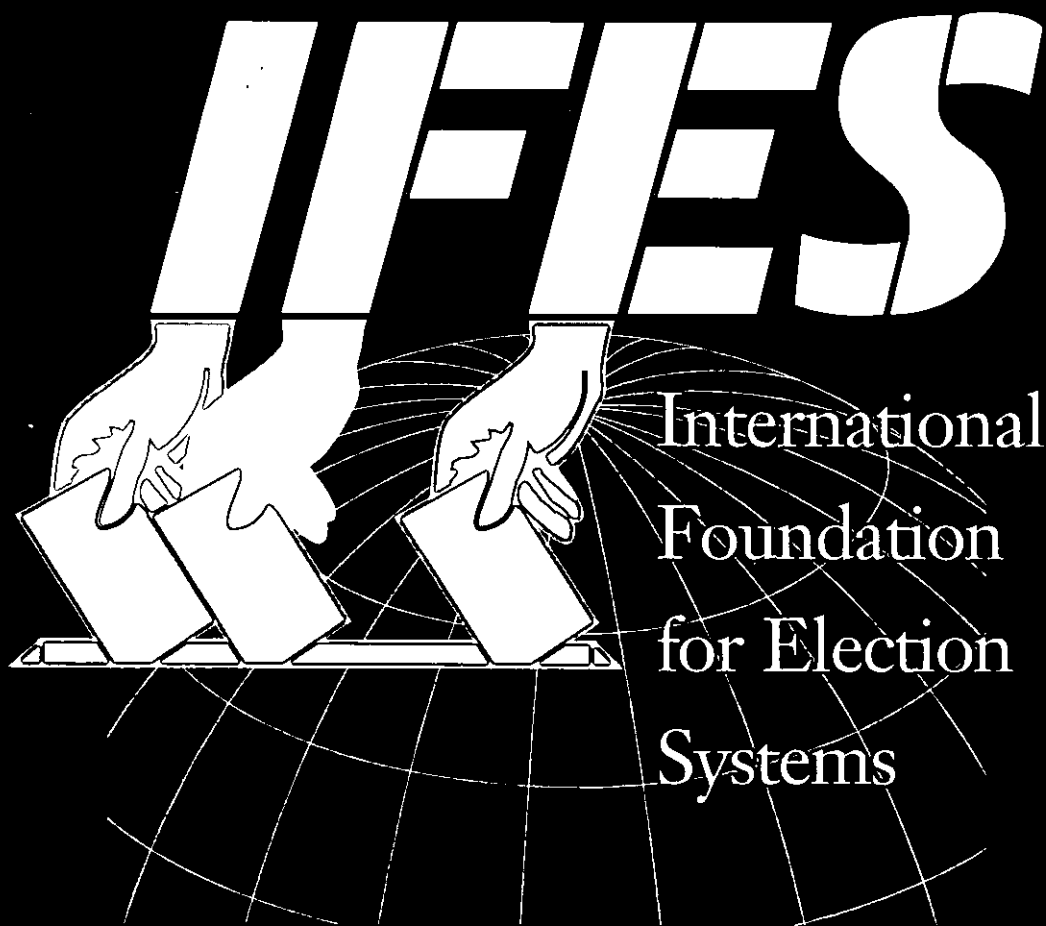


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REPORT ON
"EAST AFRICA ELECTION
ADMINISTRATION SYMPOSIUM"
ARUSHA, TANZANIA

August 3 - 7, 1997

Prepared by:
Laurie A. Cooper

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I. Summary

From August 3-7, 1997, IFES convened twenty-three members and staff of African election commissions in Arusha, Tanzania to participate in a gathering entitled "East Africa Election Administration Symposium: Building Staff, Building Connections." The meeting was facilitated by Keith Klein, IFES Director of Programs for Africa and the Near East; Joe Baxter, IFES Senior Advisor on Election Administration; Ana Barradas, a Portuguese election administration consultant; and Dumile Mzaidume, Director of the Local Government Programme at the Institute for Democratic Alternatives in South Africa (IDASA). The symposium was organized in fulfillment of a proposal submitted to the Center for Democracy and Governance in the Global Bureau on June 6, 1997 ("Election Administration Mini-University"), and was funded through IFES' Core Cooperative Agreement. The purpose of the symposium, as outlined in the project proposal, was to provide an opportunity for participants and conference facilitators to go beyond the general discussions that are commonplace at conferences on democracy, governance and election administration; and to fill the gap between the usual conference discussion and actual skills transfer, skills development and capacity-building initiatives in an intensively studied subject.

The symposium actually dealt with two subjects: electoral commission staffing and staff development, and commission outreach to political parties, NGOs and the media. The reaction of the participants at the conclusion of the symposium was quite positive, and indicated that the project objective had been successfully achieved. This gathering was well-received particularly because the participants took a very active role from the planning stages through the conduct of each symposium session. With the use of round-table discussion techniques, role plays and brainstorming sessions, the mixture of electoral commission members and staff were able to feel that they, not merely the facilitators, were the architects of the symposium.

II. Agenda Preparation

Following the approval of the proposal, IFES contacted the electoral commissions of Malawi, Tanzania and Uganda to determine which of several topics would be of most interest to them: Election Finance, Voter Registration and List Maintenance, Election Commission Staffing and Staff Development, or Political Party Relations. In response to requests from the participants, IFES decided to focus on two subjects, namely the development of electoral commission staff and electoral commissions' public relations and outreach strategies for dealing with political parties and other groups.

When the two topics were identified, the facilitator team held discussions to identify the issues associated with each topic, and how a small-group discussion would be designed to address those issues. The facilitators were asked to prepare notes and brief presentations on the following subjects:

ELECTORAL BODY STAFF AND STAFF DEVELOPMENT

How Large, How Small: This group will address the size needs of an Electoral Commission staff, based on the requirements of each of the main countries' electoral Laws and the relationship between Commissions and staff. Also: Permanent vs. Temporary staff; management and personnel structure.

A Qualified Workforce: This discussion will deal with the levels and types of skills required for staff working on elections, and how to assess this.

Beyond Qualifications - Independence: This discussion will look at ways in which Commission staff can be recruited, and perform their duties in an impartial manner. Codes of Conduct, Flexibility in Hiring Authority, Professional Development. Freedoms and limits encountered by the electoral commissions in their design of hiring practices. Is an adoption of the current civil service practices a quick solution to a staffing problem - or does it leave a Commission with "career" bureaucrats?

Professional Training: This session will discuss the diverse sources of training for members of the electoral commission staff.

Computerized Election Management (More Than Word Processing): This discussion will address the ways in which current software tools can be used to more efficiently manage and track the management of election administration, as well as personnel operations, office procedure, accounting, and logistics.

PUBLIC RELATIONS

Outreach: How can a Commission strengthen its relationship with political parties, civil society NGOs, monitoring groups, and ordinary citizens? This discussion will focus on the legal responsibility of the EC to provide information and on creative ways to develop those relationships (under different financial and political conditions).

Opening the Door, Drawing the Line: This discussion is applicable to the competing political parties and the party currently in power. How do indep commissions preserve their impartiality and withstand pressure from all sides? How does a commission get "what it wants" from its stakeholders?

III. Participant List Development

The origin of the list of workshop participants grew from IFES' interest in convening members of electoral commissions with whom it had a positive working relationship, whether within the context of a long-term project (Malawi) or a previous project (Tanzania in 1995 and Uganda in 1996). In addition to direct technical assistance and international observation, IFES has invited members of these three commissions to the 1994 Colloquium for African Election Administrators in Zimbabwe, and the follow-up meeting this past January in Uganda, whose purpose was to review the charter of an Association for African Election Authorities. Despite the different stages at which each of these commissions are in relation to the development of staff, or preparation for upcoming elections, an opportunity for them to come together, discuss their current experiences and work jointly on tasks would benefit all three commissions. IFES invited five persons each from the electoral

commissions of Malawi, Uganda and Tanzania.

Other representatives of electoral commissions could provide slightly different perspectives, and would benefit from the exercises that were developed. IFES' long-term project in Ghana has entered its second phase, and its project in Ethiopia was recently concluded. As the dates of the workshop moved from late July to early August, IFES offered an invitation to the newly-nominated electoral commission of South Africa. This invitation was also extended to the National Electoral Commission and technical secretariat (STAE) of Mozambique; however, the scheduling of local government elections for the end of this year in addition to the preparation for voter registration prevented anyone from Mozambique attending. The meeting was attended by one representative each from Ghana, Ethiopia, Kenya, South Africa, and Zanzibar.

IV. Symposium Preparation

In advance of the meeting, the facilitators of the symposium prepared outlines of the workshop sessions for which they were responsible. Two days prior to the first meeting, they worked in consultation with the full facilitator team, in order to develop uniform standards of preparation and to share presentation techniques. They were specifically requested not to prepare more than an outline, to ensure that they could remain flexible to the needs of the participants and keep them engaged throughout the discussion. Each session should be designed to be interesting, informative, and participatory. Facilitators were encouraged to use the display tools available, such as flip charts and a slide projector for computer presentations. They were also encouraged to develop exercises that would group the participants by country as well as those which would facilitate collaboration in multi-country groups.

No papers were requested from the participants at the symposium, in keeping with the participatory nature of the meeting. In the final week before the symposium, the participants from the Malawi, Tanzania and Uganda commissions were asked to prepare a ten-minute presentation which would update the group on the current tasks of each commission, especially those which were not driven by an imminent election. Participants from Ghana, Ethiopia, Kenya, South Africa and Zanzibar were asked to prepare five-minute presentations introducing their commissions to the group, and briefly describing their public relations strategies.

V. Symposium Highlights

Upon registration, each symposium participant was issued a packet with the following contents (attached to this report in the Appendix Section):

- ▶ Welcome Letter from Keith Klein
- ▶ Biographical Information on the Facilitators
- ▶ Symposium Program

- ▶ "90-Day Countdown" Role Play Scenario
- ▶ Logistics information
- ▶ Tourist information about Arusha (not included in Appendix)
- ▶ Getting To Yes, Roger Fisher (not included in Appendix)

Ninety-Day Countdown This role play scenario and session, written, developed and facilitated by Keith Klein, were intended as an icebreaker, and to set the tone for the symposium. Participation in a role-playing exercise, complete with unexpected announcements, or shifts in circumstance, would enable the participants to address issues in the abstract and to resolve the issues in a theoretical manner. It would also blur the distinctions between commissioners and staff for a few hours, and encourage them to deal with each other in a setting outside their typical office encounters. Later in the week, some of the theoretical responses to the hypothetical situation would be tested against the reality that each commission would face (or had already faced) at home. Participants were asked to read the scenario on the evening before the session (most, with the exception of the Malawians and the South African, had the opportunity to do so). Each participant received the scenario and one sheet of paper describing his or her role in the role play. In the scenario, the President of "Erehwemos" announces that a general election will take place ninety days from "yesterday." The Electoral Commission, political parties, NGOs, and journalists would meet separately and then with the Electoral Commission to develop and implement strategies for the coming 90 days. John Chipeta, a member of the Malawi Electoral Commission, was selected as the chairperson of the Erehwemos Electoral Commission; everyone else received a role at random. After an initial meeting of each group (Commission, NGOs, journalists and political parties) the Electoral Commission met with the other three groups one by one to discuss their concerns and demands. The wrap-up to this session featured a critique of each of the roles played, and suggestions for how certain situations could have been handled with more finesse. Overall, the exercise was regarded as interesting, fun and a positive entry into the remainder of the Symposium agenda.

Each of the subsequent sessions used an integrated format of a brief introduction by the facilitator, initial notes (in a computer slide presentation), a small brainstorming session and then an exercise for small groups to work on. For some sessions, the participants were grouped by country, and had each observer work alone. For the last sessions, participants numbered off and formed mixed groups.

How Large, How Small? For this session, participants discussed the role and services generally performed by electoral commissions, and the type of services they actually provide. They prepared an organizational chart of their individual commissions, and discussed the various positions and functions within the organization. After reviewing the level of service that they agreed by consensus that every commission needs to provide, the participants designed an organizational chart describing the ideal structure of an electoral commission in their respective countries. The session was facilitated by Joe Baxter.

The discussion moved into the next session, *A Qualified Workforce*, facilitated by Ana Barradas. Having identified the positions or offices needed in the current and ideal electoral commission, participants were asked to think about the means to assess the qualifications needed in the type of staff members envisioned. In addition to creating job descriptions, participants discussed interview and screening techniques, and possible sources for qualified personnel.

A shorter, intensive session, entitled *Computerization of Election Management: More Than Word Processing*, focused on the type of off-the-shelf software packages available in all of the participating countries, and probably installed on the computer networks of the various electoral commissions, which could be used in the management of election-related inventory, personnel, and logistics; in the creation of databases of voters, polling stations, election equipment; and in the development of training materials and schedules. This session, facilitated by Joe Baxter, left many participants resolving to go into their computer centers (for the first time) and determine what tools were already at their disposal.

In the second part of the symposium, participants considered the outward role that an electoral commission plays. How does a commission relate to NGOs, political parties, and the media? What is the best way for a commission to develop and maintain a positive relationships with all of these groups? One of the last sessions, *Opening the Door, Drawing the Line*, examined the methods by which members of the electoral commissions could divide responsibilities among their staffs to ensure that their role remained that of policy makers, while still retaining an open and accountable relationship with their stakeholders. This session was facilitated by Dumile Mzaidume.

As part of the wrap-up of the meeting, the participants were asked to work, in groups or individually as observers, on an action plan for their commissions. Participants listed a series of objectives, mostly in the area of staff development, and they listed the expected completion times for this work. Some electoral commissions were more specific than others regarding their expectations or authority to make the changes they sought.

On the last afternoon of the symposium, each participant received a packet containing the notes from each of the facilitators' presentations; the transcription of the brainstorming sessions; organizational charts for the current and ideal electoral commissions; an "at-a-glance" document describing each electoral commission's role, responsibilities and tenure; and the action plans mentioned above. All of these documents are attached in the Appendix section.

VI. Evaluation

During the final symposium session, participants were requested to fill out an evaluation form (attached in the Appendix section), describing their opinions on the preparations, individual sessions and the general organization of the symposium. Sixteen evaluations were returned. Most of the comments were favorable, with the exceptions concerning travel arrangements (participants

inconvenienced by the air controllers' and general strikes in Nairobi) and preparation (some participants would have preferred to prepare papers). Overall, however, the participants appreciated the format of the seminar, and expressed their appreciation at not having been requested to prepare materials beforehand. Justice A. Ramadhani, Vice Chairman of the Tanzania Electoral Commission, complimented the facilitator team on its use of the "Socratic" method throughout the symposium. By asking a general question, and then asking for contributions from the participants, he said, the participants were responsible for working together to create the materials produced at the symposium, and that interaction enhanced the value of their participation at this meeting. The response to the question of whether participants would attend another meeting of this type was almost completely positive. When asked whether they would recommend that other people attend, only one respondent felt that commissioners and staff should not be mixed together in this format. Other suggestions included a more specific focus on computerization and election management - but still using a mix of commissioners and staff, to facilitate the discussions on equipment needs and resources.

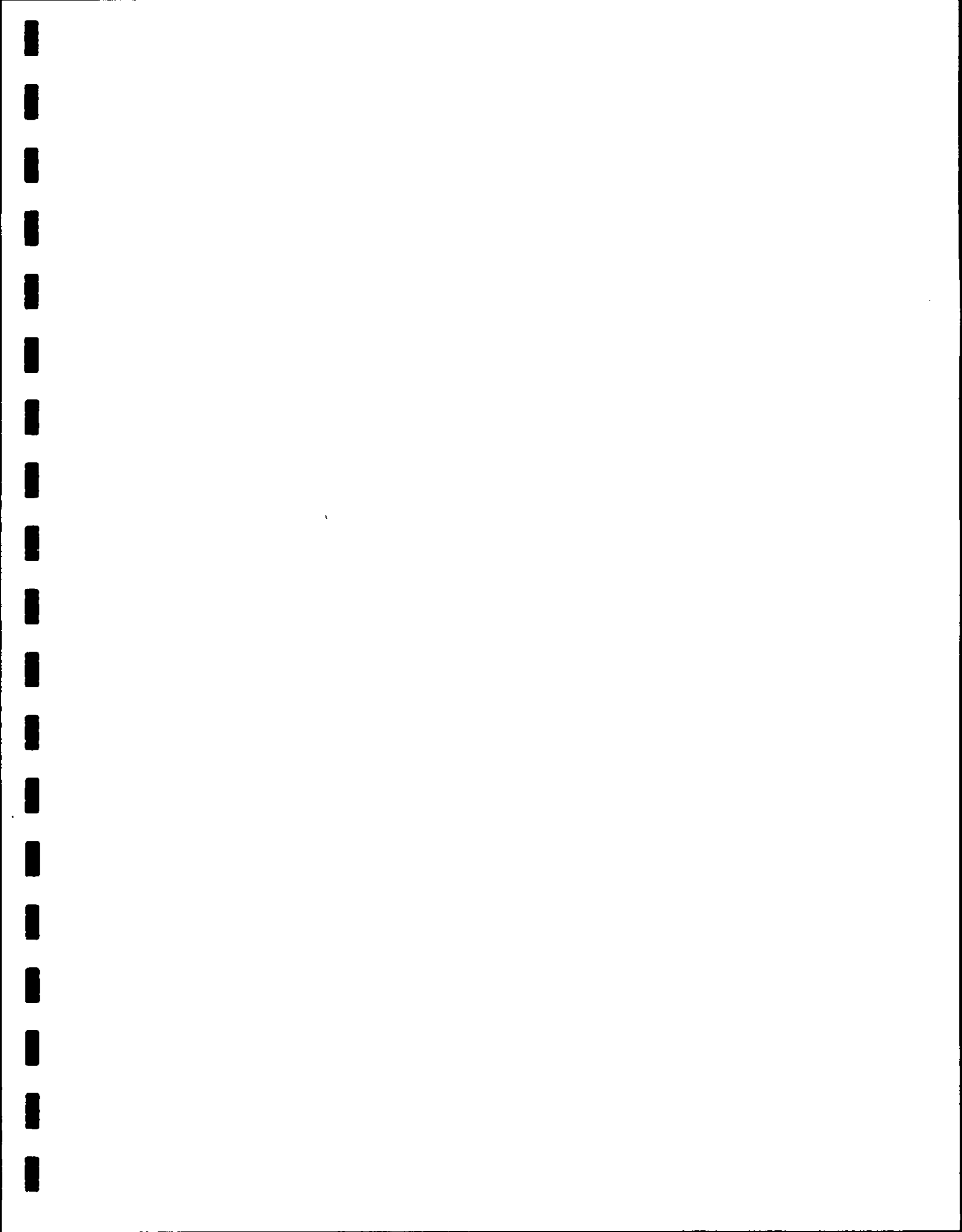
A graphic ranking of the evaluation responses is attached in the Appendix section.

Conclusion

The success of the symposium, in the eyes of the participants, was based on its ability to draw together colleagues from a region, with regional issues, problems and solutions, in a forum where they could work together. Gatherings of this type, in other areas of the region, and in other regions, can provide an inexpensive opportunity for election administrators to learn from each other in an intensive and rewarding session, and to strengthen professional relationships between and among commissions and staff.

LIST OF APPENDICES

- A. Welcome Letter from Keith Klein
- B. Biographical Information on the Facilitators
- C. Symposium Program
- D. Notes from the Country Presentations (previously written or submitted for transcription)
- E. 90-Day Countdown: Role play Scenario
- F. Slides from *How Large, How Small?: Organization of Electoral Commissions*
- G. Organization charts prepared by the participants describing the current and/or ideal structure of their commissions
- H. Slides from *A Qualified Workforce*
- I. Notes from *From What You've Got to What You Need: Identification o Training Resources*
- J. Slides from *Beyond Qualifications - Independence*
- K. Notes from *Beyond Qualifications - Independence*
- L. Slides from *Computerization of Election Management*
- M. Slides from *Opening the Door, Drawing the Line*
- N. Notes from *Opening the Door, Drawing the Line*
- O. Slides from *Getting the Word Out*
- P. Notes from *Getting the Word Out*
- Q. Stated Action Plan from Participating electoral commissions
- R. *At-A-Glance* Electoral Commission Structures
- S. Participant Evaluation Form & Evaluation Report
- T. Participant Address List





August 3, 1997

Dear Participant in the East Africa Election Administration Symposium:

On behalf of the International Foundation for Election Systems (IFES) and our president, Richard Soudriette, it is my pleasure to welcome you to the East Africa Election Administration Symposium, held in Arusha, Tanzania from August 4 through 7. I look forward to seeing again those of you whom I've already met, and getting to know those of you whom I haven't met.

I know that all of you have made a great effort to find the time to spend these days in Arusha, and that most of you have endured the inconveniences of international travel in order to get here. I am confident that the Symposium will prove worthy of your time and effort. With input from the Election Commissions of Malawi, Tanzania and Uganda, we have chosen two topics which are both relevant and important for election administrators in East Africa, and for election administrators anywhere.

The primary participants of this Symposium are the Election Commissions of Malawi, Uganda and Tanzania, all of which IFES has worked with in some capacity over the past several years. No less important to the Symposium are the representatives from the election commissions in Ethiopia, Kenya, Ghana, South Africa, and Zanzibar. I believe that the commonalities as well as the differences in these eight election bodies will lead to fruitful exchange.

Fruitful too will be the input from our three facilitators, Ana Barradas from Portugal, Joe Baxter from IFES/Washington, and Dumile Mzaidume from South Africa. We look forward to hearing of the wide experience in election commission staffing and outreach they bring.

Again, welcome. I hope you find your participation in the Symposium both enjoyable and productive.

Sincerely,

Keith Klein
Director of Programs
Africa and the Near East/IFES



EAST AFRICA ELECTION ADMINISTRATION SYMPOSIUM FACILITATORS

Ana Barradas worked as an electoral officer in the first electoral commission in Portugal after the coup d'etat that put an end to the authoritarian regime in 1974. For 15 years she took part in the preparation of parliamentary, presidential, local and European Community elections, as well as in four national registration processes, including annual up-dating of the voter roll. Currently she works as a free lance author, journalist and translator in Lisbon. Since 1994, she served as electoral consultant. She was an European Community observer in the 1994 South Africa elections. At the request of the Guinean electoral commission and by nomination of the Portuguese government, she went to Guinea-Bissau as an assistant to the United Nations coordinator for the international observation mission to the 1995 presidential elections. In Mozambique, she took part in an IFES mission in 1997 to assess the registration process situation and the measures to be taken for the next local elections.

Joe Baxter has 25 years experience in election administration, starting in state of Louisiana in 1973. In 1983, he joined the Board of Elections and Ethics in Washington, DC as Registrar of Voters where he remained until 1994. During his time in Washington, Joe helped turn the D. C. election system from the worst in the nation to a model for the nation. He also assisted many of the embassies in Washington to established absentee voting programs in the United States. In May 1994, he joined the United Nations as the Chief Electoral Officer for UNOMIL in Liberia. In October 1994, he joined IFES as Project Manager for the Supporting the Electoral Process (STEP) project in Ghana. He currently serves as IFES's Senior Advisor for Election Administration focusing on Africa and the Near East. Joe has served as a election consultant or observer in Ethiopia, Mali, South Africa, and Cambodia.

Dumile Mzaidume is currently Programme Manager at the Institute for Democracy in South Africa (IDASA), where he has worked since 1993. He manages IDASA's Local Government Information Centre. In that capacity, he oversees the Centre's local government interventions in training, research and lobbying. In other positions at IDASA, Dumile has been Manager of Human Resource Development and Regional Coordinator in East London with responsibilities in electoral education. His academic training is in science and education. He has taught secondary school science and served on several national level task forces on education and elections.

The International Foundation for Election Systems (IFES) is a private, nonprofit organization established in 1987 to support electoral and other democratic institutions in emerging, evolving and experienced democracies. Non-partisan and technical in approach, IFES has conducted project, conference, and observation activities in over 80 countries. Based in Washington, D.C., IFES has offices in Accra, Ghana; Almaty, Kazakhstan; Blantyre, Malawi; Bucharest, Romania; Chisinau, Moldova; Al Bireh, West Bank; Kiev, Ukraine; Lima, Peru; Moscow, Russia; and San Salvador, El Salvador.



August 3-7, 1997
Program

Sunday, August 3, 1997

Afternoon

Arrival of Participants

5:00 - 7:00 pm

Registration and Greeting (Outside
Ngorongoro Room)

Dinner

Monday, August 4, 1997

Morning Free

10:30 - 10:50 am

Tea Break (Terrace)

11:00 - 12:15 pm

Opening Remarks: Introduction of
Facilitators and Process Orientation (Keith
Klein)

12:30 - 1:45 pm

Lunch (Themi Grill)

2:00 - 4:00 pm

Country Presentations: Malawi, Uganda,
Tanzania
Observer Presentations: Ghana, Ethiopia,
Kenya, South Africa, Zanzibar

4:00 - 4:20 pm

Tea Break

4:30 - 6:30 pm

"90-Day Countdown" (Keith Klein)

August 25, 1997

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6:45 - 7:15 pm

Facilitators' Meeting

Dinner

Tuesday, August 5, 1997

8:30 - 9:00 am

Greetings/Housekeeping

9:00 - 10:30 am

"90-Day Countdown": Continuation of Exercise

10:30 - 10:50 am

Tea Break

11:00 - 12:15 pm

"How Large, How Small?" Part I: This session will address the organization of an Electoral Commission Staff. (Joe Baxter)

12:30 - 1:45 pm

Lunch

2:00 - 4:00 pm

"How Large, How Small?" Part II: Charting the Organization

4:00 - 4:20 pm

Tea Break

4:30 - 6:15 pm

"A Qualified Workforce": This discussion will deal with the levels and types of skills required for staff working on elections. (Ana Barradas)

6:30 - 7:00 pm

Facilitators' Meeting

Dinner

Wednesday, August 6, 1997

8:30 - 9:00 am

Greetings/Housekeeping

"From What You've Got to What You Need": This session will identify the diverse sources of training for members of the electoral commission staff. (Ana Barradas)

9:00 - 10:30 am

Tea Break

"Beyond Qualifications - Independence": This discussion will look recruitment and supervisory techniques that will assure impartiality in Electoral Commission Staff. (Ana Barradas)

10:30 - 10:50 am

Lunch

11:00 - 12:15 pm

Automated Election Management: This session will look at the ways in which administrative staff can use computers and current software tools to enhance election management. (Joe Baxter)

12:30 - 1:45 pm

Tour of Arusha International Conference Centre and Rwanda War Crimes Tribunal

2:00 - 3:00 pm

Facilitators' Meeting

Dinner

4:30 - 5:30 pm

6:30 - 7:00 pm

August 25, 1997

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Thursday, August 7, 1997

8:30 - 9:00 am

Greetings/Housekeeping

9:00 - 10:30 am

"Opening the Door, Drawing the Line":
How does the independent election
commission maintain open communication
with political parties while preserving its
impartiality? (Dumile Mzaidume)

10:30 - 10:50 am

Tea Break

11:00 - 12:15 pm

**"Getting the Word Out": How can a
commission work productively with NGOs
and the media to communicate election
information to the public? (Dumile
Mzaidume)**

12:30 - 1:45 pm

Lunch

2:00 - 4:00 pm

"Getting to Yes": Discussion and Role play

Completion and Discussion of Action Plans

4:00 - 4:20 pm

Tea Break

4:30 - 6:00 pm

Closing Session: Evaluation and Final
Statements

Friday, August 8, 1997

10:00 am

Shuttle Bus Departs for Nairobi

Distinguished guest
Hon. Commissioners
Ladies and Gentlemen

On behalf of Zanzibar Electoral Commission and on myself I would like to thank the IFES for Organising this workshop here in Arusha and inviting ZEC representative to participate on this dialogue, which I hope will enlighten our mind all of us during the few days we will be here.

As a matter of request from the organiser that, each of us should make a 10 minute presentation on the following two - part question.

1. Staffing. issue
2. Public Relation Strategy of my commission.

On the Staffing issue. I would like to talk on the Senior Staffs of the Secretariat of the commission. Whom I think is a very important to the Commission in its day to day work.

In our Zanzibar Electoral commissions Report for the General Election of the 22nd October, 1995 on page 56 of the said report No. 14.4 we recommended that, "the Senior members of the Secretariat of the Commission should be employed on Permanent terms so that, the Commission can maintain an experienced staff."

This at least will help if it will be approved by the Government for the newly appointed Commissioners to know and understand what to be carried forward during their tenure of five (5) years office. Since our main goal is to manage an effective and responsive electoral process for the timely conduct of elections to democratically elect representatives.

By this goal my Electoral commission will endeavour to put in place appropriate systems, procedures, mechanism as well as competent and qualified staffs personal with adequate resource to ensure the provision of high standard services to the parties.

And in order to effectively to operationalise the goal, the Commission intends to perform the following:-

1. Develop a comprehensive training programme in consultation *with* relevant organisations.
2. Secure necessary funds and Scholarship to support the training programme.
3. Monitor the performance of officers during training.
4. Evaluate the overall performance of staff after training.

Further more, the Zanzibar Electoral commission intends to develop and maintain an integrated information system for easy access and timely decision making in its day to day work by:-

1. Prepare a comprehensive micro - computer hardware, Software and Internet requirements list for headquarters (Unguja) and Pemba.
2. Procure and install Computer hardware, Software, network and Internet between Unguja (headquarters) and Pemba, *and other*
3. Secure necessary fund for the purchase of the above items.
4. Together with the training for the users at both Unguja and Pemba.

This move will ensure the availability of a professional and technical cadres at all times capable enough to translate the mandate of the Commission into workable programmes for implementation.

In talking about the public relations strategy the Zanzibar Electoral Commission intends to develop and carry out voter education in collaboration with NGOs and other educators by:-

1. Developing appropriate voter ^{CIVIC}/education material.
2. Implement voter education programmes.
3. Carry out an evaluation to determine the impact of campaign programmes on the public.

Through this campaign, the Commission will build Strong relationship with the people public and more and more people will become aware of the importance of their vote and their involvement in the running of national affairs through their representatives. Further more this will strengthen the free and fair elections in the Country.

Whereas the Zanzibar Electoral commission further intends to simplify electoral rules, regulations and procedures by

1. To translate the election Act No. 11 of 1994 in local language.
2. Make available the simplified and consolidate rules, regulation and procedures to the public.

The Commission through this move hopes to have a wider participation and reducing un necessary complaints and conflicts during the administration of elections. *And also increase a dialogue with Political Parties.*

Dear commissioners and participants the laid down Strategies will mostly depends on the availability of funds to implement. I do hope IFES in it part will look into areas where they could come up to support in our endeavours.

With these few word I once again thank you all for listening to me.

Thank you.

HASSAN SAID MZEE
VICE CHAIRMAN.
ZANZIBAR ELECTORAL COMMISSION

TANZANIAN ELECTION COMMISSION:
Presented by Justice Lewis Makame

Mr. Chairperson, Eminent Participants, Ladies and Gentlemen:

I wish first to confess my personal discomfort at addressing a person performing the function you are performing now as 'Chairperson.' There are a number of reasons, good and bad, for calling such a person 'Chairman', one of them being that he 'mans' the chair, which has absolutely nothing to do with gender issues which are currently very much in vogue. You will please forgive me if, now and again, I slip back into old usage and call you 'Chairman.'

Chairperson, ladies and gentlemen, on behalf of the Tanzania delegation, I salute all participants, facilitators and observers who have come to attend this symposium. Welcome to our home ground!

We wish also to express our profoundly grateful thanks to the International Foundation for Election Systems for coming up with the idea that we meet here and for making it possible for us to do so. We in our commission believe that a good manager should appreciate that there can always be room for improvement and we want to hope that others share that view. The opportunity for committed and dedicated people to meet, compare notes, exchange views and share insights cannot be a waste of time, resources and effort. I see at this Symposium we aspire to build staff and build connections. This is a noble goal, something we in the National Electoral Commission are constantly engaged in.

Mr. Chairperson, we experienced a little language problem in appreciating an important portion of a belated IFES communication calling for this brief delegation address. Quite frankly, we were not sure whether 'non-election' connotes things which have nothing to do with elections at all - the law, structure organization, acquiring and developing human resources, finding necessary money, preparing for and sensitizing people to vote and to appreciate why levelling the ground for all the main players, timely getting things where they should be for the actual polling exercise, the counting of votes, the announcement of results, seeing to it that secret and freely cast ballots legally and legitimately transform into votes -- If all this plus the task of collaborating with well is excluded by the tag 'Non-election tasks.' If what is intended by the term is other than what we have just mentioned, then as a Commission we have no other tasks or projects. If the term intends merely tasks other than those directly connected with vote-casting then we are engaged in all the foregoing and this on an on-going basis. What is the objective in all this? It is to play our part in promoting, enhancing and sustaining a fuller and more meaningful Democracy. Our efforts in this direction include making recommendations in the relevant laws, engaging in dialogues and cultivating proper and appropriate rapport with all the stakeholders. We are also engaged in building bridges : we seek to identify with all proper and upright initiatives, internally, in our sub-regions, and I say sub-regions deliberately and by design, because there are many, as well as beyond that borders of our continent. In building these bridges, we must have a destination in mind -- We must join hands with people with whom we have identity of purpose, or only to the extent that their purpose coincides with ours; Beyond that, we endeavour to disengage.

The genuinely people-centred Democracy we seek to enhance must translate into making the society we have the privilege to serve the ultimate masters, the prime stakeholders at the receiving end. We have to contribute to making the people feel and convinced that the quality of their life can be enhanced and enriched by making the entire electoral process their own. They must continuously be in a position to hold it and call it their own. Through their chosen representatives, they must work on their destiny.

Mr. Chairperson, ladies and gentlemen, on behalf of the Tanzania Delegation, allow me to mention the business we at NOT in. We are not in the business of making kings. That is the business of the entire electorate. We resist any force which seeks in obvious or whatever subtle way to deflect us from our stated tasks.

I was amused when I read one report that we must change the law and we are urged to do so within a given time scale. We have no power to change the law, today or in the next five years unless the law itself is changed. We recommend the changes so that the Commission may better their capacity to manage elections.

After our 1995 Presidential and Parliamentary elections, there was a huge crops of reports. We welcomed them - it is good to see and hear what others say about your performance. The composers of these reports were entitled to their views - I think there is an adage that (even) 'cranks and enthusiasts must express their views.' Some are serious reports making good recommendations. Unhappily some of them were superficial, others were not free from jaundice and bias, a few could even be said to be warped. When we found funds, we issued our own report which does not seek to defend and which does not plead for sympathy or even empathy. It seeks to explain and make recommendations. Our report is in both Kiswahili and English. In the English Version at page 78 to 83, we make recommendations which we believe enable us to administer elections more effectively and efficiently in the future. That, and a heavy correct dose of appropriate civic education which is incidentally coming back to our schools, should hopefully see us through.

Thank you.

UGANDA ELECTORAL COMMISSION

1

HIGHLIGHTS ON PROPOSED AGENDA FOR IFES WORKSHOP - ARUSHA

ITEM A1

FUNCTIONS OF THE ELECTORAL COMMISSION

The following are the functions of the Electoral Commission as given by the Constitution:-

- to ensure that regular, free and fair elections are held;
- to organise, conduct and supervise elections and referenda in accordance with the Constitution;
- to demarcate constituencies in accordance with the provision of the Constitution;
- to ascertain, publish, and declare in writing under its seal the results of free elections and referenda;
- to compile, maintain, revise, and up-date the voter's register;
- to hear and determine election complaints arising before and during polling;
- to formulate and implement civic educational programmes relating to elections;
- to perform such other functions as may be prescribed by Parliament by law.

ELECTORAL COMMISSION STRUCTURE

The Uganda Electoral Commission is made up of:-

- i) a Chairman;
- ii) Deputy Chairperson;
- iii) Five Commissioners

These members collectively form a policy making and management body of organising and exercising general supervision over the activities of its staff.

The Commission has staff both at the headquarters and at the District level. The staff at the headquarters are headed by the Secretary with various heads of sections.

The electoral law requires that the following categories of staff be recruited by the Commission at district level;

- i) Returning Officer;
- ii) Assistant Returning Officer;
- iii) Registrar

In addition to these staff members, temporary staff is employed and they are as follow;

- i) Assistant Registrar;
- ii) Up-date Officers;
- iii) Policemen
- iv) Presiding Officers;
- v) Members of the Tribunal Committees;
- vi) Data Entry Operators;
- vii) Data Editors

The relationship between the Commission and its staff should be based in modern management techniques such as:-

- i) Management by objectives;
- ii) Results orientated management;
- iii) Code of conduct;
- iv) Performance appraisal reports on a quarterly basis.

The details of (ii) and (iii) above are attached to this document.

The Electoral Commission requires staff with skills in areas such as:-

- i) Database management;
- ii) Administration and Planning;
- iii) Financial Management;
- iv) Law;
- v) Public Relations;
- vi) Research;
- vii) Stores Management;
- viii) Cartography and Graphics
- (ix) CIVIC EDUCATION

Training requirements in these areas need to be identified so as to enable the Commission organise regular training programmes.

must be programmed
 Staff ~~should be encouraged~~ to attend these training programmes to equip themselves with the necessary skills.

ITEM A3

- i) A Code of conduct for the Commission should be put in place.
- ii) Regular short courses to sensitize the staff should be organised.
- iii) A training officer should be recruited for budgeting and identifying training needs.
- iv) Ensure adequate remuneration for the staff.
- v) Impart proper civic education to the electorate on how and when to vote so that they are not derailed by politicians with regard to finances.
- vi) The Commission is not absolutely independent as it is still obtaining funds from Ministry of Finance which depends on the cash flow.

ITEM A5

- i) The Commission should purchase heavy duty computers such as pertium with adequate :-

- memory;
- speed;
- hard disk space

which can support the current software efficiently.

- ii) There is need for networking the stand alone computers to avoid loss of data and cause of delay in Data transmission.
- iii) Make a proper choice of software suitable for a particular task.
- vi) Database should be organised in the most efficient structure for better performance of the software.
- v) Consideration of data type and structure must be given guidance to come up with the most efficient software to use.
- vi) Adequate training of the software used in the Commission should be extended to users of that software.

ITEM B1

- i) Civic education should be included in the syllabus of schools, starting from primary to the University, for national vision.
- ii) The electoral law should be simplified and translated into all local languages..
- iii) The Commission can strengthen its relationship and the parties by following the recommendations in the attached Human Resource Management ~~handover~~ *out*.
- iv) There is a misunderstanding between donors and the Electoral Commissions. Some donors disagree with the political system in the country which may deter the flow of funds. Others reach the extend of imposing their agents in the Commission. *and opting for financial programmes of their own choice.*

ITEM B2

- i) By levelling the ground to all candidates.
- ii) The electoral ^{law} is clear and fair to all.
- iii) There is free access to the media by all candidates.
- iv) All candidates must be facilitated equally.

- v) By enforcing and sticking to the law within the powers of the Commission.
- vi) The Commission being financially independent.
- vii) The Commission should be well facilitated with finances for even better performance.

RECOMMENDATIONS

1. The Electoral Commission should have its own permanent staff both in the districts and at the headquarters.
2. Electoral Commissions should be de-linked from any line Ministry. It should formulate its own policy guidelines and should be authorised to make its own regulations for effective performance of its functions.

This would help to enhance its independence.
3. The Electoral Commission should be facilitated to establish offices and stores in the districts.
4. At the Headquarters, the Commission should be housed in its own offices and should have its own warehouse. This physical separation of the Commission's offices from those of any other government department would help to provide adequate office space and storage facilities for the Commission. The independence of the Commission will also be seen to be true in terms of public conception and perception.
5. The District Office of the Commission should be headed by the District Electoral Officer and other permanent staff who are appointed by the Commission.
6. For effective field supervision of election work, the following three offices should be created, below the District Electoral Officer;
 - a) County Supervisor;
 - b) Sub-county Supervisor;
 - c) Parish Supervisor
7. The functions of the Commission should be expanded to include;

- Issuing of National Identity Cards.
- Registration of deaths and births (Parish Supervisors would be at the grassroot level to know whoever is born and who ever dies within the Parish).
- Organising, supervising and conducting elections for the selection of executives of various organisations/bodies such as;
 - * Uganda Medical and Dental Association
 - * Uganda Nurses and Midwives Association
 - * Uganda Veterans Association
 - * Uganda Chamber of Commerce etc.,

Code of Conduct

I hereby solemnly undertake to uphold the following Code of Conduct in the service of my country which is a profession of the highest order :

1. I will put loyalty to the highest moral principles above all other loyalties and at all times will remember that the public interest is my first and primary duty.
2. I will give a full day's work for a full day's pay, giving to the performance of my duties my best effort and thought.
3. I will always seek to find and employ efficient and economic ways of getting tasks accomplished.
4. I will never discriminate by bestowing special favour or privileges on anyone, whether for remuneration or not, and will never demand or accept, for myself or my family, favours or benefits under circumstances which might be construed as influencing the performance of my official duties.
5. I will not engage in any business with Government, directly or indirectly, which is inconsistent with the conscientious performance of my official duties.
6. I will expose corruption wherever discovered.
7. I will uphold these principles ever conscious that a public office is a public trust.

RECOMMENDATIONSRom

Our main recommendation of this Report is the introduction of a New Era Public Service which will have the following attributes and characteristics :

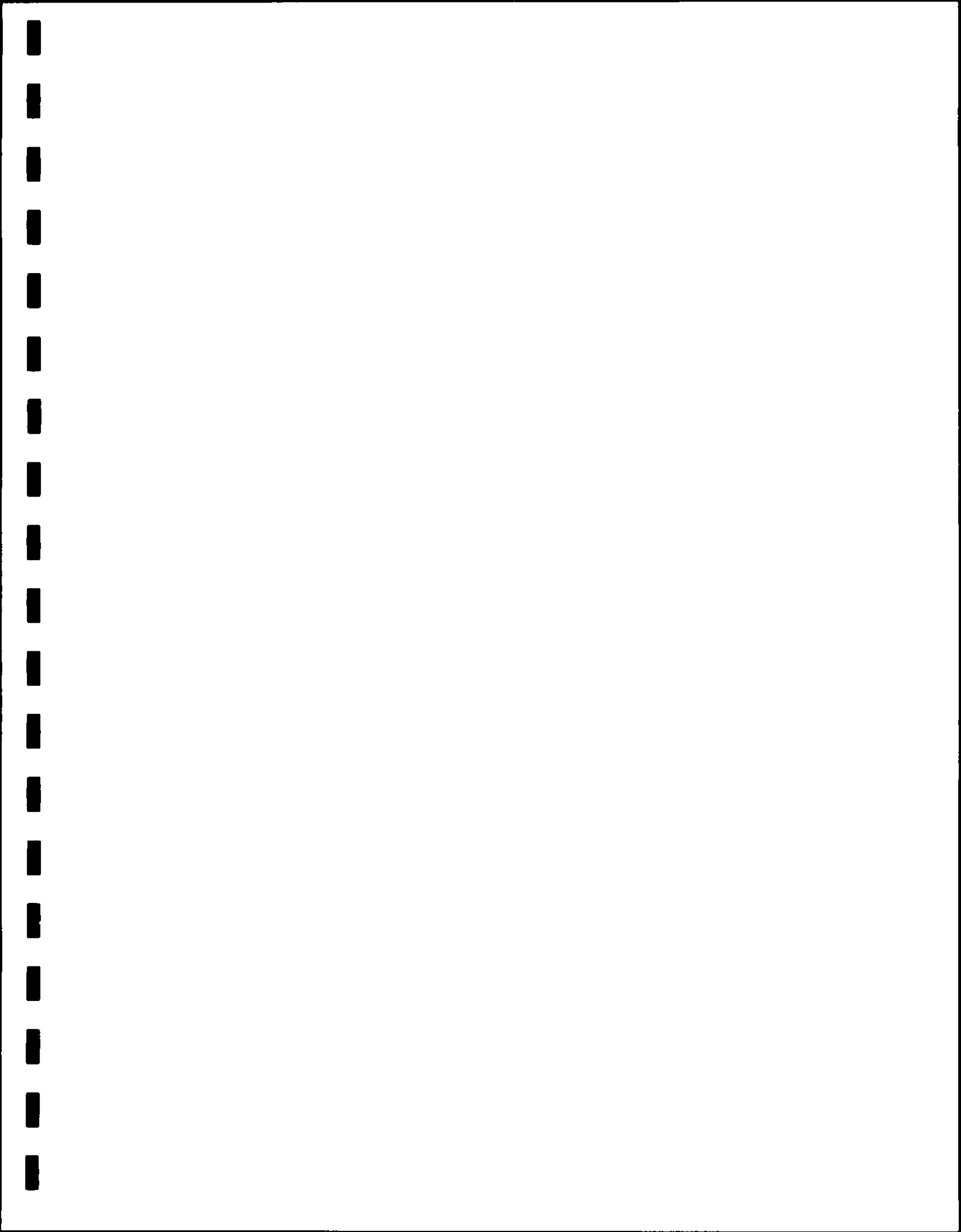
1. A new concept of a results-oriented management style in which the following management practices are adopted : Project Management, Management by Objectives and Programme and Performance Budgeting.
2. A unified structure which embraces all the posts in the civil service from the lowest to the highest and provides equal opportunity for every officer to advance to the highest post in the service irrespective of his or her discipline.
3. A service that is manned mainly by professionals and specialised personnel and not, as at present, predominantly by generalist administrators and functionaries.
4. A service that has sound and progressive personnel practices and conditions of service which motivate workers to give their best and strive for excellence.
5. A service that recognises the distinction between career civil servants and politically appointed officers.
6. A service that recognises the different roles of Secretary to the President and Head of the Civil Service.
7. A service whose members subscribe to and uphold a Code of Conduct.

(B1)

HUMAN RESOURCE MANAGEMENT

1. To ensure that party and managers are vested with knowledge of party formation, ideology, identity, structure and organisation.
2. To disseminate techniques for preparation of party policy, campaign manifestos and organising and managing campaign meetings.
3. To enhance internal party democracy and to establish methods of resolving internal party conflicts.
4. To highlight the methods and benefits of the use of the public and private media during the Election process.
5. To address the problem of electorate sensitization to political issues and the vital role that political parties themselves must play in voter education and political socialisation.
6. To disseminate techniques for soliciting support from the people, in particular, the requisite financial support for party establishment and maintenance between elections.
7. To facilitate the exchange of ideas and experience amongst party officials during the seminars and workshops of which the programme is composed.
8. To disseminate widely, amongst higher level politicians, the information and expertise generated by graduate sabbatical and voter education programmes.

9. To vest in the party leaders who attend the courses, the skills and knowledge necessary to pass on what they learn to other party members on their return.
10. To make available, to party managers, knowledge of the basics of electoral law, campaign and candidates management and maintenance of party structure between elections.
11. To inculcate a culture of tolerance and adoption of the accepted principles, values and practices of democracy.
12. Civic society should be empowered to understand the role and functions of legislature in enhancement of public disposition towards the rule of law.
13. Civic society should, demand from government wide publication and dissemination of laws in the land especially in local languages.
14. Electoral Commission should involve political parties in the briefing for electoral officers, in training party agents, seminars.
15. Consultation with parties on electoral laws and their implementation.
16. To be open to Political Parties and involve them in the democratisation exercise.
17. The Electoral Commissions should create a rapport between them and political parties emphasising their independence within the constitution and electoral laws.
18. Any democratic deficit in any law should be laid at the door of the executive or parliament and encourage them to change them thus creating the level political playing field in the democratisation process.



**EAST AFRICA ELECTION ADMINISTRATION SYMPOSIUM:
BUILDING STAFF, BUILDING CONNECTIONS**

Ninety-Day Countdown:

2:00 session on Monday, August 3.

For this session, you each have three documents which we ask you to read in advance:

- Role play scenario
- One group scenario (Election Commission, Political Parties, Non-governmental Groups, or the Media)
- Your role description

In this session, you each will have a role to play within an election-related scenario. The role play will follow the following sequence of steps:

1. Four simultaneous meetings (*Tuesday*):
 - The Election Commission
 - Political party leaders
 - NGO representatives
 - Journalists and reporters
2. Meeting between the Election Commission and political party leaders (*Wednesday*)
(others observe)
3. Meeting between the Election Commission and NGO representatives (*Thursday*)
(others observe)
4. Press Conference at the Election Commission (*Friday*)
(others observe)
5. Meeting of Election Commission (*Monday*)

The following role-play scenario gives the general situation. The group scenario gives more details as background for the "Tuesday" meetings. *It is important that you read the three documents in advance of the Monday 2:00 session. Please do not share your documents with other participants prior to the session.*

ROLE PLAY SCENARIO

In the African country of Erehwemos, the President, using his constitutional powers, has dissolved Parliament and called parliamentary elections for a date 90 days in the future. He has set presidential elections for the same date. The legal limits of both the parliament's and the president's terms were coming up, but the date set by the President's announcement is at least three months earlier than most people in Erehwemos expected. (The terms of both parliament and the president are four years.)

Geography and Administration

Erehwemos has a population of approximately 20 million people. Its area is about the size of France. Southern parts of the country are partly forested, and heavily farmed, mainly by smallholders, but with some large commercial farms. As one moves north in the country, it becomes increasingly arid. In the far north, population is sparse and is mostly semi-nomadic cattle raisers. In a mountainous region in the west, a long-festering low-level rebellion has recently been settled. This region has most of the country's mineral resources. The country has a short coastline, on the east, where the capital is located. The population of the capital is almost one million. There are two more major cities in the south, and one in the west.

Administratively, Erehwemos is divided into eight regions, each with a regional governor appointed by the president. The country has 68 districts divided relatively evenly among the eight regions. The district officers are also appointed by the president. Erehwemos' constitution has recently been amended to provide for the election of district councils, but these elections have not been held, or scheduled.

Political System and Political Parties

Parliament has 100 members, each elected from a single-member constituency (using a simple majority, 'first-past-the-post' system). Some constituencies have the same boundaries as districts; in about half the cases, a district has been divided into two constituencies. To be elected president requires an absolute majority; a second round of the top two vote-getters is held if necessary.

The constitution was revised ten years ago to remove the article instituting a single political party for Erehwemos. The upcoming elections will be the third national election cycle in which multiple political parties have competed. There are four major political parties, three of which have historical roots in the pre-independence period. Each of these three political parties was briefly the ruling party in the 1960s before a military coup brought an end to multipartyism for nearly 20 years. The fourth major party, the FMP (Former Military Party), was formed by the military ruler ten years ago at the time of the reintroduction of multipartyism. That ruler and his party won the first multiparty election, but lost the second.

The current ruling party, the PIP (Pre-Independence Party) is one of the historical parties. The current President, who is also head of the PIP, was briefly president in the 1960s. Because of old age, he will not be running for a second term in the upcoming election. His vice-president and protégé is expected to be the PIP standardbearer. (The common speculation is that the President has called elections early because sickness and infirmity has brought a fall in his popularity. He is hoping that an early election will benefit his vice president and the PIP.)

There are a number of smaller and newer parties, five of which have recently formed a coalition with an outspoken reformist and anti-corruption agenda.

All four major parties think that they have a chance to win the presidency, especially given the requirement for an absolute majority and the possibility of a second round. The five-party coalition will run a single presidential candidate. Although it can't reasonably expect to win the presidency, it does expect to be a significant force in the new parliament.

The country has eight ethnic groups of significant size, and many smaller groups. Ethnicity has not played a major role in Erehwemos' politics, except in the long, simmering rebellion in the west. There, the dominant ethnic group had felt that not enough of the wealth generated by the region's mineral resources had benefitted the people of that region. The incumbent President, early in his term, had achieved a political settlement of that conflict, an accomplishment that won him favour from some and disapproval from others.

Election Commission

The Election Commission, appointed by the President as specified in the constitution, has five members. It was formed nine years ago, following the revision of the constitution and the reinstitution of multipartyism. The constitution specifies that Commission members are appointed to seven-year terms, with no limit on the renewal of those terms. The president appoints commissioners from a list submitted by Parliament. All members are to be highly respected, non-partisan citizens.

Two of the current members were appointed to the commission nine years ago. The other three original members have retired or have failed to be reappointed at the end of their first term. All three of new members of the current commission, including the current chair, were appointed by the incumbent president.

The chair of the commission is a former Supreme Court judge. At only 38 years old, he is the youngest member of the commission. He was known as a brilliant, wise and fair judge, but some people have felt he has risen through the ranks faster than is appropriate. The deputy chair, a woman, is a retired High Court judge. The other three members are: a former head of the national bar association, a retired Methodist bishop, and former professor of political science with a specialization in demographics and statistics. The first multiparty elections overseen by the commission eight years ago were poorly administered and controversial. The national

elections four years ago were better run and the commission's stature in the eyes of the political parties and the public was improved. Some among the political class are sceptical of the current commission because of its inexperience and the youth of the current chair. Some political party leaders have voiced the opinion that the current chair might owe favours to the president and ruling party because of his appointment.

As specified in the Electoral Code, the Commission oversees an elections secretariat, which is headed by the Director of Elections. The current Director of Elections has been in this post for five years, and has been a member of the secretariat since its creation nine years ago. (Therefore, unlike the three new commissioners, including the chair, he has strong experience running national elections.) The Director of Elections is appointed by, and serves at the pleasure of, the Commission. The DoE supervises a permanent secretariat staff of ten professional staff and fifty support staff. He attends meetings of the Commission as a non-voting secretary.

Civil Society

Under the eighteen years of single party rule, civil society was tightly controlled. The non-governmental groups that were allowed to operate toward the end of this period, along with church organizations, actively campaigned for the introduction of multipartyism. Partly because of this period of history, NGOs and church groups are still perceived by some as being anti-government and therefore are treated with suspicion. Since the beginning of political liberalization, civil society has grown rapidly. Many NGOs operate in the fields of health and education promotion and advocacy. There are several strong legal and human rights groups, as well as some groups focussing on civic education and on teaching the common people their democratic rights. Some of these groups are largely funded by external donors. Over the last five years, the church has become less activist politically, but national church organizations remain strong and the opinions of their leadership can be influential.

The Media

The press has also grown in the past ten years. There are now three daily newspapers, one state-owned, one the organ of the FMP, and the third a well-respected paper not closely associated with any political party. (Because this last paper is sometimes strongly critical of government actions and has worked hard to expose corruption, it is viewed by some as an anti-government voice.) All of the other major parties have weekly newspapers. A wide variety of weekly and monthly journals are published, some politically radical, some strongly sensationalist.

The single television station is state-owned, and controlled by a High Communications Council. The Council, created by the constitutional revisions of ten years ago, is supposed to ensure high standards and political neutrality in programming, particularly in news coverage, for both the television station and the state-owned radio. It has gradually made improvements in regards for both the radio and television, but both media are still accused, sometimes with reason,

of pro-government bias. There are several private radio stations, none of which has a signal strong enough to reach the entire country.

The Commission's Plan and Priorities

The President's announcement of the dissolution of Parliament and the scheduling of elections in 90 days was made on a Sunday. In response, the chair of the Electoral Commission has called a meeting of the Commission for Tuesday. He has also invited the heads of all registered political parties to meet with the Commission on Wednesday, to discuss electoral issues of mutual interest. He has scheduled a meeting between the Commission and non-government groups known to be interested in voter education and election monitoring for Thursday. For Friday, he has scheduled a press conference. In response to the Commission chair's invitations, political party leaders, NGO leaders, and representatives of the press and electronic media will meet prior to their meetings with the Commission, to prepare a list of priority issues to discuss.

(The Electoral Code allows for monitoring of the electoral process by candidate and political party representatives. It is silent, however, regarding non-partisan monitors. In the past two general elections, the Election Commission has permitted non-partisan monitoring, and has accredited NGOs as monitor groups. The current Electoral Commission has not yet ruled on this matter. The Electoral Code gives the Electoral Commission the responsibility for insuring that voters are informed of registration and election details. In the past, the Commission has not collaborated closely with NGOs in carrying out a voter education program; its voter education programs have also not been very successful.)

In addition to preparing for the three upcoming meetings scheduled by the Chair, the Commission must also set priorities for election preparations. Among other things, it must organize a voter registration campaign. According to the Electoral Code, voter registration must be done before every national election, over a period of two weeks, starting no more than 60 and no less than 45 days before the election date. Because elections had been expected to be held within the coming six months, the Commission had recently established small election secretariats in each of the eight regions, headed by deputy director of elections (DDoE). They had just received nominations from the DDoEs for the constituency returning officers for the region, but they have not had a chance to approve the DDoE's nominations. The returning officers will also act as constituency registration officers.

GROUP SCENARIO : ELECTION COMMISSION

It is Tuesday. Two days ago, the President of Erehwemos dissolved Parliament and announced that parliamentary and presidential elections would be held in 90 days. In response to that announcement, the chair of the Election Commission called this Tuesday meeting of the Commission, to begin initial planning for the elections. Attending the meeting are the five members of the Commission and the Director of Elections. (The DoE acts non-voting secretary to the Commission.)

The Commission had expected elections to occur within the next six months. The President's announcement has taken you by surprise, and will force you to condense a six month election preparation schedule into three months. Some preparation has already occurred. You have appointed regional election secretariats in each of the eight regions. These secretariats are headed by deputy directors of elections, who report to the Director of Elections. One of the first tasks of the deputy directors has been to nominate returning officers for the constituencies in their regions. The returning officers will also act as constituency registration officers. You have received these nominations, but you have not yet acted on them.

According to the Electoral Code, a registration of voters must take place before each general election. The registration period must be at least two weeks long, and it must begin no more than 60 days and no less than 45 days before the election date. Candidate nomination must be held no less than 45 days prior to the election date.

The chair of the Commission has scheduled meetings with the leaders of all registered political parties for Wednesday (tomorrow); with representatives of non-governmental groups known to be interested in voter education and election monitoring on Thursday; and a press conference on Friday.

For Tuesday's meeting, the chair has provided the following agenda:

- I. Preparing for elections: the Commission's five top priority actions.
- II. Preparing for the meeting with political parties: addressing their immediate concerns (e.g., the Commission's ability to assure a level playing field, and capacity to prepare for the elections in the condensed time frame).
- III. Preparing for the meeting with NGOs: should a partnership be proposed with the NGOs to carry out a voter education campaign?
- IV. Preparing for the press conference: who will speak for the Commission? What questions are likely to be asked?

You have approximately 25 minutes for the Tuesday meeting.

GROUP SCENARIO: POLITICAL PARTIES

It is Tuesday. Two days ago, the President of Erehwemos dissolved Parliament and announced that parliamentary and presidential elections would be held in 90 days. In response to that announcement, the chair of the Election Commission has invited the leaders of all registered political parties to meet with the Commission on Wednesday (tomorrow).

To prepare for the meeting with the Election Commission, the leader of a coalition of five small opposition parties has decided to convene a preparatory meeting with the leaders of the three major opposition political parties, to discuss questions of common interest. At the last minute, he decided to also invite a representative of the ruling party. The coalition leader will chair the meeting.

Relations between the five political party leaders range from cordial to openly hostile. The three major opposition parties and the five-party coalition have not developed a common front in Parliament, although they do share some views, particularly regarding the level of incompetence and corruption in the current government.

Representing the ruling party is the secretary general of the party, who does not occupy any governmental post. He is known to be close to the vice president, who will be the ruling party's presidential candidate in the upcoming election.

The opposition parties are suspicious of the Election Commission, although they have not had a lot of interaction with it. Since the appointment of the three new members of the Commission, including the chairman, the Commission has run four parliamentary by-elections. Administratively, the by-elections have gone relatively well, largely because of the efforts and experience of the Director of Elections. Three of the four elections were won by the ruling party. There had been complaints about misuse of government resources by the ruling party in those four campaigns, and some alleged intimidation. The Commission had not seemed to take forceful action in response to those allegations.

The leader of the coalition has presented the following agenda for the Tuesday meeting:

- I. Assuring a level playing field: What are our demands for Commission's monitoring of the use of the media and government resources.
- II. Registration: What are our concerns regarding voter registration? How can the Commission simplify procedures for candidate registration?
- III. The Commission and the Director of Elections: What are their separate areas of

competence?

IV. Should we insist on regular meetings, as a group, with the Election Commission?

You have approximately 25 minutes for the Tuesday meeting.

GROUP SCENARIO: NON-GOVERNMENTAL ORGANIZATIONS

It is Tuesday. Two days ago, the President of Erehwemos dissolved Parliament and announced that parliamentary and presidential elections would be held in 90 days. In response to that announcement, the chairman of the Election Commission has invited representatives of non-governmental organizations working in the areas of voter education and election monitoring to meet with the Commission on Thursday, to discuss topics of mutual interest. To prepare for the meeting with the Commission, the chairwoman of the Erehwemos Council of Churches has decided to convene a meeting of NGOs, to discuss plans for voter education and election monitoring and to present common demands and/or requests to the Commission on Thursday.

Attending the meeting are: representative of a human rights organization that has monitored the parliamentary by-elections held in the past three years; representative of an organization that carries out grassroots civic education, teaching people about their rights and responsibilities in a democracy; the leader of a women's organization that was started at the time of the military government as the women's branch of the single party; the leader of an NGO based in the western region of the country that has evolved out of the guerrilla movement that had fought the government until recently; and the leader of an umbrella group that monitored the general elections four years ago and that has now largely dissolved. The Council of Churches chairwoman will chair the preparatory meeting.

The Electoral Code is silent on the right of non-partisan monitors to be present in the polling stations and to monitor the registration process. In the past two general elections, the Election Commission has ruled that domestic monitors would be allowed, and would be accredited by the Commission. The current Commission has not yet reiterated that ruling.

In the past, the Election Commission has been reluctant to work in formal partnership with NGOs in designing and carrying out a voter education campaign. The Electoral Code gives the Commission the responsibility of insuring that the voters are informed of registration and election details, but it is silent on whether the Commission can or should collaborate with NGOs in carrying out that responsibility. In the past, NGOs have carried out voter education campaigns independently of the Commission, with some success, although the lack of ongoing communication between the Commission and the NGOs has sometimes resulted in inaccuracies disseminated by the NGOs.

The chairwoman of the Council of Churches has prepared the following agenda for the

Tuesday meeting:

- I. A joint voter education program with the Commission: What are the pros and cons? What are our pre-conditions for collaborating with the Commission on voter education?
- II. Accreditation of non-partisan monitors: getting assurances from the Commission about the process and timing of accreditation.
- III. Should we demand regular group meetings with the Commission?

You have approximately 25 minutes for the Tuesday meeting.

GROUP SCENARIO: THE MEDIA

It is Tuesday. Two days ago, the President of Erehwemos dissolved Parliament and announced that parliamentary elections would be held in 90 days. In response to that announcement, the chair of the Election Commission has called a press conference to be held on Friday.

At lunchtime, several members of the news media meet by coincidence in a cafe in the capital city of Erehwemos, and discuss the President's surprise announcement and the upcoming press conference with the Election Commission on Friday. They have heard that the chairman of the Election Commission is going to be meeting with leaders of political parties on Wednesday and with NGO representatives on Thursday. They have also heard that political parties and NGOs are both holding (separate) preparatory meetings at 1:00 on Tuesday. The time is now 12:55.

Sitting at the cafe table are: a reporter from the daily newspaper owned by the FMP (the former ruling party, now in opposition); a reporter who works for the state-owned radio and television stations; the editor of a monthly magazine published by the Erehwemos Law Society; and a reporter for a weekly newspaper that specializes in sensational and scandalous stories.

The discussion at the table revolves around questions that you are thinking of asking at the Friday press conference. You also decide whether you are going to try to get into the three preparatory meetings (Election Commission, political parties and NGOs), and whether you will try to attend the Wednesday and Thursday meetings at the Election Commission.

YOUR CHARACTER DESCRIPTION

Leader of opposition party coalition

You are the leader of the Anti-Corruption Party (ACP), a small party formed only five years ago. You are the party's sole member of Parliament. You have recently instigated the formation of a five-party coalition with four other new and small parties. All five parties have a strong anti-corruption and reformist agenda, although in other areas there are significant differences between the five parties. You hope that you can hold the coalition together through the upcoming elections, and emerge as a significant force in Parliament.

You were not at all sure that the leaders of the four larger parties would accept your invitation to a preparatory meeting prior to meeting with the Election Commission. You feel that establishing open communications with the Election Commission is very important, and that maintaining a common front among the political parties will be crucial in attaining that goal.

You know you have an ally on the Commission. The political scientist, one of the new members of the Commission, has secretly been a strong supporter of your party since its founding.

YOUR CHARACTER DESCRIPTION

Representative of human rights NGO

You are the president of a non-governmental organization that works to protect human rights in Erehwemos, and to inform citizens of their rights. The organization was founded twelve years ago, near the end of the single-party period, and you have been president since its founding. The organization was a strong proponent of multipartyism, and you are closely identified with the revision of the Constitution that brought an end to the single party period.

Your organization has recently expanded its work to include election monitoring. In the past three years, it has sent monitors to the four parliamentary by-elections that have been held. The reports on these elections have been relatively positive, and you have a cordial relationship with the chair of the Commission.

You are interested in your organization taking the lead in monitoring the upcoming general elections, although you know that that will be a challenging and difficult role for you to play. You hope that you can form a coalition with the Council of Churches in that effort, although you want your organization to maintain the leading role.

YOUR CHARACTER DESCRIPTION

Representative of civic education NGO

You are the president of an non-governmental organization founded seven years ago to carry out grassroots civic education programs, teaching people about their rights and responsibilities in a democracy. Most of the funding for your organization comes from foreign donors.

You would like to expand your organization's programming to include voter education in the run-up to the next general elections. You are not sure whether it is best to do that independent of the Election Commission or in collaboration with the Commission. You are looking forward to the Thursday meeting to see what conditions the Commission will put on voter education programs implemented by NGOs.

YOUR CHARACTER DESCRIPTION

Representative of women's NGO

You are the chair of a non-governmental organization that was originally founded in the 1970s as the women's auxiliary of the single party, called the New Women's Alliance (NWA). Since the reinstitution of multipartyism ten years ago, your organization has tried to establish itself as an NGO independent of the FMP (Former Military Party). The core of the leadership of your NGO has been involved in it since the 1970s. You are, however, making an effort to attract younger women. Although the NWA has little experience in voter education and election monitoring, you would like to get involved in both areas for the upcoming elections. You see these new activities as important in achieving the goal of reinvigorating the organization.

You know that the current Election Commission, particularly the three new members, view the NWA as partisan, because of its historical connection with the FMP. You firmly believe, however, that your organization can act neutrally, in both voter education and in election monitoring.

YOUR CHARACTER DESCRIPTION

Representative of western region NGO

You are the secretary general of the Guerrillas for Peace (GFP), an NGO that was formed two years ago following the resolution of the long-term rebellion in the western region of the country. The GFP was established by former guerrilla leaders who were interested in re-inserting themselves in civil society but also continuing to promote the interests of the western region. The GFP has established a successful citizens education program in the western region and would like to work with the Election Commission to implement an ambitious voter education program in the region.

YOUR CHARACTER DESCRIPTION

Representative of election monitoring umbrella group

Your organization is the Vote Monitoring Project (VMP). It was formed four years ago as an NGO umbrella group to coordinate non-partisan election monitoring for the previous general elections. You successfully coordinated a dozen groups and fielded thousands of monitors for those elections. (Your group eventually produced a comprehensive report on the elections, which gave the elections a mixed evaluation.)

Since the elections four years ago, the loose coalition operating under the VMP has broken up. You have struggled to keep the VMP a viable organization. Lack of funding has prevented you from doing a very effective job in monitoring the four parliamentary by-elections that have taken place in the last three years, and you have been over-shadowed by the human rights organization's success in that area.

You would like the VMP to again act as the coordinating body for non-partisan election monitors. You know that you are more likely to get funding if you get the Election Commission's endorsement as the umbrella group.

YOUR CHARACTER DESCRIPTION

Chair of the Council of Churches

As the chairperson of the Erehwemos Council of Churches, you have convened the Tuesday planning meeting. You know all the NGO leaders whom you have invited to the meeting, and you hope that you can forge a common agenda among the NGOs so that they can be an effective lobbying group with the Election Commission. You do not envision the Council of Churches taking a major role in either voter education or election monitoring. It is your personal interest in promoting free and fair elections that have caused you to call this meeting. You hope that the other NGO leaders will respect your intention to act as a good-faith broker for the NGO community.

YOUR CHARACTER DESCRIPTION

FMP daily newspaper reporter

You are a reporter for the Star, the daily newspaper controlled by the Former Military Party (FMT). The FMT is the political party that has evolved out of the military-dominated ruling party of the single-party era. It is now the leading opposition party in Parliament. The Star has been critical of the Elections Commission, accusing it of bias in favor of the ruling party in the four by-elections that have taken place in the last three years. (Three of these elections have been won by the ruling party.) You have covered the general election four years ago, as well as the by-elections, and you consider yourself an expert on electoral matters. Despite your criticism of the current Commission, you have a close personal relationship with the Director of Elections, and he has been a reliable source for your articles in the past.

YOUR CHARACTER DESCRIPTION

State-owned radio and television reporter

You are young and idealistic. You have no connection with the ruling party. You are a firm believer in the obligation of the media to uncover the truth and to inform the public. You are impatient with anyone who appears to obstruct your ability to uncover the truth.

YOUR CHARACTER DESCRIPTION

Weekly scandal sheet reporter

Your editor expects you to dig up a scandalous or sensationalist story for every issue of your weekly newspaper. You have been assigned to cover the elections over the next 90 days. It is important for you to establish good sources of inside information. Small bribes, or threats, are not outside of the means you will use to get information. Truth is not always your highest priority when you are researching or writing a story for your paper.

YOUR CHARACTER DESCRIPTION

Editor of the Law Society Journal

As a lawyer and as editor of the Law Society Journal, you have long worked to make the government more honest and accountable, and to bring about a democratization of politics in Erehwemos. At this point, you are cynical about the ability of anyone in government to act openly and honestly.

YOUR CHARACTER DESCRIPTION

Director of Elections

You are the Director of Elections, appointed to that position five years ago. You have worked for the Commission secretariat for nine years--since it was established. As Director of Elections, you are the chief operating officer for the Commission, and in charge of day-to-day operations. All of the professional staff reports to you. You have more experience in elections than anyone on the Commission except for the Deputy Chair. You are very aware of the relative inexperience of the current Chair of the Commission. You are disdainful of the Chair's efforts to create a more activist Commission and to modernize the Commission's operations. The former Chair had given you more independence, allowing you to speak for the Commission on policy matters.

YOUR CHARACTER DESCRIPTION

Chair of the Election Commission

You are a former Supreme Court Judge. At 45 years old, you are the youngest member of the Election Commission. You were appointed to the Commission by the current President of Erehwemos three years ago. You have had a successful career as a lawyer, and have served as a judge for 10 years. As a judge, you were renowned for your independence and your willingness to rule against the government, particularly in areas of human rights and political rights.

Prior to your appointment as chair of the Election Commission, you had no experience with electoral matters, except for a few election-related rulings you made as a Supreme Court Judge. You are interested in serving at least two (seven-year) terms as chair of the Commission and you have ambitious plans for improving the capacity and reputation of the Commission. Among other things, you hope to establish open communications with political parties, and to work with non-governmental organizations when it will benefit the electoral process. In this desire to spend more time in promoting healthy interaction between the Commission and political parties and NGOs, you are resisted by some members of the Commission.

You have a tense relationship with the Director of Elections. You respect his knowledge of election administration, but you will tolerate no insubordination.

YOUR CHARACTER DESCRIPTION

Deputy Chair of the Election Commission

You are a former High Court Judge, and the only woman on the Election Commission. You were appointed to the Commission nine years ago. When your first seven-year term was up, the current President appointed you for a second term and promoted you to Deputy Chair. If you hadn't been appointed Deputy, you would have retired from the Commission. You have no great passion for election work, but view this as an acceptably prestigious position at the end of a long career. You would prefer that your Commission responsibilities put as few demands on your time as possible. You view the Commission Chair as too energetic--he's making the Commission's work more complicated than it need be. In your opinion, the day-to-day work of the Commission should be done by the Director of Elections, with only a policy-making role for the five Commission members.

You are suspicious of NGOs' role in voter education, feeling that most are partisan.

YOUR CHARACTER DESCRIPTION

Election Commissioner

You are a lawyer and the former president of the Erehwemos Bar Association. You were appointed to the Election Commission about three years ago, by the current President, at the same time as the chair of the Commission.

As president of the Bar Association, you had been active in campaigning for the end of single-party rule, and after the election of the former military ruler as president in the first multi-party elections, you continued to oppose that government. You are perceived as being close to incumbent President, although you have never been active in party politics.

You are generally in agreement the the chair of the Commission in his effort to make the Commission more open to outside interests and more professional.

YOUR CHARACTER DESCRIPTION

Election Commissioner

You are a retired Methodist Bishop, appointed to the Commission six years ago following the retirement of one of the original Commissioners. (You were therefore on the Commission at the time of the last general election and thus have more experience than the three newer members of the Commission. Only the Deputy Chair has been on the Commission longer than you.)

You had hoped to be appointed chair of the Commission when the former chair retired three years ago, and were disappointed to see someone new to the Commission (and someone relatively young) appointed chair. Despite your disappointment, you are friendly with the current chair, but you are slightly worried that the three new members will tilt the Commission in the direction of the ruling party. You are a strong believer in the obligation of the Commission to be strictly neutral and independent. You will resist any moves that position the Commission too closely to the Government.

YOUR CHARACTER DESCRIPTION

Election Commissioner

You are a professor of political science with a specialization in demographics and statistics, on leave from the Erehwemos University. You were appointed to the Commission about three years ago, as the same time as the Commission chair. The upcoming general election is therefore your first election as Commissioner. Prior to your appointment to the Commission, you had also advised the Erehwemos Bureau of Statistics on the most recent national census, done six years ago. You have been disappointed in the Election Commission's level of competence in statistical matters and in computerizing its operations, particularly in relation to voter registration. You see the Director of Elections as being resistant to modernization of the Commission's operations, and have often argued with him sharply.

Unbeknownst to the other members of the Commission, you have long have had ties to one of the smaller opposition parties--one of the ones now in a five-party coalition. Your interest in leveling the playing field for all parties, particularly small ones, therefore has a hidden agenda in support of the coalition.

YOUR CHARACTER DESCRIPTION

Leader of the FMP

You are the current chair of the Former Military Party (FMP). This is the party that was formed by the military rulers at the end of the single-party period, and that won the first multi-party election eight years ago. Four years ago, the FMP President lost the election to the current incumbent, from the PIP party. In that election, the FMP also lost its majority in Parliament; it currently has the second most seats in Parliament, and you are therefore the leader of the opposition.

You are confident that your party has a good chance of winning both the presidency and the majority of the Parliament in the upcoming election. You are suspicious of the current Election Commission, especially the three new members (the chair, the social science professor, and the former head of the Bar Association) who were appointed by the incumbent President.

Knowing from personal experience how government resources and the state-owned media can be abused by the ruling party during an electoral campaign, you are particularly interested in getting assurances from the Election Commission that they will act as a vigilant watchdog regarding that kind of abuse.

YOUR CHARACTER DESCRIPTION

Secretary General of the PIP

You are the Secretary General of the Pre-Independence Party, which is the current ruling party. The PIP has its roots in the pre-independence period and was the governing party briefly in the late 1960s (when the current President served a short term as president, cut short by a military coup). Much of the leadership of the PIP is elderly, like the incumbent President. You are a generation younger, and have been making an effort to reform and modernize the party. The incumbent Vice President is of the same generation as you, and you are closely allied with him in the reformist wing of party.

You are suspicious of making a common front with the other political parties, but you have chosen to attend the Tuesday meeting to see what their plans are regarding their Wednesday meeting with the Election Commission. You are aware that you were invited to the Tuesday meeting only at the last minute.

You are confident that the Election Commission will be sympathetic to the interests of the PIP, since three of its members were appointed by the incumbent President.

YOUR CHARACTER DESCRIPTION

Leader of opposition party

You are the leader of the Reformed Socialist Party (RSP), one of the three Erehwemos political parties that has its origins in the pre-independence period. The RSP was the most left-wing of those three parties, and the most radical in its anti-colonialist campaign. The RSP was the first ruling party after independence.

The RSP was the most strongly persecuted party during the single-party period. The RSP emerged in the multiparty period ten years ago with its rhetoric softened, but still advocating a strong role for the State in the economy. The party did very poorly in the first multiparty elections eight years ago, but improved to being the second strongest opposition party in Parliament following the second multiparty election four years ago. You are confident that the public mood is moving in the direction of RSP, and that your party has a good chance of winning the upcoming election.

You fear that the Election Commission will try to tilt the playing field toward the PIP. You do not trust the current chair of the Commission, someone you have known since your schooldays. You believe that strong NGO monitoring of the election will help reduce any potential abuses.

YOUR CHARACTER DESCRIPTION

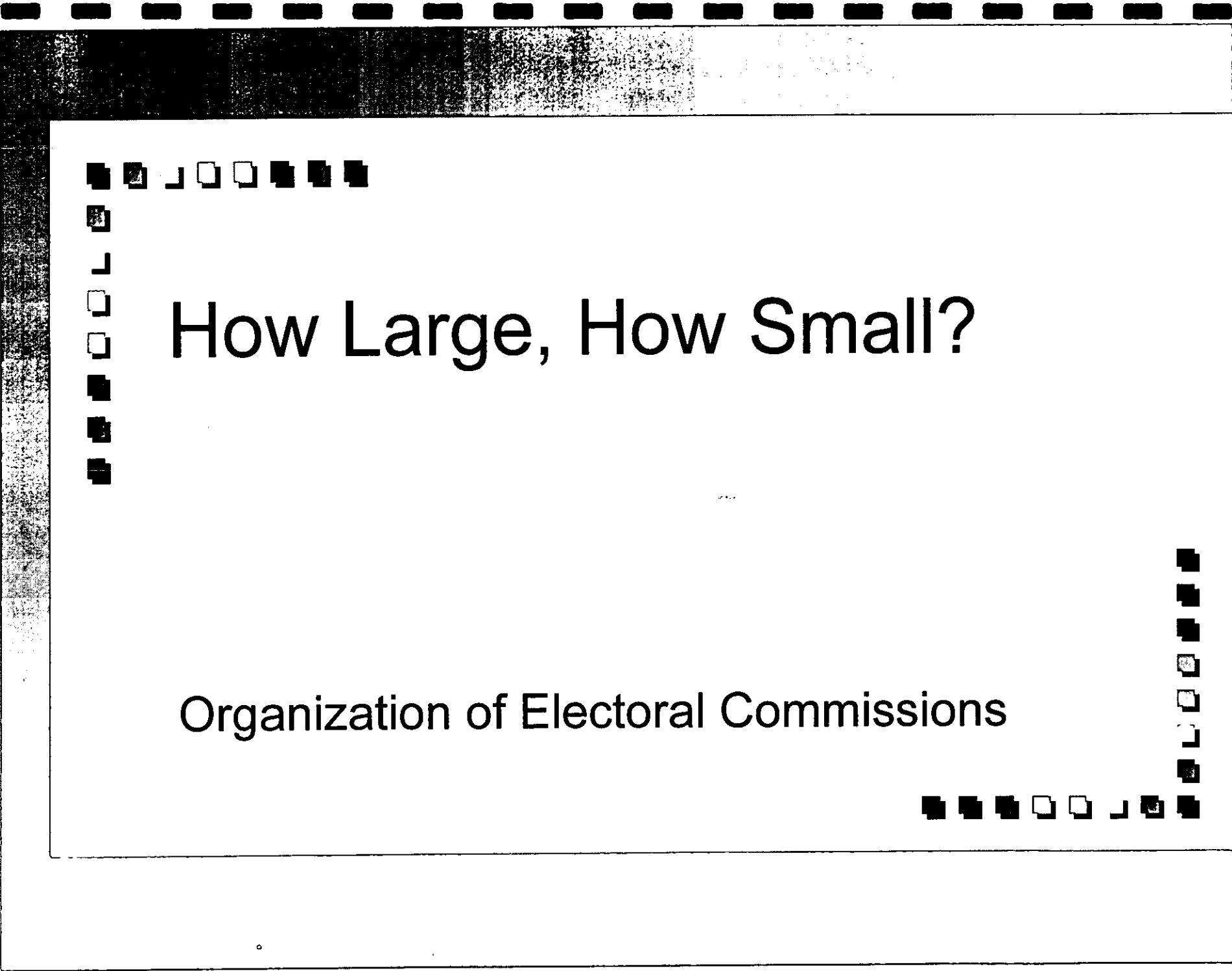
Leader of opposition party

You are the chair of the Southerners Political Party (SPP) and a member of Parliament. The SPP is one of the three political parties in Erehwemos that has its origins in the pre-independence period. Its strength is in the southern region, where it has been a strong advocate of the interests of Erehwemos' agricultural sector, both smallholders and commercial farmers. Commercial farmers of European origin have always been prominent financial supporters of the SPP. The SPP has historically had hostile relations with the Reformed Socialist Party (RSP), and you are personally on bad terms with the current chair of the RSP.

Despite the bad blood between the SPP and the RSP (the fourth and third strongest opposition parties, respectively), you are very interested in establishing a common agenda among the opposition parties to protect your rights in the upcoming elections. You, therefore, are supportive of the leader of the coalition in his efforts to prepare for the Wednesday meeting with the Election Commission.



International Foundation for Election Systems



How Large, How Small?

Organization of Electoral Commissions

Introduction

- Purpose of this session is to look at how electoral commissions are organized and try and identify some practical methods to use in deciding how large or how small a commission secretariat needs to be.

What We Will Cover

- Types of Electoral Commissions
- Who are our clients?
- How can we best serve client needs?
- What kind of offices are needed?
- What function will each office have?

Goal

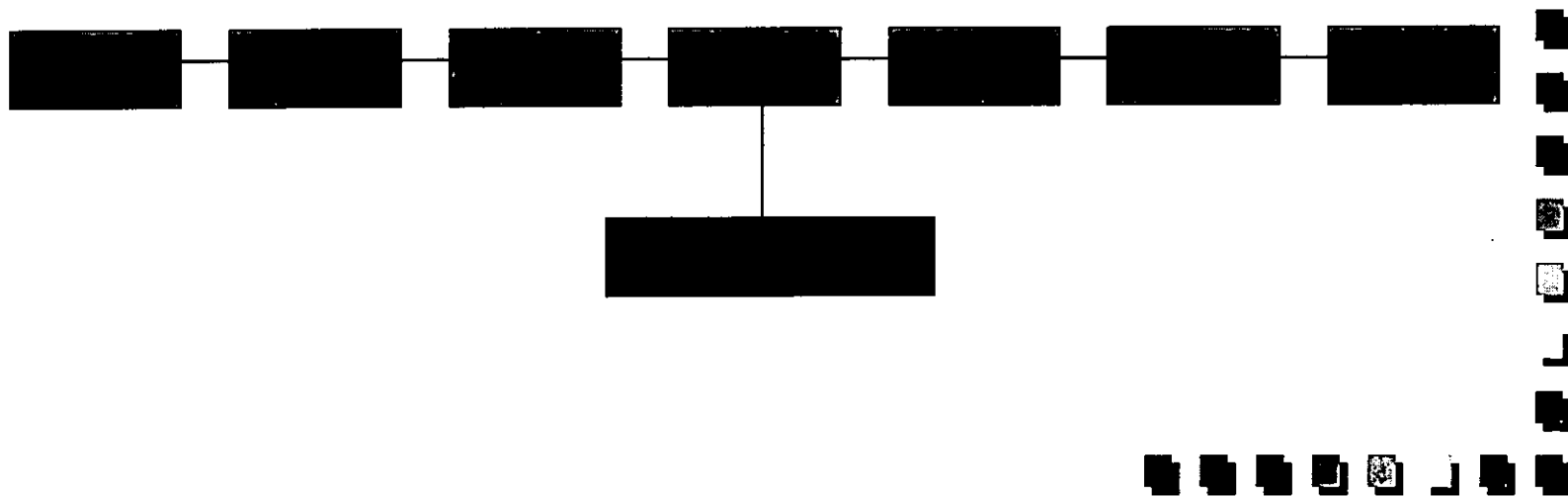
- Goal is to have an administratively efficient Commission staff that meets the needs of our clients at the lowest possible cost.

Types of Commissions

- Commissioners Head Sections/Departments



- Commission Sets Policy



How is your Commission Organized?

- Draw the organizational chart of your own Commission
- List only the major departments or divisions

Who are our clients?

■ Who do we serve?

- Registered Voters
- Candidates
- Political Parties
- NGOs/Civil Society
- Private Organizations/Trade Unions
- Press
- Monitors/Observers

Services to Citizens

- What Services do We Provide to Citizens?
 - Voter Registration
 - Voter Education
 - Voting Abroad
 - Information
 - Motivation to Vote
 - Election Day Services/Security
 - Campaign Platforms
 - Opinion Surveys
 - Regulation of Campaign Meetings

Services to NGOs/Civil Society

- Accreditation for Civic Education
- Accreditation of Monitors
- Authorization of Monitors
- Training
- Approval of Training Materials
- Provision of Civic Education Materials
- Information on Electoral Process
- Workshops/Speakers Bureaus

Services to the Press

- Information
- Training
- Research
- Logistics
- Mediation
- Access to Commissioners for Interviews

Services to Candidates

- Information
- Regulations/Rules
- Funding
- Certification of Nominations
- Training of Candidate Agents
- Ballot Papers/Symbols
- Posters
- Approval of Symbols/Posters

What Kind of Offices?

- Public Relations?
- Voter Registration?
- Party Relations?

Functions of Each Office

- For what areas does each office have responsibility for?
- Based on Service Needs

Services to Parties

- Provision of Voters' Roll
- Issue Regulations
- Organization of Debates
- Training of Party Agents
- Conflict Resolution
- Party Registration
- Approval of Party Bylaws

Services to Private Organizations/Trade Unions

- Election Services
- Information

Monitors/Observers

- Training
- Materials
- Accreditation
- Logistics
- Code of Conduct
- Information

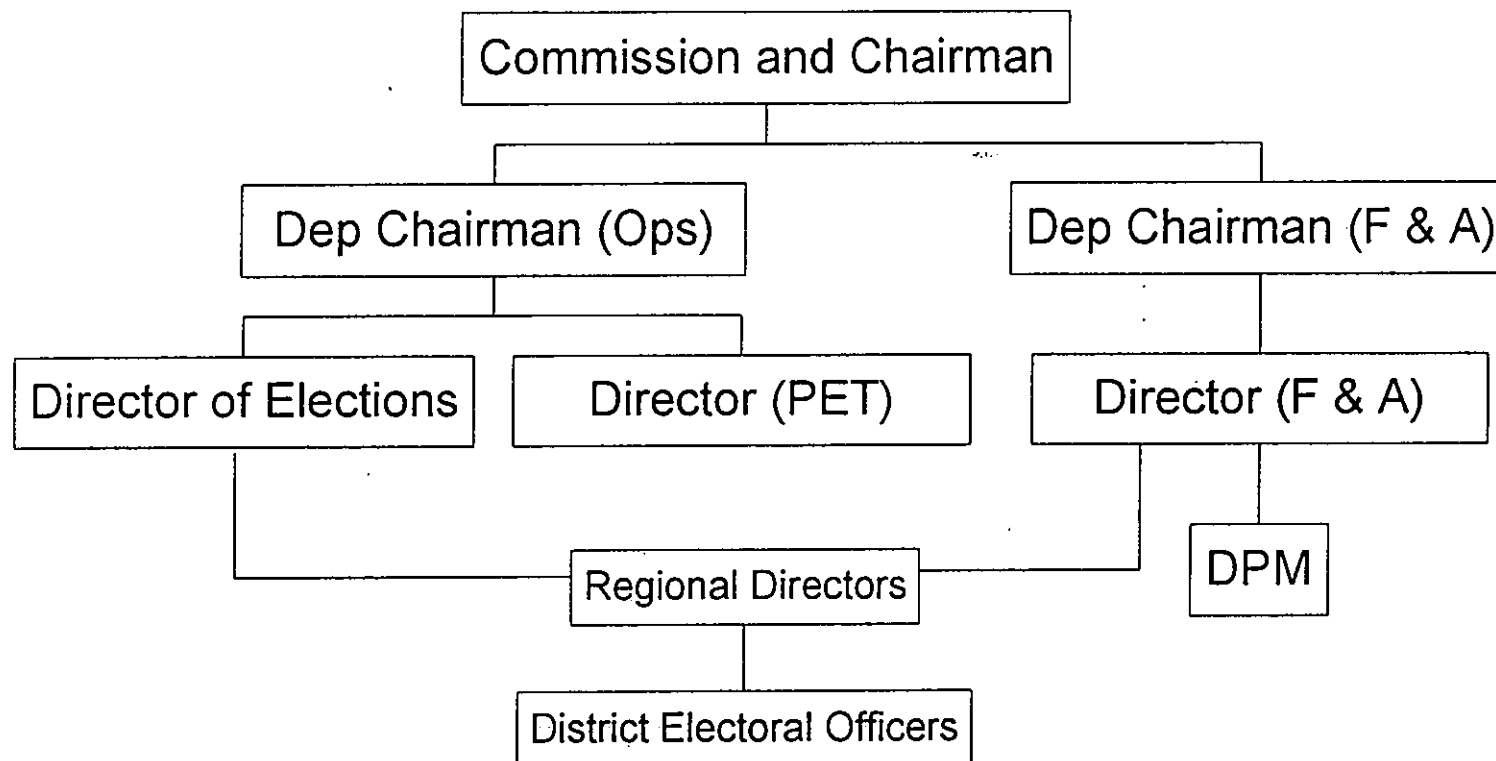
Areas of Responsibility

- Information/Public Relations
- Training
- Records/Documentation
- Voter & Civic Education
- Election Services
- Legal Section
- Finance
- Administration

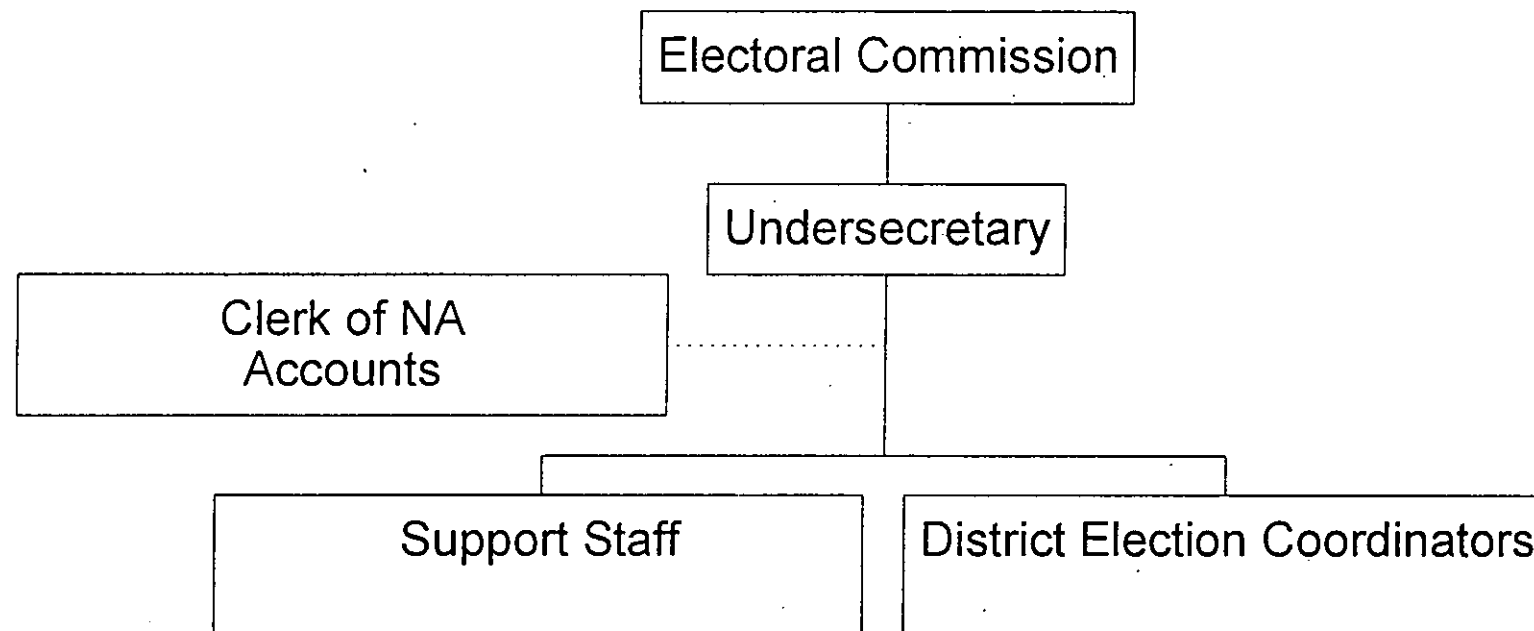
Organizational Chart Based On Client Needs

- Based on the clients' needs, each group draw an ideal chart
- There are 5 members of the Commission
- Establish as many major division/departments you think necessary
- List areas of responsibility of each division/departament

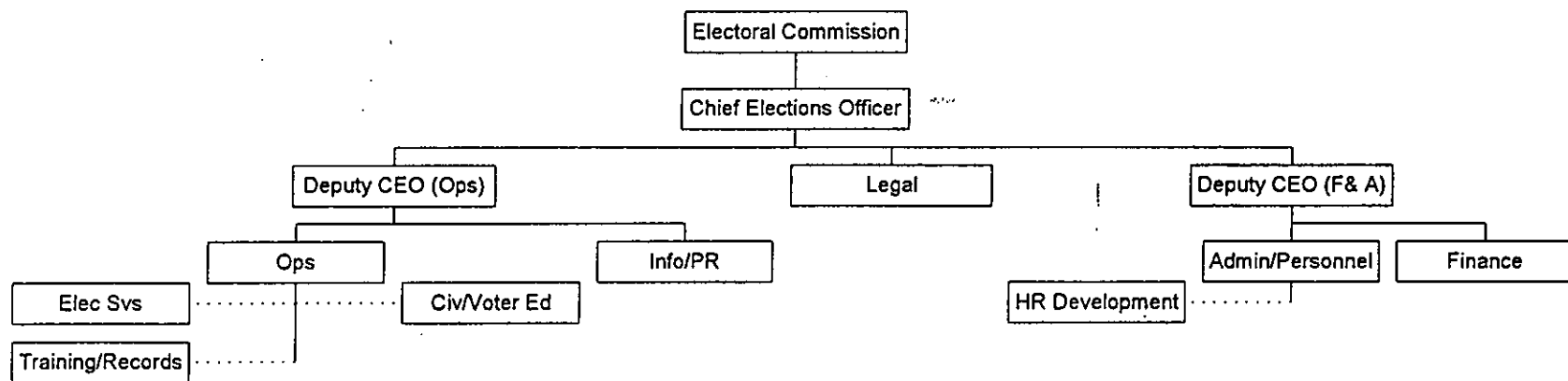
Ghana - Current



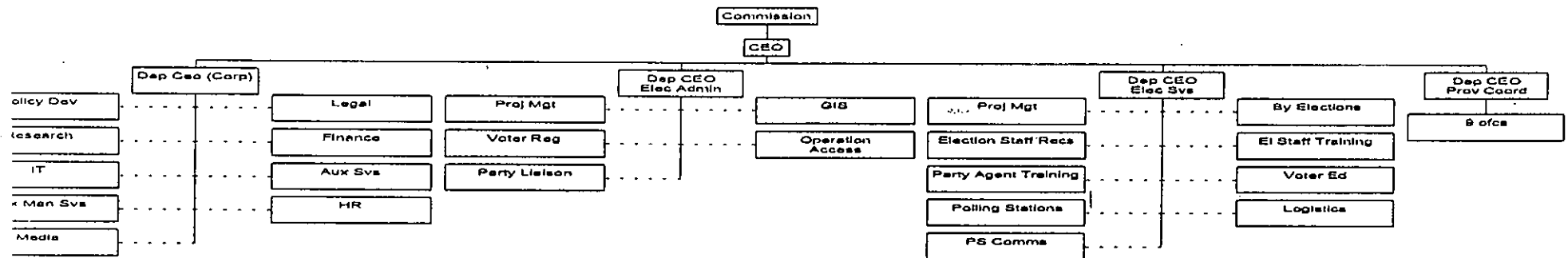
Kenya - Current



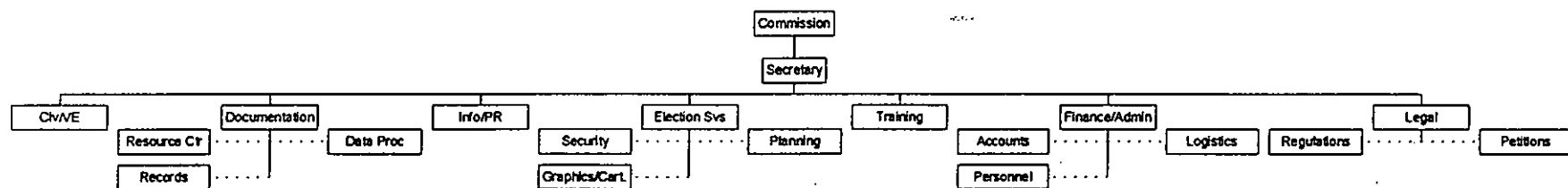
Malawi - Ideal



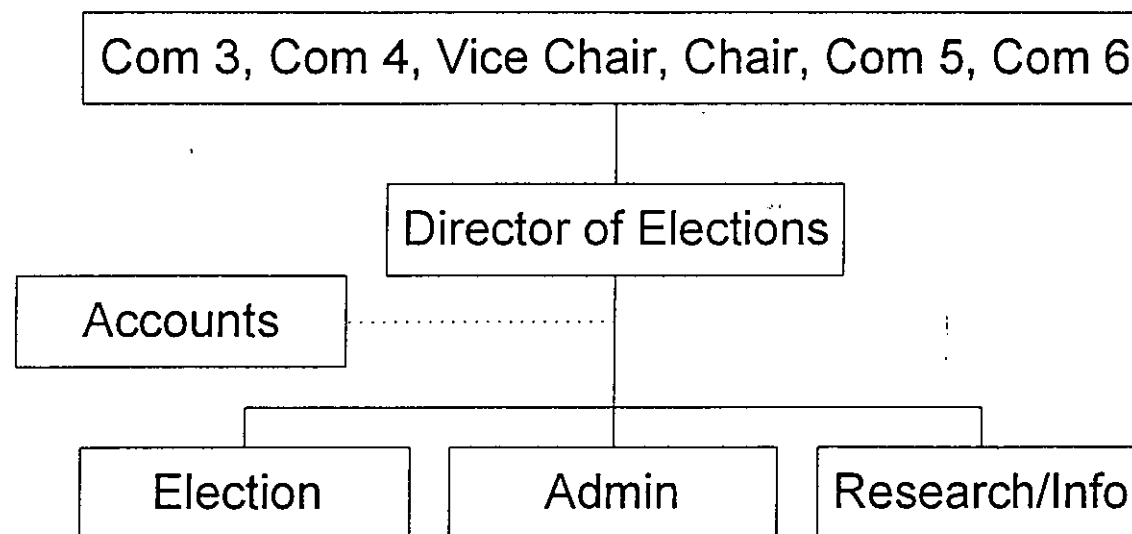
South Africa - Current



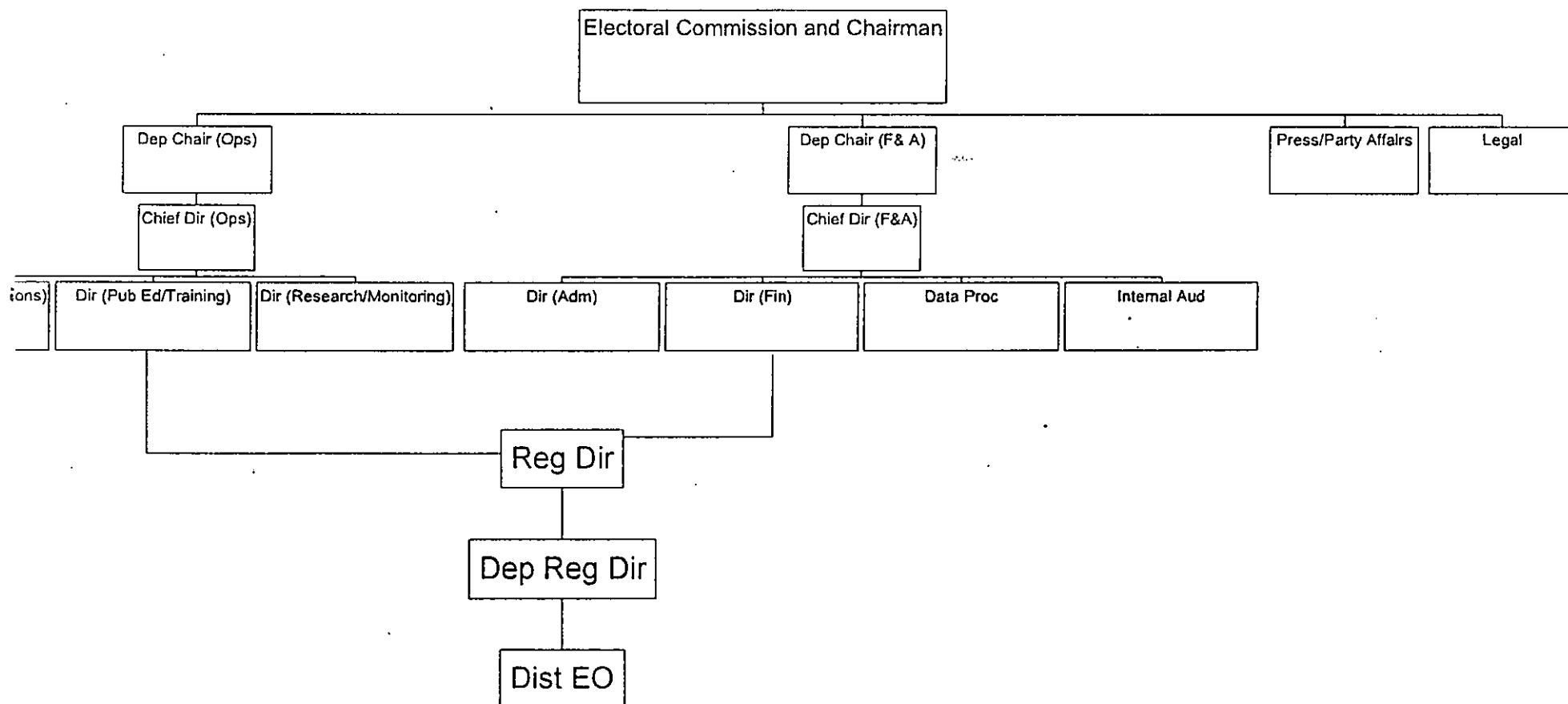
Uganda - Ideal



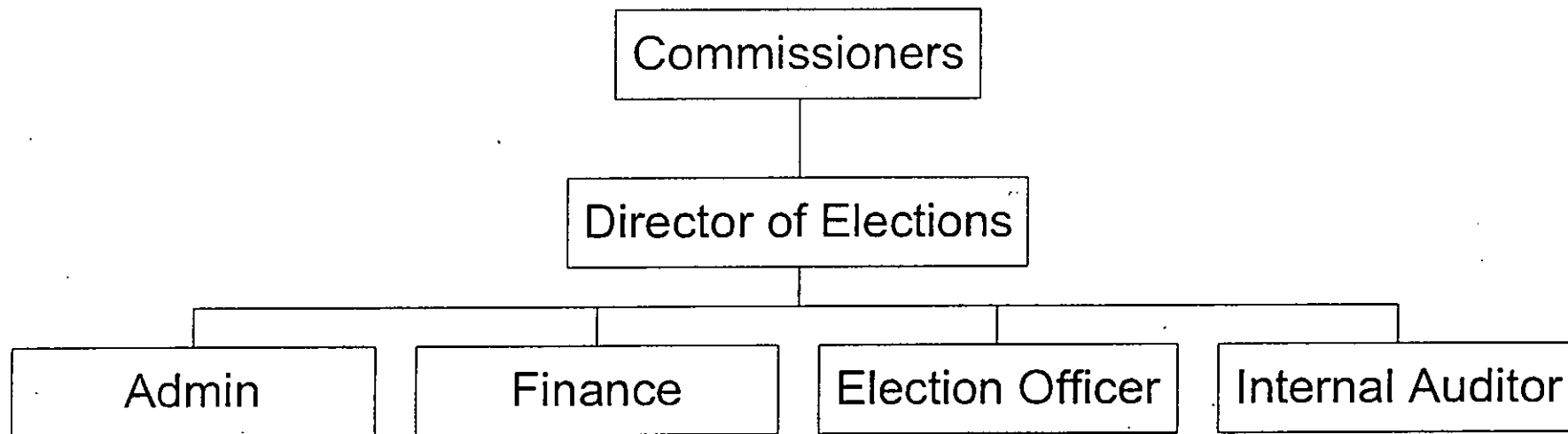
Tanzania (Current)



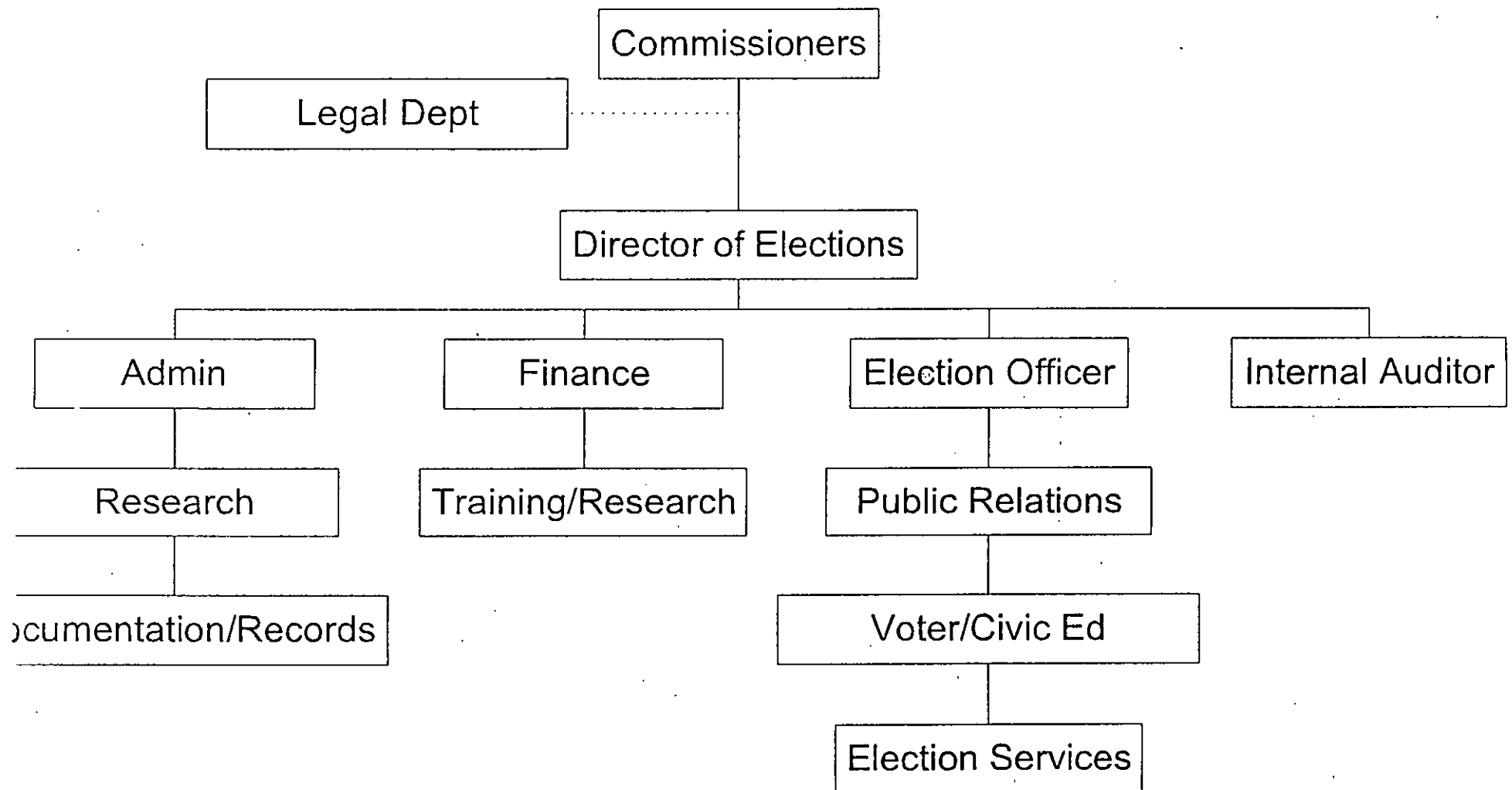
Tanzania - Ideal



Zanzibar - Current



Zanzibar - Ideal



of Ethiopia

Head of the Office

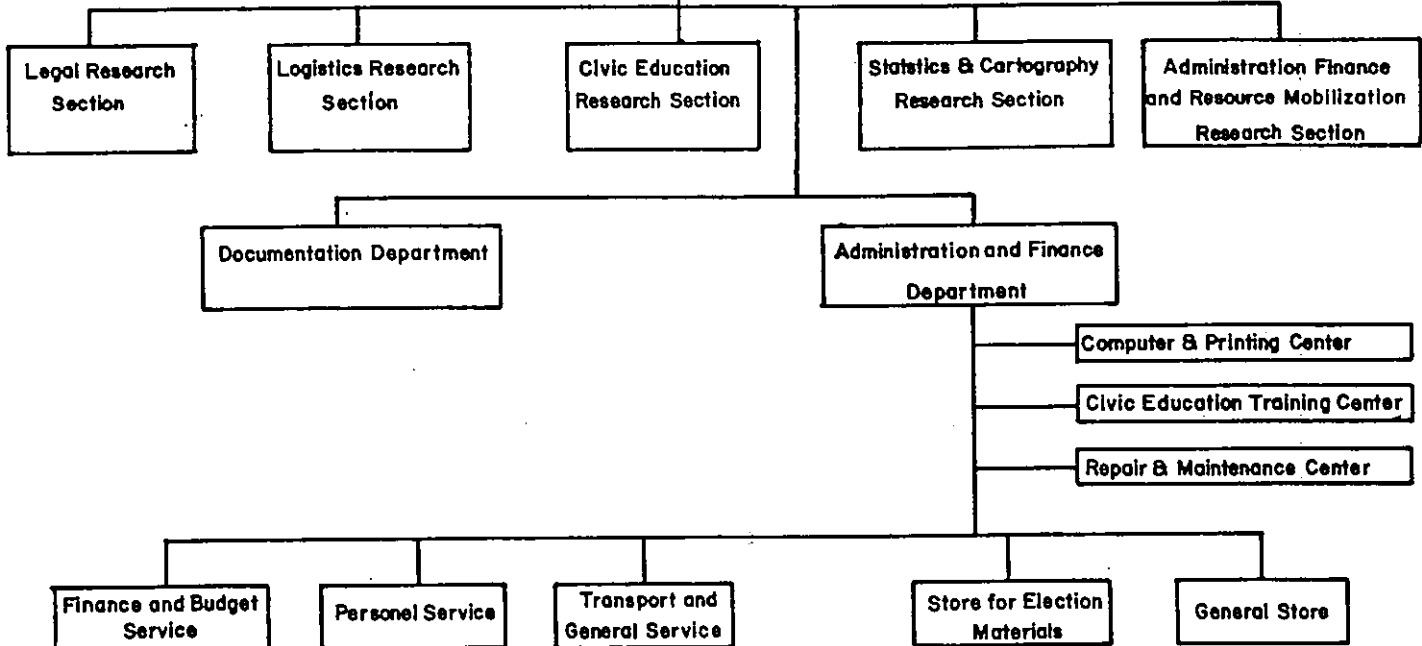
Vice Head of the Office

Public Relations

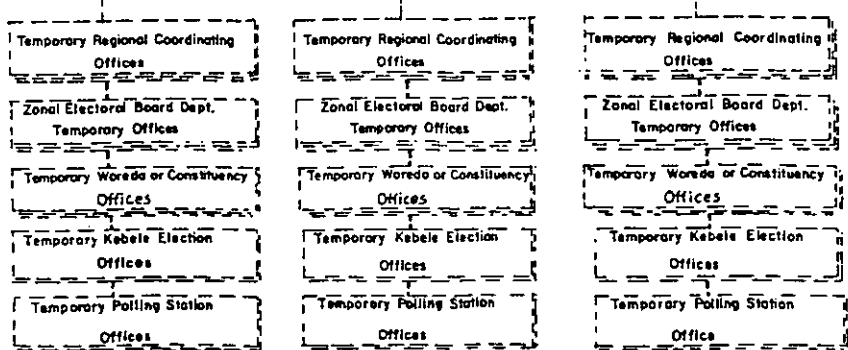
Office for the Registration of Political Parties

Audit and Inspection

POLICY COMMITTEE



National Temporary Coordinating Committee





A QUALIFIED WORKFORCE

Ana Barradas



IMPARTIALITY

- *Permanent and inflexible rules: openness, integrity, accountability, objectivity and neutrality. Always listen to both sides.*
- *Work on a nonpartisan basis*
- *Neutral, objective and fair. Equal treatment to all actors*
- *Independent from personal preferences*

FREEDOMS AND LIMITS

Against charges of partiality

- *Freely share information. Be open and transparent, but discrete and discreet. Degree of transparency should be proportional to the degree of discretion. Transparency can be enhanced by presence of observers.*
- *Respond cautiously and carefully but avoid acting defensively and overly protectively.*
- *Fair Play. Admit to mistakes.*

Limits on transparency:

- *During consultation or negotiation period*
- *Good Communications*
- *Low Profile*
- *Completely Impartial -- Go By The Book*



RULES FOR A CODE OF CONDUCT

- *Promote Conditions for Free and Fair Elections*
- *Conduct Voter Education, ensuring that voters are taught correct information.*
- *Condemn Violence and Intimidation*
- *Affirm Rights of All Participants*
- *Listen to the People on the Ground*

OTHER TASKS

- *Discourage intimidation of voters, candidates and parties (South Africa: no-go areas - Operation Access)*
- *Conduct voter education. First define your enforcement powers*
 - *Make distinction between a party's campaign and voter education*
 - *Can you prohibit non-accredited NGOs from carrying out voter education?*
 - *Donor-funded NGOs are not under jurisdiction of the commission in some countries.*
 - *Church-funded education campaigns - What if they become partisan?*
- *Encourage party and NGOs codes of conduct*
- *Promote free political canvassing and secrecy of voting*

PROFESSIONAL DEVELOPMENT

- *Analysis and study of solutions for political issues at stake.*
- *Provision for sudden political changes. You have to be able to respond efficiently and on time.*
 - *Daily news survey will help*
- *Technical skills should go together with knowledge of political issues*
- *A good staff member takes years to train. Never harm or undermine capacities. Keep good staff rather than spoil precious knowledge and having to start new training of unprepared personnel.*
- *Dismiss unwilling or incompetent staff.*

Levels and Types of Skills Required

- *Ability to Cope with unexpected and difficult situations, stress and pressure of work, cultural changes and loneliness.*
- *Sense of Responsibility and commitment.*
- *Creativity, initiative, resourcefulness, intuition, dynamism, imagination, sense of humour*
- *Organizational Skills: team spirit, dedication, integrity, productive planning and use of time, ability to coordinate assignments, ability to set up and meet deadlines and to cope with a complex logistics system. Planning, organizing and directing.*
- *Technical Competence*

TO:

- *Administer, organize, supervise and conduct electoral actions (creation of material conditions, pre-election technical assistance, planning, coordination and development of financial and administrative infrastructures)*
- *Design and implement accurate and verifiable voter registration system, preparation of registration periods, maintenance and up-dating of registration forms, computer system development, data processing*
- *Setting-up a logistics network (conception, printing, distribution of voting material and post-election collecting, filing, and distribution of materials)*
- *Legal work (law drafting, interpretation, advise and counselling, instructions to poll stations, regional and district staff training, manuals and advertising material for*

EVALUATION OF PEOPLE

- *Ability to express ideas orally and in writing, to be consistent and systematic.*

- *Evaluation of Person's Abilities*

- *Outstanding*
- *Above Average*
- *Average*
- *Unsatisfactory*

To avoid subjectivity, always double-check this scale by having it filled by more than one recruiting person, preferably by a panel.

- *Personality and character: tolerance, integrity, good relations towards other people, sense of decision-making, flexibility, soundness of decisions and solutions.*

EAST AFRICA ELECTION ADMINISTRATION SYMPOSIUM
Arusha, August 3-7, 1997

Session Notes: **From What You've Got to What You Need**
Wednesday, August 6

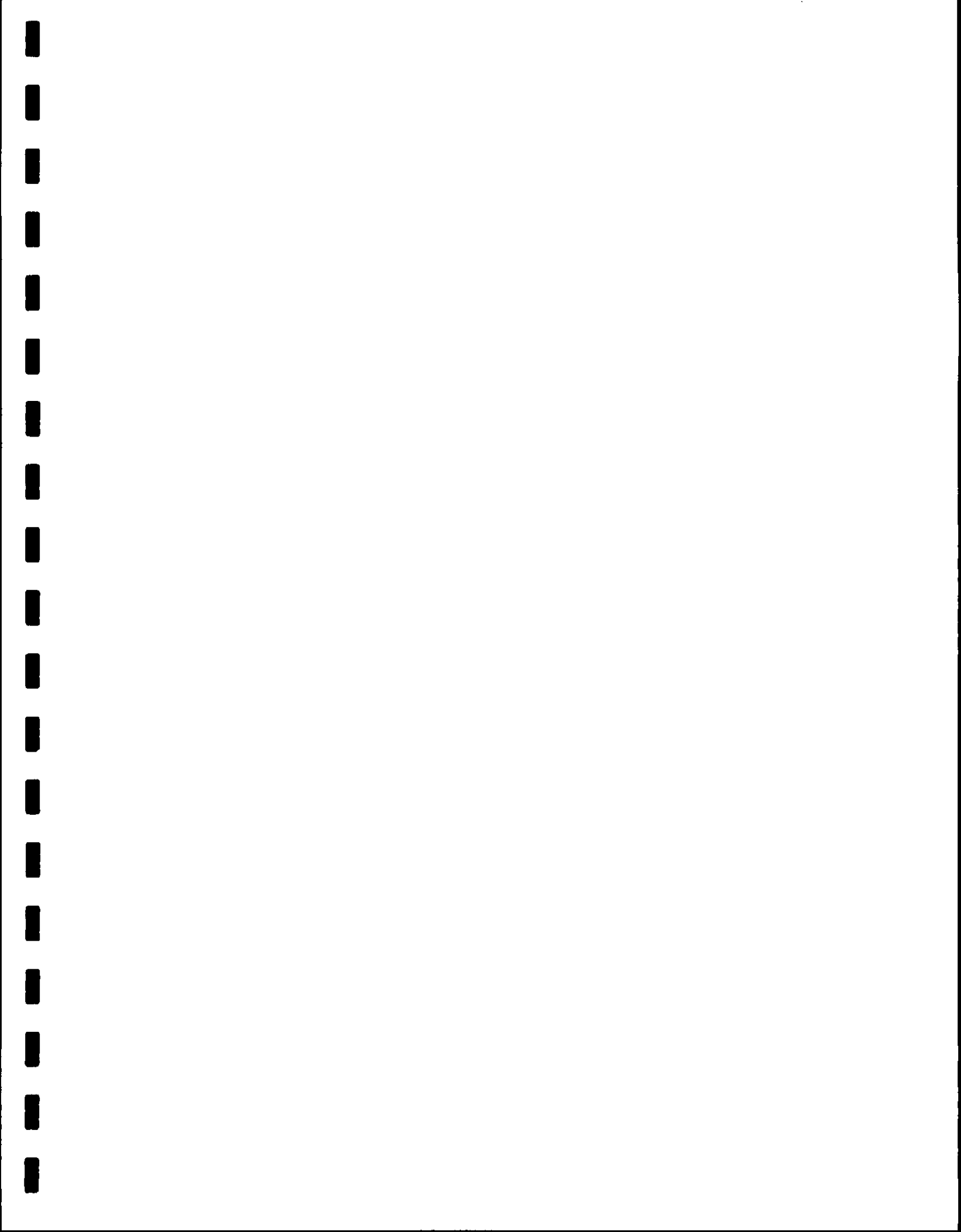
What are the skill areas in which an Electoral Commission staff might need training in order for the Commission to professionally and effectively carry out its functions?

What resources are available to a Commission to provide that needed training?

(The following list was generated through brainstorming by the Symposium participants.)

- Computer skills
 - *computer training institutes*
 - *bringing in outside trainers*
 - *use of in-house expertise as trainers*
- Communication skills (written and oral, for public information and relations staff especially)
 - *management institutes*
 - *Mass Communication College (Kenya)*
 - *Tanzania School of Journalism*
- Organizational skills (for election administrators)
 - *institutes of public administration*
 - *scholarships for out-of-country study*
 - *East and Southern Africa Management Institute (ESAMI)*
 - *Malawi Institute of Management (MIM)*
- Analytical skills (for conflict resolution; for research)
 - *social science or psychology courses*
- Financial and accounting skills
 - *various state and private institutions*
 - *scholarships (Commonwealth, Ford Foundation)*
- Training skills
 - *can bring in training expert to conduct a training-of-trainers (TOT) program*
- Security
 - *consultation from police or security forces*
 - *secondment of temporary staff from police or security forces*
 - *hiring (or consultation from) retired security officers*

- Motivation/persuasion/negotiation skills
 - *marketing institutes*
 - *schools of diplomacy*
 - *attachment to marketing firms, etc.*
 - *consultation with other community development organizations which have a marketing function*
- Cartography, mapping, geographic information systems (GIS) skills
- Library, resource center skills
- Artistic skills, cartoonists, graphic arts.
- Audio-visual skills (for education and training)
- Planning skills
- Store management and inventory control skills
- Procurement, contracting and documentation skills
- Logistics and transport skills
- Systems management
- Vehicle maintenance



BEYOND QUALIFICATIONS - INDEPENDENCE

How to Recruit

- *Groundwork: define what sort of position, identify the tasks associated, consult Human Resources. Consider the convenience of recruiting through and independent commission.*
- *Advertising through official channels with full data about the type of work, requirements and candidates' profile.*
- *Interview by a panel and tests, CV and references*
- *Appraisal and selection*
- *Publication of results*
- *Period for claims from the excluded candidates*
- *Final integration of the new staff with contract for a probation period*

CIVIL SERVICE PRACTICE, GOOD OR BAD?

- *In a single party regime, whenever possible recruitment should fall mainly on people coming from out of the civil service.*
- *In a well established multi-party culture, the commission should take advantage of the existing experienced staff, specially those who have performed similar and related tasks.*



HIRING AUTHORITY

- *Power to Hire Staff should be total.*
- *The top people should be nominated.*

EAST AFRICA ELECTION ADMINISTRATION SYMPOSIUM
Arusha, August 3-7, 1997

Session notes: **Beyond Qualifications -- Independence**
August 6

Participants were divided into three groups to discuss five scenarios relating to impartiality on the part of the Electoral Commission and the Commission's staff.

Scenario A:

The president of the country and of the ruling party participates in the campaign as an agent of his party's presidential candidate. Would this be considered correct?

Group 1: The incumbent president has a right to help his country's candidate. Unless the law prohibits it, he has the right to campaign for his party. As long as there is no misuse of resources, he should not be prohibited from being an agent.

Group 2: This is a question of incumbency. The president is still in office. It is difficult to demarcate when a president is acting as president and when he's acting as a representative of his party. There is a code of conduct which we (the Commission) should enforce, and remind all parties that it must be observed. This is an unhealthy, but not illegal, situation.

Group 3: The president is a very high profile person. But it is difficult to restrict him. He should be subject to the code of conduct that applies to all party agents. He has the right to be the agent for his party.

All the opinions tended to consider that, however uncomfortable, this situation should be considered legal, as long as there is no misuse of resources. In fact, Tanzania EC was confronted with it in real life and rightly ruled that 'the president, like any other citizen, has the right' to act as a candidate's agent. Besides, the 'candidate has the right to appoint any agent to campaign on his behalf'.

The **right of participation** is unlimited and cannot be restricted in relation to certain special citizen or group of citizens, unless the law provides otherwise, which was not the case.

Scenario B:

The voter registration officer in a border district is accused by a political party of allowing refugees to register. How would the commission investigate such a complaint?

Group 1: The first question is whether this is a valid complaint--since it came from a political party. We must make sure how valid the allegation is. The register

should be given to the political parties in the area and they should be asked to see if there are names of refugees on the list. If there are, a tribunal should be set up, comprised of elders and representatives of the political parties, to interrogate the suspected refugees. If the country's law does not provide for a tribunal, the returning officer should investigate and interrogate those on the list.

Group 2: The first step is for the party to produce a list of the suspect names. Then the returning officer should form a tribunal to investigate.

Group 3: The Commission should go to the area to investigate in person. If refugees are found to be registered, then the names should be struck from the list. Any appeals should go to the courts.

One could perhaps outline some rules out of these responses, for instance:

1. Don't take any accusation for granted (always hear both sides). **Investigate** first and do it yourself, don't rely on outside information.
2. The 'suspects' are the refugees and the returning officer, but **the onus of the proof rests on those who accuse.**
3. Take action, trying to solve the problem by your own means, with all impartiality. If this is not feasible, either form a local tribunal or go to court. There should always be an appeal possibility.

Scenario C:

In a country where the election commission provides funding for campaigning to all eligible political parties, a certain party asks the electoral commission to give it money out of the election fund in order to advise people not to vote. Should it get the funding?

Group 1: The platform of the political party is not a concern of the Commission.

Group 2: If we know the money is going to be used to campaign against the vote, we would refuse the request.

Group 3: If the law allows funds for political parties for campaigning, we would have no objection to the request. But if the laws says that asking people not to vote is an offense, then we would refuse.

Participant 1: The money is for campaigning for elections. It shouldn't be used by a party which is campaigning against the election. A commission should not promote non-voting.

Participant 2: Not to vote is a right. So is campaigning against the vote.

Participant 3: As soon as the Electoral Commission starts making political choices, it gets into an area that is beyond its mandate.

Participant 4: If the political party complies with administrative requirements, then the

Commission should provide funding and not judge the nature of its campaign. .

Participant 5: Commissions reaction to this party's campaign should be to convince voters to come out to vote.

This situation really happened in South Africa and the ruling was: 'The best service we can do to democracy is to allow every one to have their say and those who have the most support must win without the smear of intimidation.'

According to the overall opinion of the participants, this was a good solution. Let everybody practice their **right** of option. It only reinforces your credibility and your concern by affirming the right of all participants to express different opinions, however silly from your point of view. The final outcome of the elections shall be more easily accepted, since everybody will have to agree that the latitude of free expression was the greatest possible. If you choose to take a contrary position, you may have to put up with accusations of censorship and restrictions on civil rights.

Scenario D:

A certain voter educator employed by the Commission has been promoting a party's candidate in his voter education sessions. Besides condemning it, should the Commission fire the educator?

Group 1: If the Commission has enough evidence that the educator is supporting a political party, the Commission should fire him.

Group 2: The Commission should investigate, and if evidence is found, then should fire the educator. It should use the opportunity to make a statement about the need for impartiality in voter education.

Group 3: Agrees with group 2.

This exercise showed that everybody agrees that **impartiality of the Commission as a whole, including all its employees and representatives**, is something that cannot be taken lightly. Violators of that impartiality must be punished seriously and quickly, if the Commission wants to be taken seriously. If you want your partners to give proof of respect and independence, you have to set the example.

If the commission is known as always going by the book, no one will challenge registration lists, poll results or voting lists unless there is a very sound reason. The more it is respected and reliable, the more unhindered and recognized its action will be.

Widely disseminated information about the Commission's decision of firing its unreliable employee is important in defusing any possible bad will and building confidence.

Scenario E:

How do you recruit thousands of returning and presiding officers if the requirement is that they

are not affiliated to any political party?

Group 1: The Commission should put out an advertisement for persons without strong party affiliation--for people who are seen to be neutral. The Commission should then hold interviews with applicants. Then produce a list for political parties for their review. Those who make it through the screening should be hired. They should be made to swear an oath of impartiality, and be given training.

Group 2: First, what is meant by "affiliation" should be clarified. Second, the Commission should advertise for candidates. The list of candidates should be placed in newspapers, inviting review and comment. Those who make it through this process should be hired, should swear an oath of impartiality, and should be given training.

Group 3: "Affiliation" should be defined as executive members of political parties. Mere members of political parties should not be ineligible to be polling officers. Those chosen should take an oath, temporarily renouncing their party connection.

Participant 1: This points out a problem in the selection of polling officials. If political parties are asked to nominate candidates, they will surely pick their own party members.

Participant 2: The most important thing is the oath of impartiality.

Certain participants expressed the idea that it is difficult to ascertain exactly what 'affiliation' really means. We all know that some formally non-affiliated persons can be as partial as party members, for political or other reasons. And we also know party members that are quite able to put aside their preferences and do their job neutrally. So the criteria should be more or less strict, according to the country's context and political climate. **The more tolerant and democratic is the environment, the more flexible and lenient should the Committee's selection be and vice versa.**

We all agreed that the selection should be advertised and the candidates should be examined. Asking the party members to renounce party membership, even temporarily, may not be an efficient way of ensuring their abiding to the rules and may even encourage cheating from the parties.

The most important thing is an **oath of impartiality** appealing to the individual person's sense of integrity and political fair play, regardless of their preferences.

This exercise also served to show that the Commissions cannot always act in the same manner, since it all depends on the context. My method may be very good for my commission, but disastrous to my neighbour's commission.





Computerization of Election Management

**More Than Word
Processing**

EIGHT FUNCTIONS OF AN ELECTORAL SYSTEM

- **Creating a Legislative Framework for Elections**
- **Impartially Managing the Electoral Process**
- **Registering Voters**
- **Regulating Parties and Candidates**
- **Demarcation of Electoral Boundaries**
- **Establishing Registration and Voting Locations**
- **Providing Voter Information Programs**
- **Administering Voting**

Creating A Legislative Framework for Elections

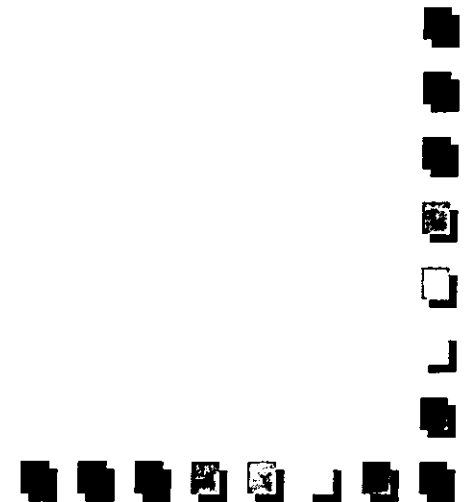
- **Current Electoral Laws in Computer Database**
- **Current Regulations in Database**
- **Electronic Access to Law and Regulations**
- **Indexing of Laws and Regulations**
- **Judicial Decisions in Electronic Database**

Impartially Managing the Electoral Process

- Local Area Networks (LAN)
- Fax Broadcasting
- Tracking of EC Rulings
- Regular Updates from the Field
- Training

Demarcation of Election Boundaries

- Political and Administrative
- Electronic Base Maps
- Geographic Information Systems (GIS)
- Digitized Cartography



Registering Voters

- **Compiling of the Voters' Register**
- **Tracking Registration Centres**
- **Supply Distribution**
- **Statistical Analysis**
- **Turnout Projections**

Regulating Political Parties and Candidates

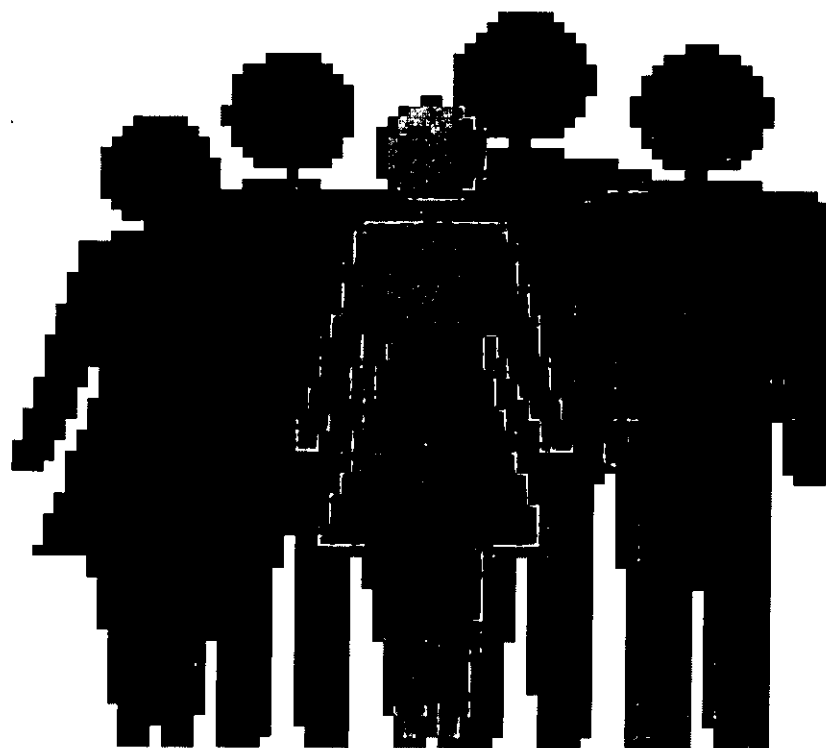
Parties

- **Officers**
- **Founding Members**
- **Offices**
- **Constitutions**
- **Financial Statements**
- **Status**
- **Communications**

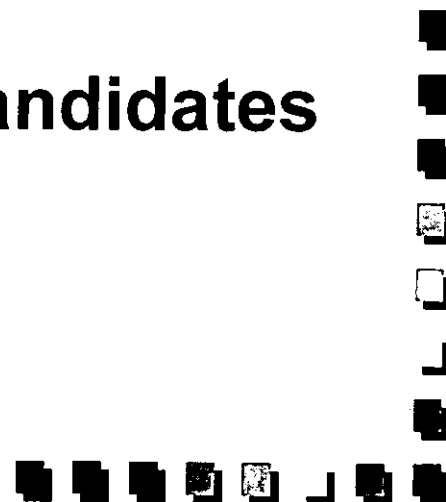
Candidates

- **Party Affiliation**
- **Financial Statements**
- **Qualification**
- **Nomination Forms**
- **Ballot Design**
- **Committee Assignments**
- **Communications**

Providing Voter Information Programs



- Camera Ready Copy
- Artwork
- Internet Web Pages
- List of Candidates



Establish Voting Locations

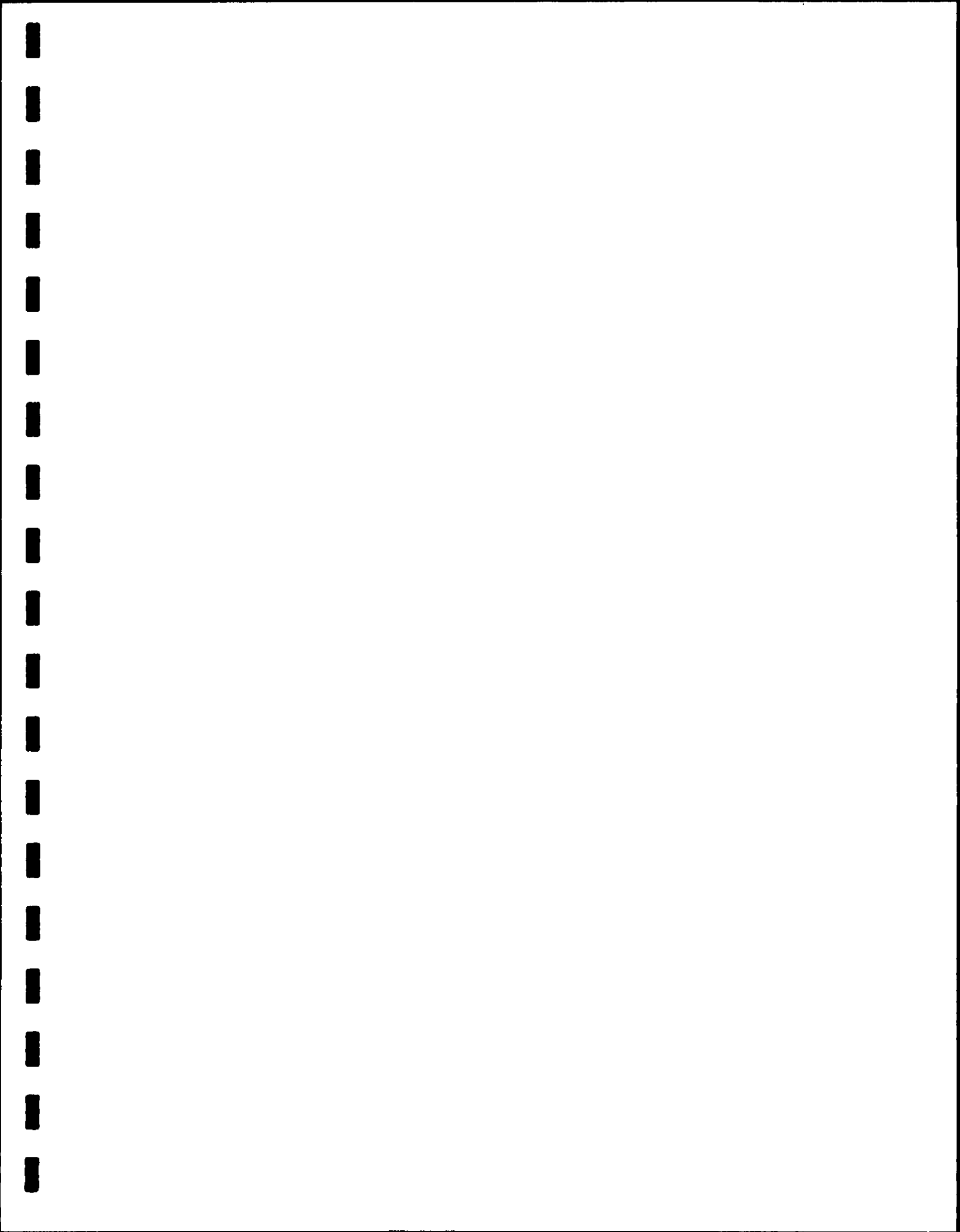
- **Availability of Locations**
- **Alternative Sites**
- **Physical Layouts**
- **Special Needs**

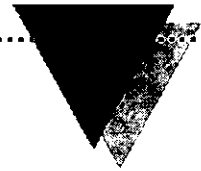
Administering Voting

- **Computerized Tabulations**
- **Counting of Ballots**
- **Smart Cards**
- **Public Opinion Surveys**

SOFTWARE

- Corel
 - Word Perfect
 - Lotus
- MicroSoft
 - MS Word
 - EXCEL
 - Power Point
 - Access





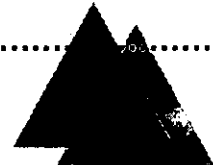
Opening the Door, Drawing the Line

Dumile Mzaidume




Opening the Door, Drawing the Line



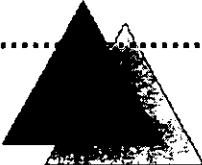
◆ *Objective:*

- To establish the interests of the Electoral Commission (EC) and political parties, with a view to assisting the EC develop a plan to manage its relationship with the parties so as to contribute to fulfilling its mandate
- 



What we have been saying.....

- ◆ not in business of making kings
 - ◆ in dialogue with all stakeholders
 - including political parties
 - why did we identify them as a client (and service provider)?
 - ◆ EC established to found a political culture underpinning the best tenets of democracy
 - ◆ unique historical mandate
 - level the playing field
 - ◆ important role of “policing” played by political parties in
 - identification of legitimate citizens
 - granting of ID books
 - ◆ good relationship with Parl Comm on Constitutional Affairs
 - comment on draft legislation
 - ◆ Board s PR strategy includes identification of need for partnership
 - ◆ MPLCs/Inter-Party Advisory Committee
 - help in improving relations
- 

- 
- 
- ◆ **Operation Access”**
 - ◆ **rationalisation of all legislation**
 - ◆ **who should I talk to? who sits on what committee?**
 - ◆ **no political parties at district & local level - for now**
 - ◆ **misuse of resources by governing party**
 - ◆ **political parties**
 - **homogenous group?**
 - **common interests with EC?**
 - ◆ **who initiates, adopts, amends, rescinds legislation in our countries?**
- 

Opening the Door, Drawing the Line

Objective:

To establish the interests of the Electoral Commission (EC) and political parties, with a view to assisting the EC develop a plan to manage its relationship with the parties so as to contribute to fulfilling its mandate

What have we been saying since Monday?

1. not in the business of making kings
2. in dialogue with all stakeholders
 - including political parties
 - why did we identify them as a client (and service provider)?
3. EC established to found a political culture underpinning the best tenets of ~~democracy~~
4. we have a unique historical mandate
 - level the playing field
5. important role of "policing" played by political parties in
 - identification of legitimate citizens
 - granting of ID books
6. good relationship with Parliamentary Comm on Constitutional Affairs
 - comment on draft legislation
7. Board's PR strategy includes identification of need for partnership
8. Multi-Party-Liaison Committees/Inter-Party Advisory Committee
 - help in improving relations
9. "Operation Access" in no-go areas
10. rationalisation of all legislation impacting on the work of the Commission
11. who should we talk to? who sits on what committee in Parliament?
12. no political parties at district & local level - for now (Ghana)
13. misuse of resources by governing party
14. political parties
 - homogenous group?
 - common interests with EC?
15. who initiates, adopts, amends, rescinds legislation impacting on our work in our countries?

What are the different actors' interests in the electoral process?

Political Parties:

1. Win at all costs
2. A credible election result
3. A level playing field leading to free and fair elections
4. Transparency
5. Participation in planning the electoral process
6. Accurate information

Electoral Commission:

1. Free and fair elections
2. Freedom of participation of all concerned
3. No intimidation - peaceful
4. No or few petitions
5. Improve the quality of the election process
6. Successful voter education
7. Level playing field

What are the contributions of political parties to the electoral process?

1. Constructive criticism
2. Civic education
3. Transparency and accountability
4. Informed compliance

What does the EC want in its relationship with political parties?

1. Mutual trust
2. Positive partnerships based on collective responsibility
3. Healthy partnerships

What are the actions the EC needs to take in order to manage this relationship?

1. Levelling the playing field

Actions:

- wide distribution of constitution and electoral law in national languages
- review electoral law
- provide voter education accessible to all (esp rural and poor communities)
- conscious attempt to achieve mutual trust
 - * consultative body
 - * facilitate equal access to media
 - * facilitate knowledge of electoral law

Constraints:

- aspects not under EC, e.g. electoral law
- resources are difficult to come by

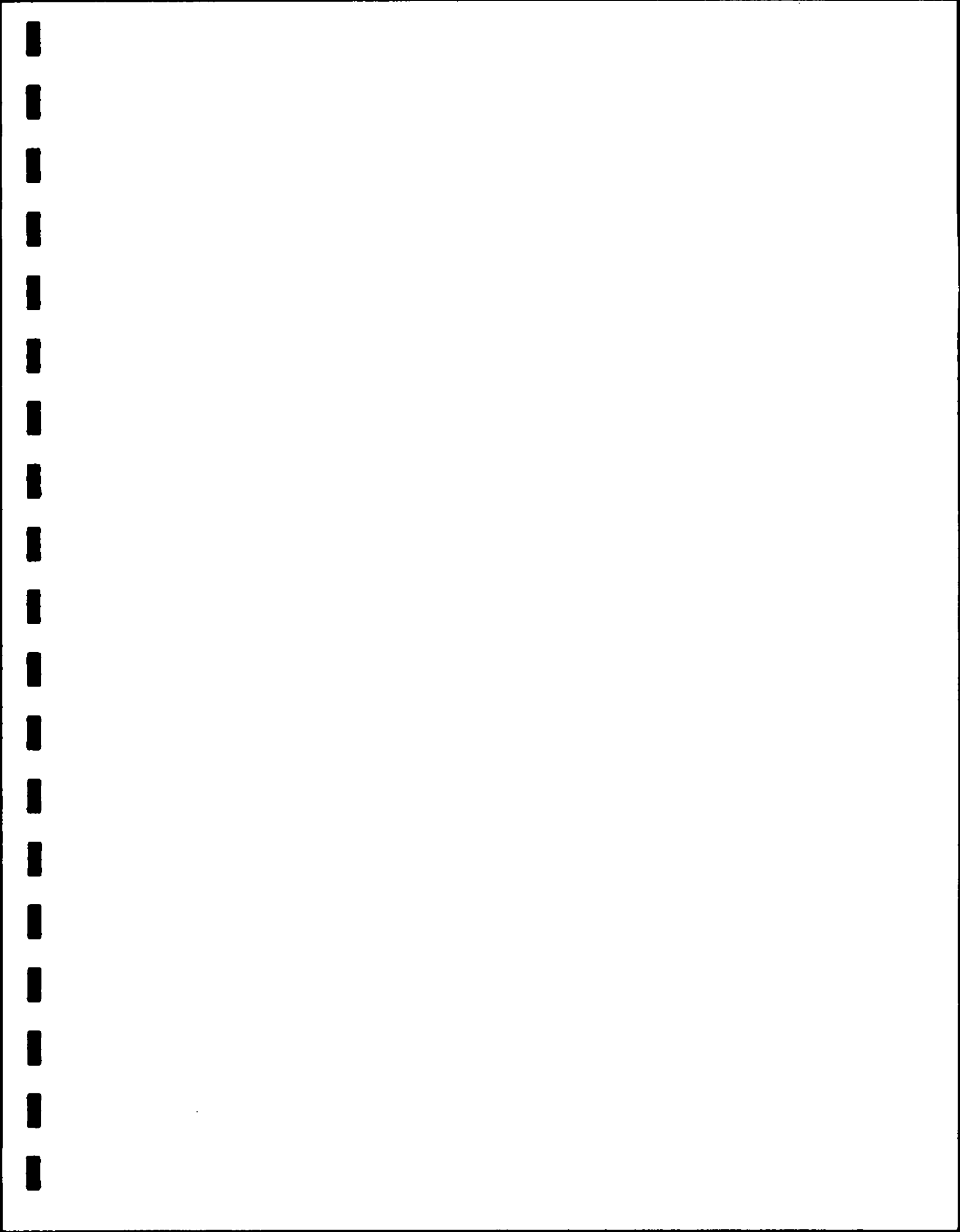
2. *Participation in planning*

Actions:

- selective participation
- joint planning of campaign platforms
- input on **draft** plans
- take into consideration impact of timetable on parties' ability to participate effectively
- impact on EC staffing?
- Commissioners participate in dialogue with political parties
- PRO department
- press releases

Constraints:

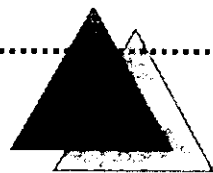
- deadlines are more demanding on EC (governing party sets date of election, within limits)





Getting the Word Out:

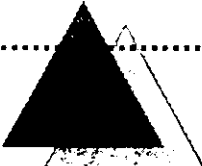
- ◆ How can a commission work with NGOs and the media to communicate election information to the public?





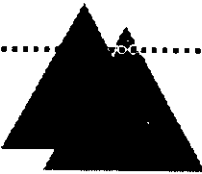
Objective:

to identify and understand the nature, range and interests of NGOs and media, with a view to enlisting their help in communicating election information to the electorate



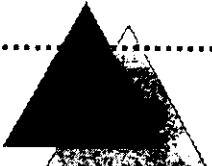


Media

- ◆ **need for dialogue with all stakeholders**
 - service provider and client
 - ◆ **we welcome what others say about the EC**
 - ◆ **we are aware of public perceptions about the EC s**
 - independence
 - impartiality
 - ◆ **equal access to media (1994 and the IFP s late entry)?**
 - publicly/privately owned?
 - ◆ **Census '96: CSS and M-Net (script of primetime soap, Egoli)**
 - ◆ **responsibility to inform ('correctly'?)**
 - ◆ **"...putting up with them"**
- 



NGOs

- ◆ **dialogue with all stakeholders**
 - service provider and client
 - partnerships/off-budget mobilisation of resources (LOGIC)
 - need for on-going civic education (budget vote: Justice/Const Affairs?)
 - ◆ **need help (finances, equipment)**
 - ◆ **history of partisanship (Guerrillas for Peace)**
 - facilitating legitimacy
 - ◆ **ownership of process**
 - NGOs as opinion-makers
 - ◆ **accreditation?/funding?/registration? - guidelines?**
- 

Getting the Word Out: How can a commission work with NGOs and the media to communicate election information to the public?

Objective:

I. To identify and understand the interests of NGOs, media and ECS, with a view to enlisting their help in communicating election information to the electorate

What have we been saying since Monday?

Media:

1. need for dialogue with all stakeholders
 - service provider and client
2. we welcome what others say about the EC
3. we are aware of public perceptions about the EC's
 - independence
 - impartiality
4. equal access to media (1994 and the IFP's late entry)?
 - publicly/privately owned?
5. SA Census '96: Census agency and M-Net (script of census into primetime soap, Egoli)
6. responsibility to inform (correctly?)
7. "...putting up with them"

NGOs:

1. dialogue with all stakeholders
 - service provider and client
2. partnerships/off-budget mobilisation of resources (LOGIC)
3. need for on-going civic education (budget vote: Justice/Const Affairs?)
4. need help (finances, equipment)
5. history of partisanship (Guerrillas for Peace)
 - facilitating legitimacy
 - ownership of process
6. NGOs as opinion-makers
7. accreditation?/funding?/registration? - guidelines?

What are the different actors' interests in the electoral process?

Media:

1. (Sometimes) undermines process or candidates
2. Freedom to write what they want
3. Making money - electoral process is news, it can "sell"
4. Vehicle for master's voice

Media's positive contribution to the electoral process:

1. Keep EC on its toes
2. Give accurate information
3. Provide voter information

Media's threat to the EC:

1. (Some) media has partisan agenda (misinformation, untruth, disinformation)
2. Ignorance - leading to misinformation
3. Lack of information - leading to fabrication
4. Mixture of fact and opinion

All this leads to the diminishing of the credibility of the EC and the electoral process

EC:

1. Broad dissemination of information

How can the EC manage its relationship with the media in order to get what it wants?

Actions:

1. Regular press briefings
2. Buying space or air time
3. Giving training to journalists
4. Having experienced press/media people on EC staff (e.g. PRO)
5. Media training for EC staff (e.g. Commissioners)

If the EC were to employ a PRO, what would be the requirements for the job?

Job Description: PRO

Functions of PRO:

1. Brief EC staff and Commissioners
2. Brief the media
3. Prepare replies to the press
4. Be spokes-person and buffer for the Commission
5. Perform general protocol duties on behalf of the Commission
6. Prepare speeches for the Commission

Qualifications:

1. Thorough knowlwdge of electoral law
2. Trained journalist by profession
3. Should have good public relations and media contacts
4. Must be good listener
5. Should e able to read widely (be well informed on current affairs, with analytical skills)
6. Should have good communication skills (oral, written and body language)

NGOS:

What are the services provided by NGOs?

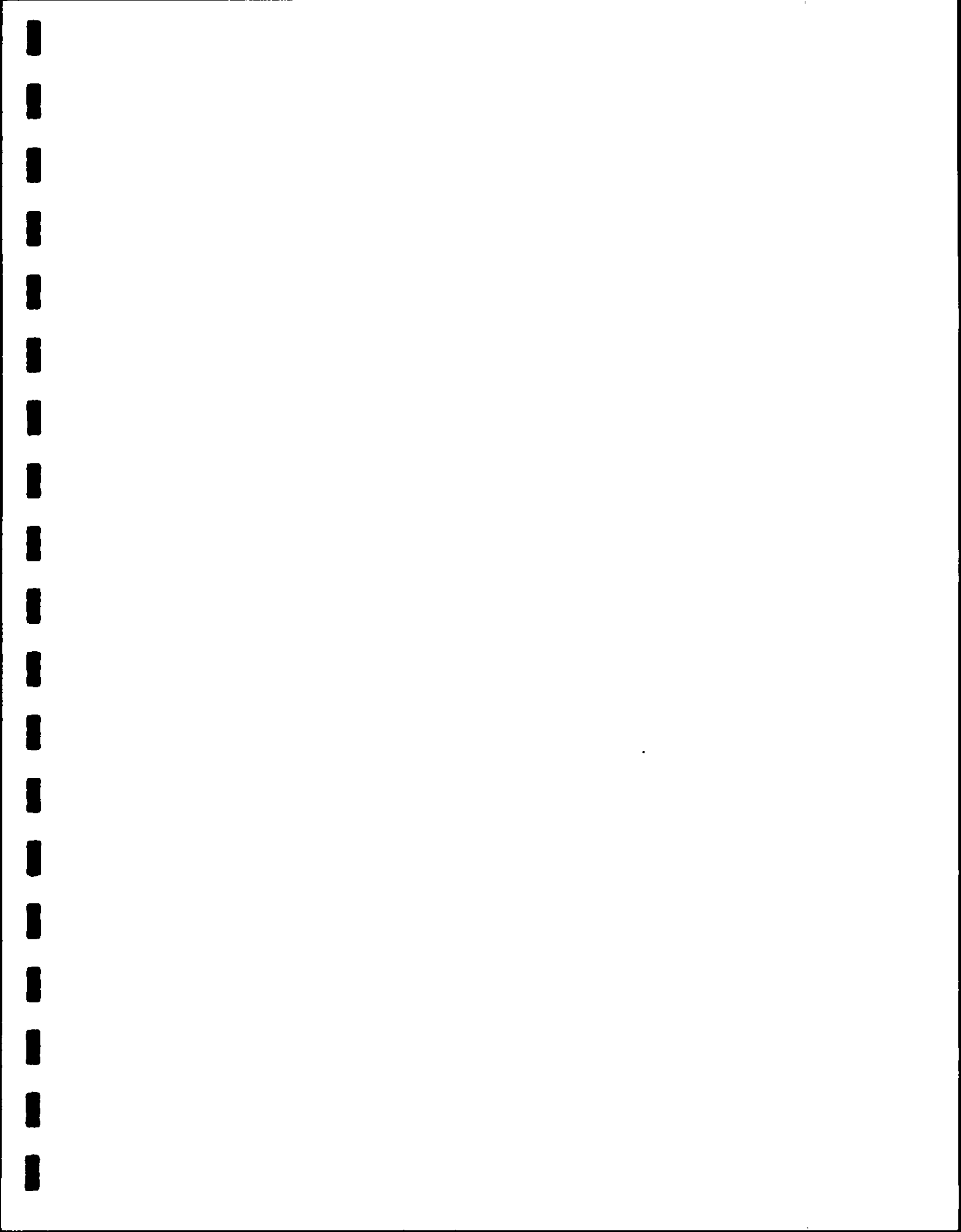
1. Voter education
2. Monitoring electoral process - giving information/feedback to the Commission
3. Staff training
4. Broad access to population - geographically and various social groups

Services EC provides/can provide to NGOs

1. Materials
2. Information
3. Funding
4. Logistics
5. Credibility through accreditation
6. Publicity

In cooperating with NGOs, what principles could inform the relationship?

1. Mutual respect and understanding
2. Impartiality in sourcing, materials development, imparting civic and voter education
3. Capacity of NGOs to reach grassroots:
 - infrastructure, e.g. transport
 - staff
 - contacts
 - credibility
 - train personnel
4. Financial accountability - disclosure of sources of income
5. Lodging with EC of Articles of association/Constitution acceptable to EC
6. Voter education material compatible with EC's guidelines
7. Accreditation by EC
8. Monitoring by EC



EAST AFRICA ELECTION ADMINISTRATION SYMPOSIUM
Arusha, August 3-7, 1997

Wrap-up Session

2:15 p.m., August 7

Each Electoral Commission represented at the symposium is asked to meet and discuss actions that they might take in the follow-up to the discussions we have had here, by responding to the following.

In (country) Ethiopia, the Electoral Commission can take the following actions to develop its staff and to strengthen its relations and communications with political parties, NGO's and the media.

Actions:

Will be Complete in ?

The Election Board of Ethiopia In developing its staff, the Electoral Board has to employ qualified staff not only by just advertising the position but has to see additional skills such as the

- ▶ Ability to cope to high pressure work
- ▶ A person who has a vision
- ▶ A person with organizational skill
- ▶ A person with communication skill
- ▶ A person with high integrity

In addition to these points, also interviewing the candidate just to know and evaluate his thinking ability of thinking fast & giving reasonable answer.

Ethiopian Electoral Board should have to strengthen its relation & communications with political parties. In trying to give equal treatment for all political parties, in giving access to media & access to accurate information.

With NGO's

Seeing as assistant partners specially in capacity building, arranging short or long term training or on the job for the staff or assistance on expertise also. Participate for conducting voter education when possible.

With Media

Seeing as assistant partners giving briefings about the election on a regular basis, when necessary giving press release as well.

EAST AFRICA ELECTION ADMINISTRATION SYMPOSIUM
Arusha, August 3-7, 1997

Wrap-up Session

2:15 p.m., August 7

Each Electoral Commission represented at the symposium is asked to meet and discuss actions that they might take in the follow-up to the discussions we have had here, by responding to the following.

In (country) Tanzania, the Electoral Commission can take the following actions to develop its staff and to strengthen its relations and communications with political parties, NGO's and the media.

Actions:

Will be Complete in ?

A: STAFF DEVELOPMENT

1. To continue to press to have our own staff to hire and fire
2. To have scheme of services for them
3. To have an appropriate office building.

THEREAFTER:

To train them by:

- | | |
|--|--|
| a) making use of general training facilities available within the country | Immediately and ongoing |
| b) in-house training | Immediately |
| c) exposing them to conferences, seminars, workshop and symposia | As soon as possible |
| d) getting trainers to the Commission for running specified courses | As soon as possible |
| e) finding scholarships fro external training | As soon as possible
-do- |
| f) attaching them to other commissions | Whenever available |
| g) sending them elsewhere to observe elections and referenda | Soon after having appropriate building |
| h) Establish and enrich a strong library documentation centre and database | Immediately |
| I) developing fraternal relationships with other electoral authorities and other relevant institutions | |

B: RELATIONS WITH POLITICAL PARTIES, NGO'S AND THE MEDIA

- | | |
|---|---|
| 1. To have a liaison officer | |
| 2. To establish joint consultative committees at appropriate levels | As soon as we have own staff
As soon as possible |
| 3. To be more transparent | Now |

EAST AFRICA ELECTION ADMINISTRATION SYMPOSIUM

Arusha, August 3-7, 1997

Wrap-up Session

2:15 p.m., August 7

Each Electoral Commission represented at the symposium is asked to meet and discuss actions that they might take in the follow-up to the discussions we have had here, by responding to the following.

In (country) Uganda, the Electoral Commission can take the following actions to develop its staff and to strengthen its relations and communications with political parties, NGO's and the media.

Actions:

Will be Complete in ?

A. STAFF

1. Completion of the organization structure
2. Identification of training needs, donors and training institutions
3. Staff development

October, 1997

1997

January, 1998

B. RELATIONS WITH POLITICAL PARTIES

Until a referendum is held, EC cannot have a strong relationship with political parties. However, EC will be required to supervise the referendum and it will therefore be expected to issue guidelines and code of conduct on how political parties will conduct themselves

C. RELATIONSHIP WITH NGO's

The EC will continue to work with NGO's under Commission guidelines.

1997

D. RELATIONSHIP WITH THE MEDIA

1. EC to keep the media informed of all electoral process like local government election and referendum.
2. EC to arrange regular briefings and seminars

August 1997

Continuous

EAST AFRICA ELECTION ADMINISTRATION SYMPOSIUM
Arusha, August 3-7, 1997.

Wrap-up Session

2:15 p.m., August 7

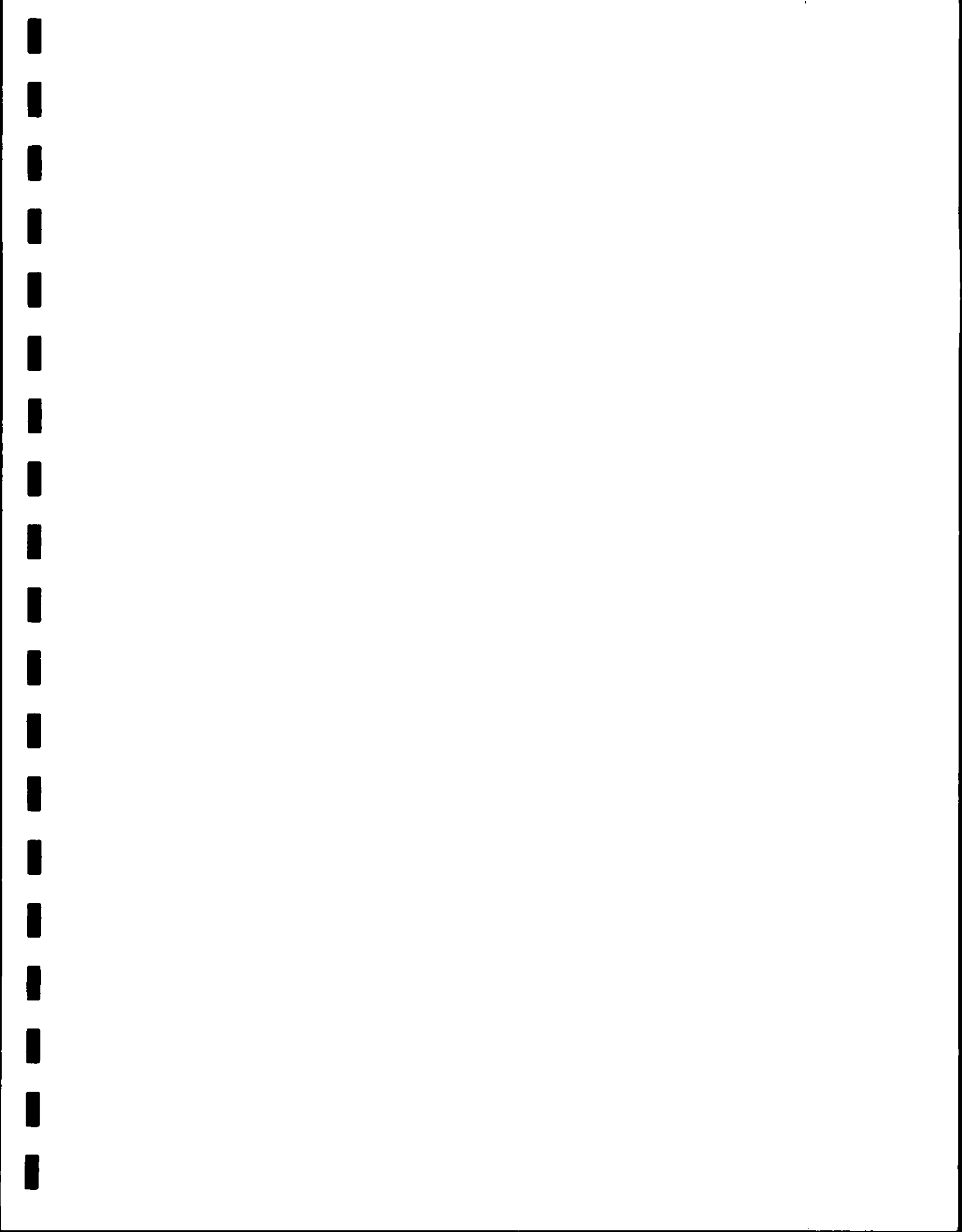
Each Electoral Commission represented at the symposium is asked to meet and discuss actions that they might take in the follow-up to the discussions we have had here, by responding to the following.

In (country) Malawi, the Electoral Commission can take the following actions to develop its staff and to strengthen its relations and communications with political parties, NGO's and the media.

Actions:

Will be Complete in ?

- | | |
|---|-------------------------------------|
| (a)(I) Amending the law to enable the Commission have authority to recruit staff | As soon as the authority is granted |
| (ii) Define conditions of service of staff | -do- |
| (iii) Set up appropriate machinery for recruitment | -do- |
| (iv) Training of staff and staff appraisal | continuous |
| (b)(I) Forming Inter-party liaison Committee | Dec 1997 |
| (ii) Code of Conduct for political parties, which will be asked to sign | Dec 1997 |
| (c)(I) Code of Conduct for NGO's | February 1998 |
| (ii) Providing Guidelines for monitoring NGO's | Dec 1997 |
| (iii) To form Liaison committees with NGO's | Dec 1997 |
| (d)(I) Training journalists in electoral process | Jun/July 1998 |
| (ii) Improve linkages with the Journalist Association of Malawi (JAMA) by incorporating them in the EC Committees | Dec 1997 |



EAST AFRICA ELECTION ADMINISTRATION SYMPOSIUM

ELECTORAL COMMISSION STRUCTURE

Country : MALAWI

- The Electoral Commission has 10 members. All are part-time.
- Electoral Commission members are chosen and appointed by the President of Malawi.
- Term of office is four years
- The Electoral Commission does not have a secretariat.
- The chief executive officer is entitled the Chief Elections Officer, who holds that position by virtue of his appointment as Clerk of Parliament.
- The Commission has a permanent staff of 15, seconded to it from other government departments.
- The Commission does not have regional or district officers/offices.
- The Commission has separate operating and (election) events budgets. The operating budget is submitted to Ministry of Finance and eventually tabled before Parliament for approval. The events budget is submitted to Ministry of Finance for approval.

Country : TANZANIA

- The Electoral Commission has 7 members. All are part-time.
- Electoral Commission members are chosen and appointed by the President of Tanzania.
- Term of office is five years.
- The structure and function of the Electoral Commission is defined in the Constitution.
- The Electoral Commission does have a secretariat.
- The chief executive officer is entitled the Director of Elections, who is appointed by the President on the Commission's recommendation..
- The Commission has a permanent staff of 51.
- The Commission does not have regional or district officers/offices.

- The Commission has separate operating and (election) events budgets. Both are submitted for approval to the Prime Minister's office, then to Treasury, and then to Parliament.

Country : UGANDA

- The Electoral Commission has 7 members. All are full-time.
- Electoral Commission members are nominated by the President of Uganda and approved by Parliament.
- Term of office is seven years, renewable only once.
- The structure and function of the Electoral Commission is defined in the Constitution and in the Electoral Commission Act of 1997.
- The Electoral Commission does have a secretariat.
- The chief executive officer is entitled the Secretary, who is appointed by the Commission.
- The Commission has a permanent staff of 131.
- The Commission does not have regional officers/offices. The structure for district offices is currently being designed.
- The Commission has separate operating and (election) events budgets. Both are submitted for approval to Parliament.

Country : ETHIOPIA

- The National Electoral Board has 7 members. All are part-time.
- Electoral Board members are appointed by Parliament.
- Term of office is unspecified in the law.
- The structure and function of the Electoral Commission is defined in the Electoral Law of Ethiopia No. 64/1993 and 96/1994.
- The Electoral Commission does have a secretariat.
- The chief executive officer is entitled the Head of the Office, who is appointed by Parliament.
- The Commission has a permanent staff of 270.

- The Commission has 30-40 regional officers/offices. It does not have district offices.
- The Commission has separate operating and (election) events budgets. Both are submitted for approval to Parliament.

Country : GHANA

- The Electoral Commission has 7 members. The chairman and two deputy chairmen are fulltime. The other four are part-time.
- Electoral Commission members are appointed by the President in consultation with the Council of State.
- The electoral commissions are appointed for life. The three executive members have the term of office of a judge of the Appeal/High Court, and are removable only through impeachment.
- The structure and function of the Electoral Commission is defined in the Constitution and in the Electoral Commission Act of 1993.
- The Electoral Commission does have a secretariat.
- The chief executive officer is entitled the Chief Director, who is appointed by the Commission.
- The Commission has a permanent staff of 200-300.
- The Commission has 10 regional officers/offices. There are 110-120 district officers/offices.
- The Commission has separate operating and (election) events budgets. The operating budget is approved by Parliamentary Sub-Committee on Finance, and charged against the Consolidated Fund. The events budget is charged against the Consolidated Fund after discussion with the Ministry of Finance upon presentation of an event budget.

Country : SOUTH AFRICA

- The Electoral Commission has 5 members. All are part-time.
- Electoral Commission members are chosen through advertisements, panel nominations, public comment, interview, approval by Parliament and appointment by the President.
- The term of office is 7 years.

- The structure and function of the Electoral Commission is defined in the Constitution and in the Electoral Commission Act 51 of 1996.
- The Electoral Commission does have a secretariat.
- The chief executive officer is entitled the Chief Electoral Officer, who is appointed by the Commission.
- The Commission has (will have) a permanent staff of about 400.
- The Commission has (will have) 9 provincial officers/offices. There are (will be) 843 municipal officers/ offices.
- The Commission does not have separate operating and (election) events budgets. Both are approved by Parliament.

Country (Region) : ZANZIBAR

- The Electoral Commission has 7 members. The chairman is fulltime and the others are part-time.
- Electoral Commission members are chosen and appointed by the President.
- Term of office is five years.
- The structure and function of the Electoral Commission is defined in the Constitution and the Electoral Act No. 11 of 1984.
- The Electoral Commission does have a secretariat.
- The chief executive officer is entitled the Director, who is appointed by the Commission.
- The Commission has a permanent staff of 15.
- The Commission has regional officers/offices on Pemba.
- The Commission does not have separate operating and (election) events budgets. The budget is approved by Parliament through the Ministry of Justice and Constitution.

EAST AFRICA ELECTION ADMINISTRATION SYMPOSIUM

Arusha, August 3-7, 1997

PARTICIPANT EVALUATION

Please help us to evaluate the effectiveness of this symposium and to improve on any weakness in future workshops of this type by responding candidly to the following questions.

Preparations

1. (For Uganda, Malawi, and Tanzania Commission members only) Were you satisfied with the degree of IFES' consultation with you regarding the subject matter of this workshop?

not at all satisfied 1 2 3 4 5 *very satisfied*

Comments _____

2. Would you have preferred that we ask each attending Commission to come with a prepared paper on one of the workshop topics?

not at all 1 2 3 4 5 *very much*

Comments _____

Symposium Content

3. How well were the symposium objectives met?

a. A fruitful exchange of ideas

not at all 1 2 3 4 5 *very well*

b. New, relevant and practical methods for building an Electoral Commission staff able to respond to the on-going election administration tasks of your country.

not at all 1 2 3 4 5 *very well*

c. Innovative and practical ideas for strengthening your Electoral Commission's communications and relations with political parties, NGOs and the media.

not at all 1 2 3 4 5 *very well*

4. How effective were the symposium sessions in achieving their objectives?

a. Country reports: Exchanging current status and future plans, especially regarding staffing and outreach, of the nine Commissions represented at the symposium.

not at all 1 2 3 4 5 *very well*

b. Erehwemos role play: Introduction of issues, problems and solutions in commission staffing and commission outreach to NGOs, political parties and the media.

not at all 1 2 3 4 5 *very well*

c. How large? How Small? : Methodology for assessing electoral commission's clients, services, and major responsibilities, and building an organizational chart

not at all 1 2 3 4 5 *very well*

d. A Qualified Workforce: Identification of types of skills required for election staff, and techniques for recruiting and hiring.

not at all 1 2 3 4 5 *very well*

e. Beyond Qualifications — Independence: Identification of recruitment and supervisory techniques that will assure impartiality in Electoral Commission staff

not at all 1 2 3 4 5 *very well*

f. From What You've Got to What You Need: Review of skill needs of Electoral Commission staff, and identification of sources for training to acquire those skills

not at all 1 2 3 4 5 *very well*

g. Automated Election Management: Ways in which Commissions can use computers and current software tools to enhance election management

not at all 1 2 3 4 5 *very well*

h. Opening the Door, Drawing the Line: Techniques for maintaining open communication with political parties while preserving a Commission's impartiality

not at all 1 2 3 4 5 *very well*

i. Getting the Word Out: Techniques for working productively with NGOs and the media to communicate information to the public

not at all 1 2 3 4 5 *very well*

5. The formats of the symposium sessions allowed me to effectively participate (according to my expectations) —

not at all 1 2 3 4 5 *completely*

Logistics

6. Please give your comments on:

Air travel arrangements _____

Accommodations _____

Travel grant _____

Responsiveness of IFES staff to your needs: _____

General

7. This symposium met my expectations --

not at all 1 2 3 4 5 *completely*

Comments _____

8. I would attend another workshop of this type (on other topics).

definitely not 1 2 3 4 5 *definitely*

Why or why not? _____

9. I would recommend participation in other workshops of this type to my electoral commission colleagues?

definitely not 1 2 3 4 5 *definitely*

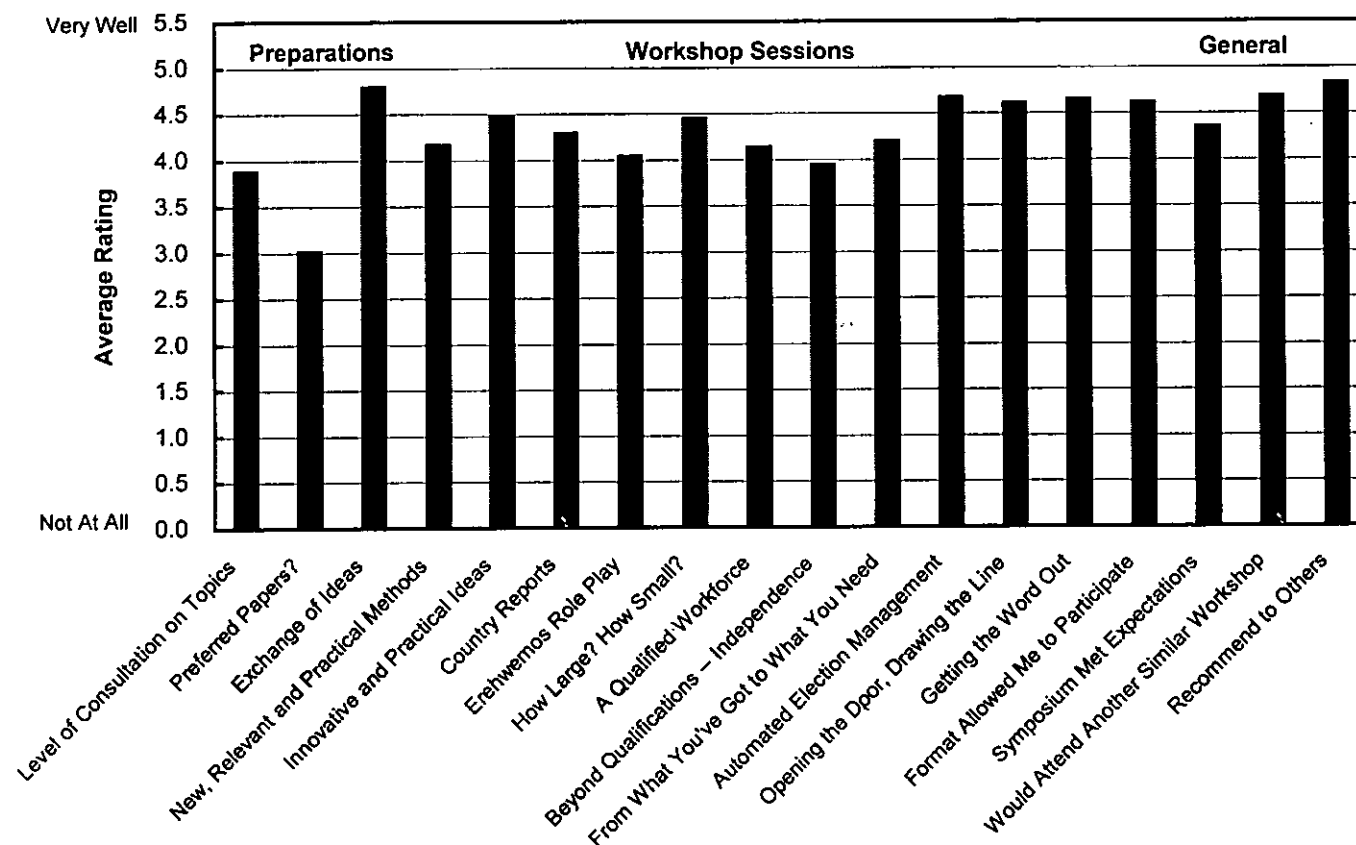
Why or why not? _____

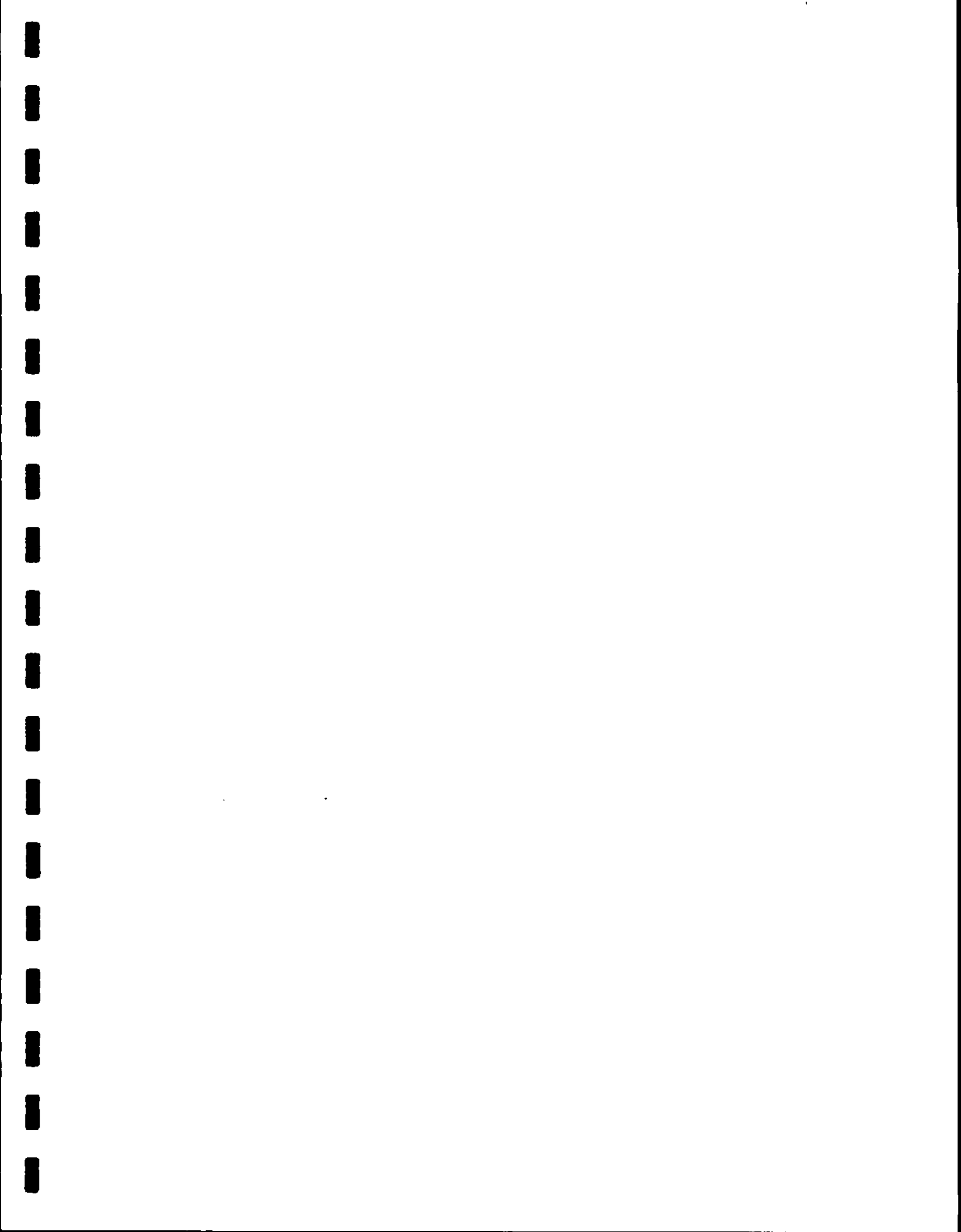
10. Other comments:

East Africa Election Administration Symposium

Building Staff, Building Connections

Evaluation Report





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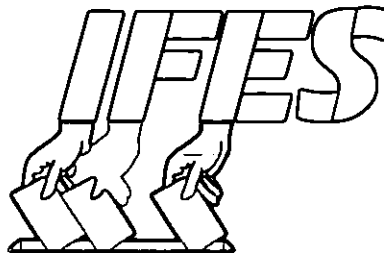
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