

ERIS
Final Mission Report
7 to 21 October 2004

**Support to the municipal elections in the Occupied
Territories 2004/05**

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Support to the municipal elections in the Occupied Territories 2004/05

1. Executive Summary

Following the Interim Mission Report of 6 October 2004, this report covers activities related to the preparations for the first round of municipal elections to be held in the Occupied Territories by the High Commission for Local Elections (HCLE). The date set for this election is at the writing of this report 9 December 2004, while discussions with the newly appointed Executive Director of the HCLE indicate that a delay will take place until around 20 December 2004. In the recommendations of the Interim Report, special emphasis was put in the need to (1) allow for an adequate timeframe to implement all electoral activities in a conducive environment and (2) increase the credibility of the process by involving other actors like the Central Elections Commission (CEC) and reputable NGOs to assist the HCLE in the conduct of the elections.

During the various visits to municipalities included in the list of 36 to be having elections on 9 December, the anticipated incapacity of the local elections committees in order to organize and conduct elections in the stipulated timeframe (9 December) was confirmed. Furthermore, the very difficult situation with regard to the freedom of movement between the various municipalities in the West Bank was assessed. It was not possible to visit Gaza due to the incursion of the Israeli Defence Forces (IDF) during these weeks and the usual security concerns after the retreat of the IDF.

In discussions with the technical team working on the preparations of the elections in the Ministry of Local Government and the local elections committees an agreement was reached on the need to postpone the elections date to be able to implement all activities with minimal standards as presented in alternative timetables and option paper prepared during the mission by this consultant. During the discussions with the members of the HCLE (including the Minister of Local Government), the need to gain credibility from the Palestinian society was cited as the main reason to maintain the date of 9 December 2004 for the first round of elections.

With regard to a direct technical or financial involvement of the international community in the municipal elections and considering the push for elections without minimal technical and socio-political preparations at this stage, it would seem a waste of resource and a wrong political signal to the Palestinian actors to support the technical implementation of the process.

At this moment, the only possible support would be to (1) accompany the process with some international political figures (i.e. MP) to evaluate the political impact of the elections within the Palestinian society and towards the Israeli-Palestinian conflict without pronouncing a public statement at the end on the technical implementation of the elections, provide funds for local observer groups as discussed in the Interim Report to monitor the elections process to have an independent professional assessment of the process and use technical experts already working with the Central Elections Commission (CEC) through the CEC to improve the implementation of the local elections. No traditional international observation should be undertaken as the public statement would have to be a negative one and counterproductive to the peace process in Palestine.

For the following rounds of local elections, support could be provided in the improvement of the training of elections officials and public information campaigns to candidates and voters about the process.

Election observation could also be considered if the conditions are supportive. The HCLE has mentioned that they would seek international support for the next rounds of municipal elections and undertake this first round on their own.

As mentioned in the Interim Report, these elections should not be seen primarily as a process to choose representatives in the local councils by the Palestinian people but within the broader context of the Israeli-Palestinian conflict and the possible impact of the elections on it.

2. Background of the Mission

In the Interim Report, an evaluation has been done of the status of the preparations for the first round of municipal elections with some recommendations as how to improve the conduct of the elections. This report will cover development since that report, concrete activities done as to improve the preparations and further recommendations are provided as to activities to be undertaken by the international community to support the elections.

At the meeting held with representatives of the donors involved in the elections (ERSG) on 8 October 2004, the overall consensus was that the donors will not get involved with the municipal elections and this has been clearly expressed to the PNA on various occasions. The reasons have been mentioned in the Interim Report, mainly because of credibility issues and need to merge the organization and conduct of elections into the Central Elections Commission (CEC). The possible leverage of this consultant was therefore from the beginning very low with regard to try to convince the High Committee for Local Elections (HCLE) on the advantages of postponing the elections date and including other actors with the possibility of having technically better elections and a possible opening for donor support in exchange.

The status of the CEC as an institution with high standards and their answer to the HCLE that they would be willing to implement on their behalf the local elections within a minimum 6 months period did not go along with the desire of the HCLE to have elections done as soon as possible, but not later than 9 December 2004. Some more flexibility by the CEC would have maybe allowed for the HCLE to adopt a more flexible position on negotiating the elections date in view of concrete proposals for support.

3. Political aspects

The municipal elections in the Occupied Territories have to be seen in the broader context of the Israeli-Palestinian conflict and not purely as a process by which voters elect their representatives to local councils. It has been made clear by all political actors during the last four weeks that the Palestinian people see the elections at the first level as a way to continue their "struggle" for self-determination, second as a way to get rid of corrupt officials and third as a way to elect their representatives into office.

Following this logic, the decision of a support to be provided by the international community should be aimed at the various levels mentioned before involving the elections, being the technical the less important one at this moment. The support should be seen as a catalyst towards hopefully renewing discussions on other topics between the Israeli and Palestinian sides.

4. Technical framework for the elections

Three different areas have to be covered to obtain a complete picture of the electoral preparations and possible outcome of the first round of municipal elections in the Occupied Territories. These areas are (1) the electoral administration responsible for organizing and conducting the elections, (2) the various phases of the electoral process and (3) the "clients" of the preparations.

As to the electoral administration and according to the Local Elections Law of 1996, the body responsible for administering the elections is the High Committee for Local Elections (HCLE)¹. The HCLE is composed of 31 members and a Secretariat (1 Executive Director and 30 staff). It has been difficult to appoint the members of the Secretariat as the candidates had to be approved by all members of the HCLE, in the end some few staff has been appointed, including the Executive Director, as late as 15 October 2004 for elections to be held on 9 December 2004. The preparatory work for the elections has been done by officials from the Ministry of Local Government (MLG) from within their premises, being the Minister the Chairman of the HCLE. Due to the late appointment of the Executive Director only one meeting could be held with him by this consultant. Earlier meetings were held with the members of the HCLE (including the Minister), the General Manager for Elections at the MLG and his staff assigned to elections duties. The Secretariat has one office composed of 4 rooms in Ramallah, no equipment was available for them at the moment of writing this report. They continue to use the facilities of the MLG for their activities.

The HCLE has one Local Elections Committee (LEC) in each of the 36 municipalities for the first round of elections and a District Elections Committee in Gaza to coordinate the work of the 11 LEC in that zone. They contacted through the MLG the 36 municipalities where elections are planned and asked them to appoint members to the LEC. The number of members varies from 5 to 9 according to the size of the municipality. At the visits to municipalities in the districts of Nablus, Jericho, Bethlehem and Hebron the stage of preparations was seen as disappointing. The members informed that while they had been selected in discussions between the political parties and the important families in the municipalities, they did not receive any official notification from the HCLE on their status as members of the LEC. Nor did they have any office space, staff, equipment, etc. Their role was also not clear to them. Most were of the opinion that their role would be to supervise the electoral process undertaken by the administration as it was done for the national elections in 1996. If they were to do more than that, they did not see how this could be done for elections on 9 December 2004. If their position was to be full-time, they wanted to know how this would affect their current work, for these that were not public servants (the later could be either seconded or temporarily released). None had received any copy of the Local Elections Law or the Amendments proposed by the PLC to the Chairman of the PA. Ignorance was prevailing as to the requirements to be a candidate, the body responsible to exhibit the voters' lists, etc. A sufficient solid electoral administration is very unlikely to emerge prior to the elections in December 2004.

On the second topic, the various aspects of the electoral process, a very interesting panorama has developed with regard to the municipal elections. Normally, the first activity is the adoption of the legal framework which will govern the elections. After this aspect is clear, the elections administration and the various technical phases are implemented, like voter registration, candidate registration, campaign, polling, counting and announcement of the results. In the case of the municipal elections, the legal framework is still not decided seven weeks prior to the elections date of 9 December 2004. While the Local Council Elections Law was approved in 1996, amendments have been discussed and passed the Palestinian Legislative Council (PLC) by 4 October 2004. They have been however not been signed into force by the Chairman of the Palestinian National Authority until now. After signing, the amendments would need to be published to take legal effect.

The main changes introduced in the Amendment refer to:

- possibility of delegating the administration and supervision of elections by the HCLE to other bodies,
- the explanations as to how the registration of voters has to be accomplished by the HCLE has been deleted,

¹ There are various denominations for this body, i.e. also High Elections Committee; to clarify their functions vis-à-vis the Central Elections Commission the HCLE is being used in this report

- dates for exhibition of voters' lists are deleted or shortened,
- deposit for candidates reduced from JD 500 to JD 100,
- direct elections to Chairman of Local Council is deleted,
- 20% women quota introduced,
- election of Chairman of the Council is to be held in the first meeting by simple majority with 1/3 of the members present and
- the provision for the Central Election Commission to take over the holding of local elections after one year.

As stated earlier, these amendments have not been signed yet, while the Executive Director of the HCLE (seconded from the PLC) informed that according to PLC internal regulations if the Chairman does not react to a proposal by the PLC in a period of 30 days the proposal becomes valid and they are working as if the amendments had been approved to save time. Another surprising legal aspect is that activities that have been done for the elections in disagreement with the Local Elections Law are now post-facto being legalized by the amendments. The legality of these actions is at least a matter of discussion. In these activities fall the signing of a Memorandum of Understanding between the HCLE and the CEC that the HCLE would use the voters' lists emanating of the CEC voter registration process for the local elections, while the Local Elections Law states that the HCLE will do a voter registration exercise for 30 days 90 days in advance to the elections.

Additional difficulties are posed by the possibility included in the Local Elections Law to allow people to register either in municipalities where they live or work. Another difficulty emanates from the different municipal boundaries used by the CEC and the HCLE, which translates in the need to assign voters to municipalities from which they receive their services and not where they physically live. The decision on the use of the CEC voters' lists has triggered a discussion between the HCLE members on the elections date. While originally the registration undertaken by the CEC was to be from 4 September until 7 October, it was extended until 13 October. The extension was due officially to cover for the Israeli incursions into registration centres and closing of towns (in East Jerusalem all 6 Centres were closed down while in Gaza several centres were temporarily closed), while it may have been also provoked by the low turn-out at the start of registration. In the end and according to official figures, some 1.05 million voters were registered.² The next step is to introduce all the forms into a database, clean the figures and produce paper copies (preliminary voters' list). The lists for the 36 municipalities will be given to the HCLE for exhibition by the LEC. The use of the database of the Palestinian Ministry of Interior in which all identity cards given to Palestinian are found is also a topic of debate. Some suggested using this database for the elaboration of the preliminary voters' list by the HCLE and exhibiting these, after eliminating all people below 18 years of age on elections day. Others recommend using this database only to back-stop the preliminary voters' lists produced by the CEC in case of challenges. How the database will be used in the end to be part of the final voters' lists is still a topic of debate.

The best solution would be to use the CEC final voters' lists without merging with the database of the Ministry of Interior. The exhibition and challenges phase in the various municipalities would be done by the LEC with the support of the trained members of the CEC. This works however against a dateline of 9 December 2004 for the first round of elections.

The second electoral phase which is however tightly linked to the voter registration is the registration of candidates. According to the Local Elections Law, candidate registration starts 44 days prior to Polling Day and last for 10 days. It was explained to the HCLE that candidate registration should start once the

² According to CEC press release of 67% out of the initial total 1,8 million minus 200,000 in East Jerusalem

voters' lists are final (exhibition and challenge period over) to avoid having some candidates being rejected due to their deletion from the voters' lists³. Candidate registration would need to be from 26 October until 5 November to be able to hold elections by 9 December. If the CEC voters' lists are minimally properly use, it would start by beginning of November and the elections date would need to be postponed at least until 20 December at the earliest.

Another electoral phase relates to polling, counting and announcement of results. On this topics and while the handling of the elections would seem generally easy-going (specially after direct elections for Chairman of the Council have been deleted and therefore only one ballot box and one type of ballot paper will be used), suspicions were expressed by members of LEC as to the announcement of the results by the HCLE in Ramallah and not by them locally after tallying all results from the various polling stations in the municipality. It seems that a high degree of mistrust exists vis-à-vis the authorities in Ramallah.

The third area of the elections relates to the "clients" of the electoral preparations, being these voters and candidates. Even with the best possible technical preparations if the voters and candidates do not understand the meaning of the elections, they are not very useful to be held. In the current context in the Occupied Territories, the voters and candidates are not really aware of the meaning and procedures involved the conduct of the local elections. Parallel to the electoral administration and implementation of the various electoral phases, a public awareness campaign would need to be conducted in due time to involve the voters and candidates in the process. Parties have been involved by including them into the HCLE and in the LEC, but the candidates as such, as they will run as individual candidates and not being on party lists, have still to be "coached". The involvement of voters and candidates requires a certain amount of time which is not given at this moment with elections to be held in December 2004. Too many rumours and misinformation is in place that has at first to be clarified with the implementation of a professional information campaign.

This leads to the formula of free and fair elections, which should be also the goal of these municipal elections. On the concept of freedom, this relates also to freedom of movement and expression. The freedom of movement is in the Occupied Territories, as can be verified easily, not given. Checkpoints and the arbitrary change of regulations by the Israeli authorities make it impossible to speak of freedom of movement. The freedom of expression is also not in place because, as one political activist puts it, "if I run as a candidate saying what I have done during the past years against the occupation, I will be put in jail by the Israelis before elections take place". On the matter of fairness, it is expected by all interviewed that the election administration, which is composed mainly of seconded public officials, would be favouring one specific party in power at the moment. While these aspects will not deter voters and candidates to participate, it is an aspect that will have to be mentioned by observers, including international delegations.

5. Training, public awareness, and domestic observation

As discussed earlier, two activities which would improve the quality of the elections are related to the training of election officials and of the public information activities to improve the understanding of the voters' in general and candidates in particular of the electoral process. With regard to training of election officials, this would include the HCLE members, their central staff, members of the LEC and supporting staff, specially the ones dealing with voters' lists, candidate registration and finally with polling and counting. This activity, while extremely important and worth supporting, can not be a subject of support because of the short time available for a proper preparation and implementation (see Annex V for a future proposal). The Executive Director of the HCLE informed that they would start training the members of

³ one of the condition to be a candidate is to be at the voters lists of the municipality s/he is running for

the LEC with two trainers by 24 October. They would use updated training manuals from the 1996 elections with the Local Elections Law and the amendments.

On the topic of public information, the difficult environment and therefore the time needed is not sufficient for a proper public information campaign dealing towards encouraging voters and candidates to participate in an educated manner in the election process. Some activities have already been done by NGOs towards motivating voters to participate. Candidates will participate even if not fully understanding their role and functions.

Domestic observation activities could be one specific area of support by the international community towards creating an assessment of the electoral process. As stated in the Interim Report, some monitoring groups have already started observation of voter registration by the CEC and plan to do so for the various phases of the local elections. Minimal support would be needed to provide transportation for their volunteers on Elections Day.

6. Activities undertaken

The two main recommendations of the Interim Report regarding an improvement of the preparations of the first round of municipal elections dealt with the need to postpone the elections to allow for a better technical preparation and the involvement of additional entities to implement, under the overall authority of the HCLE, some of the activities to increase the credibility of the administration of the elections. Both aspects were discussed on various occasions with the HCLE.

The timetables attached to the Interim Report were discussed with the Local Government officials and the HCLE. Discussions moved mainly on the topic of possible postponement of the elections date as such, not on the specific activities to be accomplished. While the dates were assigned to specific activities (i.e. registration of voters and candidates, campaign, etc.), the second activity which has to be done ideally prior to engaging in any elections task, the setting up of the election administration, was seen as needed to be conducted in a parallel way. While not ideal, it was the most time-saving option.

At the request of the Ministry of Local Government an option paper was established with various elections dates (9 December 2004, 4 January and 10 February 2005) and pre-conditions and advantages and disadvantages. The worst option being the 9 December 2004 and the best 10 February 2005, being 4 January a compromise between both (see Annex III). As the decision-taking process at the HCLE is very slow and ad-hoc and information received varies greatly from day to day, it is impossible to gauge the effect of these papers to the possible postponement of the elections date.

During the visits to the various municipalities in which elections are to be held in December, the meeting with the members of the LEC served to clarify some of their doubts and to convene a meeting between them. Since their appointment they had only met once before.

During the various meetings held with international delegations and representatives in Jerusalem and Ramallah a common understanding of the elections preparations was established which allows for all to decide on their support with the same level of knowledge (see Annex II). It would seem that there is a big deficit in the understanding of the process by the members of the international community, as they had refused to get involved with the local elections as stated previously and because of the different information given by the various levels of the HCLE to the international partners.

7. Possible international involvement

With regard to a possible international involvement in the elections and as stated in the Interim Report, the efforts of the international community, joint in the form of the Elections Reform Support Group (ERSG), have been consecrated to support the Central Elections Commission (CEC), established in 2002 to be in charge of the national elections. Support was provided during the setting up of the CEC and later on to enable it to implement the voter registration exercise carried out from 4 September until 13 October 2004. No elections date has been announced yet regarding legislative and Presidential elections in the Occupied Territories. Various international experts and funds in the amount of roughly US\$15 million have been used to support the CEC. The ERSG has been discussing since 2003 with the Palestinian National Authority the need to merge the conduct of all elections (national and local) into one body, the CEC. It would have been counterproductive to signal a possible support to the HCLE for holding of municipal elections. Therefore, the HCLE was clear that no support could come from the donors grouped in the ERSG. While the Amendments to the Local Elections Law foresee the CEC being responsible also for local elections, this will only be the case after the current elections have taken place (one year).

One main donor is the European Commission, which has five experts working with the CEC at the moment. Experts were already in place for one year and this is the second year that experts are assisting the CEC. One concern voiced by some donors is with regard to what will happen to the CEC if elections are not announced soon on a national level. To keep financing the CEC and the experts without any concrete activities envisages for the immediate future is regarded as a waste of funds. While the CEC has decided to keep one registration station in each district open until an elections date is announced, this would not seem sufficient to legitimize the funds spend. One way out would be to task the CEC and experts to assist the HCLE for the implementation of some activities for the local elections on their behalf and under the responsibility of the HCLE. From the part of the CEC and the experts the fear is that if they get involve with mediocre elections the bad outcome could damage their own standing as a professional entity and the national elections to come.

The European Commission sent an Exploratory Mission to evaluate a possible observation of the elections and all signals are that they will decide against it. Italy has held talks with the HCLE and the Ministry of Finance in order to support the local elections with as much as US\$ 1 million. The funds would not be in time in the Occupied Territories in order to be used for elections in December. They plan to condition their support to a good outcome of the first round of elections. UNDP has still some US\$ 800,000 from a Japanese contribution towards local elections, which can not be disbursed due to concerns with regard to the quality of the elections by the UN Focal Point for elections.

8. Conclusions

Various topics need to be taken into consideration with regard to a possible support to the electoral process. The first relates to the need to see the process in the bigger frame of the Israeli-Palestinian conflict and a possible element to move it ahead, if properly managed. It would seem at this moment the only possible element that is moving on, however turbulent the navigation may be.

On the technical preparations, they have been described above and all indicators signal that the technical quality will be bad and manipulations will happen to affect the outcome at various levels by the PA. The reason to have elections in originally 36 municipalities and maybe less (Gaza is questionable) puts also a question mark as to the need for these elections. Again, only the political dimension behind it could give a positive response to the holding of these elections.

One very important while often unspoken element with regard to holding these elections is the attitude of Israel vis-à-vis them. Many members from LEC wanted to know if contacts had been held by the international community or if observers would hold them with the Israeli authorities as to make sure that they would allow the elections to take place as in 1996. With the participation of some members of Hamas and Jihad on an individual basis this is a relevant question. Without an Israeli agreement, no elections will take place. While Israel may in the end agree to allow the elections to take place in some municipalities, East Jerusalem hangs like a Damocles sword over the whole set of elections. Not allowing voter registration would signal that no elections will be allowed to take place in East Jerusalem. This is politically not acceptable to the Palestinians. While this matter can be postponed for now and maybe the third round of local elections will have to deal with it, it is a topic that is better discussed sooner than later to avoid running into a deadlock later on.

Summarizing the various recommendations discussed in the report, the following are the various activities that could be done at the various stages to support the elections in the Occupied Territories as a way to move the Israeli-Palestinian conflict on. No observation should take place of the first round of municipal elections to avoid having to give a negative assessment of the process and the elected representatives, eliminating the possibility of having counterparts to deal with the Israeli authorities. Nor should financial support being provided for activities related to the elections process, as it is too late to have a desirable positive impact if elections are being held by December 2004. The best option for the first round would be to have a political follow-up done by some political figures for a few weeks time around Elections Day to raise their visibility and witness the process for internal reporting purposes and support of the overall peace process. A technical paper could be prepared by some expert/s about the conduct of the elections for a possible follow-up after the first round of elections to recommend specific activities to be supported by the international community for second and third round (i.e. observation, training, public awareness, timeline for all rounds, etc.).

The possibility of supporting with minimal funds domestic observation activities would be also worth considering in order to have an independent evaluation of the process with sufficient expertise.

9. Annex I: Terms of Reference

Electoral Expert

For the UK Foreign & Commonwealth Office in the West Bank, the Gaza Strip and East Jerusalem

The Consultant is required to provide the following services:

The project will take place in the Occupied Territories of the West Bank, the Gaza Strip, and East Jerusalem; subject to security advice from the British Consulate-General. The consultant will be based in UNDP offices in Ramallah. This is a four-week consultancy based on a six-day working week.

The Consultant will provide technical assistance to the Palestinian Authority, on the planning of the municipal elections, designing a budget and securing donor support, and designing a training programme for election officials. He will support and advise the committee members; and provide an effective liaison between UNDP, HEC, CEC and the ERSG. Within two weeks the consultant will produce a report for UNDP and the ERSG detailing the progress to-date towards municipal election, and produce a step-by-step action plan in order to deliver credible municipal elections, including a detailed time line.

During the duration of the project the consultant will advise the Palestinian Authority on the continuing implementation of this plan; including on establishing effective liaison and communications between the HEC, CEC, ERSG, international and domestic observer groups and wider civil society, and drawing up a framework for donor support. He will also devise a training programme for HEC officials.

At the conclusion of the consultancy, the consultant will produce a final report detailing the assistance he provided; an assessment of progress to date against the action plan produced in their first report; and recommendations for further action by the HEC and ERSG.

This consultancy is designed as a one-off springboard to support and systematise Palestinian preparations for municipal elections and provide the ERSG with a framework to provide continuing support. Sustainability is ensured through the continuing engagement of the ERSG, who are in contact with the HEC, CEC and PA on a daily basis. However the ERSG do not themselves have the resources or expertise to draw up such a framework – hence the need for such a consultancy.

The Consultant will provide Ross Allen, Project Director with a draft written report prior to departure on the progress and outcome of the assignment.

10. Annex II: Mission Work Plan

	W3	W4
Meetings:		
British General Consulate	X	X
CEC ⁴	X	X
ERSG ⁵	X	
HCLE ⁶	X	X
MLG ⁷	X	X
NDI ⁸		X
UNDP		X
EU		X
Italian delegation	X	
Visits to municipalities in:		
Jericho	X	
Nablus	X	
Bethlehem	X	
Hebron	X	
Final report		X

W3 7 to 14 October

W4 15 to 21 October

⁴ Central Elections Commission

⁵ Electoral Reform Support Group

⁶ Higher Committee for Local Elections

⁷ Ministry of Local Government

⁸ National Democratic Institute for International Affairs

11. Annex III: Options for local elections

Options	Conditions	Elections Day	Advantages	Disadvantages
A	<p>Use of database from Ministry of Interior or other source for exhibition and challenge at municipality level</p> <p>Administration officials responsible for implementing elections</p> <p>Local Elections Committees responsible for monitoring process</p>	9 December 2004	<p>The elections day announced is kept. Costs involved with conducting elections are low.</p>	<p>Missing credibility due to involvement of public officials, questionable appliance of Local Elections Law , Amendment and Memorandum of Understanding between CEC and HCLE</p> <p>No international support with financial, material or human resources nor observation</p>
B	<p>Use of CEC provisional voters' lists for exhibition and challenge at various municipal centres</p> <p>Implementation of electoral activities under responsibility of HCLE while some delegated to CEC or NGOs</p>	4 January 2005	<p>The elections gain credibility involving other actors and improvement of technical conditions</p> <p>Possibility of international support to increase credibility and funds for implementation of activities</p>	<p>Difficulties may arise from dealings between HCLE, CEC and other actors</p> <p>Higher costs</p> <p>Announced elections date can not be kept</p>
C	<p>Use of CEC provisional voters' lists for exhibition and challenge at various municipal centres</p> <p>Implementation of electoral activities by HCLE at all levels</p>	10 February 2005	<p>The HCLE will be managing the electoral process by itself, with the exception of voter registration</p> <p>Staff will be knowledgeable of electoral procedures</p> <p>Possibility of international support to increase credibility and funds for implementation activities</p>	<p>More delay between announced date and elections date</p> <p>Higher costs due to the need to establish a complete new infrastructure which will only take care of these elections</p>

Source: CEC, Handbook for international observers 2004
MLG

*Final Mission Report
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Occupied Territories 2004/05*

Francisco Cobos Flores

12. Annex IV: Map of the Occupied Territories



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13. Annex V: Training of election officials

13.1 Topics

A. An Introduction to the elections

- Why we have elections and what they are an alternative to
- The standards and principles of good electoral administration, i.e. Neutrality, accuracy, respect for the electoral law, professionalism, etc
- The legal framework related to the elections
- The electoral system and how it turns votes into representation
- The structure, responsibilities and functions of the HCLE
- The internal communication strategies of the HCLE
- Codes of conduct for members of the HCLE
- The stakeholders that the HCLE will be dealing with

B. Public information activities

- Design of campaigns to explain to candidates and voters elections process

C. Electoral Observers

- Role of observers in the electoral process

D. Electoral Register

- Boundary Delimitation for municipal elections
- Registration of Voters, dealing with challenges, objections and appeals

E. Candidate registration

- Legal framework, logistical requirements, timelines, challenges

F. Polling, Counting and Announcement of results

- Legal framework, logistical requirements

13.2 Duration

Module A	Electoral Administration	2 days
Module B	Public Information	.5 day
Module C	Observers	.5 day
Module D	Electoral register	1 day
Module E	Candidates registration	.5 day
Module F	Polling Counting and Announcement of results	2 days

13.3 Manuals to be prepared

1. Electoral background (Local Elections Law, Amendment, regulations)
2. Procedures for:
 - Public Information
 - Observation of elections
 - Elaboration of Voters' lists
 - Candidate registration
 - Polling, Counting and Announcement of results
 - Challenges

13.4 Training phases

- Recruit 3 trainers at central level
- Provide trainers with necessary background material
- Trainers elaborate training manual for Modules A until E
- Approval of manuals by HCLE
- Reproduction of manuals
- Training of HCLE members (31) and staff (30) at central level
- Training of municipal trainers (10) at central level on Modules A until E
- Training of members of Local elections committees (268) on modules A until E
- Trainers elaborate manual for Module F
- Approval of manual by HCLE
- Reproduction of manual
- Training of municipal trainers
- Training of polling staff (1490) on Module F