



USAID | **SOUTH SUDAN**
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ANNUAL REPORT

SUDAN ELECTION ADMINISTRATION SUPPORT PROGRAM

OCTOBER 1, 2010 THROUGH SEPTEMBER 30, 2011

OCTOBER 31, 2011

This publication was produced for review by the United States Agency for International Development. It was prepared by the International Foundation for Electoral Systems.

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Contracted under DFD-I-00-05-00225-00, Task Order 07

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October 31, 2011



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ACRONYMS AND ABBREVIATIONS

AARC	Abyei Area Referendum Commission
BRIDGE	Building Resources in Democracy, Governance, and Elections
CCN	Cooperating Country National
CRVS	Civil Registration and Vital Statistics System
EDR	Electoral Dispute Resolution
EU	European Union
EMB	Election Management Body
GoNU	Government of National Unity
GoSS	Government of Southern Sudan
IFES	International Foundation for Electoral Systems
ICSS	Interim Constitution of Southern Sudan
INCS	Interim National Constitution of the Republic of Sudan
IP	Implementation Protocol
IRI	International Republican Institute
LA	Legislative Assembly
MMC	Media Mechanism Committee
MoJ	Ministry of Justice (formerly Ministry of Legal Affairs and Constitutional Development)
NCP	National Congress Party
NDI	National Democratic Institute for International Affairs
NEA	National Elections Act
NEC	National Elections Commission
PMP	Performance Monitoring Plan
PPAC	Political Party Affairs Commission
RC	Referendum/a Commission
RMB	Referendum/a Management Bodies
RoSS	Republic of South Sudan
SEASP	Sudan Election Administration Support Program
SMEC	Sudan Media and Elections Consortium
SPLM	Sudan People's Liberation Movement
SSRB	Southern Sudan Referendum Bureau
SSRC	Southern Sudan Referendum Commission
SSHC	Southern Sudan High Committee
SHEC	State High Elections Committee
SuGDE	Sudanese Group for Democratic Elections
SuNDE	Sudanese Network for Democratic Elections
UNMISS	United Nations Mission in South Sudan
UNDP	United Nations Development Program
UNIRED	United Nations Integrated Referendum and Elections Division
USAID	United States Agency for International Development
VR	Voter Registration

I. EXECUTIVE SUMMARY

The IFES Sudan Election Administration Support Program (SEASP) successfully supported the conduct of two significant Sudanese electoral events—the 2011 Southern Sudan referendum on self-determination and 2011 Southern Kordofan state elections—over the course of FY2011. The technical assistance and material support provided by IFES, with funding from the United States Agency for International Development (USAID), were essential to the referendum being conducted as scheduled in January 2011 and considered transparent and credible by national and international stakeholders. IFES technical and commodity support to the Southern Kordofan elections was also essential to this event taking place despite policy and operational deficiencies that challenged the process. These two benchmark electoral events of the 2005 Comprehensive Peace Agreement (CPA) signaled the end of the interim period and enabled the independence of Southern Sudan and creation of the Republic of South Sudan (RSS) in July 2011. The Abyei Area referendum on self-determination—the third key CPA benchmark—was left unscheduled as north-south political negotiations were unable to resolve the technical issues necessary to conduct the event.

At the conclusion of the referendum process by February 2011, IFES supported the development of new electoral institutions for an independent South Sudan. Research and analysis on national and comparative electoral systems, electoral laws, and electoral management bodies enabled IFES to prepare the draft legal frameworks necessary to support the establishment of two new South Sudanese electoral institutions—an elections law and elections commission. The legal and electoral framework development conducted by IFES is expected to result in the passage of the elections law and formation of the elections commission in the next reporting period. The programmatic focus on operational capacity building in support of scheduled electoral events has transitioned to long-term capacity building in support of the institutions and processes needed to conduct future electoral events.

The IFES Annual Report for FY2011 encapsulates key activities conducted in support of electoral events and legal framework development to present the results of the program. In addition to summarizing the work of the first three quarters, fourth quarter activities and results are provided to paint a complete picture of IFES contributions to USAID strategic objectives for developing Sudanese and South Sudanese democratic governance. Presenting IFES accomplishments requires an appropriate reporting structure based on the electoral events and the five USAID Task Order objectives:

1. The legal and regulatory framework for national elections is completed in a timely and credible manner
2. Electoral Management Bodies at the national, regional, and state levels develop the capacity to operate efficiently and independently
3. Election Management Bodies develop the technical capacity to administer and oversee key functions of elections administration
4. Election officials in voter registration, voting, and collation centers nationwide receive training on how to administer credible elections
5. Necessary commodities are provided to maximize operational efficiency and public confidence in election procedures

The "Program Progress and Key Achievements" sections in each of the first three quarterly reports were organized by the five Task Order objectives to summarize the qualitative and quantitative impact from each reporting period. This structure was effective for portraying activities and results conducted in support of ongoing events over a three-month period; however, this format is less effective when highlighting the same activities and results upon completion of those events over a 12-month period. Consequently, the IFES Annual Report is structured in a format that highlights the first three quarters, summarizes the fourth quarter, and combines quantitative and qualitative analysis to measure progress on performance monitoring indicators. Program activities and results are presented in each of the following seven categories by relevant Task Order objectives:

- A. SSRC/SSRB Administrative and Operational Capacity Building
- B. Southern Sudan Referendum Voter Registration
- C. Southern Sudan Referendum Polling, Counting, and Results
- D. SSRC/SSRB Close-out and Asset Disposition
- E. NEC and Southern Kordofan State Elections
- F. Abyei Area Referendum Commission
- G. South Sudan Legal and Electoral Framework Development

IFES program achievements are followed by cross-cutting issues and progress on performance monitoring indicators that combine the results of the four quarters to present an overall analysis of the annual program accomplishments.

The IFES program in South Sudan is committed to supporting the long-term institutional development needed to lay a solid foundation for future electoral processes and events. Once the new elections act is enacted and an independent elections commission is established, IFES is prepared to continue providing the quality technical assistance, material support, and advisory services that have been the hallmarks of this program over the last four quarters.

First Quarter: October-December 2010

During the first quarter of FY2011, IFES supported the Southern Sudan Referendum Commission (SSRC) and Bureau (SSRB) and subsidiary state and county offices in establishing operational capacity and preparing for and conducting activities related to the Southern Sudan referendum. At the beginning of October 2010, the SSRC in Khartoum had only recently been established and the SSRB in Juba had no physical presence. IFES worked closely with national counterparts and international partners to coordinate efforts, resolve issues, and maintain tight timelines for conducting the referendum on 9 January 2011. Over the next three months, the SSRC/SSRB and their respective subsidiary offices evolved from "no capacity" to "fully operational" with the administrative and technical capacity to successfully conduct voter registration and prepare for the referendum. IFES advisory services focused on technical and operational consultations; database and results management; and legal, regulatory, administrative, procurement, and logistical support. IFES also provided material support with office buildings, furniture, computing equipment, and a dedicated aircraft service. As a result, voter registration ran successfully from 15 November through 8 December 2010 with results compiled in computerized data centers by the end of the year. IFES activities played an essential role in this process and resulted in the week-long referendum starting on time and certifying results ahead of schedule.

IFES also remained engaged with the National Elections Commission (NEC) in Khartoum to support preparations for the Southern Kordofan state elections scheduled for the spring of 2011. This event was postponed during the April 2010 general elections and was the final set of state elections from the national process. Technical assistance with operational planning and procurement of requisite materials, such as registration kits and training manuals, facilitated the preparations for voter registration in January and polling in May 2011.

IFES also prepared for the possibility of an Abyei Area referendum by drafting initial regulatory frameworks and procuring voter registration materials. This referendum process, however, was postponed in late-December 2010 due to a suspension in establishing the Abyei Area Referendum Commission (AARC). The political and technical issues have remained deadlocked since that time and thus no progress was achieved in support of the event.

Second Quarter: January-March 2011

During the second quarter of FY2011, IFES successfully supported the SSRC/SSRB during final referendum preparations; polling and counting; and the aggregation, confirmation, and certification of results by 7 February 2011. Additional activities included polling center monitoring, referendum results processing, poll worker per diem payments, and retrieval and disposal of referendum-related assets. The IFES team of 19 advisors and specialists delivered timely and quality technical assistance and support to facilitate a transparent and credible referendum. The referendum conducted from 9 January until 16 January 2011 resulted in an overwhelming vote for secession and paved the way for an independent Southern Sudan on 9 July 2011.

IFES also supported the NEC in Khartoum in its preparations for the Southern Kordofan state elections scheduled for May 2011. IFES advisors provided technical assistance with planning for operations and training for voter registration activities in January and procurement of requisite materials for polling in February and March 2011. Activities included field assessments to Kadugli, support and funding to NEC-sponsored training events, and procuring essential electoral commodities, such as ballots, indelible ink, training manuals, and other printed materials. IFES financially supported three NEC officials to monitor the printing, packing, and delivery of the ballot papers at the printing facilities in Dubai.

After the referendum, IFES advisors initiated research projects on developing electoral institutions and processes anticipated from an independent South Sudan, such as a transitional constitution, new electoral legislation, revised electoral system, and establishment of an electoral management body. Comparative analyses of constitutions were conducted to examine relationships to relevant electoral issues and provide appropriate examples from regional countries and those containing similar post-conflict state-building situations. IFES implemented additional electoral research projects, such as informational pamphlets on comparative electoral systems, electoral laws, and electoral management bodies.

Third Quarter: April-June 2011

During the third quarter of FY2011, IFES transitioned from intensive operational capacity building in support of the Southern Sudan referendum towards preparations for long-term electoral management and institutional development in an independent South Sudan. The SSRC/SSRB received technical assistance and guidance on developing asset disposition and materials destruction policies throughout April and May 2011. IFES management worked closely with counterparts in Khartoum and Juba to prepare and implement the asset disposition plan approved by USAID on 8 June 2011. Asset recipients included 35

local national groups in the north and south, including universities, orphanages, senior citizen homes, unions, civil society organizations, and southern state government offices.

IFES also supported the NEC in Khartoum with preparations for the Southern Kordofan state elections throughout April 2011. The polling and counting was conducted from 2-4 May and results were announced on 15 May 2011. IFES provided technical assistance with operational planning, training events, and commodity procurement. Specific activities included advice on advance identification of polling centers, training support for state election officials in Kadugli, and providing essential electoral commodities, such as four types of ballots and surplus indelible ink from previous events.

Additional contingency planning for a potential Abyei Area referendum was conducted by IFES in early-May before political and military actions in late-May 2011 delayed further consideration of the final benchmark of the 2005 CPA. No further activities associated with the Abyei Area referendum have taken place since that time.

The conclusion of the referendum and state elections provided the basis for additional IFES activities that contributed to the development of electoral institutions and processes emerging from the CPA-driven events and southern independence. Research and analysis were conducted on the electoral provisions contained in the draft Transitional Constitution of the Republic of South Sudan to develop new legal frameworks guiding future electoral events. Stakeholder education materials were developed and training events conducted based on research involving comparative analysis of electoral legislation, electoral systems, and electoral management bodies. IFES achieved or exceeded nearly all of the activities anticipated in the previous reporting periods by completing scheduled electoral events and planning for future South Sudan electoral processes.

Fourth Quarter: July-September 2011

During the fourth quarter of FY2011, the Republic of South Sudan (RSS) declared its independence on 9 July 2011 in a great celebration attended by delegations from around the world. When the RSS President signed the Transitional Constitution on this auspicious day, timelines were set in motion for establishing two new electoral institutions: an elections law was due within three months after independence and an elections commission was due within one month after passage of the elections law. IFES was prepared to support the newly-named Ministry of Justice (MoJ) in meeting these tight timelines with electoral research and legal analysis conducted during the last two reporting periods.

The MoJ approached IFES in mid-August to discuss developing a new elections law; however, IFES was not requested by the MoJ to prepare this legal framework until mid-September 2011. Under extremely tight deadlines and in consultation with MoJ, IFES prepared a draft South Sudan National Elections Act based on revisions and improvements to the 2008 Sudan National Elections Act. IFES recommended modifications in the areas of election commission structure; electoral systems development; electoral dispute resolution; and technical, procedural, and operational processes. The MoJ also requested that IFES conduct a two-day public consultation with electoral stakeholders—political parties, civil society, and international community—to introduce the draft elections bill and receive feedback on the revised provisions in the first week of October 2011. At the end of September, the elections bill drafting process was still underway with submission of a final draft to the Council of Ministers and then to the National Legislative Assembly anticipated sometime in early-October 2011.

In the same period, IFES continued engaging electoral institutions, processes, and stakeholders in support of developing the capacity of South Sudan to manage future electoral events. IFES activities included closing the Khartoum office at the end of July as required by USAID; conducting a two-week Building Resources in Democracy, Governance, and Elections (BRIDGE) introduction to election administration workshop for diverse stakeholders at the end of August; and completing the SSRC/SSRB asset disposition process by the end of September 2011. Throughout the period, IFES met with nine national and international organizations, such as domestic observer groups and regional democracy and governance organizations, to discuss electoral developments and possible areas for collaboration.

IFES completed the transition from operational capacity building in support of the Southern Sudan referendum and Southern Kordofan state elections to active development of South Sudan electoral institutions. In the next reporting period, IFES will continue providing technical assistance to the finalization of the new elections law and is prepared to support the establishment of a new elections commission with technical assistance, training programs, and material support.

QUALITATIVE AND QUANTITATIVE IMPACT FOR FY 2011

During the annual reporting period, the IFES program provided technical assistance and material support to the conduct of the Southern Sudan referendum and Southern Kordofan state elections. In addition, IFES prepared the analytical foundation for establishing the legal frameworks and electoral institutions for an independent South Sudan. These successful results were based on providing high-quality advisory services and achieving or exceeding the program performance monitoring indicators.

QUALITATIVE IMPACT

IFES international referendum and electoral advisors and national procurement, logistics, and administrative officers in Khartoum and Juba worked closely with SSRC/SSRB and NEC counterparts throughout the annual reporting period. IFES provided a full-range of advisory services to assist and support the planning and implementation of the following activities:

1. Legal, Regulatory, and Electoral Framework Development
2. Organizational Structure and Operational Capacity Support
3. Technical Capacity Development and Event Implementation
4. Field Operations and Communications Assistance
5. Results Management and Database Development
6. Electoral Officer Training and Capacity Building
7. Infrastructure Procurement and Logistical Support
8. Policy Support and Asset Disposition

IFES support to the Southern Sudan referendum, Southern Kordofan state elections, Abyei Area referendum, and South Sudan legal and electoral framework development included the following impact activities:

Southern Sudan Referendum

1. Deploying long- and short-term international technical advisors to ensure timely implementation of voter registration and referendum activities.
2. Assisting the SSRC/SSRB in establishing administrative, operational, and logistical capacity.
3. Procuring buildings, furniture, computing equipment, and other infrastructure for the SSRC/SSRB offices and data centers.
4. Recommending and drafting rules, regulations, procedures, and operational plans pertaining to referendum processes.
5. Providing technical and operational advice, assistance, and support to the SSRC/SSRB before, during, and after voter registration and referendum polling and counting.
6. Advising on and developing an adequate data management system for tabulating voter registration and referendum polling results.
7. Planning and facilitating the training of officials for voter registration and polling and counting.
8. Executing timely procurement of essential electoral commodities and printed materials.
9. Supporting air and land transport of SSRC/SSRB officials and materials to facilitate implementation of administrative and operational plans.
10. Briefing national and international observer groups before and after voter registration and polling.
11. Providing electoral procedures, manuals, and materials to national and international observer organizations and stakeholder groups.
12. Coordinating and assisting the financial accounting and payment of poll worker per diem using USAID-provided funding.
13. Developing and recommending policies for the close-out of SSRC/SSRB operations and retention/destruction of used/unused referendum materials at national, state, and county levels.
14. Advising and assisting with the retrieval of electoral materials and developing plans for the disposition of IFES/USAID-procured assets to national stakeholders.

Southern Kordofan State Elections

1. Deploying international advisors and specialists to ensure timely implementation of voter registration, polling, and procurement activities.
2. Supporting NEC operational planning for state voter registration and polling activities.
3. Procuring necessary electoral commodities and printed materials, such as ballots, mock ballots, indelible ink, and procedures manuals, for the state voter registration and polling activities.
4. Planning, organizing, and financing the training of NEC state polling officials in Kadugli and providing printed materials and stationary for subsequent trainings at polling centers.
5. Financing a NEC delegation to Dubai to monitor printing, packing, and delivery of ballot papers to Southern Kordofan.
6. Conducting field assessments and monitoring and reporting on polling activities in Kadugli during voter registration and polling.
7. Finalizing disposition of IFES/USAID-procured assets to the NEC central office.

Abyei Area Referendum

1. Preparing operational and logistical plans for deploying to and working in the Abyei Area.
2. Preparing draft regulations, procedures, and operational plans pertaining to referendum processes.
3. Designing and procuring voter registration booklets and cards.

South Sudan Legal and Electoral Framework Development

1. Observing and reporting on the development of the Transitional Constitution of the RSS as related to electoral issues and processes.
2. Researching and analyzing legal and electoral frameworks: constitutions, electoral legislation, electoral systems, and electoral management bodies.
3. Preparing memoranda, presentations, and pamphlets on the above electoral processes and associated activities, such as civil registration, census, and voter registration mechanisms.
4. Conducting presentations and seminars on electoral processes to electoral stakeholders: electoral officers, government officials, political party members, and civil society representatives.
5. Engaging electoral stakeholders with workshops introducing electoral administration: management principles, international standards, legal frameworks, electoral management body design, voter registration mechanisms, and electoral cycle planning and development.
6. Engaging with the new Ministry of Justice to draft the new South Sudan National Elections Act based on administrative, technical, procedural, and operational revisions to the 2008 Sudan National Elections Act.
7. Engaging with national and international democracy and governance organizations to explore areas for potential collaboration for future activities.

QUANTITATIVE IMPACT

During the annual reporting period, IFES provided technical assistance and material support to the SSRC/SSRB during the Southern Sudan referendum and to the NEC during the Southern Kordofan state elections. IFES activities strengthened six of the eight electoral procedural systems identified under indicator P1 (GDJ 3.2) of the SEASP Performance Monitoring Plan (PMP): 1) electoral organization, 3) voter information, 4) voter registration, 6) electoral campaign, 7) voting and counting, and 8) election and referenda dispute resolution. The two procedural systems not included—2) constituency delineation and 5) candidates nomination—were activities accomplished during the previous annual reporting period.

Given that the Abyei Area Referendum Commission (AARC) was never established, IFES provided no procedural, training, technical, or material support and thus achieved no progress on the corresponding performance monitoring indicators.

IFES support to the SSRC/SSRB and NEC resulted in either achieving or exceeding all four PMP sub-indicator targets:

PMP Indicator 1.1: Gaps in Regulatory Framework Filled in with IFES Assistance

Indicator Targets: All six sets of rules and regulations adopted with US Government support.

Southern Sudan Referendum: Achieved through identifying and preparing regulatory frameworks that resulted in the adoption of all six sets of rules and regulations specified by this indicator: 1) internal, 2) voter registration, 3) observer accreditation, 4) media campaign, 5) polling and counting, and 6) tabulation of results.

Southern Kordofan Elections: Partially achieved through identifying and preparing regulatory frameworks that resulted in the adoption of three of six sets of rules and regulations specified by this indicator: 2) voter registration, 5) polling and counting, and 6) tabulation of results. The other three sets of regulations were achieved during the previous annual reporting period.

PMP Indicator 2.1: Number of Referendum/Election Officials Trained with United States Government (USG) Assistance

Indicator Targets: Electoral officials trained: 36 NEC, 55 SSRC/SSRB, and 9 AARC.

Southern Sudan Referendum: Exceeded through the conduct of training seminars and workshops for 266 SSRC/SSRB officials prior to the Southern Sudan referendum voter registration and polling exercises. Fifteen mid-level former-SSRB officials received training on electoral systems and administration after the referendum period. The target of 55 election officials was exceeded despite some officials participating in both voter registration and polling training activities.

Southern Kordofan Elections: Achieved through providing substantive inputs, financial support, and printed materials and participating in the planning and facilitation of a NEC training of 32 Southern Kordofan-based constituency officers in Kadugli. When including the NEC trainers from Khartoum, the total number of participants exceeded the target of 36 election officials.

PMP Indicator 3.1: EMBs Technical Capacity Developed to Administer and Oversee Key Functions of Elections Administration

Indicator Targets: Two-thirds of electoral events conducted according to announced electoral calendar and/or compliant with legal timelines as set in the law.

Southern Sudan Referendum: Achieved through the successful conduct of all activities in support of the conduct of the referendum as scheduled and certification of final results.

Southern Kordofan Elections: Achieved through the successful conduct of all activities in support of the conduct of the elections as scheduled and certification of final results.

PMP Indicator 4.1: Necessary Commodities are Provided to Maximize Operational Efficiency and Public Confidence in Election Procedures

Indicator Targets: Five important types of assets procured with IFES assistance.

Southern Sudan Referendum: Exceeded through the provision of all six types of essential assets identified by the indicator: 1) office equipment, 2) data centers, 3) voter registration materials, 4) polling materials, 5) telecommunications equipment, and 6) transportation.

Southern Kordofan Elections: Partially achieved through the provision of three of the six types of essential assets identified by the indicator: 3) voter registration materials, 4) polling materials, and 6) transportation. Two of the three other essential assets—1) office equipment and 5) telecommunications equipment—were provided during the previous annual reporting period.

PROGRAM CHALLENGES

The IFES program experienced challenges during the implementation of the Southern Sudan referendum and Southern Kordofan state elections and in the period after the referendum when seeking new institutional counterparts for developing legal and electoral frameworks in South Sudan.

1. Southern Sudan Referendum

Operational Timelines

Providing technical assistance and implementing referendum activities were challenged by delays in the process due to political reasons that created constrained operational timelines. As a result, IFES and other international partners were forced to prepare and recommend operational procedures to develop voter registration and polling and counting training manuals before the finalization of the corresponding rules and regulations. Regulatory framework sequencing calls for regulations to follow laws, and procedures to follow regulations; however, given the tight timelines for conducting the necessary activities to ensure an on-time referendum in January 2011, non-sequential framework development was necessary. Any contradictions that emerged between the procedures and the regulations that were developed afterwards were corrected with official written clarifications from the SSRC/SSRB management.

The tight operational timelines also impacted the quality of the voter registration training program. The cascade-training system was designed under time pressures and implemented with an inadequate number of experienced national trainers. The training manuals and materials were provided and distributed but the overall quality of the trainings was shown as deficient as the voter registration results forms that entered the results management process in Juba were prone to errors and in many cases had to be reviewed and corrected for accuracy and proper procedural implementation. However, lessons learned from the voter registration training process were identified and corrective actions were implemented for the subsequent referendum polling training program. The polling results forms reflected the success of this adjustment as the quality was far higher, errors were minimal, and the final results were announced two weeks ahead of schedule.

Asset Disposition

IFES experienced serious challenges in providing the necessary technical assistance and guidance to the SSRC/SSRB in developing timely policies and plans for disposing of referendum materials and assets. The respective management in Khartoum and Juba were reluctant to formulate and implement policies and procedures necessary for retrieval and retention/destruction of electoral materials and disposal of IFES/USAID and UNDP-procured assets at the national, state, and county levels.

The disposal of referendum materials, such as used/unused ballots, polling kits, and other commodities, was poorly managed by the SSRB despite IFES policy recommendations in February, May, and June 2011 and numerous discussions on how to implement the proposed plans over the course of six months. The SSRC managed this process more effectively with policies and plans in place by April 2011. IFES and UNDP offered the SSRB materials retention/destruction policy recommendations in June and UNDP offered financial support in July; however, by the end of September 2011, the now defunct SSRB had failed to address the disposal of these materials and they remain stored in warehouses in Juba and the ten state capitals awaiting resolution from the Government of South Sudan.

Throughout the second and third reporting periods, IFES management and advisors actively engaged with the SSRC/SSRB Asset Management Committees to recommend appropriate policies and recipient institutions. Multiple counterpart meetings in March were followed by no less than 12 additional meetings and numerous written recommendations and proposals in April and May 2011. Mid-level management suffered from a lack of initiative when high-level management was not present to enforce policies and confirm decisions. Addressing the asset-related issues was delayed and difficult due in large part to an institutional reluctance to act without express or written orders from senior management.

The process of identifying recipient institutions and organizations and negotiating quantities of assets for distribution was painstakingly slow with the SSRB as different internal interests competed with support for preferred recipients. The SSRC process was easier as there were far less assets to be distributed. Written agreements between the SSRB and IFES on the proposed recipients and quantities were achieved in April and May and a formal disposition plan was approved by USAID in early-June 2011. Implementing the asset disposition plan with the SSRB was further complicated and delayed by the release of the vast majority of staff members in Juba and the states at the end of March 2011, resulting in fewer counterparts to fulfill needed tasks, especially at the state level. Consequently, IFES was forced to organize and implement the asset distribution process using its own personnel and resources. All 35 approved recipient organizations received their allocated assets in waves, starting in June and ending in September 2011. IFES prepared, pursued, and received the appropriate asset transfer paperwork at the national and state levels.

2. Southern Kordofan State Elections

Operational and Contingency Planning

IFES experienced challenges when providing advisory services to the NEC in support of the Southern Kordofan state elections. The lack of capacity to consider operational contingencies for potential obstacles while planning voter registration and polling operations impacted the quality of the activities. The result was a lack of awareness of the operational and cost implications for repeated and last-minute changes to the events and respective timelines and subsequent consequences for voter education. This only compounded the apparent disregard for the importance of educating the electorate on voter

registration and polling activities and the decision-making timelines. IFES attempted to mitigate these challenges with technical advice and procurement support; however, the NEC often refused advisory efforts, though procurement offers were generally accepted. IFES initiatives to improve operational capacity showed progress between the end of voter registration and start of polling with advanced planning for polling center locations improving logistical arrangements for voter education and the polling process.

Receptivity towards International Technical Assistance

IFES support to NEC was constrained by a limited capacity or willingness to accept recommendations from international partners. Even though sound advice was offered to assist operational planning, few suggestions were taken into consideration. Consequently, the NEC approach towards planning for potential obstacles and constraints to the electoral process appeared more reactive than proactive. The implementation of voter registration in January exemplified this tendency; however, the conduct of polling activities in early-May 2011 demonstrated the capacity to adjust to new operations based on past mistakes, which suggests improved ability for operational planning.

South Sudan Institutional Counterpart Engagement

During the third and fourth reporting periods, IFES experienced challenges in engaging with South Sudan governmental institutions to support the development of the legal frameworks for future electoral events. IFES approached the Judiciary of Southern Sudan and Ministry of Legal Affairs and Constitutional Development to offer electoral advisory services in May and June 2011. The results were inconclusive, as the focus of governmental officials centered on independence in July 2011. IFES addressed this challenge by continuing to engage with electoral stakeholders and build relationships through educational seminars and electoral workshops that included governmental officials, political party members, and civil society representatives in June and August 2011.

IFES overcame the initial engagement challenge by leveraging its existing relationships. After formation of the new South Sudan government in mid-August 2011, the former-SSRB Chairman (now Chief Justice of the Supreme Court) recommended to the Minister of Justice that IFES support the drafting of a new national elections law in advance of the deadline mandated in the Transitional Constitution. As a result, the Ministry of Justice (MoJ) requested IFES to support the legal drafting process in mid-September 2011. IFES agreed to provide its expertise, provided draft versions, and is now well-positioned to continue providing technical assistance to MoJ to finalize the elections law in October 2011. Once the law is passed and new election commissioners are confirmed by the National Legislative Assembly, IFES anticipates being approached again to provide capacity building services to the new elections commission during the next reporting period.

PROGRAM ADMINISTRATION

Over the course of the annual reporting period, the IFES advisory and administrative team expanded and contracted in accordance with the needs of the program and its counterpart organizations. At the peak of activities in January, there were 19 international personnel on duty between Khartoum and Juba, but by the end of September 2011, only four international personnel remained in action. However, this core group was supported by two national procurement and logistics and six transportation assistants. IFES is increasing its national support team by recruiting two Program Development Officers for October and a Finance and Administration Officer for November 2011.

First and Second Quarters

As the pace of activities in support of the Southern Sudan referendum increased, IFES deployed additional international advisors and consultants. Support and assistance were provided to the SSRC/SSRB during preparations for and implementation of the voter registration and referendum processes. IFES management provided technical consultations to SSRC/SSRB leadership, while advisors in referendum activities, regulatory development, procurement and logistics, training and capacity building, field operations, database management, and software development worked with all levels of officials in Khartoum and Juba. This broad-range of electoral expertise ensured continuous presence and adequate capacity for advising on administrative and operational aspects of the referendum.

After certification of referendum results in early-February, the international team reduced to eight personnel by the end of March and then six by the end of June 2011. Regardless, IFES continued providing technical consultations to SSRC/SSRB management in materials and asset disposition in Juba and counseled NEC officials during operational planning for the Southern Kordofan state elections in Khartoum. IFES maintained a steady pace of activities and continued producing results while at the same time reducing its presence to four core international personnel.

Third Quarter

In addition to providing ongoing support to SSRC/SSRB and NEC, IFES strategized and prepared a proposal for extending the program from September 2011 until September 2012. Key activities in support of future South Sudan electoral institutions and an appropriate staffing plan were submitted to USAID in early-June 2011. The anticipated activities reflected the USAID South Sudan Transition Strategy 2011-13 (Objective 2) that included support to strengthening the following electoral processes:

- ◆ Provide substantive legal and technical inputs to governmental bodies on **developing new electoral legislation** to ensure that legal provisions establishing an electoral system meet international standards, maintain consistency with other legislation, and match the operational challenges of conducting elections in the South Sudanese context (Objective 2.1).
- ◆ Support the **establishment of an electoral management body** with technical and operational support that includes organizational structures, regulatory framework, operating procedures, management and administrative systems, and the physical infrastructure necessary for a functioning administration and for conducting electoral events (Objective 2.2).
- ◆ Conduct **electoral stakeholder education activities** that include workshops, seminars, informational materials, and other means of increasing the knowledge of future electoral officers, government officials, legislative assembly members, political party members, and civil society representatives (Objective 2.3).
- ◆ Provide technical assistance and advice to governmental bodies on **electoral components of the permanent constitution** to ensure that provisions reflect international standards within the South Sudanese context (Objective 2.4).

The IFES program received a 12-month non-funded extension from USAID in mid-June 2011 to continue supporting the institutional development of South Sudan electoral processes. The extension complimented provisions in the Transitional Constitution that mandate a new elections law within three months after the passage of the constitution (early-October) and the establishment of an independent elections commission within one month after the passage of the elections law (early-November). The legal groundwork is in place for IFES to implement technical assistance and capacity building in support of new electoral legislation and a new elections commission in the first quarter of the next annual period.

Fourth Quarter

IFES reduced its operational scope to South Sudan and maintains four international personnel who work and reside at the IFES compound in Juba. At the end of July 2011, the IFES Khartoum office was closed and all surplus assets distributed to USAID-approved recipients. IFES will provide no further assistance to the NEC in Khartoum due to US legislative restrictions for Sudan.

The IFES team currently consists of an Acting Country Director, Electoral Advisor, Finance and Administration Manager, and Program Coordinator/Operations Officer in addition to two national Procurement and Logistics Assistants. The program is currently recruiting a new Country Director as the previous one departed the mission in early-May 2011. Three management and finance officers from the IFES Washington DC office conducted field team assessments in early-July and mid-August and three short-term consultants were deployed to conduct training workshops in late-August and early-September 2011. The national support team was also expanded with the recruitment of two Program Development Officers and one Finance and Administration Officer who will start service in the next reporting period.

Given the Transitional Constitution timelines for establishing new electoral institutions, IFES anticipates the first quarter of the next annual period to be an active period setting the legal, administrative, and organizational foundations for future electoral processes.

FIRST QUARTER FY2012 WORK PLAN

The IFES program anticipates further activities in support of South Sudan electoral institutions and processes and the possibility for collaborative activities with national and international democracy and governance organizations over the course of the next reporting period.

IFES expects to engage with South Sudan executive and legislative bodies during the development of the new elections law and formation of the new elections commission. Anticipated and potential advisory services include technical assistance to the following activities:

1. **Ministry of Justice (MoJ):** IFES will continue to engage with MoJ to provide technical consultation to the Minister, Deputy Minister, Undersecretary, and other officials; conduct a two-day consultative forum with electoral stakeholders; and finalize the draft national elections bill prior to submission to the Council of Ministers and National Legislative Assembly.
2. **Council of Ministers (CoM) and National Legislative Assembly (NLA):** IFES will be prepared to provide technical briefings to the CoM and/or NLA on the contents and anticipated outcomes of the draft national elections bill upon request.
3. **Ministry in the Office of the President (MOP):** IFES will be prepared to provide technical assistance and guidance in the preparation of procedures for the selection and nomination of an independent elections commission for confirmation by the NLA upon request.
4. **National Elections Commission (NEC):** IFES will be prepared to guide the formation of the NEC upon confirmation of the chairman and commissioners and to initiate the capacity building process upon request. Activities could include BRIDGE-led commissioner orientation workshops and IFES-led seminars on electoral management body structures and organizational mechanisms for establishing the core administrative, financial, and operational departments.

In addition to supporting South Sudan governmental bodies in developing electoral institutions and processes, IFES will explore the possibility of collaborative efforts with national and international organizations. For example, during the fourth reporting period, IFES was approached by the Sudanese Network for Democratic Elections (SuNDE) as well as the United Nations Mission in South Sudan (UNMISS), European Union (EU), The Carter Center (TCC), Club de Madrid (CdM), and the Electoral Institute for the Sustainability of Democracy in Africa (EISA) to inquire about joint projects in the area of democracy and governance. IFES will continue to pursue appropriate programmatic relationships with national and international organizations seeking to improve the South Sudan electoral environment.

II. PROGRAM PROGRESS AND KEY ACHIEVEMENTS (QUALITATIVE AND QUANTITATIVE IMPACT)

During the annual reporting period, the IFES program in Sudan and then South Sudan provided technical assistance, advisory services, and material support to three CPA-driven electoral processes—the Southern Sudan referendum, Southern Kordofan state elections, and Abyei Area referendum—and to the institutional development of the legal and electoral frameworks necessary for conducting future electoral events in South Sudan.

IFES program activities were guided by the five USAID Task Order objectives that were designed to provide demonstrable progress and achievements with qualitative and quantitative results. The presentation of these activities and results over the annual reporting period is structured by using electoral events as markers to distinguish between the different activities called for by each of the objectives. The program inputs and outcomes are summarized using the seven following event categories:

- A. SSRC/SSRB Administrative and Operational Capacity Building
- B. Southern Sudan Referendum Voter Registration
- C. Southern Sudan Referendum Polling, Counting, and Results
- D. SSRC/SSRB Close-out and Asset Disposition
- E. NEC and Southern Kordofan State Elections
- F. Abyei Area Referendum Commission
- G. South Sudan Legal and Electoral Framework Development

The essential IFES activities in support of the respective events and processes are highlighted and analyzed by relevant objective to illustrate the quality of advisory services and the quantity of financial and material support provided to generate results from the technical assistance program. Overall, the IFES program was successful in achieving or exceeding performance expectations for all events except the Abyei Area referendum, which never entered the operational calendar. The success of the Southern Sudan referendum stands as the crowning achievement of the IFES program during the annual reporting period.

SOUTHERN SUDAN REFERENDUM

SSRC/SSRB Administrative and Operational Capacity Building

The administrative and operational capacity of the SSRC/SSRB to conduct voter registration and referendum activities relied heavily on technical assistance and material support from IFES. Activity areas included legal and regulatory framework development, operational capacity building, and materials and commodity procurement. Key achievements are highlighted below within the context of the first, second, and fifth Task Order objectives.

Objective 1: The legal and regulatory framework for national elections is completed in a timely and credible manner

IFES provided advisory services to the SSRC/SSRB in developing the legal and regulatory framework necessary to establish the administrative and operational capacity to conduct referendum activities. IFES advisors analyzed the 2009 Southern Sudan Referendum Act (SSRA), drafted position papers on regulatory and procedural issues, and submitted recommendations based on international best practices. These services were provided in coordination and collaboration with SSRC/SSRB legal teams as well as with UNIRED and EU technical advisors. IFES provided substantive input and recommendations on the following regulatory documents:

- ◆ Internal rules and regulations
- ◆ Observer accreditation rules and regulations
- ◆ Media campaign rules and regulations
- ◆ Voter registration rules and regulations
- ◆ Polling and counting rules and regulations
- ◆ Results tabulation rules and regulations

Legal and Procedural Issues

Following an analysis of the SSRA, IFES advisors collaborated with UNIRED and EU partners to draft a comprehensive document highlighting the legal and procedural issues that were not extensively detailed or inconsistently defined. This document illustrated different interpretations of the processes that held the potential for creating confusion during the implementation of events. Recommendations were also proposed on how to clarify and streamline the regulatory framework based on best practices and international standards. The legal and procedural issues were subsequently discussed with SSRC/SSRB legal departments and commissioners. As a result, SSRC produced answers to a list of critical questions that clarified outstanding issues and filled in gaps between the regulations and procedures to enable a more consistent application of the referendum act.

Rules and Regulations Issues

Analysis of the SSRA by IFES and international advisors also identified incomplete and ambiguous provisions related to the complaints and appeals process. The provisions created confusion about the different bodies (administrative and legal) responsible for handling potential complaints and the time prescribed for disposal. IFES and other international partners addressed these issues by working in close collaboration with SSRC legal counterparts to streamline the complaints and appeals procedure. IFES identified that undue exclusion of potential voters was not contemplated in the SSRA. In line with international best practices, IFES suggested and devised an administrative/legal procedure that allowed

denied voter registration applicants to apply to competent bodies for having their rights considered and possibly re-instated. The SSRC accepted and implemented the recommendations.

IFES drafted a research paper on “Political Parties and Observation” identifying relevant referendum/electoral legislative examples in which the right of political parties to be accredited to monitor or observe the complete election process is guaranteed and exercised. However, despite international advisory recommendations SSRC declined to enact rules and regulations for accrediting political party agents. Instead, SSRC decided to accredit political party representatives under the same rules applicable to domestic observers. Confusion was created as the general international practice is that observers do not have the right to file objections, while political party agents are entitled to do so. In addition, the designation of party agents as domestic observers, each with different vested interests, also made distinguishing between the two groups during voter registration and polling more difficult for referendum officials. In consultation with relevant stakeholders, IFES successfully streamlined observer accreditation procedures by suggesting a decentralized establishment of the “Accreditation Committees” comprised of management staff. As a result, observers could obtain their accreditation at the SSRC/SSRB national, state, and county offices.

Despite instances where the SSRC decided to enact regulations contrary to international advice, the combined efforts of IFES and international partners in consulting and advising on the full-range of referendum-related rules, regulations, timeline, procedures, and operational plans resulted in a stronger and more efficient referendum process.

Objective 2: Electoral Management Bodies at the national, regional, and state levels develop the capacity to operate efficiently and independently

IFES worked extensively with SSRC/SSRB counterparts to establish the organizational structure and operational capacity of the referendum management bodies during this reporting period. The timeline was short for recruiting and training management and staff; establishing national, regional, state, and county facilities; procuring office equipment and event materials; and preparing the operational systems needed to conduct voter registration and polling. Regardless, IFES technical and operational advisors worked closely with the SSRC/SSRB and international partners to achieve a solid level of readiness that enabled voter registration completion by the end of December and polling to start on 9 January 2011.

SSRC/SSRB Operational Development

IFES provided SSRC/SSRB with support to the following operational areas: 1) organizational structure, 2) procurement and logistics, 3) database management and development, and 4) field operations and communications. IFES advisors worked closely with counterparts in Khartoum and Juba to advise on administrative systems; procure buildings, equipment, and materials; develop results management systems and data centers; and mentor personnel in tracking and reporting on field operations. Assistance and support was also provided to the SSRC and its partner the International Organization for Migration (IOM) in preparing for out-of-country (OCV) operations. IFES support to SSRC/SSRB management and operations officers enabled them to recruit staff, plan operations, address challenges, overcome obstacles, learn processes, implement strategies, and adapt to fast-paced operational environments.

At the beginning of October, the SSRC/SSRB had only recently been established as administrative entities with respective members appointed in late-August 2010. However, the organizational structures had not yet been endorsed. IFES provided close support and assistance to SSRC/SSRB members in establishing the core functional areas of a referendum management body: 1) executive management, 2)

finance and administration, 3) operations and logistics, 4) legal and regulatory framework, and 5) public outreach. Associated activities included advice on preparing terms of reference; recruiting managers and staff; drafting budgets and administrative plans; identifying locations for state and county referendum offices; and developing a communications plan.

Establishment of the Technical Assistance Group (TAG) provided a collaborative forum for coordinating international assistance from IFES, UNIRED, and EU and in addressing common positions vis-à-vis the SSRC/SSRB management team. Two key decisions promoted closer relations between advisors and counterparts: 1) formation of thematic working groups and 2) embedding advisors with SSRC/SSRB counterparts in Khartoum and Juba.

The combination of collaborative working groups and enhanced access to both counterparts and advisors enabled IFES to channel its assistance and support through well-structured mechanisms for mutual facilitation. IFES participation in this cooperative approach towards technical assistance resulted in more efficient decision-making by the SSRC/SSRB on key issues related to organizational structure:

- ◆ SSRC/SSRB department formation, staff recruiting, and salary structures
- ◆ SSRC/NEC resource sharing of warehouses and offices at the state level
- ◆ SSRB office space location, materials procurement, and infrastructure upgrades
- ◆ SSRB facility identification for State High Committees and County Sub-Committees
- ◆ SSRC/SSRB operational plan for voter registration and referendum polling

By early-November 2010, SSRC/SSRB organizational and administrative systems were in place and staff members were actively engaged with international advisors in policy planning, timeline development, and preparation for initial referendum activities.

SSRB Field Operations Assistance

IFES Field Operations Advisors provided direct support to SSRB Operations and Field Coordination officers in Juba. In December 2010 and January 2011, they conducted multiple field visits to all 10 State High Committees (SHCs) to assess operational needs and conditions. They also worked closely to build skills among SSRB officers, such as tracking and following-up on operational field issues and creating an internal organizational chart and contact directory. They mentored referendum officers with techniques and tools for identifying issues, responding to requests, and implementing solutions. Assistance was also provided to track the receipt and distribution of referendum materials as they arrived to Juba, such as training materials and polling kits.

Field visits assessed operational conditions in the wake of voter registration and in advance of referendum activities. IFES met with SHC Chairpersons to discuss operations, identify issues, and note attributes unique to those offices. IFES also surveyed operational status of key equipment such as photocopiers, printer/scanners, generators, and VSAT internet systems. The field trip findings were reported to the SSRB with recommendations for addressing issues and resolving problems. SSRB officials accompanied IFES on all trips to facilitate visits and learn how to assess field conditions.

In Khartoum, IFES maintained close dialogue with the SSRC Operations Department to ensure timely delivery and distribution of referendum materials in the northern states. Daily meetings with SSRC Director of Operations were conducted to monitor distribution and retrieval planning for the northern

states and OCV. Planning was performed in collaboration with UNIRED logistics, which facilitated a smooth transfer of commodities from delivery to distribution to registration and polling centers.

Database Management and Development

IFES played a significant role in establishing the operational capacity of the SSRC/SSRB to process and tabulate voter registration and referendum results. Services included consultation on a results management system, procurement of two data centers and computing equipment, contracting tabulation software developers, and providing technical advisors to support the processes.

In October 2010, IFES IT/Software Advisors worked with the SSRC IT Manager to design and implement the Referendum Information Management System (RIMS). The operational plans called for two data centers—one in Khartoum and the other in Juba—to receive and process results forms from approximately 3,000 Referendum Centers in the north, south, and OCV countries. The development of the RIMS software technical specifications was followed by conducting a data processing needs assessment and drafting data management procedures. In November 2010, IFES coordinated the establishment of the SSRB Data Center in Juba. All associated materials were procured, including the self-contained office building, furniture, and computing equipment. Similar support was provided to the SSRC in Khartoum but on a smaller scale. In early-December 2010, the tight deadlines were achieved and the SSRC/SSRB Data Centers were fully operational and ready to receive and process voter registration forms.

IFES technical support and software development services to the SSRC/SSRB Data Centers resulted in two facilities capable of processing voter registration and polling results forms in a timely fashion while also maintaining the integrity of the process.

Objective 3: Election Management Bodies develop the technical capacity to administer and oversee key functions of elections administration

Task Order objective not applicable for this event category.

Objective 4: Election officials in voter registration, voting, and collation centers nationwide receive training on how to administer credible elections

Task Order objective not applicable for this event category.

Objective 5: Necessary commodities are provided to maximize operational efficiency and public confidence in election procedures

IFES executed all necessary procurements in line with SSRC-stipulated timelines and provided direct support to the SSRB in Juba during the crucial period leading to the referendum in January 2011. In Khartoum, IFES executed local procurements and supported international procurements to provide timely delivery to the SSRC. The combination of in-country and international procurement assistance and support added transparency and credibility to referendum procurement operations.

Establishment of SSRC/SSRB and Subsidiary Offices

IFES played a vital role in establishing the physical infrastructure of the SSRC in Khartoum and SSRB in Juba. The operational capacity of SSRC/SSRB was built with essential materials and equipment. Support included locating and leasing buildings for the central offices, providing all office furnishings and

equipment (i.e., desks, chairs, cabinets, computers, printers, photocopiers, etc.), and contracting engineering upgrades (i.e., electricity, plumbing, satellite communications, generators, etc.). In addition, IFES provided support to SSRC/SSRB State High Committees (SHCs) and County Sub-Committees (CSCs) by procuring essential office equipment, such as photocopiers, scanners, and satellite-based internet communications. IFES also procured all necessary commodities to establish the respective data centers and the SSRC and SSRB central offices. IFES procured office and computer equipment valued at approximately \$195,000 for the SSRC and \$580,000 for the SSRB and SHCs. The infrastructure support and assistance provided essential tools for conducting voter registration and referendum operations.



SSRB Central Office and Generators in Juba, December 2010

Southern Sudan Referendum Voter Registration

The technical capacity of the SSRC/SSRB to conduct voter registration relied on specialized training assistance and material support from IFES. Activity areas included regulatory framework development, systems and data management, technical capacity building, and materials procurement. Achievements are highlighted below within the context of the first, third, fourth, and fifth Task Order objectives.

Objective 1: The legal and regulatory framework for national elections is completed in a timely and credible manner

Due to the delayed establishment of the SSRC in September 2010, voter registration regulatory development was hampered by short timelines. As a result, the document was not approved and published until before the start of the event. The SSRC Voter Registration Rules and Regulations were officially circulated only one day before voter registration was scheduled to start on 15 November 2010. This challenged the process as some procedures had already been defined in the training manual developed for referendum center staff in October 2010. This issue was mitigated by subsequent instructions and clarifications distributed by the SSRC/SSRB to the field offices.

Objective 2: Electoral Management Bodies at the national, regional, and state levels develop the capacity to operate efficiently and independently

Task Order objective not applicable for this event category.

Objective 3: Election Management Bodies develop the technical capacity to administer and oversee key functions of elections administration

IFES enhanced the technical capacity of SSRC/SSRB officers to administer and implement voter registration activities. Voter registration and data management systems were implemented and registration materials, staff training tools, and results tabulation mechanisms were utilized to successfully conduct voter registration in November and December 2010. IFES also provided a dedicated aircraft to enable SSRB management and operations officers to access state offices and assess field conditions.

Voter Registration System

Discussions on the modalities for referendum voter registration were underway at the start of the annual reporting period. The SSRC initially envisioned a fully-computerized and biometric voter registry to facilitate easy tabulation and overview. However, after acknowledging IFES arguments on the infeasibility of implementing a biometric voter registry in the Southern Sudanese setting, the SSRC decided to use a manual non-computerized voter registration system. IFES recommended this solution to maximize transparency and legitimacy, while at the same time, keeping to the tight timeframe necessitated by the late formation of the SSRC and its subsidiaries. The risk of double-registration and voting was avoided by enhancing the development and implementation of procedural safeguards for voter registration and polling and counting:

- ◆ Thumbprint on both voter registration card and original voter registry
- ◆ Electoral stain on one finger with indelible ink upon registration
- ◆ “Vote where you register” principle in polling and counting procedures
- ◆ Mandatory presentation of voter registration card when voting

IFES acted proactively in the development and design of voter registration books and cards by deploying a short-term graphic designer to lead the process. The graphic designer deployed to Khartoum and worked closely with international assistance providers in defining and refining the final layout of the voter registration books and cards. Simultaneously, IFES identified a suitable supplier for printing the materials. The joint-efforts maximized resources, enhanced transparency, ensured quality, and maintained adherence to the tight production timeline.

IFES succeeded in developing, designing, procuring, and delivering the voter registration books and cards needed to start registration in Southern Sudan, northern Sudan, and all eight OCV countries within SSRC timelines. The voter registration cards were of good quality, contained several security features, and created a solid foundation for a legitimate and effective voter registration process.

Voter Registration Results Management System

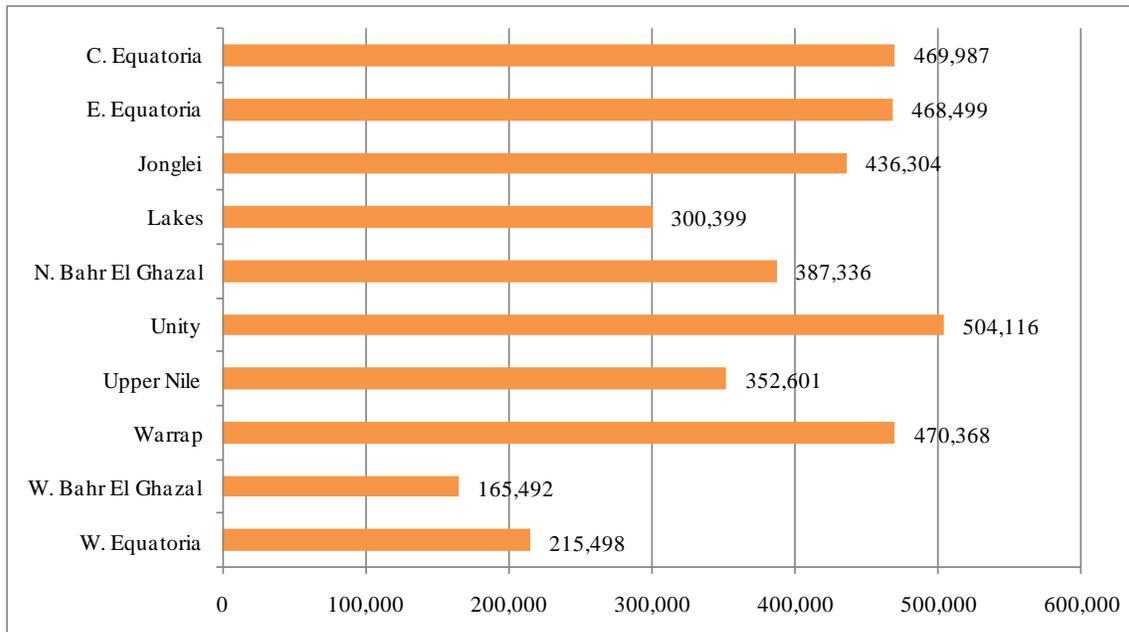
IFES establishing data centers in Khartoum and Juba enabled referendum officers to implement the Referendum Information Management System (RIMS) in a timely and efficient fashion. The data centers were designed to electronically process and tabulate voter registration and referendum results forms from the referendum centers. Each facility was managed by SSRC/SSRB counterparts but IFES IT/Database Advisors provided substantial guidance, assistance, and support in facilitating operations.

Prior to the start of voter registration results data processing in Juba in mid-December 2010, IFES coordinated with SSRB to develop the operational plan and procedures for recruiting and training data

center staff. Facility layout and mechanisms for processing results forms followed international data center practices with modifications for unique circumstances. IFES recommended staffing tables, recruiting criteria, qualifications, terms of reference, and data entry testing systems that were approved and implemented by SSRC/SSRB Data Center management. IFES also designed training modules and materials and conducted multiple training sessions in coordination and collaboration with counterparts. Data center supervisors and clerks received general briefings, detailed training, and onsite technical support and advisory services from IFES throughout voter registration operations.

Voter registration data tabulation operations started on 12 December and results were finalized on 31 December 2010. During this period, the IFES-designed results tabulation software performed according to operational procedures. The quality of the results forms, however, created unforeseen challenges. The referendum center staff did not apply procedures consistently and often created unique systems for tabulating registrations during the three-week registration period. As a result, hundreds of center results underwent substantial review and reconstruction. This auditing process required extensive cooperation with SSRB Operations and Field Coordination units to communicate with the state and county offices to resolve issues. IFES worked closely with SSRB officials and UNIRED advisors to address the discrepancies and ensure voter registration results were finalized in a timely fashion.

The majority of registered voters were located in Southern Sudan. Out of the approximately 3,932,588 registered voters, only 116,857 were registered in Northern Sudan and 60,219 in the eight OCV countries. In the ten states of Southern Sudan the distribution of registered voters was as follows:



SSRB Aircraft Service

During the establishment of SSRB and subsidiary state and county offices in October 2010, the central office in Juba experienced transportation and logistical challenges due to difficult geography and inadequate travel infrastructure in Southern Sudan. IFES addressed these difficulties in early-November 2010 by leasing and managing a dedicated aircraft that enabled SSRB management, operations, logistics, field coordination, finance, and public outreach officials to assess field conditions, transfer documents and materials, and maintain face-to-face communications between the central and field referendum offices.

The aircraft service therefore greatly enhanced the SSRB’s capacity to conduct field operations. IFES contracted AirServ International to provide a nine-passenger Cessna Grand Caravan. Since the inaugural flight on 9 November 2010, 70 flights were conducted to 10 state capitals and eight county seats totaling approximately 280 hours of flying time. Essential activities included transporting high-ranking SSRC/SSRB officials to State High Committee offices, delivering/retrieving voter registration and election materials, distributing SSRB salaries and poll worker per diem, delivering financial records to Juba, and allowing operational officials to assess field conditions and address operational issues.



SSRB Aircraft in Yambio and Juba, January 2011

Objective 4: Election officials in voter registration, voting, and collation centers nationwide receive training on how to administer credible elections

IFES worked extensively with the SSRC, SSRB, and international partners on the design and implementation of a cascade training program for voter registration officials. IFES contributed to the development and implementation of the training plans, training materials, and training methodology for voter registration and polling activities.

Voter Registration Training

IFES advisors supported the development and execution of SSRC/SSRB training plans. Voter registration training was conducted with a four-step cascade training model (steps 0, 1, 2, and 3). International advisors from IFES, UNIRED, and EU initiated the process by training a core group of SSRC/SSRB trainers who then trained the officers at the state level, who in turn trained those at the county level, and who finally trained those at each referendum center. IFES facilitated the initial steps (Step 0 and Step 1) of SSRB voter registration trainings in Juba, but in Khartoum, the SSRC opted to outsource training to specialized training institutes. IFES also supported event planning and provided training materials and stationary throughout the four steps.

The voter registration training plan for northern and Southern Sudan was prepared in consultation with the SSRB and international partners. Issues addressed included finalization and approval of the training manual; printing and delivery of training materials; identification and recruitment of training staff at state, county, and referendum center levels; and availability of transport for trainers from one venue to another. Participant abilities varied in relation to attentiveness, reception of information, and commitment; however, most participants showed great enthusiasm and were keen to learn and participate over the

three-day training events. Most had never worked in the elections field and asked many questions during the interactive sessions. The number and complexity of forms was commented upon regularly and proved to be difficult during voter registration operations.

Objective 5: Necessary commodities are provided to maximize operational efficiency and public confidence in election procedures

Voter Registration Manual and Materials

IFES and UNIREC advisors consulted with SSRC counterparts to draft and print the voter registration and exhibition manual and supporting materials. Voter registration manual development started in early-June 2010 with IFES and UNIREC drafting the first version; however, finalizing the manual was a protracted process due to the SSRC not yet being established. There were no qualified counterparts to review the draft until a few weeks before registration started. IFES contributed to the drafting process with advisory input and the hiring of a cartoonist and graphic designer for illustrations and layout. Due to the restricted timeline, IFES assumed the lead on manual drafting and ushered the project to completion in time for the training program.

IFES also printed voter registration materials in bulk for use during the training and conduct of registration operations. The printed materials sought to enhance the capacity and effectiveness of the SSRC/SSRB and facilitate the distribution of information. Much of the materials were used for training referendum officials, while others played a significant role in operational implementation of the exercise. IFES provided approximately \$845,000 worth of registration cards, manuals, journals, material transfer forms, and objections and correction forms. Although most materials were printed in Sudan, some were printed abroad to assure full transparency and political neutrality, such as the registration books that were used during voter registration.

Voter Registration Books and Cards

IFES played a pivotal role in designing, procuring, and delivering voter registration cards to Khartoum, Juba, and the eight OCV countries in time for voter registration to start according to the SSRC timeline. The cards were bound in books, with each book containing 200 registration cards. One million of the 1.3 million reserve stock was used during the event. The total cost of producing and delivering these cards was approximately \$921,000. The total amount of books and cards produced, delivered, and in reserve were as follows:

Destination	VR Books	VR Cards
Northern Sudan – (through Khartoum)	2,739	547,800
Southern Sudan – (through Juba)	29,106	5,821,200
Southern Sudan – (second shipment from contingency)	5,000	1,000,000
OCV countries (shipped directly to each country)	2,680	536,000
Reserve – (held in South Africa)	6,510	1,302,000
Total	46,035	9,207,000

Southern Sudan Referendum Polling, Counting, and Results Tabulation

IFES continued providing essential advisory services to the SSRC/SSRB in support of referendum activities before, during, and after the event in January 2011. Key achievements are highlighted below within the context of the five Task Order objectives.

Objective 1: The legal and regulatory framework for national elections is completed in a timely and credible manner

IFES legal and regulatory framework assistance was provided in coordination and collaboration with the SSRC/SSRB legal teams as well as with UNIRED and EU technical advisors. IFES contributed substantive input and recommendations to the following regulations, plans, and policies:

- ◆ Referendum polling and counting procedures manual
- ◆ Referendum polling and counting rules and regulations
- ◆ Referendum results data management operational plan
- ◆ Referendum complaints and appeals processing plan
- ◆ Referendum materials retention/destruction policies

Polling and Counting Manual and Materials

The polling and counting manual was drafted in December 2010 by IFES and UNIRED advisors in consultation with the SSRC. IFES advisors in Khartoum addressed numerous legal issues and concerns from the SSRC Legal Department, such as the role of observers/voters in the sorting and counting phase at the referendum centers. After considerable debate over the shape of complaint procedures, the SSRC decided to implement a "consideration committee" process to adjudicate issues at the referendum centers. The final product was a collaborative effort with strong input from the SSRC, demonstrating its growing capacity to address technical considerations with independent approaches.

Referendum Polling and Counting Rules and Regulations

IFES worked closely with the SSRC and international partners to assist in finalizing the essential rules and regulations necessary to ensure referendum polling and counting were conducted in a transparent and credible manner. Analysis and development of the procedures manual were provided through close interaction with SSRC members and legal officers.

In advance of polling, IFES advisors conducted regular meetings with the SSRC legal team and international advisors to finalize the rules and regulations. The final document considered points lobbied for in December 2010 by IFES, UNIRED, and EU advisors, such as the fingerprint versus thumbprint discrepancy and the establishment of official Referendum Consideration Committees. Even though the SSRC declined international advice on these particular issues, when the referendum was conducted, there were no major complaints stemming from these concerns.

Referendum Results Management Operational Plan

Prior to the end of the week-long polling, the SSRC/SSRB finalized the results management operational plan and tabulation procedures for processing results forms in the Khartoum and Juba data centers. IFES advisors provided close support to the input and revision of these documents based on lessons learned from voter registration results tabulation operations in December 2010. Improvements included clear instructions on completing the results forms, increased efficiency in the flow of forms, an enhanced

system for verifying entries in the quality control process, and clearer techniques for reviewing and resolving audit cases. The data centers initiated operations on 17 January 2011 and verified approximately 3,000 results forms within ten days with no technical issues.

Referendum Complaints and Appeals Processing Plan

The SSRC anticipated receiving a large volume of complaints and appeals during and after the referendum polling period. IFES advisors worked in conjunction with UNIRED and EU advisors to recommend a plan for systematically collecting information on complaints and appeals. Through direct engagement with legal officers, the SSRC was sensitized to the importance of timely, accurate, and well-documented records and files. IFES recommended the creation of a complaints database to identify any gaps in the claims or the referendum process in general. As a result, the SSRC implemented a database system to track complaints and appeals as well as record the number and date received, complainant details, reasons for filing the complaint, and the outcome of the inquiries and hearings.

A total of 60 complaints were received, far fewer than expected; however, the database was used to track 26 cases that were deemed valid complaints. Examples of key complaint issues included: 1) inadequate number of referendum centers, 2) no Consideration Committee present, and 3) referendum officials under the age of 40. All complaints were resolved in a timely fashion and did not result in the cancellation of any results. The SSRC complaints and appeals database and enhanced record-keeping was instrumental in identifying issues and efficiently resolving the cases.

Objective 2: Electoral Management Bodies at the national, regional, and state levels develop the capacity to operate efficiently and independently

IFES efforts to establish SSRC/SSRB organizational structure and operational capacity paid dividends with the successful implementation of the referendum. The SSRC/SSRB conducted the week-long polling activities from 9-15 January, operated the results tabulation data centers from 17-27 January, certified final results on 7 February, and issued final poll worker per diem payments between 28 February and 5 March 2011. During these activities, IFES advisors monitored referendum polling centers, supported operations in data center operations, and facilitated and assisted SSRB finance officers in issuing poll workers payments. Technical assistance from IFES and international partners enabled the SSRC/SSRB to achieve a solid level of readiness that resulted in a timely and professional referendum.

Referendum Polling Center Monitoring

IFES deployed eight teams of referendum center monitors during the week-long polling event to assess the quality of operations, implementation of procedures, effectiveness of procured materials, and general conduct of the event. Six teams were deployed to four states in the south (Central Equatoria, Eastern Equatoria, Jonglei, and Lakes) and two teams to five states in the north (Khartoum, El Gezira, Sennar, Blue Nile, and Southern Kordofan). Approximately 65 referendum centers were visited with the majority of the centers located in Juba, Bor, Rumbek, Torit, Khartoum, Kadugli, Sinnar, and Ed Damazin. Internal briefing sessions and a referendum center monitoring form was prepared to track issues and note observations from the teams.



Poll workers Engaged in Referendum Activities in Kadugli (left) and Khartoum (right)

IFES monitoring results demonstrated that in the referendum centers visited, operational procedures were closely followed as to layout and polling processes. Some technical issues were noted, such as understaffing for queue control and voter identifier, but the centers only complained of this issue during the first two days when the voter crowds were at their peak. The printed materials (i.e., procedures manuals) and commodities (i.e., polling kits) procured by IFES with USAID support were available, plentiful, and properly used. In some cases, there were minor equipment failures, such as hole-punchers, but overall the materials provided contributed to the efficiency of the event.



Referendum Polling in Torit and Results Counting in Juba, January 2011

The IFES referendum center monitoring project goals was to provide a general assessment of the polling process. Reports from domestic and international observation groups all agreed that the referendum centers were by and large operated according to the polling and counting rules and regulations. This conclusion indicates that the SSRC/SSRB operational capacity to train its officers and provide necessary materials improved from voter registration in November and December 2010. The earlier exercise was observed as suffering from inadequate training, insufficient materials, and error-prone results reporting. Additional IFES technical and financial assistance to the polling and counting training plan and materials resulted in stronger coordination and implementation of the polling event. The noted improvements during referendum polling contributed to the overall credibility of the process by demonstrating a solid technical foundation for the results.

Data Center Referendum Results Tabulation

Polling results tabulation in the SSRC/SSRB data centers was assisted by technical assistance and mentoring from the IFES advisory team. The Data Center Operational Plan was revised in coordination with counterparts, including an updated staffing plan, redesigned work plan, improved procedures, and reconfigured management structure. The additional capacity built into the SSRB data center management team and data entry clerks resulted in far more efficient operations when the tabulation process initiated on 17 January 2011.

IFES advisors also played a key role in developing two software systems—a primary system and contingency system—that were designed to simplify the process. After strenuous evaluations and exhaustive testing that included data entry clerk feedback, the contingency software selected by SSRC/SSRB counterparts proved a stable and reliable platform. There were no major technical issues and the referendum results were fully tabulated and verified within ten days of the start of operations.



SSRB Data Center Before and During Referendum Results Tabulation, January 2011

SSRB Poll Worker Per Diem Payments

The Southern Sudan referendum was conducted with a consistent shortfall in financial resources. The official budget approved by the Government of National Unity (GoNU) and Government of Southern Sudan (GoSS) in August 2010 was never properly funded. GoSS funds received by the SSRB were insufficient and allocated only in small tranches on an as-needed basis. The SSRB consistently lacked funds throughout the referendum process, especially in the area of staff salaries and voter registration and poll worker per diems.

In early-January 2011, the SSRB Chairman approached IFES with a request for financial support to pay the second half of poll worker per diems. The SSRB had sufficient funds for the first half of the per diem from GoSS resources but could not be assured of the final installment and thus expressed an urgent need for support. The SSRB requested approximately \$5.7 million to ensure per diem payments to approximately 14,500 poll workers in the ten states of Southern Sudan. IFES facilitated a series of discussions between USAID and SSRB management that resulted in a decision to reimburse the first half of per diem payments, which enabled the SSRB to pay the second half. The request was granted by USAID on condition that per diem payments were properly accounted for with signed receipts from poll workers.

IFES advisors worked closely with the SSRB Auditor and finance officers to design forms, implement policies, and verify a large-scale payroll tracking project. From mid-January to mid-February 2011, the receipts forms were distributed to the field and returned for central office processing. As the signed forms arrived in Juba from the ten state and 79 county offices, they were reviewed for accuracy against payroll spreadsheets, organized into binders by state and county, and prepared for inspection by USAID officers. Special attention was paid to quality control of the signed forms. After an exhaustive effort by the SSRB, SHC, CSC, and Referendum Center officers to acquire, review, and organize the signed poll worker receipts, a final accounting was presented to USAID on 10 February, and all payments were distributed by 5 March 2011.

Total Number of SSRB Poll Workers and Per Diem Requested

	STATE	POLL WORKERS	PER DIEM
1.	Northern Bahr el-Ghazal	1,395	1,425,500
2.	Western Bahr el-Ghazal	660	672,100
3.	Warrap	1,917	1,963,500
4.	Unity	1,639	1,667,000
5.	Upper Nile	1,357	1,381,600
6.	Lakes	1,156	1,177,600
7.	Jonglei	1,680	1,711,200
8.	Western Equatoria	974	1,907,800
9.	Central Equatoria	1,921	1,955,000
10.	Eastern Equatoria	1,872	990,800
TOTALS:		14,571	SDG 14,852,100 (US \$5,712,346)

IFES advisory services and USAID funding in support of the poll worker per diem payments contributed to SSRB administrative capacity to process and track a large-scale payroll system. More importantly, IFES and USAID efforts ensured that the operational success of the referendum was untainted by inadequate financial resources and disgruntled poll workers.



SSRB Finance Officers Distributing Referendum Poll Worker Per Diem in Bor, February 2011

Objective 3: Election Management Bodies develop the technical capacity to administer and oversee key functions of elections administration

IFES advisors provided essential services to the SSRC/SSRB that enabled referendum officers to demonstrate their technical capacity for administering and implementing referendum activities. From designing ballots to conducting polling to tabulating results, the SSRC/SSRB received close technical support from IFES during all stages of the event. As a result, referendum officers implemented the referendum operational plans and the data centers received, processed, verified, and archived approximately 3,000 results forms in a professional and timely manner.

Referendum Ballot Design

IFES supported the design and development of the referendum ballot paper. UNDP procured the ballots, but IFES developed draft versions and participated in discussions with SSRC counterparts on graphical layout and wording. IFES provided substantial input to possible symbols for the referendum choices: "unity" and "separation", proposing different non-biased and best practice solutions for symbol selection (i.e., lottery). However, the SSRC unilaterally decided on "two hands clasping" and "one hand halting".

Final Referendum Ballot Design

The image shows a referendum ballot form for the Southern Sudan Referendum. At the top, it features the SSRC logo and the text 'Southern Sudan Referendum' in English and Arabic, along with a unique identification number '0000001'. Below this is a blue header with the SSRC logo and the title 'Southern Sudan Referendum' in Arabic. The main body of the ballot contains two options, each with a symbol and a circle for marking:

Unity الوحدة		<input type="radio"/>
Secession الانفصال		<input type="radio"/>

Instructions at the top of the ballot state: 'Put a Fingerprint on the Symbol of the option of your choice, or the circle next to it' and its Arabic equivalent.

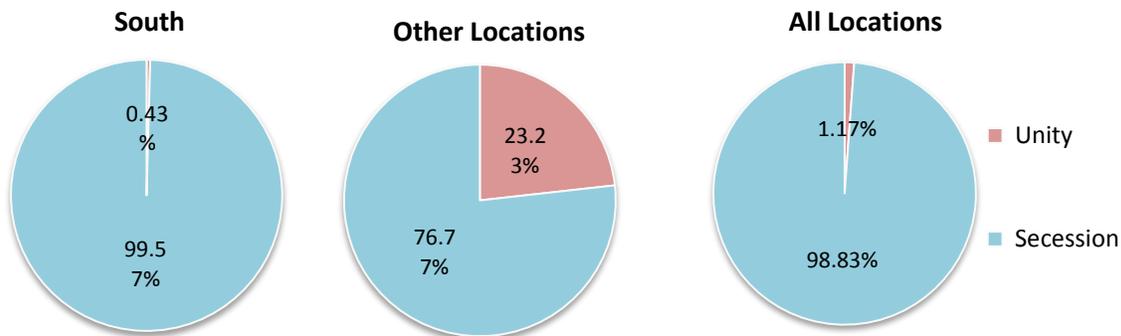
Referendum Results Management System

The SSRC/SSRB data centers implemented the Referendum Information Management System (RIMS) in a timely and efficient fashion. Each data center facility was managed by SSRC/SSRB counterparts with IFES advisors and international partners providing close support on IT, database, software, and management systems to facilitate tabulation operations and ensure a credible and transparent event. The SSRC/SSRB data centers initiated operations on 17 January 2011 and finalized the referendum results on 27 January 2011. During this period, the results tabulation process and software performed according to the operational procedures for polling. As the lead advisor to SSRB data center management and working

in coordination with UNIRED, IFES advisors played a key role in implementing the tabulation system at the SSRB Data Center in Juba. Once the final results data were audited and verified, IFES worked with SSRC/SSRB data center management to formalize results certification reports.

Southern Sudan Referendum Certified Results, 7 February 2011

- ◆ Secession votes: 98.83% (3,792,518 valid votes)
- ◆ Unity votes: 1.17% (44,888 valid votes)
- ◆ Total votes cast: 3,851,994
- ◆ Blank votes: 6,222
- ◆ Invalid votes: 8,366
- ◆ Total voter turnout: 97.58% (3,837,406 valid votes)



The technical capacity of the SSRC/SSRB data centers clearly improved during the referendum polling tabulation versus voter registration tabulation. As a result, the final referendum results were accepted as credible by southern and northern Sudanese leaders and the international community.

Objective 4: Election officials in voter registration, voting, and collation centers nationwide receive training on how to administer credible elections

IFES supported preparations for referendum polling with technical assistance to refining and improving the cascade training plans, training materials, and training methodology. The SSRC/SSRB, with support from IFES and international partners, conducted a post-voter registration lessons learned exercise to identify previous weaknesses and improve future processes. Additional IFES activities included assessing later stages of the polling and counting cascade training program, providing substantive inputs to the results aggregation training plan, contributing to the SSRB data center training plan, advising on SSRC observer briefings and polling and counting trainings, and facilitating an EU lessons learned workshop.

Post-Voter Registration Lessons Learned Exercise

The SSRC/SSRB conducted a lessons learned exercise of the voter registration training program before the start of the training on polling and counting with EU funding and facilitation support from IFES. Important lessons on methodology, materials, and timing of the polling and counting training were taken into consideration and implemented in the polling activities.

Key Lessons Learned from Voter Registration Training Program

Lesson Learned	Action taken for Polling and Counting Training
<ul style="list-style-type: none"> • More interactive training and more simulations → 	Training methodology was improved and made more interactive. More time was dedicated to practical exercises.
<ul style="list-style-type: none"> • More trainers and/or smaller groups → 	Additional trainers were recruited by the SSRB and funded by IFES.
<ul style="list-style-type: none"> • More support materials → 	Support materials, such as Facilitators' Notes and additional instructions were developed by IFES.
<ul style="list-style-type: none"> • Additional training on finance and administration → 	Training on Finance and Administration was funded and facilitated by IFES.
<ul style="list-style-type: none"> • More time for training at Step 3 level → 	Step 3 level training was extended by one day.

Polling and Counting Training

Similar to voter registration training, IFES funded and facilitated the higher-level cascade training steps (Step 0 and Step 1) for polling and counting and monitored and supported both of the subsequent levels (Step 2 and Step 3). Step 0 of the cascade targeted senior SSRB trainers in Southern Sudan, as well as senior SSRC members and trainers from four selected training institutes in northern Sudan. In the South, Step 1 targeted SHC trainers and UNIRED state trainers, while in the north, Step 1 training targeted representatives from State Referendum Committees (SRC), SSRC representatives, and institute trainers.

The methodology used for polling and counting training was more interactive and participatory than training for voter registration. Additional time was spent on practical demonstrations and simulations as well as to the filling-in of forms. The referendum results form was given particular attention as a result of difficulties experienced with completing voter registration forms. In addition, the "Trainers' Guide" originally developed for voter registration was improved and extended. Facilitator notes and checklists were developed as tools for trainers during subsequent steps and complementary materials to the manual were produced and added to the guide with positive effects.



SSRB Polling and Counting Training Events, December 2011

Due to proper planning, additional training teams, better materials, and generous timelines, Step 0 and 1 trainings in Juba and Khartoum were well-prepared and organized and all materials arrived on time. Participants were attentive and eager to learn throughout the events and the interactive methodology was appreciated in post-event evaluations.

SSRB Referendum Results Aggregation Training

The SSRB designed and implemented an additional training module for referendum results aggregation at the state and county levels in early-January 2011. Voter registration results tabulation revealed weaknesses in the results aggregation process at the referendum center level. IFES advisors provided substantive inputs to SSRB aggregation training plans and participated in the initial training sessions sponsored by UNIRED and supported by EU advisors. IFES also monitored trainings in Malakal and Rumbek and organized flights with the SSRB aircraft to facilitate movement of SSRB and EU trainers among the states. The results aggregation trainings were considered successful and contributed to the higher quality of the referendum results forms processed by the SSRB Data Center.

SSRB Data Center Operations Training

The SSRB Data Center management team benefited from IFES contributions to the training program for data center officers. The training materials, forms, and presentations designed and developed by IFES were utilized by the data center managers to cover data entry, clearance, and quarantine procedures. Close support was provided to the organization and conduct of training events and software testing sessions. IFES advisors provided reports analyzing problematic areas from filling out voter registration results forms to improve similar areas during the polling and counting results forms training. The referendum results tabulation process resulted in smooth and efficient operations lasting only ten days, a marked improvement from the nearly three weeks needed to complete voter registration tabulation.

EU Referendum Lessons Learned Workshop

Per the request of EU technical advisors, IFES supported post-referendum lessons learned workshops with SSRC/SSRB management and officers on 18-19 February in Juba and 15-16 March 2011 in Khartoum. The workshop goals were to identify key issues from voter registration and polling to recommend solutions for future electoral events.

The Juba workshop was well-attended by all levels of the SSRB administration, including SSRC officials; SSRB Central Office directors, managers, and officers; SHC Chairpersons and officers; and CSC Chairpersons and officers. Representatives from eight states were present and actively engaged in discussions, breakout groups, and presentations. In Khartoum, participants were SSRC management and a delegation of seven SSRB officers. International representatives from IFES, UNIRED, NDI, IRI, IOM, Mercy Corps, and The Carter Center also participated in the workshop exercises.

Participants in both workshops reported similar issues during voter registration and polling. The most common challenges included the following points:

- **Timeline:** Inadequate time to prepare for and conduct referendum activities resulting in rushed and oftentimes inadequate events related to training, operations, and logistics.

- **Communications:** Poor response time from the SSRB in Juba to issues and needs; confusing or contradictory orders or directives from the Central Office, inadequate numbers of satellite phones and credits, and difficulties communicating with remote referendum centers.
- **Logistics:** Difficulties in distributing materials and personnel due to poor transit infrastructure, inaccessible areas, and long distances between referendum centers.
- **Equipment:** Insufficient number of vehicles at the state and county levels; lack of qualified technicians to install generators, repair computers, and address equipment needs; deficiency in providing generator-related supplies (i.e., oil, fuel, parts, and maintenance).
- **Finances:** Inadequate budgets affecting all activities: staff salaries, equipment maintenance, materials transportation, operational activities, logistical arrangements, communications, public outreach, and voter education.

The post-referendum lessons learned workshops enabled SSRC/SSRB management and officers a timely venue for analyzing, presenting, and sharing information. The two workshops also provided participants with the only opportunity to present their experiences and offer insight into the referendum process, as no other lessons learned exercises were conducted by international partners.



SSRC/SSRB Officers and IFES Advisor during Lessons Learned Event in Juba, February 2011

Objective 5: Necessary commodities are provided to maximize operational efficiency and public confidence in election procedures

Polling and Counting Procedures Manuals and Materials

IFES printed approximately \$56,300 worth of polling manuals, journals, material transfer forms, results forms, explanatory leaflets, training posters, and rules and regulations in support of the referendum.

Polling and Counting Referendum Center Kits

Within an extremely tight timeframe, IFES procured and delivered polling and training kits which allowed for in-country distribution to all polling centers and training venues. A total of 4,188 polling kits and 580 training kits were delivered to Khartoum, Juba, and eight OCV countries. The total cost of

procuring and delivering these polling and training kits was approximately \$2,200,000. The contents of the kits included forms, stamps, seals, lamps, indelible ink, and a variety of stationery.



SSRB Polling Center Kits and Materials, December 2011

SSRC/SSRB Close-out and Asset Disposition

During the period following the Southern Sudan referendum, the SSRC/SSRB developed and implemented policies for closing down operations and disposing of USAID-procured assets before the end of operations in July 2011. IFES management and advisors recommended policies, negotiated agreements, prepared assets, and distributed materials to USAID-approved recipients. The SSRB carried a heavier burden than the SSRC in addressing the end of its operations as the bulk of referendum materials—used/unused ballots, registration books, and other commodities—were located in the State High Committee (SHC) warehouses. The SSRC/SSRB received USAID approval to distribute computers, furniture, and other equipment to 35 local national groups in the north and south. The SSRC/SSRB closed its offices and ceased all operations by 31 July 2011. Key achievements are highlighted below within the context of the first and fifth Task Order objectives.

Objective 1: The legal and regulatory framework for national elections is completed in a timely and credible manner

IFES provided technical assistance to the development of policy recommendations for the destruction/retention of referendum materials and the disposition of IFES/USAID-procured assets at the national, state, and county levels.

Referendum Materials Retention/Destruction Policies

Prior to the referendum in January 2011, IFES advisors initiated discussions on the policies the SSRC/SSRB would require in the post-referendum period. Document retention/destruction policies for sensitive/non-sensitive referendum materials as well as internal administrative, operational, and financial documents were proposed to the SSRC/SSRB leadership and international partners at UNIRED, EU, and IOM in February 2011. IFES researched international best practices and drafted a memorandum with policy recommendations on how to handle eight categories of materials and documents:

1. Voter Registration Books and Cards
2. Referendum Ballot Papers
3. Voter Registration and Polling Results Forms

4. Referendum Center Polling Kits
5. Referendum Ballot Boxes
6. Referendum Polling Screens
7. Miscellaneous Voter Registration and Referendum Materials
8. SSRB Administrative, Financial, and Operational Records

The memorandum outlined international practices from other electoral commissions, highlighted unique circumstances for the Southern Sudan referendum event, and presented 20 policy recommendations. IFES alerting the SSRC/SSRB to these issues paved the way for practical discussions on how to design and coordinate a joint-policy on the retention/destruction of sensitive/non-sensitive referendum materials. The SSRC managed to address its more limited materials disposal by April 2011; however, the SSRB had a more difficult time setting and implementing the policies. SSRB materials at the county level were consolidated to the state-level warehouses in March 2011, but SSRB management delayed issuing the appropriate policy directives until mid-July 2011, despite repeated prompting during joint-SSRB/IFES/UNDP asset management committee meetings from March until June 2011. At the end of the annual reporting period, the SSRB failed to implement the policy directives and referendum materials remain in warehouses pending resolution from the South Sudan government.

Objective 2: Electoral Management Bodies at the national, regional, and state levels develop the capacity to operate efficiently and independently

Task Order objective not applicable for this event category.

Objective 3: Election Management Bodies develop the technical capacity to administer and oversee key functions of elections administration

Task Order objective not applicable for this event category.

Objective 4: Election officials in voter registration, voting, and collation centers nationwide receive training on how to administer credible elections

Task Order objective not applicable for this event category.

Objective 5: Necessary commodities are provided to maximize operational efficiency and public confidence in election procedures

Procurement-related activities in the post-referendum period were dominated by the disposition of SSRC/SSRB assets procured by IFES/USAID in support of the Southern Sudan referendum and Southern Kordofan state elections.

Active engagement with SSRC/SSRB asset management committees throughout April and May 2011 resulted in three letter agreements proposing 35 local institutions and organizations for receipt of referendum equipment and materials. These agreements formed the basis for the IFES disposition plan approved by USAID in early-June 2011. IFES implemented the plan in June and July but US Department of Commerce Business, Industry, and Security (BIS) license transfers delayed distribution of computer and internet assets until August with the last state-based distributions completed by mid-September 2011. All SSRC and NEC asset distributions in Khartoum were completed by the end of July 2011.

IFES advisors and national officers in Juba and Khartoum worked closely with electoral counterparts and the IFES Washington DC team to implement the asset disposition processes under the appropriate USAID procedures that resulted in transparent and professional activities.

Retrieval of SSRB Referendum Materials

The SSRB planned and implemented the retrieval of referendum materials from the CSCs to the SHC warehouses during February and March 2011. While UNDP coordinated and supported the movement of sensitive/non-sensitive printed materials to the SHCs, such as used/unused voter registration books and ballots, IFES assisted the consolidation of all unused referendum center polling kits to the SSRB Central Warehouse in Juba. IFES advisors worked with SSRB operations officers to retrieve approximately 250 surplus polling kits (out of 4,188 procured) from all ten states. The SSRB aircraft facilitated transportation of a majority of the kits. The polling kit materials were sorted and consolidated by type to facilitate further use by the SSRB and donations to local institutions and organizations (i.e., schools and orphanages). Surplus items such as indelible ink and stationery were sent to the NEC in Khartoum in support of the Southern Kordofan state elections.



SSRB Polling Kits being Loaded in Yambio and Materials Consolidation Process in Juba

IFES advisors recommended polling kit retrieval, arranged for their return, and recycled their contents for additional local users. These activities lessened the financial burden of the NEC and contributed to the material needs of local education and social welfare institutions.

Disposal of SSRC/SSRB Assets

IFES management and national procurement and logistics officers implemented the disposition of SSRC/SSRB assets procured by IFES from early-June until mid-September 2011. The procured assets included office furniture, computing equipment, and communications systems from the central offices and data centers in Khartoum and Juba and the state and county offices.

SSRC assets were far less in volume and a written agreement on proposed recipients was reached in early-April 2011. The disposition of SSRB assets, however, required protracted negotiations to agree on the proposed recipients and quantities of assets to be received. More than a dozen meetings of the SSRB Asset Management Committee and numerous written communications and recommendations resulted in two signed agreements. After an initial USAID review and slight modification to the quantities of computer equipment proposed for universities, IFES submitted its comprehensive disposition plan on 8 June, received approval on 21 June, and initiated distributions on 23 June 2011.



SSRB Assets being Distributed to South Sudanese Recipients, June 2011

The asset disposition process that started in mid-February 2011 required a substantial amount of time to implement and complete; however, IFES ensured that the SSRC/SSRB proposed the recipients so that the conclusion of the referendum remained a Sudanese-driven process benefitting the most appropriate groups. The 35 USAID-approved recipients included the following educational and social welfare institutions, civil society organizations, and southern governmental offices:

Universities:

1. Ahfad University for Women (Khartoum)
2. Omdurman Ahlia University (Khartoum)
3. University of Northern Bahr el Ghazal (Aweil)
4. University of Bahr el Ghazal (Wau)
5. John Garang University (Bor)
6. University of Juba (Juba)
7. University of Rumbek (Rumbek)
8. University of Upper Nile (Malakal)

Social Welfare Institutions:

9. SOS Children's Village (Khartoum)
10. Sudanese Society in Care of Older People (Khartoum)
11. The Cheshire Home for Handicapped Children (Khartoum)
12. Valentino Achak Deng Foundation (Aweil)
13. Juba Orphanage Home (Juba)
14. Midwifery Center at Juba Teaching Hospital (Juba)

Civil Society Organizations:

15. Local Action Organization (Khartoum)
16. Comparative Law Society (Khartoum)
17. Sudan Production Aid (Supraid) (Juba)
18. South Sudan Women's Empowerment Network (SSWEN) (Juba)
19. South Sudan General Students Union (Juba)
20. Southern Sudan Federation of Workers Union (Juba)
21. Voice for Change (Juba)
22. Africa Youth Hope South Sudan (Juba)
23. PITA Women Association for Development (Juba)
24. Sudanese Network for Democratic Elections (SuNDE) (Juba)

Governmental Offices:

- | | |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> 25. Southern Sudan Law Review Commission (Juba) 26. Office of the Governor of Northern Bahr el-Ghazal 27. Office of the Governor of Western Bahr el-Ghazal 28. Office of the Governor of Warrap 29. Office of the Governor of Unity | <ul style="list-style-type: none"> 30. Office of the Governor of Upper Nile 31. Office of the Governor of Lakes 32. Office of the Governor of Jonglei 33. Office of the Governor of Western Equatoria 34. Office of the Governor of Central Equatoria 35. Office of the Governor of Eastern Equatoria |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

The disposal of all SSRC/SSRB assets procured by IFES complied with standard USAID policies and procedures. Asset inventories were confirmed against IFES procurement records. Computing equipment was cleared of data, assembled into work station sets, and packaged for secure distribution. All appropriate BIS license transfers were received or waived for the recipient institutions and organizations. Each recipient signed a letter pledging to abide by USAID asset transfer policies as noted in the 21 June 2011 USAID approval letter. An asset transfer form listing the equipment being transferred was signed by all recipients and IFES at the time of distribution.



SSRB Laptops being Prepared for Distribution; Civil Society Representative Signing for Assets, June 2011

SOUTHERN KORDOFAN STATE ELECTIONS

NEC and Southern Kordofan Elections

The National Elections Commission (NEC) in Khartoum prepared for and conducted the Southern Kordofan state elections during the first through third reporting periods. Voter registration was in late-January and elections were in early-May 2011. IFES provided technical assistance with operational planning, training events, and commodity procurement. Specific activities included advice on advance polling center identification, state election official training support, and essential electoral commodity procurements, such as procedures manuals, indelible ink, and ballot papers. Both events took place as scheduled; however, flaws during voter registration and controversy surrounding election results cast the final results in doubt after the elections. Key IFES achievements are highlighted below within the context of the five Task Order objectives.

Objective 1: The legal and regulatory framework for national elections is completed in a timely and credible manner

IFES provided support to revising and updating the voter registration and polling and counting procedures manuals used during the 2010 general elections for the Southern Kordofan events. Consultations and inputs were provided to NEC officials to develop the new training manuals, as procedures had changed significantly from only updating the existing Electoral Register. When NEC switched course from an update to a new registry, the manual reverted to the previous procedures with only a few modifications. IFES contracted a cartoonist and graphic designer, finalized the layout of both manuals, and printed and distributed copies to NEC officials in Southern Kordofan. The manuals were produced under intense time pressure due to last-minute procedural changes. Regardless, IFES developed, designed, and printed the materials in time for the start of voter registration and polling and counting training.

Objective 2: Electoral Management Bodies at the national, regional, and state levels develop the capacity to operate efficiently and independently

IFES advisors engaged NEC during voter registration in late-January and subsequent elections in early-May 2011. Consultations on operational planning were provided to support voter registration, voter registry exhibition, and polling center identification. Despite best efforts by IFES to develop sound operational capacity, NEC officers either declined advice and guidance or did not implement recommendations due to inefficient decision making protocols or shortfalls in financial resources or both. As a result, operational and technical deficiencies during voter registration created subsequent deficiencies in the electoral process that raised questions on the validity of election results.

Southern Kordofan Voter Registration Preparations

The NEC conducted voter registration from 24 January until 12 February 2011. During the first reporting period, IFES advisors provided substantial technical input to the procedures manual, final budget, and operational planning. The original operational plan called for the exercise to be only an update to the existing voter register, contrary to recommendations from IFES and UNIRED advisors; however, this plan was later changed, which caused operational complications. In addition, the Southern Kordofan State High Elections Committee (SHEC) intended to deploy only mobile registration teams instead of also having stationary teams that would enable a longer period to collect voter information. Despite NEC and Southern Kordofan SHEC conducting registration operations with minimal international guidance, IFES continued providing assistance to operational planning and capacity building.

Southern Kordofan Polling Preparations

IFES advisors supported and advised NEC officers to increase operational awareness, promote advance planning, and identify potential challenges during polling preparations. NEC initiated operational planning and procurement activities well in advance of the state elections scheduled from 2-4 May 2011. Identifying polling center locations, arranging logistical distribution systems, preparing poll worker training plans, and procuring electoral commodities took place in February and March 2011. Daily meetings with relevant NEC departments maintained a continual flow of information between IFES and NEC as well as often being the primary information channel for other international partners.

Polling center identification and materials distribution systems were planned and implemented by NEC in March 2011 with substantial operational inputs from IFES. Particular focus was placed on fixing the number and location of centers well in advance of the polling period to facilitate logistical planning and voter education. Guidelines were formulated and sent to SHEC with sufficient time for implementation, which increased operational planning effectiveness. Identifying 666 polling committees in 555 polling center locations allowed for more advanced logistical planning and improved voter education.

IFES played key roles in practical operational preparations, such as providing indelible ink from surplus sources, contributing to polling procedures manual development, supporting and funding cascade training plans, and procuring essential electoral commodities. NEC material burdens were lessened by facilitating the collection and transportation of unused indelible ink bottles from the Southern Sudan referendum.

Post-Elections NEC Capacity Building

After completing electoral operations, NEC requested additional technical assistance from IFES in mid-May 2011. NEC wanted to build core staff and state chairperson capacity with training events in electoral administration, operations, logistics, voter registration, and strategic planning. The departure of UNIRED electoral advisors in late-June 2011 positioned IFES as the primary provider of further operational and training support. Ongoing technical assistance was also requested for the proposed Darfur referendum. However, IFES declined additional contributions to NEC development or operations due to US legislative restrictions imposed on USAID assistance to the Government of Sudan after Southern Sudan independence. As a result, IFES closed its Khartoum office and ended Sudan operations by 31 July 2011.

Objective 3: Election Management Bodies develop the technical capacity to administer and oversee key functions of elections administration

IFES advisors actively engaged with NEC during voter registration in late-January and state elections in early-May 2011. Technical consultations were provided in support of operational implementation, polling center identification, and procured commodities delivery for both events. Despite best efforts by IFES and international partners, voter registration was a flawed process with limited voter education and technical inefficiencies; however, the elections were conducted with improvements in operational planning and considered technically sound despite claims of irregularities and close scrutiny by electoral stakeholders. During polling activities, NEC applied technical capacity built during voter registration. SHEC conducted polling activities from 2-4 May and tabulated results from 6-13 May 2011. NEC announced preliminary results on 15 May 2011. IFES technical assistance, training support, and procurement actions were provided in advance of the elections, while UNIRED advisors assisted during and after polling activities.

Southern Kordofan Voter Registration

The Southern Kordofan voter registration from late-January to mid-February 2011 was plagued with inefficiencies and uncertain decision-making that resulted in a problematic event:

- ◆ The original operational plan called for the exercise to be only an update to the existing voter register, contrary to recommendations from IFES and UNIRED advisors.
- ◆ NEC and Southern Kordofan SHEC only deployed mobile voter registration teams instead of also having stationary teams that would enable a longer period to collect voter information, which resulted in limited population coverage.
- ◆ After the voter registration update plan came under intense pressure from northern and southern political interests opposed to an update of what was considered a questionable registry from the exercise conducted prior to the April 2010 general elections, NEC reversed course and decided to conduct a completely new registration exercise.
- ◆ Operational concepts designed for the update, however, were not significantly revised for the new event, but rather, NEC insisted on mobile versus stationary voter registration teams and decided not to add any extra teams to the changed operation.

- ◆ Mobile team distribution was uneven across the constituencies, with several constituencies inadequately covered by the routing plans, which limited geographical coverage.
- ◆ Compounding operational weaknesses was the impact of repeatedly changing timelines and visitation schedules, which prevented clear voter education messages for the registration process.
- ◆ IFES-procured voter registration procedures manual also underwent last-minute revisions when training was conducted, which resulted in confusion among registration officers.
- ◆ IFES efforts to increase communications between NEC/SHEC and civil society organizations to facilitate effective civic and voter education campaigns were constrained by NEC's disregard for the importance of educating the electorate on registration activities and timelines.
- ◆ During the exhibition of the final voter roll, IFES recommended that NEC fix the number of exhibition sites and set these same sites as polling centers during the election event; however, NEC established only 230 rather than the 600 sites originally planned, citing financial and logistical challenges that forced a more limited scope of operations.

IFES advisors made every effort to provide sound technical assistance and operational guidance to NEC officers to ensure a more inclusive voter registration; however, those efforts met with limited success. The result was a constrained and inadequate voter registration with locations throughout the state visited for only one or two days by a registration team, which meant that if a person did not know when and where to be on those days, that person was not registered. Furthermore, geographical coverage was limited and many southern areas in the state were excluded. Operations affected by limited technical capacity and shortfalls in financial and material resources resulted in registering only 642,555 of 1,172,406 projected potential voters, or only 54.8% of the possible electorate. Challenges to the technical implementation of voter registration lead to a political atmosphere of mistrust and concern by stakeholders.



NEC Officers Engaged in Southern Kordofan Voter Registration Exercise in Kauda, January 2011

Southern Kordofan Polling Implementation

The operational and logistical activities implemented by NEC enabled the conduct of state elections as scheduled. Polling center locations were identified, logistical distribution systems were arranged, polling worker training was conducted, and electoral commodities were procured and delivered on time. IFES advisors supported and advised NEC officers throughout these activities to increase technical awareness, promote advance planning, and identify potential challenges during operational preparations. Daily meetings with relevant NEC departments maintained a continual flow of information between IFES and the NEC as well as between UNIRED and international partners.

The various technical flaws noted earlier in voter registration may have impacted the elections outcome by producing a questionable or incomplete voter registry. When the results were tabulated and the margins between

candidates were close, the numerous operational and technical inefficiencies and lack of geographical coverage during registration were called into question and became the source of heated contention among electoral stakeholders in Southern Kordofan.

Despite structural shortcomings during voter registration, NEC successfully conducted the operational and logistical activities in support of state elections. Even though management in the central and state-based offices demonstrated a tendency for taking a *laissez faire* approach towards operational planning and voter education, progress was made in building technical capacity. NEC increased its awareness and appreciation for how repeated and last-minute changes to activities and respective timelines resulted in significant operational and cost implications. Operational planners who previously showed unwillingness to foresee and plan for potential obstacles in electoral processes were more willing to listen to ideas for contingency planning. IFES efforts to improve technical capacity showed progress between the end of voter registration and preparations for polling. Greater advanced planning for polling center locations assisted logistical arrangements and earlier voter education ensured a more informed voting public.

Southern Kordofan Election Results

Results aggregation and tabulation were subject to intense scrutiny by national stakeholders, especially the two leading political parties—the National Congress Party (NCP) and Sudanese People's Liberation Movement (SPLM). The process appeared imperfect with several complaints raised regarding the modalities of filling out results forms, transmitting results to the Southern Kordofan SHEC and NEC data centers, and publicizing initial results. The SPLM complained about perceived irregularities regarding specific polling stations. When the complaints adjudication results were deemed unacceptable by the SPLM, its leaders withdrew from the elections and refused to acknowledge preliminary results announced by NEC on 15 May 2011. According to results announced by NEC, the incumbent NCP governor won by less than 7,000 votes. Similarly, NCP won a majority of seats in the state assembly—33 out of 54—while SPLM won the remaining seats—21 of 54.

The Southern Kordofan state elections were generally deemed technically sound and credible by national and international observers; however, they were far from operational and technical perfection. IFES procured commodities, such as ballots with security features and indelible ink, were commended by international observers as being of high quality and thus facilitating electoral event implementation.

Objective 4: Election officials in voter registration, voting, and collation centers nationwide receive training on how to administer credible elections

IFES provided technical assistance and material support to NEC training activities in advance of Southern Kordofan voter registration and state elections. Substantial inputs to voter registration procedures manuals were complemented by organizational and financial support for pre-elections training of state officials in Kadugli. The first training program started in January with a slight delay due to procedural adjustments but the second program was conducted as scheduled in April 2011.

Voter Registration Training

The Southern Kordofan SHEC implemented the cascade training program for voter registration in mid-January 2011. IFES contributed technical inputs and financial support into the initial procedures manual and printed sufficient Arabic copies. When NEC reversed course on conducting a new complete registration exercise versus an update to the previous registry, IFES advisors assisted the last-minute reversion back to the manual used for

the 2010 voter registration. SHEC conducted the training events and registration officers received correct procedural guidelines before the start of the exercise.

Polling and Counting Training for Constituency Officers

NEC implemented and completed polling and counting cascade training as scheduled in April 2011. IFES advisors worked with NEC trainers and UNIRED partners to conceptualize and prepare the training plan. The cascade training methodology involved a three-step model. In the first step, a training team from the NEC procedural department trained 32 Constituency Officers at the SHEC in Kadugli from 15-17 April 2011. IFES supported the training by financing and facilitating the venue, accommodation, and catering for all Constituency Officers and NEC training officials. In addition, IFES procured stationery, polling manuals, and mock training ballots. The IFES Operations Officer and UNIRED training advisor were present during the training and supported the NEC trainers with technical guidance.

All Step 1 training sessions were interactive with participants asking questions and entering into detailed dialogue with the trainers. Mock exercises focused on filling out forms, polling and counting procedures, and closing and opening polling centers. All trainees participated in mock exercises and filling-out sample forms. Most participating Constituency Officers were well-acquainted with the polling and counting procedures due to having the same role during the April 2010 General Elections. Consequently, the training was interactive with participants providing comments and input to the process. The training enhanced the possibility of sharing lessons learned across constituencies.



IFES-Sponsored Training of NEC Constituency Officers in Kadugli, April 2011

SHEC completed electoral training as scheduled by 25 April 2011. In Step 1, 32 officials were trained. In Steps 2 and 3, approximately 3,300 officials were trained. IFES contributed to the technical capacity of the NEC and SHEC during the training for electoral operations.

Objective 5: Necessary commodities are provided to maximize operational efficiency and public confidence in election procedures

The NEC and Southern Kordofan SHEC received electoral commodity procurements from IFES in support of voter registration and state elections. Material support included office furniture and equipment, voter registration procedures manuals, stationery, polling and counting procedures manuals, mock training ballots, indelible ink,

printed training materials, and ballot papers. An asset disposition plan was also approved by USAID for commodities procured for the NEC in support of national electoral events. At the end of the electoral process, IFES implemented the formal transfer of approximately \$120,000 in assets procured by USAID.

Voter Registration

IFES procured several items to assist preparations for and conduct of voter registration. Essential equipment and supplies procured in Khartoum and delivered to NEC supported the printing of the Electoral Register for display during the exhibition and complaints period. IFES provided A4 paper, printer cartridges, and photocopier toner worth approximately \$27,600 to the SHEC in Kadugli.

Polling and Counting Procedures Manuals

IFES printed NEC polling and counting procedures after providing technical assistance during the drafting and design of the manuals. Approximately 3,700 Arabic and 300 English manuals were procured through a local printer in Khartoum. The manuals were delivered to the SHEC in advance of the cascade training program and voter education campaign.

Mock Training Ballots

IFES procured mock ballots for training polling officers, briefing domestic observer organizations, and educating other electoral stakeholders. An IFES-hired international graphic designer finalized the graphic layout and monitored printing operations. Approximately 16,000 mock ballots were printed covering four electoral events. IFES facilitated distribution to SHEC in Kadugli as scheduled in early-April 2011.

IFES-Designed and Procured Mock Training Ballots for Southern Kordofan



State Elections Ballot Papers

IFES supported NEC with the design and procurement of approximately 3.1 million ballots for the state elections. The IFES graphic designer worked closely with NEC officers to design and finalize the layout of 35 unique ballots divided into four different races: governor, party list, women's list, and geographical constituency. There were a total of 32 constituencies in Southern Kordofan.

Ballot design contained IFES-recommended anti-copy and micro-text features intended to improve security and prevent fraudulent activities. The ballot papers were printed only in Arabic despite IFES recommendations to prepare bi-lingual ballots that included English as prescribed in the 2005 Interim National Constitution of the Republic of Sudan. The ballot templates were completed and transmitted to the printers on time through the joint-efforts of IFES advisors and NEC officials. The technical capacity of the NEC was increased by IFES funding and facilitating two officers traveling to Dubai to supervise the printing of the ballots with tutelage from the IFES graphic designer. The group worked closely to monitor the type-setting, printing, labeling, and packaging of the ballots. NEC onsite supervision also contributed to greater national confidence in the IFES/USAID-procured ballots.

IFES supported on-time ballot delivery to Southern Kordofan in late-April 2011 by funding and facilitating a commercial aircraft to transport ballot papers from Dubai to Khartoum and onward to El Obeid, the capital of Northern Kordofan. UNMIS logistical teams transported the ballots by road to the SHEC warehouse in Kadugli and facilitated onward shipping to the polling constituencies. All ballots reached their respective polling centers as scheduled.



Southern Kordofan State Election Ballots arriving in El Obeid before Transportation to Kadugli, April 2011

Indelible Ink

IFES procured, provided, and delivered the indelible ink used during polling. In addition to 1,000 bottles of new indelible ink, IFES facilitated the collection and transportation of approximately 2,000 bottles of surplus ink from the Southern Sudan referendum. Surplus bottles were collected from voter registration and polling kits in northern and Southern Sudan. The additional bottles allowed for an early distribution of electoral commodities to distant polling centers and optimized the use of in-country resources.

ABYEI AREA REFERENDUM

Abyei Area Referendum Commission

The 2005 Comprehensive Peace Agreement (CPA) stipulated that the Abyei Area Referendum Commission (AARC) be established simultaneously with the SSRC. However, due to political deadlock involving specific technical issues, such as eligibility and citizenship, the AARC was never established. Consequently, IFES had no referendum management body (RMB) to support. Regardless, IFES proactively researched the 2008 Abyei Area Referendum Act, drafted legal analyses, prepared operational timelines, and developed logistical deployment plans in preparation for a potential event. In late-December 2010, the formation of the AARC was indefinitely suspended pending resolution of political and technical issues. In early-May 2011, USAID requested IFES to prepare a memorandum and propose timelines on the modalities and activities necessary to conduct a referendum in advance of 9 July 2011. However, the situation remains stalled by the lack of political settlement between north and south, resulting in no activity taking place with regard to the Abyei area referendum. Consequently, no progress was made on the five Task Order objectives from January until September 2011.

IFES is prepared to re-engage planning for a referendum if a political settlement is reached and the Abyei Area Referendum Commission (AARC) is established. Given the independence of South Sudan and the end of IFES operations in Sudan, a new implementation protocol may be required with the northern Sudanese government to implement any future electoral operations.

SOUTH SUDAN INSTITUTIONAL DEVELOPMENT

South Sudan Legal and Electoral Framework Development

The Republic of South Sudan requires new legal and electoral frameworks to secure democratic governing structures. Establishing legislation that contains the electoral institutions by which future events shall be conducted and administered remain pending activities. The Transitional Constitution of the Republic of South Sudan enacted on 9 July 2011 provides the legal impetus for establishing new electoral legislation and an

independent elections commission. During the second through fourth reporting periods, IFES advisors researched legal and regulatory framework issues related to the electoral institutions and processes expected to emerge from the 2005 CPA-driven electoral events.

IFES research and analysis on the legal and electoral issues associated with South Sudan electoral management and institutional development included the following deliverables:

- ◆ Comparative analysis of international and regional constitutions and electoral legislation that examined representative electoral management issues to provide relevant examples from countries containing similar post-conflict state-building situations. Fact sheets summarizing six constitutions were produced: Kosovo, East Timor, Montenegro, South Africa, Kenya, and Sudan.
- ◆ Analysis of the draft Transitional Constitution identified issues related to the proposed electoral provisions. Advisors also participated in numerous consultative meetings and briefings by groups concerned about constitutional issues and observed sessions of the Government of Southern Sudan Legislative Assembly during public consultations.
- ◆ Research, presentations, and pamphlets on the design, development, and operation of electoral systems (see Annex 1) and electoral management bodies (see Annex 2) for stakeholder education.
- ◆ Memoranda on linkages between developing a Civil Registration and Vital Statistics System (CRVS), conducting a new population census, and creating a permanent voter registration system.
- ◆ Workshops (BRIDGE) and seminars on electoral administration, electoral systems, electoral frameworks, and electoral management bodies for appropriate stakeholders—electoral officials, government entities, political parties, civil society, and the international community.
- ◆ Draft National Elections Act to the new South Sudan Ministry of Justice (MoJ) that contained revisions and recommended improvements based on the 2008 Sudan National Elections Act. The drafting process was supported with 1) a comparative analysis of parliamentary structures (see Annex 3), 2) a research note on the challenges and options in preparing new electoral legislation (see Annex 4), and 3) an explanatory note to the MoJ on the administrative, technical, operational, and procedural modifications inside the draft elections act (see Annex 5).

As the IFES program transitioned from intense operational capacity building for scheduled electoral events in the first and second reporting periods to long-term institutional capacity building in the third and fourth periods, IFES offered specialized advisory services to those entities involved in future electoral management and institutional development. Analysis of national and international legal and electoral frameworks and associated processes provided a bank of knowledge that enabled IFES to immediately respond to the MoJ request in the fourth reporting period for technical assistance in the development of the new elections law mandated by the Transitional Constitution.

IFES is committed to building long-term capacity for professional electoral management based on international best practices adapted to the South Sudan context. The goals for supporting key institutions with the ability to make appropriate decisions and conduct electoral activities resulted in a series of electoral training seminars and workshops in the third and fourth reporting periods that increased knowledge of electoral processes among electoral stakeholders. Key IFES achievements are highlighted below within the context of the first and fifth Task Order objectives.

Objective 1: The legal and regulatory framework for national elections is completed in a timely and credible manner

IFES researched and analyzed legal and electoral frameworks covering constitutional development, electoral legislation, electoral systems, electoral management bodies, and electoral dispute resolution mechanisms in preparation for providing technical assistance to South Sudan electoral management and institutional development.

Comparative Analysis on Constitutional Electoral Provisions

Prior to independence in July, the Government of Southern Sudan (GoSS) commissioned a Technical Committee in February 2011 to prepare a "Transitional Constitution" based on revisions to the 2005 Sudan interim constitution. The Technical Committee work, however, was a process driven by Southern Sudanese political leaders with minimal contributions from other national or international stakeholders, despite efforts by opposition political parties and civil society organizations to provide contributions. The Transitional Constitution is intended as an interim framework that will be replaced by a Permanent Constitution after public consultation through a constitutional conference on the governing structures for the Republic of South Sudan.

In preparation for future constitutional development, IFES researched electoral provisions in various constitutions that might serve as examples for the South Sudan context. A comparative analysis of five countries was produced that examined relevant constitutions based on the following criteria:

- ◆ Newly-created states (Kosovo and East Timor)
- ◆ Statehood obtained through a referendum (Montenegro)
- ◆ States resulting from a revolutionary struggle (South Africa)
- ◆ Neighboring state (Kenya)

Electoral provisions from these five states were compared and contrasted to each other and then to the interim constitutions for Sudan and Southern Sudan. The comparative analysis cited articles and sections focusing on the following topics:

1. Electoral and referenda matters
2. Electoral management bodies (composition/function/mandate)
3. Procedures for calling a referendum
4. Definitions of constituencies
5. Provisions on the "right to vote" and "division of powers"
6. Classifications on types of political systems
7. Provisions guiding the conduct of a census

Analysis ascertained the extent to which electoral provisions were included in the selected constitutions and provided an overview of different systems in place. Additional points included the size of representative bodies and alternative solutions to unique situations involving local populations (i.e., minorities, religious/ethnic groups). A comprehensive framework of associated topics and issues was summarized into individual issue memoranda, organized by country, and compared to key issues related to the South Sudan context.

Comparative Analysis of Electoral Legislation as Related to Electoral Administration

In preparation for South Sudan developing new electoral legislation to replace the 2008 Sudan National Elections Act, IFES advisors researched and prepared a comparative analysis of electoral legislation from regional countries and those experiencing similar post-conflict state-building situations. Examining electoral laws and the structure

of electoral management bodies from four of the five countries examined for the constitutional issues above provided a basis of comparison for developing new electoral laws (Kenya not included as its electoral law is still in draft form only). The selected countries were based on the following criteria:

- ◆ Newly-created states (Kosovo and East Timor)
- ◆ Statehood obtained through a referendum (Montenegro)
- ◆ States resulting from a revolutionary struggle (South Africa)

Electoral legislation typically contains the rules and regulations governing electoral processes, such as when elections are held, how candidates are nominated, and which systems are used to conduct voter registration, polling, and results announcement. The breadth of electoral topics covered in such laws can be comprehensive in scope or limited to specific types of electoral events (i.e., presidential, parliamentary, etc.). Understanding the different facets of electoral law is a vital aspect to developing legislation applicable to the South Sudan context.

The electoral laws of the four states were compared and contrasted to each other to identify and determine the relationships between different electoral topics. The comparative analysis cited relevant articles and sections focusing on the following topics:

1. Electoral management bodies (nomination/appointment)
2. Voter eligibility
3. Voter registration
4. Pre- and post-polling procedures
5. Political entities candidate registration
6. Election campaigning and spending
7. Role of the media
8. Observation provisions
9. Complaints and appeals procedures (votersm political parties)

Analysis ascertained which electoral provisions were included in the selected laws and provided an overview of the different mechanisms in place. A comprehensive framework of associated topics and issues, organized by country, may assist lawmakers, electoral practitioners, and stakeholders to learn from the experience of other countries and consider procedures devised and applied in similar electoral context.

Transitional Constitution Development Observations

The Technical Committee drafting the Transitional Constitution released its first draft in mid-April, but after substantial opposition from various political and civil society interests, a second revised draft was circulated in early-May 2011. However, the second version did little to quell political concerns and approximately six weeks of intense public debate ensued. The Southern Sudan Legislative Assembly (SSLA) held public consultations based on subject areas from the draft Transitional Constitution.

IFES advisors observed many of the SSLA sessions throughout May and June 2011. The issues of public concern ran the gambit of governance provisions, from too much emphasis on presidential powers to the composition, appointment, and removal of existing and new national and state-based legislative assemblies, commissions, and committees. The debate between centralized authority and decentralized structures was intense among state-based interests. Electoral concerns included the process and timeline for establishing electoral legislation and an

elections commission, adequate provisions for judicial review of electoral appeals, and how by-elections from 2010 general elections would be conducted. The public consultation process resulted in further modifications to the draft document. Three days before independence on 9 July 2011, the SSLA approved the "Transitional Constitution of the Republic of South Sudan" with an overwhelming majority (140 in favor, 5 against, 4 abstentions). The Transitional Constitution provides for enactment of an elections law within three months of its promulgation and an independent elections commission within one month of passing the elections law (Chap. III, Art. 197).

Ongoing legal and electoral framework research from February until August enabled IFES to prepare electoral management recommendations in June and support the new Ministry of Justice in September 2011 with technical assistance in drafting the elections law that will guide future electoral processes.

South Sudan Electoral Management and Institutional Development Recommendations

IFES provided four key recommendations based on legal and electoral framework analysis to the then Ministry of Legal Affairs and Constitutional Development (MoLACD) in June 2011:

1. **Developing Electoral Provisions to Permanent Constitution and Elections Law:** Recommended that the future constitution includes general democratic and electoral principles, inspired by international best practices. Recommended that new elections law provides details on the electoral system and defines the appointment, structure, tasks, and authorities of the future elections commission.
2. **Designing New Electoral System:** Recommended interactive workshops on electoral systems that are designed to explain the functions and outcomes of possible systems, and assist in designing a system appropriate to the South Sudan context.
3. **Establishing New Election Management Body (EMB):** Recommended that an independent elections commission be established in the immediate future to allow time for organizational and operational capacity building. Recommended the elections commission be given oversight and supervisory powers over the entire electoral process. Certain activities, however, such as voter registration and public outreach, could be conducted in coordination with other government institutions or national organizations to maximize available resources.
4. **Preparing a Civil Registry and Vital Statistics System (CRVS):** Recommended developing a long-term CRVS strategy for supporting the state-building process that also incorporates mechanisms for generating the data needed for an efficient and permanent voter register.

The research and analysis leading to these recommendations served as the basis for providing technical assistance to the Ministry of Justice (former-MoLACD) in September 2011 in support of establishing new democratic governance systems for South Sudan.

South Sudan Ministry of Justice Technical Assistance

The Ministry of Justice (MoJ) requested IFES technical assistance and support to the drafting of a new elections law near the end of the fourth reporting period. IFES was approached by MoJ in early-August 2011 seeking information on developing a new elections law in line with the Transitional Constitution requirements. The initial meeting with the Minister of Justice (9 August) was facilitated by the Deloitte MoJ advisor. The subsequent discussion on electoral issues and looming constitutional deadline resulted in a series of consultations with first the Undersecretary (17 August) and then the Deputy Minister (10, 17, and 24 September). In mid-September, the

MoJ officially requested that IFES support the drafting of the new South Sudan National Elections Act, based on appropriate revisions to the 2008 Sudan National Elections Act, on an expedited basis to meet the early-October 2011 deadline.

During the process of developing the new elections law, several electoral policy challenges had to be considered by MoJ to provide an adequate legal framework for future electoral processes that meets international standards within the South Sudan context. These challenges were primarily driven by timelines for conducting by-elections and the need for all vacant seats in the National Assembly to be filled with by-elections—even if these seats were originally filled through appointments. Additional challenges included administrative, technical, operational, and procedural clarifications and adjustments needed to streamline the establishment of the elections commission, operation of the electoral system, and development of electoral dispute resolution mechanisms.

IFES advisors were prepared for this substantial task due to previous research and analysis and produced four draft versions for review and comment by the MoJ between 17 and 30 September 2011. The version delivered at the end of the reporting period was accompanied by an IFES explanatory note that explained the general basis for revisions and outlined key areas of the electoral process that needed to be assessed and addressed. The draft elections act was updated to 1) reflect the situation in South Sudan, 2) incorporate international standards, 3) accommodate appropriate recommendations from reports by national and international observer groups during the 2010 general elections and 2011 referendum, and 4) include appropriate recommendations from international technical experts.

The draft elections act included revisions and improvements over the 2008 elections act by creating processes that are operationally implementable, transparent, and inclusive. Significant modifications centered around four key components:

1. **Framework establishing the South Sudan National Elections Commission (NEC)** – The NEC requiring a legal and organizational framework to establish its independence, composition, structure, and authorities, as well as administrative, financial, and staffing guidelines. Relationships with other electorally related governmental bodies require definition to allow streamlined processes that are clear, efficient, and manageable.
2. **Electoral System for Government** – The previous electoral system was based on the 2008 Sudan National Elections Act, which structured elections for the current government, requires revision to create a more representative and more accessible process in the South Sudan National Elections Act.
3. **Process by which Regular Elections will be Conducted** – Provisions require careful consideration in advance of the next general elections to improve the democratic process. Two key points require assessment:
 - a. ***Process by which Election Disputes are Resolved*** – A stronger and clearer complaints process will help ensure that future electoral processes are considered credible through proper administrative and judicial mechanisms.
 - b. ***Campaigning Provisions*** – Establishing the credibility of campaign processes requires clearer provisions regarding the support given to contestants, manner in which such support is provided, and accountability of financial expenditures.
4. **Process by which By-elections will be Conducted** – Given the necessity for holding by-elections for vacant National Assembly seats, the by-elections framework requires clarification and time constraints imposed by the Transitional Constitution require due consideration.

IFES consultations with MoJ officials were productive and recommendations duly considered in the light of the above points. IFES advisors are still actively engaged with MoJ officials in support of election act drafting. Additional activities in October 2011 are expected to include the following:

- ◆ Second MoJ consultation meeting on draft elections act
- ◆ Providing technical briefing to MoJ leadership and director generals
- ◆ Finalizing draft elections act for public distribution to electoral stakeholders
- ◆ Conducting a two-day public consultation and workshop with electoral stakeholders to introduce the elections act and receive feedback and input on the proposed modifications
- ◆ Submitting updated draft elections act and summary of public consultation recommendations for MoJ review and consideration
- ◆ Third MoJ consultation meeting on updated draft elections act
- ◆ Submitting final draft elections act for MoJ review and preparation for executive and legislative review

The next step in developing the elections act is for the MoJ to submit the final draft to the Council of Ministers for review and comments. After due consideration and possible revisions, MoJ is to submit the next version to the National Legislative Assembly (NLA) for review and passage into law. The NLA is likely to conduct another round of public consultation leading to additional proposed revisions. The timeline for completing this legal process is indeterminate, but IFES will be prepared to assist and support the electoral legislation activities as requested by South Sudan executive and legislative bodies.

Objective 2: Electoral Management Bodies at the national, regional, and state levels develop the capacity to operate efficiently and independently

Task Order objective not applicable for this event category.

Objective 3: Election Management Bodies develop the technical capacity to administer and oversee key functions of elections administration

Task Order objective not applicable for this event category.

Objective 4: Election officials in voter registration, voting, and collation centers nationwide receive training on how to administer credible elections

IFES support to South Sudan electoral institutions and processes included stakeholder engagement and education activities. Assisting governmental, political party, and civil society representatives with the knowledge to understand complex electoral issues and make appropriate decisions contributes to societal capacity when establishing democratic governance systems. Progress in this goal was achieved by conducting two seminars on electoral systems in the third reporting period and a two-week workshop introducing electoral administration and management in the fourth period with a variety of electoral stakeholders.

Introductory Electoral Systems Presentations

IFES introduced electoral systems design to an assembly of Southern Sudanese political party members during a joint-workshop on constitutional development held by NDI and IRI from 15-16 April 2011. In addition, a seminar on electoral systems design was conducted to officers from the SSRB, members of the Southern Sudan Women's

Empowerment Network (SSWEN), and officials from USAID on 9 June 2011. The first event contained approximately 50 participants and the second approximately 15 participants.

The presentation topics included the following points on electoral systems and structures:

- ◆ Definition and impacts of an electoral system
- ◆ District size, boundary delimitation, election formula, and ballot structure
- ◆ Majoritarian and plural electoral systems
- ◆ Proportional representation and mixed electoral systems
- ◆ Illustrative examples and comparisons of the different systems
- ◆ Components of electoral systems
- ◆ Pros and cons of different components
- ◆ Legal frameworks that codify electoral systems

The presentations included a summary and analysis of the electoral system used during the 2010 general elections, noting operational and administrative complexities. Both audiences paid close attention and asked numerous questions. The first group was concerned about future electoral system design and how to avoid the controversial outcomes generated by the previous system. The second group focused on how an electoral system is designed, who designs it, and how civil society can contribute to the design process. IFES advisors supported the presentation with additional information on legal framework development and by emphasizing the importance of consultative processes between government decision makers and civil society to ensure the electoral system secures democratic representation.



IFES Introduces Electoral Systems to Political Party and Civil Society Representatives, April and June 2011

BRIDGE Electoral Administration and Management Workshops

In support of building long-term capacity for professional electoral management, IFES consultants conducted two five-day workshops using methodology and modules from the Building Resources in Democracy, Governance, and Elections (BRIDGE) professional electoral development program. The workshops took place in late-August and early-September 2011 with 19 participants (5 women, 14 men) during the first event and 21 participants (8 women, 13 men) during the second event. A broad spectrum of stakeholder groups was represented: former SSRB administration, domestic observers, census bureau, political parties, civil society, legislative assembly, office of the president, ministries of justice and parliamentary affairs, and international organizations.



IFES-Sponsored BRIDGE Electoral Administration Workshop, August-September 2011

The workshops utilized the BRIDGE "Introduction to Election Administration Module" that is designed to provide an understanding of fundamental concepts in election administration and related activities through interactive learning techniques. The scope of training focused on two core areas:

- ◆ **Electoral Administration:** Institutional, organizational, and regulatory systems for planning and implementing electoral events.
- ◆ **Electoral Legislation:** Legal frameworks establishing the structure, laws, and rules by which electoral events are organized and conducted.

The subject areas included electoral management principles, international standards, legal frameworks, electoral stakeholders, election management body design, voter registration, electoral cycle, observation, operational planning, and sustainability of electoral processes.



SSRB Electoral Officers Participating in Workshop and Receiving Certificates, September 2011

Participant feedback from the first event was extremely positive with the former-Minister of Parliamentary Affairs Martine Elias Lomoro stating in closing remarks: "I do not give high marks to most training activities, but this BRIDGE workshop was the best training I have ever attended". Participant feedback from the second event was extremely positive with many commenting that the interactive method greatly increased their ability to understand and learn complex electoral issues. Chief Justice Chan Reec Madut (former SSRB Chairperson) presented closing remarks and encouraged the participants to take advantage of IFES training events to contribute to society through electoral activities.

The BRIDGE-based training event was part of the IFES program to build electoral capacity as well as increase knowledge on electoral issues across the spectrum of electoral stakeholders in South Sudan. Stakeholders who receive knowledge from such educational events will likely contribute more effectively to the political and social dialogue expected to emerge from the process of developing a permanent constitution, new electoral legislation, and a new elections commission.

South Sudan Electoral Stakeholder Relations

During the fourth reporting period, IFES met with several national and international organizations to seek new relationships and discuss the potential for collaborative efforts for mutual programs in support of democracy and governance development in South Sudan:

1. Management Systems International (MSI) (2 August)
2. South Sudan Center for Census, Statistics, and Evaluation (SSCCSE) (2 August)
3. Sudanese Democratic Election Observation Program (SuDEMOP) (3 August)
4. Sudanese Network for Democracy and Elections (SuNDE) (10 August)
5. Electoral Institute for the Sustainability of Democracy in Africa (EISA) (29 August)
6. The Carter Center (TCC) (1 and 30 September)
7. South Sudan Judiciary (SSJ) (8 September)
8. European Union (EU) (12 September)
9. UN Mission for South Sudan (UNMISS) (22 and 30 September)

IFES also maintained close contact with USAID democracy and governance partners: the National Democratic Institute for International Affairs (NDI) and International Republican Institute (IRI). IFES advisors and national program officers attend weekly constitutional development meetings and provide technical support and assistance on legal and electoral framework issues as requested.

Objective 5: Necessary commodities are provided to maximize operational efficiency and public confidence in election procedures

Task Order objective not applicable for this event category.

During the first quarter of the next annual period, IFES will continue to engage with governmental and electoral stakeholders. Contributing expertise and knowledge to anticipated debates, as South Sudan decides the course of its future governance, is expected to support passage of an elections act, establishment of an elections commission, and preparations for developing a Permanent Constitution.

III. CROSS CUTTING ISSUES

Technical Assistance Challenges

Over the course of the annual reporting period, IFES faced and overcame several challenges that cut across the technical assistance and material support activities in support of the referendum and electoral events. In the first reporting period, the short timeline for establishing SSRC/SSRB administrative and operational capacity created complications when preparing for and conducting activities:

- ◆ First, voter registration and polling rules and regulations were approved and published only shortly before required in advance of the referendum events. For example, the "Voter Registration Rules and Regulations" were officially circulated only one day before the start of voter registration; similarly, the "Media Campaign Regulations" were approved on 13 December 2010. Subsequent regulatory clarifications were provided by the SSRC/SSRB when provisions contradicted event procedures that were published much earlier than regulations.
- ◆ Second, delivery and distribution of electoral commodities in a post-conflict region like Southern Sudan was further complicated by tight event timelines. Proactive procurements and extraordinary attention to facilitating importation and customs documentation and onwards distribution kept the referendum process on track, while maintaining proper procurement policies.

In the second and third reporting periods, IFES faced challenges from the SSRC/SSRB, which exhibited hesitance in making difficult decisions during post-referendum close-out activities, and the NEC in Khartoum, which displayed weak capacity for efficient electoral operational planning. IFES management and advisors worked with both organizations to mitigate these challenges:

- ◆ **SSRC/SSRB:** Management in both offices appeared reluctant to formulate essential policies directing the reduction of staff, retention/destruction of referendum materials, and disposal of assets. IFES was not involved in the first issue, but in support of the other two issues, IFES prompted decisions, advised committee meetings, and submitted written recommendations on appropriate actions. Regardless, the tendency to delegate decision-making resulted in excessive delays. IFES exerted its efforts to push the time-sensitive issues with mixed results. Policies for the retention/destruction of referendum materials were never implemented, but progress was achieved on disposing of national, state, and county level assets procured by IFES/USAID.
- ◆ **NEC:** Management in the central and state-based offices demonstrated a tendency towards inefficient operational planning and inadequate voter education. The lack of awareness on operational and cost implications for last-minute changes to voter registration and polling events and respective timelines resulted in technical inefficiencies that raised questions on the validity of the elections results. Operational planners also showed an unwillingness to foresee and plan for potential obstacles in electoral processes, which constrained contingency planning. IFES efforts to improve operational capacity showed progress between the end of voter registration and beginning of polling. Greater advanced planning for setting polling center locations assisted logistical arrangements and enabled earlier voter education campaigns.

In the fourth reporting period, IFES overcame challenges to engaging with new South Sudan governmental counterparts on legal and electoral framework development by conducting informational seminars and workshops on electoral issues to a broad spectrum of governmental, political party, and civil society stakeholders. These educational activities increased public visibility of IFES contributions to the referendum process and assisted in establishing new relationships among political and civil groups. IFES also leveraged existing relationships with former-SSRB officials to promote IFES advisory services with key potential governmental counterparts. As a result, the Ministry of Justice approached IFES with a request for technical assistance in support of developing the new elections law in September 2011.

Despite the cross-cutting challenges of establishing administrative and operational capacity under short timelines, procuring electoral commodities under difficult logistical conditions, and managing the institutional restraints of

low-capacity in electoral and governmental bureaucracies, IFES provided the technical assistance, material support, and advisory services necessary to achieve or exceed all five program objectives.

Environmental Compliance

The only IFES program activity involving environmental issues was the disposition of the former SSRC Data Center temporary self-containment unit (TCU) to the University of Juba (UoJ) in mid-June 2011. Reassembling the TCU at the proposed UoJ site required a reinforced concrete foundation to support the structure. USAID directed IFES to prepare an Environmental Screening Form (ESF) and then an Environmental Review Report (ERR) for the proposal. IFES complied with the environmental policies and USAID approved a revised plan in mid-July 2011. IFES monitored the reassembly process, and despite several delays, the work was completed by the end of September 2011.

Lessons Learned

During the course of supporting SSRC/SSRB and NEC activities as well as observing legal and electoral institutional development, several lessons were identified and learned for future program events:

- ◆ **Procurement Operations:** Timely procurement and delivery of electoral commodities to the field was achieved, but providing stronger and more accountable structures for assuring quality throughout the entire supply chain—from production to packing to delivery—required special attention to freight forwarder services and communication lines between the supplier and client. Difficulties experienced during the Southern Sudan referendum were avoided during the Southern Kordofan state elections.
- ◆ **SSRC/SSRB:** Providing technical assistance to disposing referendum materials, allocating assets, and closing down operations for a non-permanent electoral institution was complicated by the sudden dispersal of management and officers following the event. Only a few key counterparts remained to complete post-event activities. In the future, more advanced planning, activity timeline agreements, assertive advisory efforts, and clearer communication lines on requirements are advisable to avoid overloading counterparts and experiencing long implementation delays.
- ◆ **NEC:** Lack of capacity to accept international advisory recommendations during the Southern Kordofan state elections, despite sound advice offered to operational planning, required willingness to allow counterparts to make errors. Implementing electoral activities—especially during voter registration—demonstrated the tendency for reactive rather than proactive approaches toward potential obstacles and constraints to electoral processes. A key lesson was that in some cases, an electoral institution must make its own mistakes to see the value of the technical advice offered. This lesson was illustrated by NEC commissioners who were more open to IFES operational planning recommendations in advance of the polling period after the technical difficulties experienced during voter registration.
- ◆ **Legal and Electoral Framework Development:** During observations of the Transitional Constitution development process, the lack of political leadership receptivity towards transparent decision-making was readily apparent. The closed sessions of the Technical Committee, followed by reluctance and even opposition to public input and consultation during the legislative review process, revealed the need to sensitize decision-makers to the principles of democratic consensus building. This lack of consultative sophistication has the potential to complicate the development of new legal frameworks guiding future electoral institutions and processes. As IFES engages with executive and legislative governmental entities, awareness of this leadership tendency towards controlled processes and the development of strategies for mitigating the behavior may enable more productive and effective advisory services.

IV. PROGRESS ON INDICATOR TARGETS (QUANTITATIVE IMPACT)

Summary Indicator Table

Indicator	Annual Target FY11	Quarterly Achievement Q1	Quarterly Achievement Q2	Quarterly Achievement Q3	Quarterly Achievement Q4
P1(GDJ 3.2)	6	6	3	--	--
1.1	6	6	3	1	--
2.1 (GDJ 3.2)	NEC	36	--	--	32
	SSRC	55	266	--	--
	AARC	9	--	--	--
3.1	2 of 3	1	2	1	--
4.1	5	6	3	3	--

V. MONITORING

During the annual reporting period, IFES achieved or exceeded all of its performance monitoring indicators, except for activities in support of the Abyei Area Referendum Commission because the entity was never formed. In the first quarter, IFES made substantial progress in fulfilling the goals set in the Performance Monitoring Plan (PMP). In the second quarter, less progress was made as the Southern Sudan referendum took place in January 2011 and IFES engagement with the Southern Kordofan state elections was limited to operational planning and procuring electoral commodities. In the third quarter, progress was achieved as NEC procurements were finalized and IFES supported polling and counting training in Southern Kordofan. In the fourth quarter, IFES trained former-SSRB electoral officers and other electoral stakeholders from governmental entities, political parties, and civil society organizations. All supporting SSRC/SSRB and NEC correspondence as well as meeting minutes, work product, printed materials, and status reports from the regulatory, training, database management, and field operations advisors are available for review by USAID at any time in the IFES office in Juba.

During the USAID Data Quality Assessment (DQA) conducted in late-September 2011, IFES was advised to review the current PMP and revise the performance indicators to include "impact oriented" benchmarks to complement the current "output oriented" indicators. As the IFES program enters its 12-month non-funded extension period until 12 September 2012, a new Work Plan and PMP are required to fulfill Task Order provisions and continue achieving progress on expected program activities.

P1 Number of Electoral and Referendum Administration Procedures and Systems Strengthened with USG Assistance

In support of the Southern Sudan referendum, IFES technical assistance strengthened all six of the administrative and operational procedures targeted in the PMP. During the Southern Kordofan state elections, five of six targets were achieved.

1. Referendum and Electoral Organization – Strengthened during First and Second Quarters

Southern Sudan Referendum: IFES supported SSRC/SSRB administrative and technical capacity to operate effectively and independently. IFES provided offices in Khartoum and Juba with adequate furniture and computing equipment. Advisory services enabled planning and budgeting for referendum activities. IFES advisors supported SSRC/SSRB counterparts in developing the necessary administrative, legal, regulatory, operational, and technical procedures to conduct voter registration and polling.

Southern Kordofan State Elections: IFES provided operational planning assistance and commodity support to NEC during voter registration and polling in Southern Kordofan. Initial guidance prior to voter registration was not accepted, resulting in operational deficiencies; however, NEC officials were more receptive to assistance in advance of polling, which resulted in more efficient operations and improved voter education.

2. Voter Information – Strengthened during First and Second Quarters

Southern Sudan Referendum: IFES support strengthened the general and continuous flow of information emanating from the SSRC/SSRB. IFES advisors and specialists designed and launched a dedicated website—<http://southernsudan2011.com/>—for displaying the referendum results tabulation and thereby improving the transparency and legitimacy of the exercise. IFES printed and delivered training and polling materials that included procedures manuals, referendum center journals, and results forms used during voter registration and polling. Manuals and journals were also distributed to referendum stakeholders and civil society organizations in an effort to educate and inform voters. The results forms contained a special copy for posting at each referendum center immediately after counting the ballots, which was intended to increase the general transparency of the exercise by informing the voters of the referendum results.

Southern Kordofan State Elections: IFES developed, printed, and delivered the Southern Kordofan procedures manuals used during voter registration and for training polling center officers. The manuals were also distributed to electoral stakeholders and civil society organizations in an effort to educate and inform voters.

3. Voter Registration – Strengthened during First Quarter and Second Quarters

Southern Sudan Referendum: IFES provided substantial support to referendum voter registration by procuring and delivering registration cards to Khartoum, Juba, and eight OCV countries within the stipulated timeline. IFES supported the drafting of voter registration rules and regulations and procedures manuals. IFES also coordinated and facilitated the initial steps of cascade training for voter registration officials, while in the north, IFES closely monitored referendum trainings. IFES also procured and facilitated the development of the data center tabulation software that was used to successfully aggregate voter registration results on time and with transparency.

Southern Kordofan State Elections: IFES provided support to developing voter registration procedures manuals, the cascade training program, and printed materials in support of both activities. This assistance enabled the event and all associated activities to take place with adequate time before the polling event. Despite operational difficulties, the overall exercise was strengthened by the presence of clear procedures.

4. Electoral Campaign – Strengthened during First Quarter and Second Quarters

Southern Sudan Referendum: IFES provided a substantial amount of regulatory framework assistance to the SSRC/SSRB during this reporting period. IFES advisors worked closely with national counterparts and international partners to provide legal and procedural advice and recommendations during the drafting of electoral

campaign rules and regulations. The electoral campaign stipulated in the official timelines and regulated by the SSRC included media and communications guidelines to add credibility and structure to the exercise.

Southern Kordofan State Elections: IFES assistance in operational planning and training in advance of the polling activities resulted in a stronger voter education campaign as polling centers were identified earlier and electoral officers were better prepared to conduct the event.

5. Voting and Counting – Strengthened during First and Second Quarters

Southern Sudan Referendum: IFES procured essential commodities for referendum polling. Approximately 600 training kits and 4,200 polling kits were purchased and delivered to the SSRC/SSRB in Khartoum, Juba, and eight OCV countries. Despite difficulties and tight timelines, IFES succeeded in providing all polling kits on time for in-country distribution to approximately 2,800 polling stations. IFES supported the drafting of polling and counting procedures manuals and rules and regulations used to train more than 14,500 polling officers. IFES also printed manuals and coordinated and facilitated the initial steps in the cascade training program in Khartoum and Juba. IFES printed large amounts of materials that were used to guide and facilitate the polling and counting exercises, such as results forms; material transfer forms; polling journals; and polling, counting, and packing leaflets.

Southern Kordofan State Elections: IFES assisted in the development of the polling and counting procedures manual for the Southern Kordofan state elections and printed 3,000 copies for training and distribution to polling centers and civil society organizations. IFES also worked closely with NEC counterparts to design, finalize, and procure 34 unique ballots, totaling approximately 3.1 million ballot papers, with enhanced security features.

6. Referenda Dispute Resolution – Strengthened during First and Second Quarters

Southern Sudan Referendum: IFES provided legal support to counterparts during the development of complaints and appeals procedures. IFES advisors assisted in drafting rules and regulations for the Consideration Committees stipulated in the Southern Sudan Referendum Act. The committees were expected to function as a dispute resolution mechanism during voter registration. Legal advice was offered on proposed regulations for similar Consideration Committees during polling; however, this advice was not accepted, demonstrating enhanced capacity to consider and decide legal issues independently. Recommendations enhanced procedures for organizing, assessing, and investigating complaints and appeals with a database and systematic methodology contributing to an efficient dispute resolution process.

1.1 Gaps in Regulatory Framework Filled with IFES Assistance

Southern Sudan Referendum: IFES advisors supported SSRC/SSRB counterparts in developing essential rules and regulations for the administration of the Southern Sudan referendum:

1. Internal rules and regulations
2. Voter registration rules and regulations
3. Observer accreditation rules and regulations
4. Media campaign rules and regulations
5. Polling and counting rules and regulations
6. Results tabulation rules and regulations
7. Materials retention/destruction policies

8. Asset disposition policies

Southern Kordofan State Elections: IFES advisors supported NEC counterparts with development and provision of voter registration and polling and counting rules and regulations for the Southern Kordofan state elections. Clear regulations contributed to more efficient and professional events.

2.1 Number of Referendum/Election Officials Trained with USG Assistance

Southern Sudan Referendum: IFES supported training for 266 SSRC/SSRB officials in the first reporting period. Assistance included substantial support in developing the concept, methodology, and content of the cascade training programs for voter registration and polling. As a result, the referendum training program was developed and conducted in a timely and effective manner.

Southern Kordofan State Elections: IFES supported NEC in planning the Southern Kordofan cascade training program with technical assistance and training manuals, mock ballots, stationery, and other materials in the third reporting period. The initial step of polling and counting training was conducted for 32 Constituency Officers with IFES operational guidance, financial support, and material assistance, which provided a solid basis for training an additional 3,300 state electoral officials.

Post-Southern Sudan Referendum: IFES conducted two seminars on electoral systems and a two-week BRIDGE introduction to electoral administration workshop. The participants included 15 former-SSRB officers as well as ministry officials, legislative assembly members, and civil society representatives as part of ongoing efforts to inform and educate electoral stakeholders.

3.1 Key Events in Electoral Calendars Accomplished with IFES Assistance

The Southern Sudan referendum in January and Southern Kordofan state elections in May 2011 were successfully conducted with technical assistance and material support from IFES. The AARC was never established and thus assistance to the Abyei Area referendum was limited due to no event taking place.

4.1 EMB-Requested Assets Necessary for Electoral Process Implementation Procured with IFES Assistance

Southern Sudan Referendum: IFES provided the SSRC/SSRB with office buildings and procured essential office equipment, such as furniture, computers, printers, photocopiers, scanners, and associated stationery and supplies. IFES also provided and equipped two results tabulation data centers in Khartoum and Juba. Voter registration cards, procedures manuals for registration and polling, and a host of printed materials were also procured in support of the referendum processes. Satellite-based internet telecommunication systems and subscriptions were provided to the SSRB in Juba and all ten state offices. IFES also leased a 9-passenger fixed-wing aircraft that was dedicated for SSRB operations from November 2010 until March 2011. IFES procured 25,000 SSRB certificates of appreciation to recognize the efforts of staff and polling workers.

Southern Kordofan State Elections: IFES provided the NEC with essential equipment and stationery for the Southern Kordofan office. Voter registration and polling and counting procedures manuals, ballot papers, indelible ink, and an array of printed training materials were also procured in support of the training program and state elections. IFES also chartered an aircraft to deliver approximately 3.1 million ballots from the printing company in Dubai to Khartoum and onward to El Obeid to facilitate the on-time arrival of the essential electoral commodity.

VI. PROJECT ADMINISTRATION

Security Issues

IFES only experienced one security issue involving one of our transportation assistants in mid-June 2011. The driver was detained and beaten by plain-clothes officers of the Southern Sudan Police Services (SSPS) at the Juba International Airport after allegedly refusing to pay a fine for parking in a supposedly restricted area. His distress call was answered by the IFES Procurement and Logistics Advisor who rushed to the scene and recovered the driver from the police officers. The driver suffered scrapes and cuts from being forced to the ground and several contusions on his arms and head from being beaten with a vehicle fan belt.

The incident was reported to SSPS Headquarters and an investigation was immediately ordered by the office commander. The driver received a medical check but did not suffer any serious physical injuries although his pride was deeply bruised. IFES understands that the airport officers were taken into custody by a headquarters team and held and questioned in the matter. A formal complaint was filed with the SSPS, but as of the end of the reporting period, no response has been received.

Program Personnel

IFES increased or decreased the in-country advisory team in response to the ebb and flow of the technical assistance and material support provided to the referendum and electoral activities and legal and electoral framework development over the course of the annual reporting period. At the peak of operations in January 2011, IFES deployed 16 international electoral advisors and specialists in Khartoum and Juba. As of September 2011, IFES has four international personnel on duty in Juba.

The following international advisors and specialists were deployed during the first reporting period:

- ◆ Antonio Spinelli joined IFES as a Senior Referendum Advisor
- ◆ Sara Staino joined IFES as a Capacity Building and Training Specialist
- ◆ Robert David Irish joined IFES as a Program Coordinator/Operations Officer
- ◆ Demetrio Lazagna joined IFES as a Field Operations Advisor
- ◆ Jules Lalancette joined IFES as a Field Operations Advisor
- ◆ Kouadio Evrard joined IFES as an IT/Database Consultant

The following international advisors and specialists departed during the second reporting period:

- ◆ Darren Nance, Deputy Country Director, transferred to IFES Jordan as Chief of Party
- ◆ Antonio Spinelli, Senior Referendum Advisor, transferred to IFES Egypt as Chief of Party
- ◆ John Clayton, Program Coordinator/Operations Officer in Khartoum, completed contract
- ◆ Sara Staino, Capacity Building and Training Specialist, completed contract
- ◆ Thomas Chanussot, IT/Database Advisor, completed contract
- ◆ Kouadio Evrard, IT/Database Advisor, returned to IFES Iraq program
- ◆ Demetrio Lazagna, Field Operations Advisor, completed contract
- ◆ Jules Lalancette, Field Operations Advisor, completed contract

The following international advisors and specialists returned and/or departed during the third reporting period:

- ◆ Jerome Leyraud, Country Director, departed to pursue other opportunities
- ◆ Jules Lalancette, Field Operations Advisor, returned and departed at end of contract
- ◆ Niklas Kabel, Operations and Reporting Officer, departed to pursue other opportunities
- ◆ Phil Sforcina, Procurement and Logistics Advisor, departed at end of mission
- ◆ Maria Teresa Mauro, Referendum Advisor, departed at end of mission

The IFES team consisted of the following international personnel during the fourth reporting period:

- ◆ Parvinder Singh, Acting Country Director (Electoral Advisor)
- ◆ Ajay Patel, Electoral Advisor
- ◆ Peter Michieka, Finance and Administration Manager
- ◆ Robert David Irish, Program Coordinator/Operations Officer

Contract Modifications and Amendments

1. On 14 January 2011, USAID issued Modification No. 8 to this Task Order, de-obligating \$5,880,000 to reimburse the SSRB for poll worker per diem, as described under Part C, Objective 2 (“SSRB Poll worker Per Diem Payments”).
2. On 16 June 2011, USAID issued Modification No. 9 to this Task Order, extending the period of performance through 11 September 2012, with no additional funding to be provided. All other terms and conditions of the contract remain unchanged in full force and effect.

VII. FINANCIAL INFORMATION (INTERNAL USAID USE ONLY)

ANNEXES: IFES FY 2011 WORK PRODUCT

1. South Sudan Electoral Systems Scenarios, 24 April 2011
2. Electoral Management Bodies Information Sheet, Number 2, June 2011
3. South Sudan National Elections Law: Challenges and Options, 27 August 2011
4. Comparative Analysis for Electing the South Sudan Council of States, 15 September 2011
5. Explanatory Note: Draft 2011 National Elections Bill, 1 October 2011