

IFES/UNDP Election Administration Training Programme – 2004
Presidential Elections in Georgia

Project Purpose/Objective(s):

The overall purpose of the programme is to provide District Election Commission (DEC) and Precinct Election Commission (PEC) staff with the knowledge and skills necessary to perform their functions on election day. As training for election administrators is the primary responsibility of the Central Election Commission (CEC), it will also be equally important to build the CEC's capacity to manage future training programs.

Within the context of this broader purpose, the following objective will be pursued:

- Develop comprehensive procedural manuals and training guides for PECs and provide them with such material.
- Deliver the training of the PECs to ensure adequate election day activities at PEC level.
- Conduct a formal review of training initiatives to generate lessons learned for future initiatives.

Background:

The widespread allegations of fraud and organizational shortcomings attendant to recent elections in Georgia have led to a lack of confidence in the electoral process. The 2 November 2003 parliamentary elections recently annulled by the courts have now validated and entrenched that view.

Among the shortcomings in election administration identified by all international and domestic observers, including ODIHR, has been an inability of the Central Election Commission (CEC) to carry out training for Precinct Election Commission (PEC) and District Election Commission (DEC) staff, who are tasked with the administration of polling stations. Election day irregularities noted by ODIHR after the 2 November elections that may be attributed to improperly trained staff include: ballot stuffing, use of pre-marked ballots, multiple voting, failure to ensure secrecy of the vote, and disenfranchisement of voters due to voter list confusion.

The aim of this proposal, which addresses the OSCE's mandate to "promote...fundamental freedoms and assist in the development of legal and democratic institutions and processes,"¹ is twofold:

- To build on the comprehensive system of election administration training developed prior to the parliamentary elections, and
- Deliver a detailed training programme for operational staff at the DEC and PEC level prior to the 2004 presidential elections.

¹ OSCE Preliminary Statement on the 2 November 2003 Parliamentary Elections in Georgia.

Given the spate of recent changes and proposed amendments to the electoral law, uncertainties surrounding voter registration procedures, and the changing ranks of the CEC, it is essential that election administration officials at the district and precinct level receive thorough instruction on election procedures and polling station protocol.

The 2003 training programme was notable for the cooperation between IFES, International IDEA, and UNDP. IFES and UNDP will again coordinate in developing training packages for election administrators to ensure the most effective use of resources and personnel possible.

OSCE's involvement will ensure that an adequate number of trainers are mobilized in the short time frame available and reach the maximum possible number of election officials. OSCE assistance further allows for follow-up evaluation assessing the efficacy of the training program. The ability of the administrators to successfully implement a smooth election will directly correlate to the citizenry's confidence in both the results and the democratic process in general.

Approach:

The programme will generally be comprised of a cascade model of training for key election administrators at the DEC and PEC level. A trained core of Regional Coordinators and dedicated DEC staff members will form the backbone of the program, with IFES and UNDP experts delivering information products and training methodologies. The programme builds upon the work of IFES, International IDEA, and UNDP in training election administrators prior to the November 2003 parliamentary elections.

Activities

1. *Form regional coordination team* – Through their previous initiatives, IFES and UNDP have identified qualified trainers in the regions. These include several of the trainers that supported the parliamentary election training programme. Trainers from all regions of Georgia participating in the 2004 presidential elections will be contracted immediately following the award.
2. *Planning meeting with Regional Coordinators* – A planning meeting with the Regional Coordinators has already been held to explore lessons learned from the parliamentary elections and develop a strategy for the presidential elections.
3. *Revise materials and print manuals and training materials* – Based on changes to the law and procedures governing election administration, IFES and UNDP experts have updated poll worker manuals and accompanying training materials. These amended manuals and materials will be reproduced and distributed to all participants in the training program.
4. *Training of trainers* – In order to ensure the preparedness of Regional Coordinators and consistency of training across regions, IFES and UNDP experts will deliver a training of trainers program based on amended materials.

5. *Trainers of PEC members* – With a focus on the Chairperson, Deputy Chairperson, and Secretary, trainers will deliver workshops for all PECs throughout Georgia. Participants will be provided with a general orientation to elections in Georgia and updates to the law and procedures following the parliamentary elections.
6. *Briefings for other PEC staff* – By mandate of the CEC, the trained PEC members will be required to provide briefings for other Commission members at least 3 days prior to election day.
7. *Monitoring* – IFES and UNDP experts, along with the Regional Coordinators themselves, will monitor the implementation of the training program at the precinct level.
8. *Post-election conference* – Regional Coordinators will be required to attend a post-election conference, led by IFES and UNDP experts, to evaluate the success of the training programme and generate lessons learned. The outcomes of the conference will form the basis for revisions to the training programme planned for the parliamentary elections.

Results

1. Accurate and reliable guides for election day procedures developed.
2. Cadre of regionally-based trainers established.
3. 3 members of each PEC trained.
4. PEC members provided with procedural manual at least one week before election day.
5. Improved knowledge of election procedures displayed by PECs on election day.
6. Substantive recommendations for improving training content and methodology developed.

Indicators

1. Visible improvement in scores on pre- and post-training tests of training participants.
2. Achievement of target attendance of 3 PEC members per precinct.
3. Better management of voting procedures at PEC level noted by IFES and UNDP monitors, as well as domestic and international observers.
4. Better experience of voters at the polling stations as reported by domestic and international observers.

Quality Assurance

Several factors likely to guarantee the quality implementation of this programme have emerged. The key institution for election management in Georgia, the Central Election Commission (CEC), has recently undergone favourable staffing changes and has proven committed to the process, providing a dedicated staff member to support the training team. IFES and UNDP have secured the agreement of the CEC to mandate trained PEC members to brief other PEC staff members before election day.

This demonstrated support from the CEC increases the degree of local ownership over the aims and implementation of the programme.

Quality assurance is also supported in no small part by the past experience of IFES, UNDP, and the CEC in delivering a nearly identical programme just two months earlier. This experience will help to inform the content and methodology of this similar initiative.

Ensuring the sensitivity of the training to the unique needs of minority populations will also be a component of IFES and UNDP’s quality assurance. All materials will be printed in Georgian, Russian, Azeri, and Armenian languages, and all trainers will have the language skills to cope with regional needs.

Finally, the long-term orientation of the programme, with emphasis placed on building capacity at the regional level, will help to ensure sustainability. The establishment of a cadre of trainers will represent a resource that the CEC can tap into in the future. Along with the recommendations emerging from the post-election conference, the programme is designed for eventual indigenisation.

Assumptions and Risks

The major risk attending the training program is the short timeframe allowed to conduct the program. The election is also to be held during the winter months, which will make access to more remote, mountainous regions difficult. CEC identification of staff for training may also pose risks to the effectiveness of the training if there are large staff changes.

To mitigate the risks, the structure of the programs emphasizes regional control, which will provide increased sensitivity to problems as they arise and flexibility to change training plans. The regional coordinators will be deployed throughout Georgia.

Implementation

Operational Plan/Timetable

1. Regional Coordination Team

Identify appropriate members for the 20 person regional coordination team. Each coordinator will be responsible for management and oversight of the training in a group of districts.	Completed by 29 November (No Cost)
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2. Planning Meeting with Regional Coordinators

Together with the regional coordinators, conduct a two day planning workshop. Particular attention being paid to lessons learned from the 2003 parliamentary election training programme.	2 and 3 December (No cost – funded under previous program)
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3. Preparation of Materials

<p>The training team will complete revision of the training materials including the PEC manual and training modules, taking into consideration comments from the Evaluation Workshop and procedural amendments required to administer the presidential elections.</p> <p>Submit all materials and training modules to the CEC for approval.</p>	<p>Completed by 9 December</p>
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4. Printing of Materials

<p>Arrange for printing of all materials, including PEC Manuals (50,000), trainers manuals (120 sets), and training materials.</p>	<p>PEC Manuals to be printed by 18 December; other materials by 15 December</p>
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5. Training of Trainers

<p>In conjunction with the CEC and the regional coordinators, identify and recruit one hundred fifty (150) suitable trainers – 2 per district (1 lead trainer and 1 support trainer). Ensure appropriate language skills for ethnic areas.</p> <p>Conduct training of trainers (2 day workshop) x 2.</p>	<p>17 to 21 December 2003</p>
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6. Conduct of PEC and DEC training

<p>Trainers work with their regional coordinators to prepare a schedule of PEC and DEC training for their district.</p> <p>Training delivered to at least 3 PEC members and all DEC members at a one day training workshop.</p> <p>Training Team and regional coordinators monitor and support trainers in the field.</p>	<p>Completed by 20 December</p> <p>21 to 29 December</p>
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7. Evaluation Workshop

<p>Conduct evaluation workshops with the regional coordinators and the trainers. If appropriate invite participation of a representative group of DEC and PEC members who participated in the training.</p>	<p>by 31 January</p>
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- OSCE will be responsible for funding IFES and UNDP. Implementation will be the sole responsibility of IFES and UNDP.
- Physical means and staffing requirements are as listed in the budget provided.
- Monitoring, and evaluation procedures are shown in this document. A post project report will be provided after evaluation of the programme as provided.
- All training material, manuals and training activities will be conducted with the full approval and involvement of the CEC.

List of Responsibilities for each of the Project Partners

UNDP	IFES
Provide two (2) trainers for the IFES/UNDP training team	Provide the project coordinator for the IFES/UNDP training team
Co-author PEC manual and training guides	Co-author PEC manual and training guides
Print PEC manuals (Georgian)	Translate PEC manuals into English, Azeri, Armenian and Russian
Procure Stationery	Employ the Regional Coordinators. Recruitment in cooperation with CEC and UNDP.
Assist CEC and regional coordinators in recruitment of trainers	Print PEC Manuals (Azeri, Armenian, Russian)
Employ trainers for the PEC training	Assist CEC and regional coordinators in recruitment of trainers
Arrange training of trainers	Conduct training of trainers with UNDP and CEC trainers
Conduct training of trainers with IFES and CEC trainers	Manage the payment of costs associated with the conduct of the PEC training (venues, light refreshments)
Arrange payment of training allowances to PEC staff through the CEC	Printing of training support materials
Monitor training in West Georgia	Monitor training in East Georgia

Budget:

- *For Detailed breakdown per cost category see attached budget*
- *There are no long-term possible financial implications*
- *OSCE will be the sole funding agency*