Strongly Disagree	8%
Don't Know	1%
No Answer	2%

The Voting Procedures were clear and easy to understand for voters.

Strongly Agree	19%
Agree	39%
Disagree	33%
Strongly Disagree	7%
Don't Know	<5%
No Answer	2%

Voters could easily locate candidate names on the Candidate Lists at Polling Stations.

Strongly Agree	20%
Agree	37%
Disagree	33%
Strongly Disagree	5%
Don't Know	2%
No Answer	2%

The Counting Procedures were clear and easy to understand for Polling Station Committees.

Strongly Agree	26%
Agree	46%
Disagree	10%
Strongly Disagree	5%
Don't Know	11%
No Answer	2%

The Polling Station equipment (ballot box, voting booths etc.) were of good quality.

Strongly Agree	43%
Agree	47%
Disagree	7%
Strongly Disagree	0%
Don't Know	1%
No Answer	1%

There were enough election supplies and quantities available for all Polling Stations.

Strongly Agree	39%
Agree	40%
Disagree	6%
Strongly Disagree	1%
Don't Know	13%
No Answer	2%

All Political Parties and candidates had a fair chance to participate in the election campaign.

Strongly Agree	37%
Agree	35%
Disagree	15%
Strongly Disagree	9%
Don't Know	2%
No Answer	2%

The system of disclosure of Political Party Campaign Finance was fair to all.

Strongly Agree	18%
Agree	33%
Disagree	17%
Strongly Disagree	12%
Don't Know	18%
No Answer	2%

The media coverage of the Election Campaign was fair to all parties.

Strongly Agree	15%
Agree	35%
Disagree	34%
Strongly Disagree	11%
Don't Know	4%
No Answer	2%

All registered voters were given a reasonable opportunity to vote.

Strongly Agree	22%
Agree	35%
Disagree	28%
Strongly Disagree	12%
Don't Know	3%
No Answer	2%

The information campaign to educate voters about the electoral process was successful.

Strongly Agree	18%
Agree	42%
Disagree	27%
Strongly Disagree	6%
Don't Know	5%
No Answer	3%

How aware are you of the work and function of the Central Election Commission (CEC)? Please indicate whether you Strongly Agree, Agree, Disagree or Strongly Disagree with the following statements. (n=380)

I am fully aware of the duties and responsibilities of the CEC.

Strongly Agree	27%
Agree	47%
Disagree	13%
Strongly Disagree	6%
Don't Know	6%
No Answer	2%

I know what work the CEC did in preparation for the elections.

Strongly Agree	24%
Agree	52%
Disagree	8%
Strongly Disagree	2%
Don't Know	11%
No Answer	2%

I understand the relationship between the CEC and MECs.

Strongly Agree	28%
Agree	45%
Disagree	10%
Strongly Disagree	2%
Don't Know	14%
No Answer	2%

The statements below focus on the appointment procedures for MECs. Please indicate whether you Strongly Agree, Agree, Disagree or Strongly Disagree with the following statements. (n=380)

The process of appointing MEC members was fair to all parties concerned.

Strongly Agree	27%
Agree	25%
Disagree	20%
Strongly Disagree	17%
Don't Know	10%
No Answer	2%

The Central Election Commission (CEC) should have the final say in appointing MECs.

Strongly Agree	32%
Agree	38%
Disagree	17%
Strongly Disagree	5%
Don't Know	5%
No Answer	3%

The OSCE International Election Officer should advise the CEC on MEC appointments.

Strongly Agree	30%
Agree	51%
Disagree	12%
Strongly Disagree	3%
Don't Know	3%
No Answer	1%

MEC members should be able to associate with specific political parties.

Strongly Agree	6%
Agree	15%
Disagree	28%
Strongly Disagree	49%
Don't Know	1%
No Answer	1%

MECs should work independently from the municipal authorities.

Strongly Agree	57%
Agree	35%
Disagree	6%
Strongly Disagree	1%
Don't Know	1%
No Answer	1%

In the first training session, MEC members were given an overview of the Electoral Process. In the second training session, MEC members were trained on Voting and Counting Procedures. For each of the following topics, please indicate on a scale of 1 to 5 how satisfied you are with the information provided to help you prepare for your work as a MEC member (1 = Fully Satisfied; 5 = Totally Dissatisfied). (n=89)

The Role and Mandate of the United Nations and OSCE

Fully Satisfied	72%
2	20%
3	3%
4	1%
Totally Dissatisfied	1%
DK	1%
No Answer	1%

The Role and Mandate of the Central Election Commission (CEC)

Fully Satisfied	64%
2	26%
3	2%
4	2%
Totally Dissatisfied	1%
DK	3%
No Answer	1%

The Role and Mandate of the Election Complaints and Appeals Sub-Commission (ECAC)

Fully Satisfied	54%
2	21%
3	5%
4	3%
Totally Dissatisfied	1%
DK	12%
No Answer	3%

The Electoral System

Fully Satisfied	71%
2	17%
3	5%
4	1%
Totally Dissatisfied	1%
DK	2%
No Answer	3%

Certification of Political Entities

Fully Satisfied	63%
2	23%
3	5%
4	1%
Totally Dissatisfied	2%
DK	3%
No Answer	3%

The Code of Conduct for Political Entities

Fully Satisfied	65%
2	18%
3	9%
4	2%
Totally Dissatisfied	2%
DK	0%
No Answer	3%

Public Scrutiny of the Voters' Lists during the CAC and Quick Check Periods

Fully Satisfied	38%
2	36%
3	10%
4	3%
Totally Dissatisfied	9%
DK	3%

Voting Procedures

Fully Satisfied	49%
2	29%
3	16%
4	1%
Totally Dissatisfied	3%
DK	1%

Counting Procedures

Fully Satisfied	61%
2	25%
3	7%
4	1%
Totally Dissatisfied	1%
DK	2%
No Answer	3%

The role and mandate of the Municipal Election Commissions

Fully Satisfied	62%
2	23%
3	8%
4	5%
Totally Dissatisfied	2%
DK	1%

Where should training for Municipal Election Commissions take place? (n=89)

Centrally in Prishtinë/Priština	21%
In one location in each region	35%
Each MEC should be trained in its Municipality	40%
Other	2%
No Answer	1%

Who should be primarily responsible for the training of Municipal Election Commissions? (n=380)

OSCE/Int'l Experts in Election Admin.	15%
CEC	5%
OSCE/Int'l Experts/CEC	77%
Other	1%
No Answer	2%

In the period between the start of MEC work and Election Day, approximately how many times did your MEC have official meetings? (n=89)

Less than 5 times	6%
5-10 times	20%
10-15 times	18%
15-20 times	12%
More than 20 times	42%
Don't know	2%

Other than members of the Municipal Election Commission and the International Election Officer, do any other persons attend meetings of your MEC? *(If yes, check all that apply)* (n=89)

No other persons attend meetings of the MEC	50%
International Observers	32%
Representatives of NGOs	16%
Reps of Pol. Parties, Coalitions and Independent Candidates	19%
Others	7%
Don't Know	2%

Are the meetings of your MEC advertised? (NGO version: Are the meetings of the Municipal Election Commission in your municipality advertised?) (n=380)

No	43%
Schedule of meetings are posted on public buildings	18%
Schedule of meetings are advertised in local newspapers	1%
Schedule of meetings are advertised on the local radio	2%
Other	7%
Don't know	27%
No Answer	2%

Are any minutes taken at your MEC meetings? (n=89)

Yes	67%
No	29%
Don't Know	3%

How *are* decisions made in your MEC? (n=89)

Issues are discussed until consensus is reached	52%
We vote, and go with the majority opinion	21%
The International Election Officer makes the final decision	25%
No Answer	2%

In your opinion, how *should* decisions be made in your MEC in the future? (n=380)

Issues are discussed until consensus is reached	50%
We vote, and go with the majority opinion	35%
The International Election Officer makes the final decision	10%
Other	2%
No Answer	3%

Who *has* the final authority in making election-related decisions in your municipality? (n=89)

Municipal Election Commission	3%
International Election Officer	20%
Decisions reached jointly by MEC and IEO	74%
Other	1%
No Answer	1%

In your opinion, who *should have* the final authority in making election-related decisions in your municipality? (n=380)

Municipal Election Commission	13%
International Election Officer	5%
Decisions reached jointly by MEC and IEO	77%
Other	2%
Don't Know	1%
No Answer	2%

How would you describe the relationship between your MEC and International Election Officer? (n=89)

Very Good	71%
Good	23%
Fair	5%
Bad	0%
Very Bad	0%
Don't Know	2%

How satisfied are you with the guidance on electoral matters provided to you by your International Election Officer? (n=89)

Very Satisfied	74%
Somewhat Satisfied	23%
Somewhat Dissatisfied	3%
Very Dissatisfied	0%
Don't Know	0%

How were joint decisions between your MEC and the International Election Officer made in the period before the municipal elections? (n=89)

Consensus between IEO and MEC	64%
IEO made most decisions alone	28%
MEC granted autonomy to make decision	8%

The following set of questions looks at the different tasks that were performed during the preparations for Election Day, and on Election Day itself. For each of the following, please indicate whether you Strongly Agree, Agree, Disagree or Strongly Disagree with the following statements. (n=380)

There were enough Registration Centres in my Municipality.

Strongly Agree	10%
Agree	21%
Disagree	39%
Strongly Disagree	27%
Don't Know	1%
No Answer	2%

In my municipality, the Polling Centres were conveniently situated for most voters.

Strongly Agree	16%
Agree	43%
Disagree	26%
Strongly Disagree	13%
Don't Know	1%
No Answer	2%

There were enough Polling Centres in my municipality.

Strongly Agree	6%
Agree	13%
Disagree	47%
Strongly Disagree	30%
Don't Know	1%
No Answer	3%

All people who wanted to become Polling Station Committee members had a fair chance.

Strongly Agree	21%
Agree	30%
Disagree	20%
Strongly Disagree	16%
Don't Know	11%
No Answer	3%

Polling Station Committees received adequate training to perform their functions.

Strongly Agree	17%
Agree	33%
Disagree	24%
Strongly Disagree	7%
Don't Know	15%
No Answer	3%

Voters in my municipality knew *where* they had to go to vote.

Strongly Agree	25%
Agree	44%
Disagree	24%
Strongly Disagree	4%
Don't Know	3%
No Answer	1%

Voters in my municipality had sufficient information to know *how* to vote.

Strongly Agree	14%
Agree	40%
Disagree	34%
Strongly Disagree	9%
Don't Know	1%
No Answer	2%

Who *had* the most influence on deciding where the Polling Centres should be located in your municipality? (n=89)

IEC	72%
MEC	0%
IEC and MEC together	20%
Other	6%
No Answer	2%

In your opinion, who *should have* the most influence on deciding where the Polling Centres should be located in your municipality? (n=380)

MEC	31%
IEC	3%
IEC and MEC together	61%
Other	4%
No Answer	1%

Who did most of the interviewing for the position of Polling Station Committee *Chairperson* in your municipality? (n=89)

MEC	27%
IEC	18%
MEC and IEC	54%
Other	1%

Who did most of the interviewing for the positions of Polling Station Committee *Members* in your municipality? (n=89)

MEC	34%
IEC	19%
MEC and IEC	46%
Other	1%

In your opinion, who *should have* the primary responsibility for the selection of Polling Station Committees? (n=380)

MEC	27%
IEC	4%
MEC and IEC	64%
Other	4%
No Answer	1%

Were the vacancies for Polling Station Committees advertised in your municipality? (n=380)

Yes	54%
No	14%
Don't Know	28%
No Answer	4%

If yes, where were the advertisements to recruit Polling Station Committees placed? (n=89)

Radio	2%
Newspapers	11%
Public Buildings	71%
Other	3%
Don't Know	2%
No Answer	10%

Who should train the Polling Station Committees? (n=380)

National trainers with the IEC and OSCE	35%
MEC	5%
National trainers with the MEC	4%
National trainers with IEC and MEC	45%
Other	1%
No Answer	12%

Would you say that each of the following groups was aware or not aware of the existence and the work of the Municipal Election Commission. Please indicate on a scale of 1 to 5 (1 = Very Aware; 5 = Completely Unaware) (n=89)

Political Parties

Very Aware	65%
2	25%
3	8%
4	0%
Completely Unaware	1%
Don't Know	0%
No Answer	1%

Independent Candidates

Very Aware	45%
2	18%
3	9%
4	1%
Completely Unaware	2%
Don't Know	2%
No Answer	23%

NGOs

Very Aware	52%
2	21%
3	11%
4	0%
Completely Unaware	1%
Don't Know	5%
No Answer	10%

The Media

Very Aware	54%
2	21%
3	10%
4	2%
Completely Unaware	2%
Don't Know	0%
No Answer	10%

Ethnic Minority Communities

Very Aware	42%
2	21%
3	7%
4	3%
Completely Unaware	5%
Don't Know	8%
No Answer	15%

The Public in General

Very Aware	30%
2	30%
3	15%
4	5%
Completely Unaware	2%
Don't Know	1%
No Answer	17%

Election Observers of Political Parties and NGOs

Very Aware	52%
2	29%
3	6%
4	1%
Completely Unaware	2%
Don't Know	0%
No Answer	10%

Did your MEC find it easy or difficult to make contact with each of the following groups? Please indicate on a scale of 1 to five (1 = Very Easy; 5 = Very Difficult). (n=89)

Political Parties

Very Easy	54%
2	27%
3	12%
4	1%
Very Difficult	1%
Don' t Know	2%
No Answer	2%

Independent Candidates

Very Easy	40%
2	15%
3	15%
4	0%
Very Difficult	3%
Don' t Know	3%
No Answer	24%

NGOs

Very Easy	45%
2	20%
3	15%
4	0%
Very Difficult	1%
Don' t Know	5%
No Answer	15%

The Media

Very Easy	51%
2	21%
3	9%
4	3%
Very Difficult	2%
Don' t Know	3%
No Answer	10%

Ethnic Minority Communities

Very Easy	33%
2	20%
3	14%
4	5%
Very Difficult	7%
Don' t Know	7%
No Answer	16%

The General Public

Very Easy	40%
2	20%
3	20%
4	2%
Very Difficult	1%
Don' t Know	1%
No Answer	15%

Election Observers of Political Parties and NGOs

Very Easy	48%
2	24%
3	15%
4	2%
Very Difficult	2%
Don' t Know	0%
No Answer	9%

Do you feel that you understood the MEC's roles and responsibilities in relation to the following entities? (n=89)

Political Parties

Yes, Definitely	83%
Yes, Partially	14%
No	1%
Don't Know	0%
No Answer	2%

Independent Candidates

Yes, Definitely	65%
Yes, Partially	12%
No	1%
Don't Know	1%
No Answer	20%

NGOs

Yes, Definitely	69%
Yes, Partially	10%
No	2%
Don't Know	3%
No Answer	16%

The Media

Yes, Definitely	70%
Yes, Partially	15%
No	1%
Don't Know	2%
No Answer	12%

Ethnic Minority Communities

Yes, Definitely	61%
Yes, Partially	18%
No	2%
Don't Know	1%
No Answer	18%

The General Public

Yes, Definitely	66%
Yes, Partially	18%
No	1%
Don't Know	1%
No Answer	14%

Election Observers of Political Parties and NGOs

Yes, Definitely	74%
Yes, Partially	12%
No	2%
Don't Know	0%
No Answer	11%

Do you feel you had enough information to advise the following entities on the technical aspects of the electoral process? (n=89)

Political Parties

Yes, Definitely	70%
Yes, Partially	25%
No	3%
Don't Know	0%
No Answer	2%

Independent Candidates

Yes, Definitely	56%
Yes, Partially	20%
No	3%
Don't Know	0%
No Answer	20%

NGOs

Yes, Definitely	60%
Yes, Partially	25%
No	2%
Don't Know	1%
No Answer	12%

The Media

Yes, Definitely	64%
Yes, Partially	23%
No	2%
Don't Know	0%
No Answer	11%

Ethnic Minority Communities

Yes, Definitely	52%
Yes, Partially	27%
No	5%
Don't Know	1%
No Answer	16%

The General Public

Yes, Definitely	60%
Yes, Partially	27%
No	2%
Don't Know	0%
No Answer	10%

Election Observers of Political Parties and NGOs

Yes, Definitely	65%
Yes, Partially	21%
No	5%
Don't Know	0%
No Answer	9%

During the Election Campaign, which of the following complaints were received by your MEC? *(Check all that apply)* (n=89)

Complaints regarding voter registration procedures	11%
Complaints regarding the Final Voters' List	12%
Complaints regarding Location of Polling Centres	35%
Complaints regarding appointment of Polling Station Comts.	18%
Complaints regarding actions taken by Polling Staff	0%
Complaints regarding the conduct of political parties, coalitions or independent candidates during the campaign and on Election Day	7%
Other	11%
Don't Know	27%

Approximately how many complaints did your MEC receive in the period before and including Election Day? (n=89)

No complaints	53%
1-25 complaints	26%
26-50 complaints	0%
51-100 complaints	0%
Over 100 complaints	0%
Don't Know	17%
No Answer	5%

If an election were to be held in four months, how much time *per week* would you say an MEC member should spend on municipal election related matters? (n=89)

Less than 8 hrs/week	16%
8-16 hrs/week	48%
17-24 hrs/week	17%
25-35 hrs/week	3%
36 or more hrs/week	15%
No Answer	1%

Should the position of Municipal Election Commission members be full-time positions, or could they do it part time while still doing another job (eg. lawyer, teacher)? (n=380)

Full-time	37%
Part-time	50%
Don't Know	4%
No Answer	10%

In many regions Election Administrators form associations to exchange experience and information. Do you think such associations should be established in Kosovo? (n=380)

Yes	79%
No	7%
Don't Know	9%
No Answer	5%

With which of the following should Municipal Election Commission members in Kosovo exchange experience and information? *(Please check all that apply)* (n=380)

MECs in same region in Kosovo	27%
MECs throughout Kosovo	26%
CEC	47%
EMBs in Balkans and Eastern Europe	35%
Other	6%

How important do you think it is for MEC members to get additional training on each of the following. Please indicate on a scale of 1 to 5 (1 = Very Important; 5 = Not at all important). (n=380)

Different methods of Registering Voters

Very Important	47%
2	21%
3	10%
4	4%
Not At All Important	5%
Don't Know	5%
No Answer	9%

Strategies for Voter Education

Very Important	56%
2	22%
3	8%
4	1%
Not At All Important	3%
Don't Know	3%
No Answer	7%

Different systems of voting and electing candidates

Very Important	47%
2	23%
3	10%
4	3%
Not At All Important	4%
Don't Know	4%
No Answer	10%

Election Procedures

Very Important	69%
2	17%
3	2%
4	1%
Not At All Important	2%
Don't Know	1%
No Answer	8%

The Rules and Regulations (Laws) that govern the electoral process

Very Important	73%
2	12%
3	3%
4	1%
Not At All Important	1%
Don't Know	1%
No Answer	8%

How to plan strategically and manage projects

Very Important	50%
2	22%
3	10%
4	3%
Not At All Important	3%
Don't Know	3%
No Answer	10%

How to draw up budgets and run finances

Very Important	53%
2	17%
3	11%
4	3%
Not At All Important	5%
Don't Know	3%
No Answer	9%

Strategies for recruiting and managing election workers

Very Important	55%
2	25%
3	6%
4	1%
Not At All Important	3%
Don't Know	2%
No Answer	9%

How to deal with the media and market the work of the MEC

Very Important	58%
2	21%
3	7%
4	1%
Not At All Important	3%
Don't Know	3%
No Answer	8%

How other Election Management Bodies work in other parts of the world

Very Important	50%
2	18%
3	12%
4	2%
Not At All Important	1%
Don't Know	9%
No Answer	8%

UNMIK/OSCE structures and how election management fit into these structures

Very Important	48%
2	22%
3	11%
4	2%
Not At All Important	2%
Don't Know	7%
No Answer	8%

Following is a list of some equipment that your Municipal Election Commission may or may not utilise in its work. For each of the following, please indicate whether your MEC owns the space or equipment, rents the space or equipment, uses the private property of one of the members, or whether the MEC does not have access to the items mentioned. (n=89)

Office Space

Supplied by OSCE	64%
Supplied by UN Municipal Administration	17%
Supplied by another organization	3%
Use property of MEC members	3%
Do not have access	8%
Don't Know	5%
No Answer	0%

Computer

Supplied by OSCE	49%
Supplied by UN Municipal Administration	6%
Supplied by another organization	1%
Use property of MEC members	3%
Do not have access	36%
Don't Know	0%
No Answer	5%

Telephone

Supplied by OSCE	44%
Supplied by UN Municipal Administration	6%
Supplied by another organization	1%
Use property of MEC members	2%
Do not have access	43%
Don't Know	0%
No Answer	5%

Fax

Supplied by OSCE	40%
Supplied by UN Municipal Administration	3%
Supplied by another organization	0%
Use property of MEC members	1%
Do not have access	44%
Don't Know	2%
No Answer	9%

E-Mail

Supplied by OSCE	44%
Supplied by UN Municipal Administration	1%
Supplied by another organization	0%
Use property of MEC members	3%
Do not have access	42%
Don't Know	3%
No Answer	7%

Vehicle

Supplied by OSCE	64%
Supplied by UN Municipal Administration	1%
Supplied by another organization	0%
Use property of MEC members	5%
Do not have access	28%
Don't Know	0%
No Answer	2%

Ethnic Background (n=380)

Albanian	84%
Serbian	2%
Turkish	1%
Roma/Ashkalija/Egyptian	3%
Musliv Slav	5%
NR	6%

Are you associated with any Political Party? (n=380)

Yes	51%
No	37%
No Answer	12%

QUESTIONS ONLY ASKED ON NGO AND POLITICAL PARTY QUESTIONNAIRE

Do you believe that the Municipal Election Commission in your municipality… (n=291)

Understood the electoral process for the municipal elections?

Yes, Definitely	42%
Yes, Partially	39%
No	9%
Don't Know	8%
No Answer	2%

Communicated the details of the electoral process to political parties, NGOs, and others?

Yes, Definitely	21%
Yes, Partially	34%
No	36%
Don't Know	6%
No Answer	2%

Were easily accessible to discuss various aspects of the electoral process?

Yes, Definitely	25%
Yes, Partially	32%
No	32%
Don't Know	8%
No Answer	3%

Was receptive to complaints and concerns voiced by political parties, NGOs, and others?

Yes, Definitely	23%
Yes, Partially	32%
No	26%
Don't Know	15%
No Answer	4%

Do you believe that members of your MEC received adequate training to accomplish their duties and responsibilities? (n=291)

Yes	35%
No	28%
Don't Know	35%
No Answer	3%

Did you, or somebody from your organisation, attend any meetings of the MEC? (n=291)

Yes	28%
No	64%
Don't Know	8%
No Answer	1%

Did you understand the roles and responsibilities of the Municipal Election Commission in your municipality? (n=291)

Yes, Fully	47%
Yes, Partially	42%
No	6%
Don't Know	3%
No Answer	2%