



International Foundation for Electoral Systems

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NICARAGUA

FINAL REPORT

JULY 1994

INTERNATIONAL ELECTION DONOR MEETING
AND NEEDS ASSESSMENT

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EXECUTIVE SUMMARY

The United States Agency for International Development (USAID) in Managua offered its assistance to the *Consejo Supremo Electoral* (CSE) in the planning and financing of an international donor conference held on July 26, 1994. The conference was intended to bring together all of the international organizations and countries that potentially might donate funds, commodities, and technical assistance to the CSE in preparation for the 1996 elections in Nicaragua. A second phase of the project was to develop a needs assessment specifically for USAID and to facilitate planning activities which outlined the areas in which assistance would be useful and in what ways that assistance might be provided by USAID.

The International Foundation for Electoral Systems (IFES) was selected by USAID, through a competitive bid process, to conduct this assessment. The IFES team members were Dr. Gonzalo Brenes, former President of the Costa Rican electoral tribunal; Ing. Enrique Raven, current department director in the Venezuelan electoral council; and Roger H. Plath, IFES Program Officer for The Americas. IFES conducted a detailed analysis of the Nicaraguan electoral system¹ in June of 1993.

As evidenced by the document prepared by the CSE and IFES for distribution at the donor conference, there are many areas in which USAID could provide valuable assistance. IFES recommends that USAID consider assistance in the following areas, (listed in order of priority):

1. Assistance in the development and refinement of the Civil Registry, *Cedulación*, and Permanent Voter Registry. The Civil Registry is critical because it is the foundation upon which the Permanent Voter Registry and the new ID card (*cédula*) is based.

Although assistance can be given to individual projects, or even components of individual projects, these three projects (Civil Registry, *Cedulación*, and Permanent Voter Registry) are interrelated. The existing civil registry is used to help verify the accuracy of *cédula* (*national identification documents*) applications. Data obtained from the *cédula* applications is used to verify the accuracy of the

¹ The Nicaragua Pre-Election Technical Assessment is available from the IFES Resource Center in Washington, D.C.

civil registry. Finally, the Permanent Voter Registry is then created by extracting all eligible citizens from the completed Civil Registry.

2. The training of electoral officials is necessary to ensure a successful election on the procedural grounds. Priority should be given to the training of pollworkers and political party poll watchers (*Fiscales*). Training for these two groups is cost effective as the material to be taught is essentially the same for both, allowing training for both groups to be conducted simultaneously.
3. The CSE's civic education project has a dual purpose: completion and maintenance of the ID card project. Nicaraguans are not accustomed to registering births or deaths nor to using and maintaining the *cédula*. Also, it will be needed for all essential public transactions. Therefore, citizens must be made aware of these new functions. The CSE project would also include voter motivation and education materials.
4. A limited, efficient sized international election observation mission is an important component because of the impact which such a presence has on the validity of the process while keeping potential donors and the international community informed.
5. Funding for the deployment of political party poll watchers (*Fiscales*) should be considered. The *Fiscales* provide a defense against electoral fraud while simultaneously involving large numbers of citizens in the electoral process. If funds permit, USAID should provide financial assistance in this area.

In recent elections, the CSE has helped the political parties by providing funds for the purpose of training political party representatives in the principles and procedures of the electoral process. The CSE, however, is not legally obligated to provide this assistance to the parties. At the time of IFES' visit, the CSE had determined neither whether it would provide this assistance in 1996 nor, if so, how much. USAID should discuss these issues with the CSE prior to committing funds for this activity.

I. INTRODUCTION

The United States Agency for International Development (USAID) in Managua offered its assistance to the *Consejo Supremo Electoral* (CSE) in organizing and financing a conference of representatives of countries and international organizations, to be held on July 26, 1994, that might potentially donate funds to the CSE in support of the 1996 elections. As a result of these discussions, USAID requested that a report be prepared providing information and recommendations specific to USAID's interests and priorities. The International Foundation for Electoral Systems was selected through a competitive bid process to provide these services. The IFES team members were Dr. Gonzalo Brenes, former President of the Costa Rican electoral tribunal; Ing. Enrique Raven, current department director in the Venezuelan electoral council; and Roger H. Plath, IFES Program Officer for The Americas.

The original plan had been for the IFES team to divide its time between the two project activities with the USAID report receiving the greater portion of time and effort. However, upon arrival, the IFES team realized that the organization for the conference and the preparation of the conference document, the detailed and lengthy explanation of all of the CSE's proposed activities and needs through 1996, would be more difficult than had been previously envisioned by the CSE, USAID, or IFES. The CSE had planned to have the document prepared before the IFES team's arrival. However, it did not deliver the conference document until one week after the IFES team's arrival. This delay can be accounted for by the document's length (explanation of the electoral system and its needs, descriptions of the eight projects, and attachments) and the need for a consensus on long-range planning considerations. Following discussions with AID, it was decided IFES should focus on the preparation of the CSE document.

The first draft was then soon replaced by a completely revised second draft. Based on the IFES team's comments and observations on the second draft, the CSE decided to begin having the IFES team work "one-on-one" with each of the CSE project authors, (the department directors). A series of meetings were held, to revise and refine the projects, that continued until the day before the conference. During the entire process, the team coordinated closely and received instruction from Dr. Rosa Marina Zelaya V., the Secretary of the CSE and Dr. Mariano Fiallos O., CSE President. A well-developed document was produced and presented to the more than 60 participants at the international donor conference. (Appendix I shows a list of participants.)

International Donor Conference and Needs Assessment: Nicaragua

Nearly all of the team's in-country time was spent engaged in preparations for the international donor conference. The conference document produced provides valuable information on the Nicaraguan electoral system and an evaluation of its needs. IFES would recommend that the conference document be carefully studied by USAID in its effort to plan future assistance to the CSE and the Nicaraguan electoral system in general. It should be noted that the CSE has more detailed financial information available on all of its projects. The budgets presented at the conference were summaries.

IFES received a letter of commendation from Dr. Mariano Fiallos President of the CSE for the assistance that was provided. This letter is attached as Appendix II.

II. PRELIMINARY STUDY ON CIVIL REGISTRY

IFES recommends that USAID prepare a preliminary study to analyze the methods, procedures, and costs that will be involved to successfully complete the Civil Registry, the *Cedulación* Project, and the Permanent Voter Registry. It is necessary to successfully complete these projects prior to the 1996 election.

Therefore the study would require an evaluation of the current standard operation procedures (means of collecting, collating and transmitting data) and recommendations regarding improvements. It must be done efficiently and expeditiously.

Two people would accomplish this study in approximately two weeks for under \$25,000.00. It would involve visiting geographically diverse areas with current CSE projects. The study would then address the following points:

- A. Analysis of current methods and procedures used in the development of the Civil Register, *Cedulación* project, and the Permanent Voter Registry.
- B. Development of a critical path and time line that defines activities and production goals which
- C. Recommendations for improving and accelerating the processes described in Part A in order to meet the time strictures dictated by the upcoming elections must be achieved for the projects to be completed in time for use in 1996 election.
- D. Examination of the laws (civil, penal, municipal, federal) to determine if current codes support or hinder the work of the CSE in its attempt to bring the Civil Registry up to date.
- E. Determine what funds the CSE has already received and expects to receive from the other international donors that attended the conference
- F. Analysis of CSE budget estimates with recommended revisions.

- G. With this complete evaluation of the civil registry and the proposed measures, USAID would be better positioned to determine where intervention would be most effective. The same study could also include an evaluation of the civil registry and *cédulación* process.

III. REGISTRO DEL ESTADO CIVIL DE LAS PERSONAS, CEDULACION, AND PADRON ELECTORAL PERMANENTE

Foreign Support Requested by CSE (Total estimated cost less Nicaraguan counterpart):

Project (2)	US \$422,334	Establecimiento Del Sistema Integrado del Registro del Estado Civil de Las Personas
Project (3)	US \$7,867,458	Cedulación Ciudadana
Project (7)	US \$231,803	Padrón Electoral Permanente

The Civil Registry forms the foundation upon which the Permanent Voters List and the *Cedulación* project are based. In the current *Cedulación* project, a number of problems have been discovered. Approximately 60% of the applications for the new *cédula* have had some type of problem. Many of these problems are the result of incorrect information on birth certificates such as differences in names and dates in birth. The other significant problem is that approximately 40% of the people do not have birth certificates. Those who do not have birth certificates must then go through the process of obtaining one (*reposición*). And, to date, not even 5% (30,000 units) of all *cedulas* have been delivered.

All of these problems have to be identified and evaluated. This involves visits to the field offices as well as the central processing facilities in Managua. IFES recommends a USAID-financed study of the entire *Cedulación* process and of the Civil Registry. This would examine the use and condition of the municipal registries (*libros*), the current process of obtaining the *reposición* of the birth certificate, the entry of the data, and the return of both the forms and the completed *cedulas* to the field. Such a study could pinpoint "bottle necks" in the process and make objective recommendations for improving and accelerating both processes. The results of such a study would be valuable to the CSE whether or not USAID decided to finance activities based upon its findings.

A. Issuance of Identification and Voter Card (*Cedulación*)

The prerequisite of this project seems to be acceptance of the CSE's insistence on continuing with the current card. Although the current card is expensive, preliminary work has been completed and cards have been delivered. The greatest need is funds to buy materials and to pay for the large numbers of temporary field personnel necessary to finish the project before the 1996 elections.

It is important that the Electoral Law be modified to allow the new card to be used as valid ID for voting. If this modification is not made, the CSE will have to return to the *ad hoc* system of voter registration. This legislation has been in front of the National Assembly for some time now. Hence, it is necessary to emphasize that passage must be expedited if they are to hold the elections both effectively and efficiently. Resources were wasted in the Atlantic Coast regions where the CSE was forced to use the *ad hoc* system this year after providing both the time and funds to providing the residents of the Atlantic Coast regions with the *cédula*). There must be a consensus building in the National Building to obtain this end.

B. Permanent Electoral Registry (*Padrón Electoral Permanente*)

The formation of a good permanent electoral registry depends upon the creation of a reliable Civil Registry. The two are linked. The permanent voter registry is created by extracting all of those citizens contained in the Civil Registry who are eligible to vote. Once established, the permanent electoral registry must all then be maintained and continuously updated to ensure its continuing accuracy.

Although the preliminary study will pinpoint areas of potential USAID support, assistance could take the form of software development, hardware upgrades, film or other supply procurement. The essential task is to design a cost-effective measure of producing a reliable electoral registry.

IV. TRAINING OF POLLING PLACE WORKERS AND POLITICAL PARTY POLL WATCHERS (*FISCALES*)

Training is a critical element in the successful execution of any electoral process. USAID should contract with an organization to work with the CSE to provide training for the groups listed below. The organization should work closely with the CSE in the development of training materials and logistics. USAID funds would provide for the international organization that will be assisting, the development and production of all training materials (booklets, posters, flip-charts, videos, sample forms, etc.), the salaries and per diem (if necessary) for trainers, and transportation for trainers and trainees to and from nation-wide training sites.

IFES conducted a similar project in Honduras in 1993. The project involved development of curriculum and materials for the training of approximately 75,000 polling place workers and *fiscales*. USAID/Tegucigalpa contracted with IFES and IFES sub-contracted with a local NGO to provide training services (hire instructors, organize training sessions, logistics, reproduction of training materials, etc.) on a nation-wide basis utilizing the materials that had been developed by IFES and the *Tribunal Supremo Electoral* in Honduras. The approximate total project cost was \$338,000 or \$5.63 per poll worker. This amount includes both IFES' contract to manage the project and the sub-contract with the local NGO that performed the actual training.

A. Polling Place Workers (*Miembros de las Juntas Receptoras de Votos*)

On election day, the *Miembros* that compose the *Juntas Receptoras de Votos* (JRV) are the primary witnesses and the most important electoral officials. They are charged with administering the process, guarding its legitimacy, and accurately completing the first count of the ballots at the close of the polls. It is therefore critically important that they be well trained and conscious of the important responsibility that they have in a democratic system.

- * Because of the relatively large number of people to be trained, and the short period of time between the naming of the Members and election day, it is recommended that a "cascade" or "multiplier" method of training be utilized. In this method, a core group of primary trainers would be trained in Managua which would then go out to the regions or

departamentos and train an intermediary level of trainers who in turn would go out to the local level and provide instruction to the Members of the JRVs. Depending on time and availability, the Members of the Regional Councils might be used as primary or intermediary trainers. The exact ratio of trainers/pollworkers varies according to budget expenses, literacy levels and timing.

- * The training sessions could utilize training manuals, (prepared for the educational level of those that they are intended to train), flip charts, and/or instructional videos.²
- * Training should not only include the mechanics of the position, but also the importance and the rights and the responsibilities of the position. Motivation should also be part of the training process.
- * Experience has shown that simulations of voting day activities with sample ballots, forms, ballot boxes, etc, is effective and should include both problematic, as well as typical situations.
- * Examinations are useful to ensure quality primary and secondary trainers and as an incentive to pay attention.

B. Political Party Poll Watchers (*Fiscales*)

One of the primary guarantors of a free and fair electoral process is the active and well-prepared participation of *Fiscales* (poll watchers/observers appointed by political parties, alliances, and popular associations). For this reason, it is very important that the *Fiscales* be not only well-trained in polling place procedures, but also that they understand the significance of their role in the democratic system.

² The IFES Resource Center in Washington, DC maintains an extensive collection of such training materials from all over the world.

As there will be a large number of *Fiscales*, training could be conducted using the same "multiplier" method. Many of the same training materials developed for the JRV training could also be used for the training of the *Fiscales*. Training would also need to include rights and responsibilities, obligations, and the appropriate polling place etiquette. As the Members of the JRVs and the *Fiscales* will be working side-by-side, the training for both could take place simultaneously -- the *Fiscales* would learn the function and role of the Members of the JRVs and vice versa.

However, since the *Fiscales* are by their very nature representatives of particular political parties, caution must be exercised in determining whether or not they have a tradition of cooperation or of rivalry and mistrust. Citing the Honduras case once again, the latter qualities were so pronounced that people would sometimes refuse to participate in training sessions led by anyone other than a member of their political party. It also was not possible to select politically independent instructors as there also did not seem to be any tradition of political independence -- everyone had to owe their allegiance to some political party. If this is the case in Nicaragua, separate training sessions might have to be organized with the *Fiscales* separated by political party affiliation. Often support is directly granted to political parties who train their own *fiscales*.

C. Political Parties, Alliances, and Popular Associations

Training for these people should be seen as more of a long-range goal and is therefore not included as a priority item for USAID assistance between now and 1996.

Training for political parties, alliances, and popular associations should be directed at the leaders of these organizations. Training should reinforce the importance and significance of their participation in the democratic process and methods of participation.

- * Training can be achieved through seminars, workshops, publications designed for the purpose, and other educational materials prepared to explain the relevant electoral legislation.

- * Training should include the formation, the function, the rights and responsibilities, and the obligations of political parties as they relate to the electoral process.
- * Training should include a motivational element to encourage participation in and reflection on the electoral process.
- * In a broader context, the training could also explain the importance of the role of political parties and popular associations in Nicaraguan society on a practical level; and in democratic society on a theoretical level.

D. Coordination with Education Authorities

Thinking towards the long-term institutionalization of democratic practice in Nicaragua, it is important to try and utilize training abilities and diverse resources (teachers, buildings, nation-wide infrastructure and coverage) that could be brought to bear with the support of the Ministry of Education. The CSE and perhaps other interested parties could develop a national civic education curriculum in coordination with the Ministry and Education for the various educational levels. The instruction of the students should combine both theory of participatory democracy and the mechanics of the electoral system with practical applications such as voting for student-body officers. If USAID currently has, or is planning, any primary or secondary level curriculum development projects, they might be an ideal vehicle for the introduction of a civic education.

E. Notes on CSE Budget Estimates

The training of both the polling place workers and the *fiscales* is contemplated in Project Eight, *Elecciones 1996*. Item One of the consolidated budget accounts for the training of those who will be working at the voting tables (including the electoral police). The budget figure is based on the training of 60,000 people. The figure given of US\$3,367,976 seems to be very high. Based on a very similar project that IFES conducted in Honduras, the cost for the training of these people should not be significantly more than the amount that was spent in Honduras

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approximately \$338,000. The personnel and per diem policies and the education materials determine the cost.

The training of the *FISCALES* is included in Item Fourteen which covers general expenses to political parties. Because this item also includes campaign financing, the budgeted cost for training is impossible to determine. The figure should be no more than the amount that was spent in Honduras and, in fact, should be less as the Honduras figure includes the cost of the international organization which handled the project management contract. If an international organization is already included in the cost of training the poll workers, this cost will not need to be duplicated for the training of the *fiscales* as the organization will already be there working. Since the training can occur simultaneously, an economy of scale might also be achieved. The estimated cost for the training of the approximately 70,000 *FISCALES* should not exceed US\$250,000.

V. CIVIC EDUCATION

Foreign Support Requested by CSE (Total estimated cost less Nicaraguan counterpart):

Project (6) US\$1,137,572 Campaña de Educación Cívica

Civic education is very important to the projects that the CSE is developing as many of those projects depend upon citizen involvement for their success. Some areas in which a civic education campaign might be directed are as follows:

- * The population must be motivated to register their vital statistics and to comply with the other acts that are related. As was noted in the 1993 IFES report, many Nicaraguans are not accustomed to registering births, and even fewer register deaths. Some registrations are incorrect due to orthographic/typographic errors and some purposefully such as those that changed names or birth dates to avoid military service. For these reasons, it is critical that a civic education campaign teach people the importance of registering births and deaths and to correct the registration information that does exist.
- * Voting and the democratic process are a peaceful alternative by which to resolve conflicts.
- * Citizen responsibility in a democratic society includes the concept that a society provides not only rights to its citizens, but also responsibilities. It might be useful in the long run to discuss not only rights and responsibilities of those who are governed, but of the goverances as well.
- * The power of the vote to remove a leader from office instead using force or non-constitutional means.
- * Motivation to participate in the electoral process.

- * Methods by which citizens can use the democratic process to affect wanted social change; and introduce other forms of political participation such as town meetings, legislative initiative, referendum, and popular consultations in order to strengthen representative democracy.

The CSE has demonstrated an ability to conduct voter education campaigns and therefore could conduct a more broadly focused civic education campaign. Given financial and time limitations, however, it is unclear as to whether the CSE will direct much attention to anything beyond basic voter education and motivation. USAID should contract with an international organization to work with the CSE in the development of all of the aspects of a civic education program.

This educational campaign would be carried out through all of the customary channels of mass communication such as radio, TV, and newspapers. Other less customary methods could also be used. Posters and handbills distributed through community organizations, churches, markets, fairs and other gatherings, etc.; loud speakers mounted on vehicles, community meetings, messages delivered at concerts and dances, or even concerts and dances organized specifically to gather large groups and to deliver a message to them. The privileged vehicle for such activities are usually local NGOs.

VI. INTERNATIONAL ELECTION OBSERVATION

International observation can play an important role in certifying or verifying election processes and results in difficult political climates where there may be a high degree of mistrust, potential for fraud or violence, and a high degree of polarization. Beyond the act of observing, international delegations also have a calming effect on the citizens who are concerned about an election and its aftermath. To some extent, observers can act as mediators if disputes should arise.

The CSE has made a valiant effort to modernize, improve, and professionalize the Nicaraguan electoral system and believes that the primary hindrance to achieving their goals is a lack of financial resources. In light of this, IFES recommends that USAID finance a modest international observation mission of perhaps 20 team members. The cost could be limited to \$150,000; the same as the IFES observation mission in El Salvador. It would be more beneficial to establishing democracy in Nicaragua to invest funds in improving the system, rather than to spend those funds on a large group of people to observe a system that could have been better had more funds been available for its improvement. Overall, the benefits of observation do not justify more than a limited investment. The same resources have a longer term impact if used for the training of domestic monitors.

**VII. FUNDING FOR THE DEPLOYMENT OF POLITICAL PARTY POLL WATCHERS
(FISCALES)**

The *FISCALES* provide an important defense against electoral fraud while simultaneously involving large numbers of citizens in the mechanics of the electoral process. It is very difficult to estimate the cost for the deployment of *FISCALES* at the present time. This is generally a volunteer position so salaries are not applicable. The two largest expenses are transportation (from residence to polling place and return) and some sort of per diem for food over the approximately 18 hours that a *fiscal* needs to be in place. (The latter is sometimes paid by the parties.) The transportation expense also varies greatly depending upon the parties ability to recruit people near each polling place. If a party has strong support only in Managua, for instance, it must spend more money to move its supporters out to the many rural polling places that are distant from Managua. On the other hand, a party that has support throughout the country might be able to recruit people in nearly every town and village and avoid having to pay most transportation costs.

In recent elections, the CSE has helped the political parties by providing funds for this purpose. The CSE, however, is not legally obliged to provide this assistance to the parties and at the time of IFES' visit, the CSE had determined neither whether it would provide this assistance in 1996 nor, if so, how much. CSE assistance with deployment is not specifically mentioned in any of the projects but could be included in Item Fourteen (Expenses for political parties) in Project Eight.

VIII. INFORMATION ON LEGAL AND CONSTITUTIONAL REFORM

The laws regulating the electoral system are presented in two documents: the Constitution, and the Electoral Law. Modifications to both of these documents have been discussed. They address topics such as impartiality, campaign financing, formation and maintenance of political parties, and the use of the new *cédula*. Some of the proposed modifications are shown below.

A. Constitution

The CSE has publicly stated the constitutional amendments that it is seeking in a letter to the National Assembly. Among the most important of these are:

1. An electoral system that is independent from political party influence.
2. To clearly establish that the Magistrates of the CSE should act and resolve electoral disputes, in strict accordance with the Constitution, the Electoral Law, and any other laws that may apply; with strict impartiality and complete political and ideological independence.
3. Prohibition of partisan activities and holding positions by the CSE Magistrates in political parties.
4. Establish the CSE as the last appeal in electoral matters.
5. Obligate the government to finance the ordinary functions of the CSE as well as elections, plebiscites, and referendums. The government would be obligated to provide sufficient funds for the CSE to adequately carry out its mandate.
6. Give the CSE the authority to organize, direct, and regulate the civil registry, ID issuing (*Cedulación*), and the permanent electoral register.

B. Electoral Law (*Ley Electoral*)

The Electoral Law will need to be modified to reflect any changes made to the Constitution. In addition, the following changes to the Electoral Law could be practical and beneficial (more detail on most of these reforms can be found in the 1993 IFES report in Section VI, Recommendations, Page 35):

1. Allowing the new Cédula to be used for voting purposes as outlined in the Citizen Identification Law.
2. Regulating the number of political parties by increasing the requirements for forming a political party or by establishing a minimum electoral performance to remain a legally recognized party.
3. Codify the method established by the CSE in 1990 of distributing campaign funds.
4. Codify the practice established by the CSE in 1990 of providing a copy of the official vote count to each of the political party polling place observers (*Fiscales*).
5. Eliminate the vote recount at the regional level except in cases where results have been challenged.
6. When citizens register their vital statistics (birth, death, etc.) there are often spelling errors made due to inattention, low education levels, or simply at the whim of the person registering. Another case is the use of nicknames or diminutive in place of the full given name. This causes untold problems for both data entry personnel and for those who later are searching for specific people. An example given was for the name Francisco (Francisco, Fransisco, Francizco, Paco, Pacito, Pancho, Panchito). What happens when you want to find Francisco Gonzalez? Currently, the law states that the registration must be entered exactly as the person wrote it—even if it is

clearly misspelled or in some other way incorrect. It would be useful to change the law to allow registrars to make orthographic corrections in the name of consistency and accuracy.

It might be difficult for USAID to get involved in legal and constitutional reform efforts. Given the sensitivities in Nicaragua about US involvement or "interference", IFES would recommend that USAID carefully consider the potential risks vs. benefits of involvement in these issues. There are many other areas in which USAID could provide useful and much appreciated assistance without risking such controversy. However, depending upon USAID's relationship with the National Assembly and the CSE, some funds could be made contingent upon the passage of changes to the Electoral Law. (more urgent changes would allow for the use of the new *cédula* in the 1996 election). It should be mentioned that the CSE stated to the IFES team that they hoped funds would not be made contingent upon legal reform. The CSE feels that this act penalizes it for the inactivity of the National Assembly, and is no guarantee that the National Assembly will feel sufficient pressure to act more quickly by the use of this method.

APPENDIX 1 (Conference Participants)

Consejo Supremo Electoral

**LIST OF PARTICIPANTS TO THE MEETING HELD ON JULY 26, 1994
CONFIRMED FOR THE DONORS MEETING**

Ministry of Foreign Cooperation

Ligia Briceño Davila
General Director for Continuation

Martha Gallardo
General Director for Multilateral Administration

Doctor Erwin Kruger
Minister for Foreign Cooperation

Supreme Court of Justice

Doctor Orlando Trejos
President
Supreme Court of Justice

Doctor Guillermo Vargas S.
Magistrate

Doctor Francisco Adrian Valdivia R.
Magistrate

Doctor Rafael Chamorro Mora

Special Guests

Doctor Edmundo Castillo Salazar
General Secretary
Ministry of Foreign Affairs

Pablo Pereira
Minister
Ministry of Economics

Carlos Gabuardi
Director
Nicaraguan Institute for Statistics and Census
Ministry of Economics

Antonio Lacayo Oyanguren
Minister for the President
Delegate for the President of the Republic

Armando Zambrana
Third Secretary
National Assembly

Reynaldo Antonio Téfal
First Vicepresident
National Assembly

General Directors

Arnulfo Oviedo Perez
General Administrator

Doctor Roberto Evertaz Morales
General Director for Electoral Matters

Noel León Mana
Director of Cartography and Statistics

María Teresa Alemán
General Director of Citizen Identification

Rodolfo Villalta Castellón
General Director
Central Registry

Wilhelm Schmidt Cuadra
Director of Information Resources

Napoleón Carvajal Padilla
Director of Archives

MAGISTRATES OF THE CONSEJO SUPREMO ELECTORAL

Doctor Mariano Fiallos Oyanguren
President

Doctor Rodolfo Sandino Arguello
Vice President

Doctor Rosa Marina Zelaya Velasquez
General Secretary

Doctor Aman Sandino Muñoz
Magistrate

Guillermo Selva Arguello
Magistrate

Doctor Leonel Arguello Ramirez
Magistrate

Doctor Nidia Reyes Castañeda
Magistrate

Julian Corrales Munguia
Magistrate

Carlos Zapata Rocha
Magistrate

MEETING OF DONORS

The Honorable
Mark Silverman
Director, USAID

Arthur Sist
Coordinator for Democratic Initiatives
USAID

Todd Amani
Director for Democratic Initiatives
USAID

The Honorable
Walter Lindner
Business Section
Embassy of Germany in Nicaragua

His Excellency
Fidel Lopez Alvarez
Ambassador of Spain in Nicaragua

Emma Sanchez Fuentes
Coordinator for Spanish Cooperation in Nicaragua

The Honorable
Kuniji Suzuki
Business Section
Embassy of Japan in Nicaragua

The Honorable
Marco Rosi
Coordinator for Central America
COSUDE
Embassy of Switzerland

Wini Petersen
Cooperation Coordinator
Embassy of Denmark in Nicaragua

The Honorable
Felipe Rios
Director, Office for Canadian Cooperation
A.C.D.I.

Ileana Giliane Laboente
Embassy of Canada in Costa Rica

Her Excellency
Eivor Halkjaer
Embassy of Sweden in Nicaragua

His Excellency
Karel van Kesteren
Embassy of the Netherlands

The Honorable
Michael Novino

His Excellency
John Culver
Ambassador and Consul General
Embassy of the United Kingdom

James Rawley
Resident Representative
United Nations
PNUD

Robert Grosse
Program Officer
United Nations
PNUD

Doctor Roberto Menendez
Chief of Operations
International Commission
Organization of American States

Silvia Quevedo
Assistant at A.S.D.I.
Embassy of Sweden

The Honorable
Tim Tyrinjell
Resident Representative
NORAD and Consul General
of Norway in Nicaragua

The Honorable
Kari Toiviainen
Councillor of International Cooperation
Embassy of Finland in Nicaragua

The Honorable
Fernando Grassi
Business Section
Embassy of Italy

The Honorable
Enrico Targa
Consul, Embassy of Belgium in Nicaragua

The Honorable
Paul Jansen
First Secretary
Consulate of Belgium in Nicaragua

The Honorable
Heather Hodges
Embassy of the United States in
Nicaragua

The Honorable
Henry Sierra
Minister Councillor
Embassy of Venezuela in Nicaragua

The Honorable
Patrick Rolot
Business Section
Embassy of France in Nicaragua

His Excellency
Lin Ki Tseng
Embassy of China in Nicaragua

The Honorable
Carlos Reynaldo Lacayo
Honorary Consul
Embassy of Luxembourg

The Honorable
Josep Pernerstorfer
Business Section
Embassy of Austria

The Honorable
Jean-Jacques Bouche
Belgian Cooperation for Central America

MEDIA

La Prensa
El Nuevo Diario
La Tribuna
Barricada
Canal 4
Canal 6
Canal 8
Canal 2
Canal 12
Radio Ya
Radio Corporación
Radio Istmo
Radio Informaciones
Radio Mundial
Radio Cadena de Oro
 El Pensamiento
Radio Sandino (EKO)
Radio Chinandega
Radio Nicaragua
Bolsa de Noticias
Radio Noticias

Additional Participants

Sin Fronteras
Eco Televisa
La Primerísima
D.I.C.S.(Presidencia)
Radio Universidad
Radio Católica
Notimex
Somos Noticias
Enfoque



Consejo Supremo Electoral

LISTA DE PARTICIPANTES A LA REUNION DEL 26 DE JULIO DE 1994

CONFIRMACION A REUNION DE DONANTES

Ministerio de Cooperación Externa

- 1.- Licenciada
LIGIA BRICEÑO DAVILA
Directora General de Seguimiento
- 2.- Licenciada
MARTHA GALLARDO
Directora General de Gestión Multilateral
- 3.- Doctor
ERWIN KRUGER
Ministro
Cooperación Externa.

Corte Suprema de Justicia

- 1.- Doctor
ORLANDO TREJOS
Presidente
Corte Suprema de Justicia
- 2.- Doctor
Guillermo Vargas S.
Magistrado
- 3.- Doctor
FRANCISCO ADRIAN VALDIVIA R.
Magistrado
- 4.- Doctor
RAFAEL CHAMORRO MORA.

Managua, Nicaragua



Consejo Supremo Electoral

LISTA DE PARTICIPANTES A LA REUNION DEL 26 DE JULIO DE 1994

Invitados Especiales

- 1.- Doctor
EDMUNDO CASTILLO SALAZAR
Secretario General
Ministerio de Relaciones Exteriores
- 2.- Ingeniero
PABLO PEREIRA
Ministro
Ministerio de Economía
- 3.- Licenciado
CARLOS GABUARDI
Director
Instituto Nicaragüense de Estadísticas
y Censos
Ministerio de Economía
- 4.- Ingeniero
ANTONIO LACAYO OYANGUREN
Ministro de la Presidencia
Delegado por la Presidenta de la República.
- 5.- Licenciado
Armando Zambrana
Tercer Secretario
Asamblea Nacional
- 6.- Licenciado
Reynaldo Antonio Téfel
Primer Vicepresidente
Asamblea Nacional.

Managua, Nicaragua



Consejo Supremo Electoral

DIRECTORES GENERALES Y ESPECIFICOS

- 1.- Licenciado
ARNULFO OVIEDO PEREZ
Administrador General
- 2.- Doctor
Roberto Evertsz Morales
Director General de Asuntos Electorales
- 3.- Ingeniero
Noel León Mena
Director de Cartografía y Estadística
- 4.- Licenciada
María Teresa Alemán
Directora General de Cedulación
- 5.- Doctor
Rodolfo Villalta Castellón
Director General
Registro Central
- 6.- Ingeniero
Wilhelm Schmidt Cuadra
Director de Informática
- 7.- Ingeniero
Napoleón Carvajal Padilla
Director de Archivo

Managua, Nicaragua.



Consejo Supremo Electoral

MAGISTRADOS DEL CONSEJO SUPREMO ELECTORAL

- / Doctor
MARIANO FIALLOS OYANGUREN
Presidente
- / Doctor
RODOLFO SANDINO ARGUELLO
Vicepresidente
- / Doctora
ROSA MARINA ZELAYA VELASQUEZ
Secretaria General
- / Doctor
AMAN SANDINO MUÑOZ
Magistrado
- / Ingeniero
GUILLERMO SELVA ARGUELLO
Magistrado
- / Doctor
LEONEL ARGUELLO RAMIREZ
Magistrado
- / Doctora
NIDIA REYES CASTAÑEDA
Magistrada
- / Licenciado
JULIAN CORRALES MINGUIA
Magistrado
- / Licenciado
CARLOS ZAPATA ROCHA
Magistrado

Managua, Nicaragua.



Consejo Supremo Electoral

LISTA DE PARTICIPANTES A LA REUNION DEL 26 DE JULIO DE 1994

CONFIRMACION A REUNION DE DONANTES

- 1.- Honorable Señor
MARK SILVERMAN
Director (a.i)
U.S.A.I.D.
- 2.- Señor
ARTHUR SIST
Coordinador de Iniciativas Democráticas
U.S.A.I.D.
- 3.- Señor
TODD AMANI
Jefe de Iniciativas Democráticas
U.S.A.I.D.
- 4.- Honorable Señor
WALTER LINDNER
Encargado de Negocios
Embajada de Alemania en Nicaragua
- 5.- Excelentísimo Señor
FIDEL LOPEZ ALVAREZ
Embajador de España en Nicaragua
- 6.- Licenciada
EMMA SANCHEZ FUENTES
Coordinadora de la Cooperación
Española en Nicaragua
- 7.- Honorable Señor
KUNLJI SUZUKI
Encargado de Negocios
Embajada del Japón en Nicaragua

Managua, Nicaragua.



Consejo Supremo Electoral

..2..

- 8.- Honorable Señor
 MARCO ROSI
 Coordinador para América Central
 COSUDE
 Embajada de Suiza (10:00 - 1:00 pm)
- 9.- Señora
 WINI PETERSEN
 Coordinadora de Colaboración
 Consulado de Dinamarca en Nicaragua
- 10.- Honorable Señor
 FELIPE RIOS
 Director Oficina de Cooperación
 Canadiense A.C.D.I.
- 11.- Señora
 ILEANA GILIANE LABOENTE
 Embajada de Canadá en Costa Rica
- 12.- Excelentísima Señora
 Eivor Halkjaer
 Embajadora de Suecia en Nicaragua
- 13- Excelentísimo Señor
 KAREL VAN KESTEREN
 Embajada de los Países Bajos.
- 14- Honorable Señor
 MICHAEL NOVINO
- 15- Excelentísimo Señor
 JOHN CULVER
 Embajador y Cónsul General
 Embajada de Gran Bretaña Inglaterra.



Consejo Supremo Electoral

..3..

- 16.- Señor
 JAMES RAWLEY
 Representante Residente (a.i)
 Programa de las Naciones Unidas
 PNUD
- 17.- Señor
 ROBERT GROSSE
 Oficial de Programas
 Programa de las Naciones Unidas
 PNUD
- 18.- Doctor
 ROBERTO MENENDEZ
 Jefe de Operaciones de la Comisión
 Internacional
 O.E.A.
- 19.- Señora
 SILVIA QUEVEDO
 Asistente de A.S.D.I.
 Embajada de Suecia
- 20.- Honorable Señor
 TIM TYRINJELL
 Representante Residente de
 NORAD y Cónsul General de Noruega
 en Nicaragua.
- 21.- Honorable Señor
 KARI TOIVIAINEN
 Consejero de Cooperación Internacional
 Embajada de Finlandia en Nicaragua.
- 22.- Honorable Señor
 FERNANDO GRASSI
 Encargado de Negocios
 Embajada de Italia

Managua, Nicaragua.



Consejo Supremo Electoral

..4.

- 23.- Honorable Señor
ENRICO TARGA
Cónsul Embajada de Bélgica
en Nicaragua
- 24.- Honorable Señor
PAUL JANSEN
Primer Secretario
Consulado de Bélgica en Nic.
- 32.- Señor
JEAN-JACQUES BOUCHE
Cooperación Belga para
Centroamérica
- 25.- Honorable Señora
HEATHER HODGES
Encargada de Negocios
Embajada de los Estados Unidos
de Norteamérica en Nicaragua
- 26.- Honorable Señor
Lic. HENRY SIERRA
Ministro Consejero Embajada
de Venezuela en Nicaragua
- 27.- Honorable Señor
PATRICK ROLOT
Encargado de Negocios
Embajada de Francia en Nicaragua
- 28.- Excelentísimo Señor
LIN KI TSENG
Embajada de China en Nicaragua
- 29.- Honorable Señor
Lic. CARLOS REYNALDO LACAYO
Cónsul Honorario
Embajada de Luxemburgo
- 30.- Honorable Señor
JOSEP PERNERSTORFER
Encargado de Negocios
Embajada de Austria
- 31 Honorable Señor
Encargado de Negocios
Embajada de Bélgica.

Managua, Nicaragua.

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Consejo Supremo Electoral

LISTA DE PARTICIPANTES A LA REUNION DEL 26 DE JULIO DE 1994

MEDIOS DE COMUNICACION

- 1.- La Prensa
- 2.- El Nuevo Diario
- 3.- La Tribuna
- 4.- Barricada
- 5.- Canal 4
- 6.- Canal 6
- 7.- Canal 8
- 8.- Canal 2
- 9.- Canal 12
- 10.- Radio Ya
- 11.- Radio Corporación
- 12.- Radio Istmo
- 13.- Radio Informaciones
- 14.- Radio Mundial
- 15.- Radio Cadena de Oro
El Pensamiento
- 16.- Radio Sandino (EKO)
- 17.- Radio Chinandega
- 18.- Radio Nicaragua
- 19.- Bolsa de Noticias
- 20.- Radio Noticias

Asistentes Adicionales

- 1.- Sin Fronteras
- 2.- Eco Televisa
- 3.- La Primerísima
- 4.- D.I.C.S (Presidencia)
- 5.- Radio Universidad
- 6.- Radio Católica
- 7.- Notimex
- 8.- Somos Noticias
- 9.- Enfoque.

Managua, Nicaragua

APPENDIX 2 (Letter of Recommendation)



Consejo Supremo Electoral

Managua, 2 de agosto de 1994

Señor
Richard W. Soudriette
Director
Internacional Foundation for
Electoral Systems (IFES)
Fax: 202-4520804
Su despacho

Muy estimado señor:

Tengo el agrado de dirigirme a usted para manifestarle que la Misión de Asistencia Técnica organizada por Internacional Foundation for Electoral Systems (IFES), e integrada por los señores Gonzalo Brenes Camacho, Enrique Raven Vallenilla y Róger Plath, contribuyó sustancialmente a la revisión del documento que presentamos a los Poderes Ejecutivo, Legislativo y Judicial y a la Comunidad Internacional de do nantes el recién pasado 26 de julio.

Por este motivo le agradezco su cooperación en nombre del Consejo Supremo Electoral a la Institución de la cual usted es Director y le manifiesto el deseo del Consejo de poder trabajar en el futuro con IFES en asuntos de mutuo interés.

Aprovecho la oportunidad para saludarle muy cordialmente,

Mariano Fiallos Oyanguren
Presidente

cc:archivo
MFO/mfh



CONSEJO SUPREMO ELECTORAL
PRESIDENCIA

Managua, Nicaragua.

Managua, August 2, 1994

Mr. Richard W. Soudriette
Director
International Foundation for Electoral Systems
Fax: (202) 452-0804

Dear Sir:

I have the pleasure to communicate to you that the Technical Assistance Mission organized by IFES, and integrated by Mr. Gonzalo Brenes Camacho, Mr. Enrique Raven Vallenilla and Mr. Roger Plath, substantially contributed to the revision of a document that we submitted to the Executive, Legislative, and Judicial Branches and to the international community of donors last July 26.

For this reason, I thank you for your institution's cooperation on behalf of the Consejo Supremo Electoral and express the desire of the Consejo to be able to work with IFES sometime in the future on matters of common interest.

Sincerely yours,

Mariano Fiallos Oyanguren
President
Consejo Supremo Electoral

APPENDIX 3 (CSE Foreign Contribution Requests)

**CONSEJO SUPREMO ELECTORAL
INTEGRATED SYSTEM OF THE CENTRAL REGISTRY, IDENTIFICATION
PERMANENT ELECTORAL LIST AND ELECTIONS**

Requirements in U.S. dollars per project

Num.	PROJECT	National Contribution	%	Foreign Cooperation	%	Total	Participation per Project
1	Developing and maintaining the archive of the Central Registry	420,745.59	47.58%	463,573.42	52.42%	884,319.01	2.18%
2	Establishment of a system for the civil registration of persons	196,268.83	31.73%	422,334.34	68.27%	618,603.17	1.52%
3	Citizen Identification	3,134,568.81	28.49%	7,867,458.87	71.51%	11,002,027.68	27.10%
4	Development of an electoral map for the 1996 Elections and Identification	244,174.80	37.46%	407,672.20	62.54%	651,847.00	1.61%
5	Developing and maintaining a computerized system	705,800.80	31.81%	1,512,951.04	68.19%	2,218,751.84	5.46%
6	Civic education campaign	541,605.19	32.25%	1,137,572.66	67.75%	1,679,177.85	4.14%
7	Permanent electoral list	104,788.27	31.13%	231,803.36	68.87%	336,591.63	0.83%
8	Elections (With identification and permanent electoral list)	6,892,047.71	29.70%	16,316,634.11	70.30%	23,208,681.82	57.16%
	General Total	\$12,240,000.00	30.15%	\$28,360,000.00	69.85%	\$40,600,000.00	100.00%

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**CONSEJO SUPREMO ELECTORAL
INTEGRATED SYSTEM OF THE CENTRAL REGISTRY, IDENTIFICATION,
PERMANENT ELECTORAL LIST AND ELECTIONS**

Scheduled contributions by Foreign Cooperation

Num.	PROJECT	1994	1995	1996	TOTAL US\$
1	Developing and maintaining the archive of the Central Registry	104,808.29	200,421.32	158,640.81	463,573.42
2	Establishment of a system for the civil registration of persons	120,768.34	238,333.49	63,232.51	422,334.34
3	Citizen Identification	1,545,565.37	6,321,893.50		7,867,458.87
4	Development of an electoral map for the 1996 Elections and Identification	157,333.07	206,330.61	44,008.52	407,672.20
5	Developing and maintaining a computerized system	605,111.56	476,819.77	431,019.71	1,512,951.04
6	Civic education campaign	185,996.97	444,882.62	506,693.07	1,137,572.66
7	Permanent electoral list	39,804.37	126,016.91	65,982.08	231,803.36
8	Elections (With identification and permanent electoral list)		266,199.11	16,050,435.00	16,316,634.11
	General Total	\$2,759,387.99	\$8,280,600.31	\$17,320,011.70	\$28,360,000.00

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FOREIGN FINANCING

**INTEGRATED SYSTEM OF THE CIVIL REGISTRY OF PERSONS, IDENTIFICATION,
AND PERMANENT ELECTORAL REGISTRY
1992-JUNE 1994**

PROJECT	DONOR	AMOUNT APPROVED
Donation to the integrated system of the civil registration of persons	Belgium	143,000.00
Updating and computerizing the archive of the Central Registry	European Community	469,480.00
Citizen identification in Rio San Juan (Region IX)	Denmark	263,618.00
Identification in the autonomous regions of the North Atlantic coast and Atlantic south (Regions VII and VIII)	Denmark	726,698.07
Integrated system of the central registry, identification and permanent electoral list	European Community	375,000.00
a) Establishment of a computer system and b) Support citizen identification	Spain	2,000,000.00
Updating and computerizing of electoral mapping	Canada	220,000.00
Improvement of the civil registry of persons	Prodere	70,787.24
8 Projects	Total	\$4,268,583.31

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