

IFES/UNDP Election Administration Training Programme – 2004 Parliamentary 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 programmes.

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

- Review and revise the procedural manuals for PEC members and training guides for DEC members.
- Form a cadre of skilled trainers for the delivery of district and precinct-level training.
- After the elections, conduct a formal review of training initiatives to generate lessons learned for future initiatives.
- Provide the CEC with 108 trainers who will serve as their representatives in DEC on election day.
- Provide training and monitor the performance of PECs and DEC with respect to ensuring access for people with disabilities.

Background:

Significant strides were made toward improving the professional culture of election officials at all levels in Georgia in advance of the 4 January presidential elections. The confluence of two factors, increased political will on the part of the CEC and the delivery of a dynamic, interactive training programme, helped to improve the technical administration of elections. In contrast to past elections, then, OSCE remarked in its preliminary statement that “[t]he atmosphere on elections commissions appeared collegial, and staff worked with diligence.”

Nonetheless, there remains a significant knowledge gap at the lower levels of election administration; a gap which the CEC cannot yet fill, although it has demonstrated the political will required to do so. Particular problems related to the process of voter marking, counting procedures and completion of protocols were cited by OSCE observers in January. These issues can only be addressed through continued education of election officials. Recognizing this, OSCE encouraged authorities to “sustain efforts to ensure comprehensive training of election officials, particularly on vote count and tabulation procedures, in order to enhance professional standards and guarantee uniform implementation of the legal requirements and administrative regulations.”

In order for Georgia to honor its commitments as an OSCE member state, the CEC must effectively orient newly appointed PEC and DEC staff to their tasks and begin to

build capacity for ongoing professional development activities. Having delivered comprehensive training in election procedures during the last two election cycles, IFES and UNDP are well positioned to help the CEC prepare Georgian election officials for the 2004 parliamentary elections and beyond. An intensive, focused training programme will also help OSCE fulfil its mandate to “[p]rovide practical support in consolidating democratic institutions and human rights and strengthening civil society and the rule of law.”

As recent events have shown, the legitimacy of Georgia’s democratic institutions is strongly related to the manner in which elections are conducted. The proceeding approach is designed to capitalize on the resurgence of political will for democratic reforms and bolster the legitimacy of Georgia’s democratic institutions.

Approach:

The approach employed by IFES and UNDP involves a cascade model of training for key election administrators at the DEC and PEC level. A trained core of Regional Coordinators and dedicated trainers will form the backbone of the programme, with IFES and UNDP experts responsible for development of reference materials on Georgian election law and procedures, as well as delivery of a comprehensive training-of-trainers programme. This approach builds upon the lessons learned from election administrator training programmes implemented in advance of the 2003 parliamentary and 2004 presidential elections.

With the new CEC Training Department having become operational in mid-January 2004, the IFES/UNDP experts will work through the CEC Training Unit staff to ensure transfer of skills and knowledge to the CEC. For the 2004 Parliamentary elections, the training unit will also draw on experienced DEC and PEC staff to review and revise materials by inviting them to participate in working groups.

As for the Parliamentary elections, the primary objective is to provide comprehensive training to all DEC staff and three people from each PEC (Chair, Deputy and Secretary). The training for these three key staff in PECs will involve a one-day workshop in late February, followed by a refresher briefing session in the four days prior to election day that will also ensure PEC staff is informed of any procedural changes. As a secondary objective, IFES and UNDP will prepare an abridged version of the training programme which will focus on election day procedures only. A separate briefing will be made available to the remaining PEC members. The CEC has introduced a requirement that all training participants must be tested at the commencement and conclusion of the training. In partnership with the CEC, the training unit will also develop and administer an appropriate testing instrument to all participants who attend training.

In revising the training modules, IFES and UNDP experts will work with OSCE experts to strengthen the voter marking modules and to advise the CEC Training Unit on the overall training plan. There will continue to be training on the mechanics of voter marking, and an added awareness-raising aspect that conveys the importance of voter marking in building trust and credibility in Georgia’s election processes. The training team will also work to strengthen training in relation to vote counting

procedures and completion of protocols. Part of this process will involve working with the CEC to improve the design of the protocol to ensure it is easier to complete in the field.

Particular emphasis will be given to ensuring that manuals and training materials are finalised in sufficient time to allow them to be translated into Azeri, Armenian and Russian languages. The short timeframe for preparation of materials both for the 2003 parliamentary and 2004 presidential elections meant that translated manuals were only delivered to PEC staff three or four days before election day (and sometimes not at all). This left PEC staff in these areas with insufficient time to familiarise themselves with correct procedures.

In support of a request from the CEC, IFES and UNDP propose to use the trainers as CEC representatives in districts on Election Day. The CEC will directly select the 75 trainers they wish to use for this purpose. This initiative is intended to strengthen the CEC's capacity to monitor and support the DEC and PECs on Election Day. It also allows the CEC to address problems arising on Election Day swiftly and effectively. Each CEC representative would be placed in a District outside of their training location 2 days before Election Day and for 4 days after.

Activities

1. *Formation of the regional coordination team* – IFES and UNDP have identified qualified trainers both in and outside of Tbilisi through previous training initiatives. The regional training coordination team will be increased from the 13 used for the 2004 Presidential elections to 18. Coordinators from all regions of Georgia participating in the 2004 parliamentary elections will be vetted by the CEC and contracted immediately following the award.
2. *Planning meeting with Regional Coordinators* – A post-election review of the training effectiveness was conducted following the 2004 Presidential elections. Based on the recommendations emerging from this review, a planning meeting will be held with the Regional Coordinators to finalise the draft strategy for the parliamentary elections.
3. *Revise materials and print manuals and training materials* – IFES, UNDP and CEC experts, working with PEC and DEC working groups, will update poll worker manuals and accompanying training materials developed for the 2003 parliamentary elections to reflect changes in the law, forms, and procedures to be used in 2004. These amended manuals and materials will be reproduced and distributed to all participants in PECs and DEC. Copies of these manuals will also be provided to observer organisation, parties and civil society representatives.
4. *Training of trainers* – In order to ensure the preparedness of trainers (over 100 trainers will be working on the project) and consistency of training across regions, IFES, UNDP and CEC experts, together with the regional coordination team will deliver a training of trainers programme based on amended materials.
5. *Training of DEC members* – Trainers will deliver workshops for all DEC staff throughout Georgia. Participants will be provided with a general orientation to

elections in Georgia, updates to the law and procedures in place for the previous election cycle and some basic management practices.

6. *Training of PEC members* – The training will be conducted in three phases – the first will focus on the Chairperson, Deputy Chairperson, and Secretary of all PECs throughout Georgia. Participants will be provided with a detailed procedural training for elections in Georgia, updates to the law and procedures in place for the previous election cycle and basic management issues. The second phase will be an abridged training programme for as many of the other 12 PEC members that can be delivered in the time available. The third phase will provide a briefing session for the Chairperson and Secretary in the 4 days prior to election day.
7. *Briefings for other PEC staff* – The trained PEC members will be encouraged to provide briefings for other Commission members who have not been able to participate in the IFES/UNDP/CEC training at least 3 days prior to election day.
8. *Monitoring* – IFES and UNDP experts, along with the Regional Coordinators themselves, will monitor the implementation of the training programme at the precinct level.
9. *Trainers as Election Day CEC Representatives* – The CEC will select 75 trainers who will represent the CEC on election day in Districts. Their role will be to support and monitor the work of the DEC and to be able to investigate and react to any complaints that the CEC receives in relation to the performance of PECs and DECs. This will also form a strong basis for gathering information on what further training DECs and PECs will need as part of the long term development of election administration in Georgia.
10. *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. CEC representatives will also be asked to attend and lead a discussion on how to best integrate the programme into the Commission's apparatus.
11. *Training department planning sessions* – IFES and UNDP experts, together with OSCE experts, will follow the post-election conference with a series of planning sessions with the CEC and the new internal training department to ensure they have support and a clear strategic direction for the long term training and capacity building of election administrators in Georgia.

Results

1. Accurate and reliable guides for election day procedures developed.
2. Cadre of regionally-based coordinators trained in updated procedures and training methods.
3. At least 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, as reflected in IEOM reports.
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. Under new management, the Central Election Commission has proven committed to the process of electoral reform. 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 by the past experience of IFES, UNDP, and the CEC in delivering similar programmes in advance of the 2003 parliamentary and 2004 presidential elections. This experience will help to inform the content and methodology of the 2004 parliamentary election training.

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 and within the CEC apparatus, 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

Few risks are envisioned for this programme. The successful implementation of training in advance of the presidential elections and the apparent continuity within election administration bodies proceeding from those elections bodes well for the programme. Unlikely, but potential risks could include late changes to the staffing of PECs and DEC's or substantive amendments to the election code by Parliament. Either would have the effect of threatening the timetable for implementation, which is critical to programme effectiveness.

Implementation

Operational Plan/Timetable

1. Regional Coordination Team

Identify appropriate members for the 18 person regional coordination team. Each coordinator will be responsible for management and oversight of the training in a group of districts.	Completed by 1 February, 2004
---	-------------------------------

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.	29 and 30 January (part of final evaluation workshop from the 2004 Presidential election)
---	---

3. Preparation of Materials

The training team, together with the PEC and DEC working groups, will complete revision of the training materials including the PEC and DEC manuals and training modules.	Completion Dates - Modules – 8 February, 2004 - Manuals – 15 February, 2004
Submit all materials and training modules to the CEC for approval.	by 16 February, 2004 (submissions will be progressive)

4. Translation and Printing of Materials

Print all materials, including PEC Manuals (50,000), DEC Manuals (2000), trainer's manual (140 sets), and training materials.	from 18 February to 7 March 2004
Translation and printing of Manuals (other languages)	Printing completed by 7 March 2004

5. Training of Trainers

In conjunction with the CEC and the regional coordinators, identify suitable trainers. Ensure appropriate language skills for ethnic areas.	by 8 February, 2004
Conduct training of trainers (3 day workshop) x 2.	18 to 27 February 2004

6. Conduct of PEC and DEC training

Trainers work with their regional coordinators to prepare a finals schedule of PEC and DEC training for their district.	
Training delivered to all DEC members (one session per DEC)	4 to 12 March, 2004
Training delivered in three phases to 3 PEC members	
- Training (Chair, Deputy and Secretary)	24 Feb to 5 March, 2004
- Briefing as many other PEC staff as possible	15 to 21 March 2004
- Update briefing for at least two members of each PEC	23 to 25 March 2004

7. Monitoring

IFES and UNDP experts, together with the regional coordinators will monitor the delivery of training to PECs and DEC.	24 February to 25 March 2004
IFES' Senior Advisor for Human Rights will assess and monitor the performance of PECs and DEC with respect to ensuring access for persons with disabilities and for citizens who are	24 to 31 March

homebound, hospitalized, or in detention centers.	
---	--

8. Election Day CEC representation

Represent the CEC to monitor and support DEC and PECs on election day and immediate post election period.	27 March to 1 April
Training	25 and 26 March 2004
Placement in District	27 March to 1 April 2004

9. Evaluation Workshops

Conduct evaluation workshops with the regional coordinators and the trainers. This will be the culmination of a series of regional evaluation workshops with PECs and DEC who participated in the training.	8 April to 22 April 2004
---	--------------------------

- OSCE will be responsible for funding the implementing partner organisations. 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 and administrative support
Facilitate review of PEC and DEC manuals and training guides	Facilitate review of PEC and DEC manuals and training guides
Print PEC manuals (Georgian)	Translate and print PEC manuals into English, Azeri, Armenian and Russian
Procure Stationery and training materials	Employ the Regional Coordinators. Recruitment in cooperation with CEC and UNDP.
Assist CEC and regional coordinators in recruitment of trainers (payment of trainers remuneration)	Assist CEC and regional coordinators in recruitment of trainers
Conduct training of trainers with IFES and CEC trainers	Conduct training of trainers with UNDP and CEC trainers (fund the training of trainers)
Arrange payment of training allowances to PEC and DEC staff attending training.	Manage the payment of costs associated with the conduct of the PEC training (venues, light refreshments)
Monitor training in West Georgia	Printing of training support materials
Arrange for the evaluation of the training project in the post election period.	Monitor training in East Georgia
	Undertake the assessment and monitoring of

	access for the disabled and for citizens who are homebound, hospitalized, or in detention centers
--	---

Budget:

- *The attached budget includes a detailed breakdown per cost category*
- *There are no long-term possible financial implications*
- *OSCE will be the sole funding agency for UNDP portion of the programme*

Attachments:

Attachment 1 – Budget

Attachment 2 – Preliminary Training Schedule