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ANNUAL REPORT

SUDAN ELECTION ADMINISTRATION SUPPORT PROGRAM
OCTOBER 1, 2009 THROUGH SEPTEMBER 30, 2010

OCTOBER 29, 2010

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The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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ACRONYMS AND ABBREVIATIONS

AARC - Abyei Area Referendum Commission
BRIDGE – Building Resources in Democracy, Governance, and Elections
CCN – Cooperating Country National
CEO – Constituency Elections Officer
EU – European Union
EMB – Election Management Body
GoNU – Government of National Unity
GoSS – Government of Southern Sudan
IFES – International Foundation for Electoral Systems
IO – International Organization
IP – Implementation Protocol
IRI – International Republican Institute
MMC – Media Mechanism Committee
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 Body(ies)
RO – Returning Officer
SEASP – Sudan Election Administration Support Program
SEHC – State Election High Committee
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
SuGDE – Sudanese Group for Democratic Elections
SuNDE – Sudanese Network for Democratic Elections
UNIRED – United Nations Integrated Referendum and Electoral Division
UNDP – United Nations Development Program
UNMIS EAD – United Nations Mission in Sudan Electoral Assistance Division
USAID – United States Agency for International Development
VR – Voter Registration

I. EXECUTIVE SUMMARY: SUDAN ELECTION ADMINISTRATION SUPPORT PROGRAM

Over the past year, IFES SEASP has worked on a great variety of issues related to supporting the Election Management Bodies (EMB) in Sudan.

In the first quarter of FY2010, IFES SEASP provided assistance to the National Elections Commission (NEC), the bulk of which was consultative services. However, IFES also furnished a new NEC building, in which the NEC's technical and international advisory staff could be co-located. In addition, IFES procured office equipment for the NEC building.

The principal electoral activity to take place during the first quarter of FY2010 was the voter registration process, which lasted five weeks. IFES provided trainings and manuals to NEC officials in advance of the commencement of registration in November 2009. IFES also provided a set of warehouse management trainings to State High Committees (SHC) in Northern and Southern Sudan, focusing on maintaining voter roll integrity. At the NEC's request, IFES subsequently conducted cascade training for the registration process. In conjunction with the trainings, IFES printed 30,000 copies of the registration manuals and 6,000 copies of the exhibition and objections manual.

The pace of program activities increased significantly during the second quarter of FY2010. With the NEC and its subsidiaries well behind the recommended preparation schedule, IFES and other international assistance providers were faced with the challenge of expediting delivery of electoral inputs and training poll workers in order to prevent delays in the opening of polling.

The third quarter of FY2010 saw Sudan reach an important benchmark with nationwide elections being held from April 11-15, 2010. The election resulted in overwhelming victories for the two primary presidential candidates: Omar Hassan Al-Bashir as President of the Government of National Unity and Salva Kiir Mayardit as President of the Government of Southern Sudan. With elections held in April and re-polling in certain areas conducted in June, the third quarter also brought a conclusion to one of the important electoral processes envisioned in the CPA. As a result, over the course of the third quarter, IFES SEASP's technical assistance transform from high-intensity election-focused work during the polling and post-election period to referenda-focused activities by June.

During the fourth quarter of FY2010, IFES SEASP signed a new Implementation Protocol with USAID, the Ministry of International Cooperation and the Southern Sudan Referendum Commission (SSRC). IFES program activities for the fourth quarter were thereafter related to supporting the organizational setup of the SSRC, drafting legal rules and regulations for the referendum and preparing the procurement of voter registration materials.

Qualitative Impact

IFES's technical assistance to the NEC included a number of IFES-organized capacity-building trainings and the production and printing of their related training manuals. Two warehouse training courses for State High Committees took place in October 2009 and subsequent cascade trainings for voter registration workers took place in November 2009. IFES also printed the registration, exhibition, and objections manuals to NEC specifications. The manuals were distributed throughout Sudan to assist in training officials in implementing various stages the electoral process.

Additionally, IFES submitted an Annex to the Gap Analysis to USAID in October 2009. The supplemental chapter focused on external and displaced voting and forms a part of the Gap Analysis begun in spring 2009.

During the second quarter, the program's major activities focused on the final preparations for the election process. This included designing, printing, and distributing election materials as well as coordinating, developing, delivering, and monitoring the training process for election workers. IFES SEASP also provided technical assistance related to the establishment of adequate polling stations, final delivery of election materials, polling day and counting procedures, retrieval of election materials, data-entry and announcement of results, and adjudication of election disputes.

During the election preparations, IFES worked daily with other international election assistance providers to offer the NEC formal recommendations regarding all aspects of the election process. In close collaboration with the NEC and other international election assistance providers, IFES developed cascade training programs for election workers involved in both the logistical and procedural components of the electoral process. IFES, the United Nations Mission in Sudan Election Assistance Division (UNMIS-EAD), and the United Nations Development Program (UNDP) collectively conducted the initial training in both Khartoum and Juba, with follow-on training taking place at the state capital, constituency, and polling station levels.

IFES also fielded a three-week election violence assessment mission to Sudan. The three-member assessment team conducted field interviews in both Southern and Northern Sudan, as well as the Abyei region. IFES provided USAID with an initial assessment prior to the team's departure from Sudan, which included likely triggers of election-related conflict and quick-impact steps that could be taken to mitigate potential disputes.

In the third quarter, IFES SEASP focused on the final coordination of delivery of electoral commodities as well as co-hosting a lessons learned workshop for primary election assistance providers. In addition, IFES produced a draft Budget Forecast for the referendum exercise in Southern Sudan, along with outlines of the legal framework for the referendum.

In the fourth quarter, IFES SEASP focused on delivering quality support to the SSRC while it prepared the legal and procedural aspects of the referendum. In cooperation with other international technical assistance providers, IFES drafted and submitted the Voter Registration Book and Manual to the SSRC and started the procurement of voter registration materials. In addition, IFES assisted in drafting a plethora of rules and regulations for the referendum exercise while also supporting the organizational setup of the SSRC and SSRB offices in Khartoum and Juba.

Quantitative Impact

During the first quarter of FY2010, IFES focused on two indicators: number of electoral procedures and systems strengthened, and number of election officials trained. Voter registration was the main step in the electoral process being implemented during this quarter, one of eight processes listed in IFES's Performance Management Plan (PMP). IFES therefore focused its efforts on this element of the electoral process, strengthening Sudanese capacity in undertaking the registration process. IFES also undertook several trainings for election officials on voter registration.

In the second and third quarters IFES provided technical assistance to the NEC, which resulted in the strengthening of six of the eight identified electoral processes under indicator 1.1 of the Performance Monitoring Plan (PMP). IFES also provided training for 276 election officials.

With IFES focusing on providing technical assistance to the SSRC, the fourth quarter resulted in the strengthening of the regulatory framework of the two referenda in South Sudan and Abyei. IFES SEASP also assisted in setting up the organizational structure of the national Referendum Management Bodies and worked diligently to ensure that the necessary supplies and materials were provided to maximize operational efficiency of the SSRC and its subsidiaries.

Project Administration

During the course of FY2010 IFES SEASP has made significant changes to the program staffing. More long term staff positions have been filled in order to implement the program. With focus shifting from elections to referenda, FY2010 also saw IFES SEASP transfer the majority of staff positions from Khartoum to Juba.

The most significant challenges to IFES SEASP during the election stages were the lack of timeliness of requests from the NEC and a lack of engagement on the part of the Southern Sudan High Committee (SSHC). This has been followed, once the focus shifted to the referendum, by a lack of timely political decisions on the formation of the Referenda Management Bodies (RMB): the SSRC and the subsequent SSRB, as well as the Abyei Area Referendum Commission (AARC). Despite challenges in timing, however, IFES-procured materials were ready for delivery in time for the elections to take place and the IFES-supported training was conducted in time for key election staff to be ready for voter registration and polling.

Next Quarter's Work Plan

In the next quarter, IFES SEASP will continue to support the SSRC and its subsidiaries through the provision of technical and material assistance. Furthermore, assistance will be forwarded to the Abyei AARC as soon as it is formed. With time being short before the Southern Sudan Referendum and the Abyei Area Referendum, many activities will have to be compressed and carried out in the coming quarter. IFES SEASP will focus on strengthening the regulatory framework for the referenda and on supporting the RMBs' capacity to operate efficiently and to administer and oversee the referenda administration. Finally, IFES SEASP will work to ensure that referenda commodities are procured and delivered in a timely manner.

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

Program Deliverables

The Gap Analysis of the National Elections Act (NEA) submitted by IFES to USAID on April 6, 2009 has served as the formal guideline for Objective I of this project. Technical assistance has consistently been delivered to the NEC and sub-national EMBs with a close eye on the Gap Analysis. With nationwide elections taking place during FY2010, many of the IFES SEASP activities had a direct effect on the electoral exercise.

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

Objective I was addressed through two studies conducted in FY09 and delivered in Q1FY10: 1) an annex to the Gap Analysis previously delivered to USAID, and 2) a constituency delimitation investigation conducted by an IFES consultant.

IFES was requested by the NEC to provide assistance during the constituency delimitation objection process. As response to this request, IFES deployed Lisa Handley to Khartoum to work with NEC and IFES staff during September 3-13, 2009. After a series of discussions with the Secretary-General of the NEC, IFES was provided with a sample of the objections submitted to the NEC, as well as a sample of the comments offered by the relevant High Committees on the objections. The IFES consultant also received a sample of the complaints as logged by NEC staff. This information, along with proposed constituency boundaries formed the basis of the report. Although the consultant's

trip took place in September, her final report was given to IFES and USAID after the end of FY09 and was not reported on in the previous year's annual report.

Constituency Delimitation Process

Sudan adopted a mixed electoral system, with party list, proportional, and geographical constituency components, for elections to the National Assembly, the South Sudan Legislative Assembly (SSLA), and the state legislative assemblies.¹ As a consequence, 270 national constituencies, 102 Southern Sudan legislative constituencies, and 749 state legislative constituencies (1121 constituencies in total) had to be delimited.

The National Elections Act 2008 assigned the responsibility for constituency delimitation to the NEC. It also identified the method for allocating legislative seats to each of the states, outlined the objection and appeals process, and established three criteria the NEC had to take into consideration when delimiting constituency boundaries:

- Constituency boundaries could not cross state boundaries,
- The total population in each constituency could not exceed the electoral dividend by more or less than 15 percent,
- Geographical features, population distribution and ease of movement, as well as local administrative boundaries, had to be taken into account.

Rather than delimit constituencies centrally in Khartoum and Juba, the NEC decided to delegate the task to the High Committees in each of the 25 states. The High Committees were told to demarcate national and state legislative constituencies (as well as SSLA constituencies if the state was in the South) and provide the NEC with a “description of the boundaries” of each of the constituencies, a description of the “residential units” in each of the constituencies and the population of each constituency.

Problems Identified in the Delimitation Process

The IFES SEASP consultant identified a number of problems with the delimitation process. The major issues encountered included:

- The flawed census, along with flawed population estimates for the constituencies, hampered election planners' ability to determine precisely how many eligible voters to anticipate in each constituency.
- The High Committees used the 2008 census data to delimit constituencies, though it was unclear whether the NEC sent the data or the High Committees obtained the data directly from the Central Bureau of Statistics (or, in the South, from the Southern Sudan Center for Census, Statistics and Evaluation). It was also unclear at what level of geographic specificity the data was employed. In some cases it appeared that population data at levels below the county might not have been used to determine the populations of constituencies.
- As a result of inconsistent application of statistical data and a lack of guidance from above, many constituencies had significantly different population numbers in comparison to other constituencies.
- Maps of the administrative divisions within the state were not provided to the High Committees. In some instances it appeared that delimitation was therefore done without reference to any maps. In other states the High Committee obtained and employed maps of varying quality.
- The complaints process resulted in inconsistent responses to certain types of complaints. This was particularly the case with regards to complaints related to discrepancies between the sizes of populations from one constituency to another. The NEC relied principally on

¹ Sixty percent of the 450 National Assembly seats, 170 SSLA seats and 1242 state legislative seats are tied to geographic constituencies. Another 25% of the seats are allocated to women (elected via party list at the state level and allocated proportionally); the remaining 15% seats are elected on the basis of proportional representation at the state level by closed party lists.

High Committees for responses relating to delimitation while essentially no single committee was making uniform decisions on a wider basis.

- The decision by the NEC not to nest state constituencies within national constituencies meant that state constituencies could fall within more than one national constituency.² This complicated the designation of polling stations and the distribution of ballots.

IFES's examination of the state constituency proposals indicated that the High Committees had little training in delimitation. Thus, the delegation of responsibility to the inexperienced High Committees, along with flawed census data,³ and the absence of detailed maps, produced constituency definitions that in many instances were incomplete.

While complaints were registered with the NEC regarding some of the above issues, these complaints totaled only around 300 during the objection period. NEC staff permitted IFES to view only a small sample of the complaints. The objections fell into one of three categories:

- Objections that fell outside the purview of the NEC to address during the objection process – e.g., complaints regarding the quality of the census data, the composition of the High Committees, and the legislative seat allocation process.
- Objections that could be dealt with in a routine manner such as:
 - The failure to assign specific villages to a constituency or the misnaming of villages or other territorial units that have been assigned to a constituency.
 - The desire on the part of the objector to have a constituency renamed.
- Objections that required further review and consideration – e.g., requests on the part of the objector to move territory from one constituency and assign it to another and complaints noting the large discrepancy in populations across constituencies.

The decision reached by the NEC was relatively straightforward with regard to the complaints falling in the first and second categories. The third category of objections was more problematic. Any response to these objections should entail additional research, including a recompilation of census enumeration data at levels below the locality / *payam* level, as well as reference to detailed, up-to-date maps. However, it appeared that the NEC relied solely on the High Committees' review of the objections in deciding whether to accept or reject the complaints.⁴

Recommendations Offered by IFES

IFES's recommendations to the NEC stressed the importance of correcting the inconsistencies in how complaints were being dealt with, as well as the need for supplementing the constituency boundary descriptions. In many cases, the proposed constituency boundaries were inadequate – territory was left unassigned, constituency populations were incorrect or outside the legal limits, or the descriptions provided were too vague for determining the precise boundaries.

IFES proposed that the complaint process be used not only to consider objections but to correct the underlying problems with the constituency boundaries. This should have been undertaken at the NEC level within Khartoum rather than at the High Committee level for two reasons: (1) there was insufficient time to train High Committees to make these corrections and (2) inconsistencies were still possible if the High Commissions retained all responsibility for producing constituency boundaries.

² It is not unusual not to require nesting (that is, the stipulation that state legislative constituencies cannot cross national assembly constituency lines), but it complicates the election process, especially when there are limited resources and a lack of experienced staff for conducting the election.

³ The census failed to cover a number of areas of the country and excluded many IDP camps. A number of objections – and not only those lodged from the South – mentioned problems with the census. Objections also noted the failure to assign IDP camp populations (although the territory in many cases appeared to be assigned) to the constituency population totals.

⁴ Each of the complaints received by NEC in Khartoum was sent to the relevant High Committee for comment before being logged by NEC.

Unfortunately, such corrections were not possible within the election calendar – the election calendar establishes a five-day period after the objection period ends to finalize the constituency boundaries. In fact, it would take a minimum of a month to make the required corrections and produce constituencies that were clearly defined and fell within the legal limits.

Conduct of NEC Meetings

In preparation for the elections, a Policy Committee was established for members of the international community and the NEC. Meeting in this committee served as a regular forum for direct interaction between the NEC and the donor community, including USAID. Other meetings were held in the Technical Committee and *ad hoc* committees (both comprised of donor agencies and implementers), which were established to focus on polling plans, training, and logistics for the election with IFES and other international advisors providing assistance to the NEC technical experts in these areas. The NEC consistently requested that the IFES Country Director serve as a member of these *ad hoc* committees. The frequency and productivity of the Technical Committee and *ad hoc* committee meetings increased significantly throughout the year as elections drew nearer.

On March 3 and 4, representatives of the entire NEC structure – the NEC, SSHC, and all State Election High Committees (SEHCs) – met in Khartoum through the efforts of IFES. This Election Operation Conference for State High Committee Members and Returning Officers provided the opportunity for the entire EMB structure to share information and engage in final planning for establishing polling stations, distributing and safeguarding materials, and conducting polling, counting and aggregation of results. This was only the second time that NEC, SSHC, and SHC officials had all gathered in one place to share information and plans for conducting the elections. IFES worked in cooperation with other international election assistance providers to hold this conference.

Organizational Assistance on Election Administration

During the election preparations the NEC Secretary General served as the main point of contact for all of IFES's activities. IFES correspondence with the NEC was therefore always addressed to the Secretary General and all formal requests from the NEC came from the Secretary General. Additionally, the Secretary General played a significant role in the Policy Committee meetings.

Juba-based coordination meetings between the SSHC, IFES, and other international election assistance providers were sporadic during FY2010 and the SSHC's minimal role in the election process directly caused a reduced meeting schedule. Additionally, the Implementation Modalities of the Machakos and Power Sharing Protocols of the CPA under Power Sharing: Part I, 9(c-d), list only the NEC as the “executing body” for the entire election process. While the SSHC did not take significant responsibility for the conduct of elections, it participated in all IFES activities conducted in Juba, as well as the conference conducted in Khartoum on March 3 and 4. Furthermore, the SSHC fulfilled a ceremonial role in opening election-related activities in Juba.

As polling neared, IFES witnessed a marked improvement in communication between the NEC and the SEHCs. One session of the March Khartoum conference brought together SEHCs for region-specific discussions with NEC officials. These discussions focused largely on the establishment of polling stations and highlighted a significant disconnect between the Khartoum-based NEC officials and the SEHC officials. SEHC officials raised objections to the NEC-established criteria for polling stations, expressing their belief that more polling stations were required in most states. As the final decision-making power lay with the NEC, SEHC members therefore largely left this meeting disappointed by the limitations placed on them.

As expected, responsibility for delivering elections fell on the SEHCs. With inadequate lead time, insufficient funds and minimal guidance, SEHCs were required to identify polling stations, recruit and train Constituency Elections Officers (CEOs) and polling station staff, print voter registries, distribute materials from state capitals to each constituency, provide support to CEOs throughout

the entire process, and aggregate election results. Significant assistance was required from state-based international election assistance providers in trainings and material distribution.

IFES worked with the NEC and other international election assistance providers to develop the “Polling Handbook for Staff” and the “Polling and Counting Guide for Election Officials.” The “Handbook” provided key details to ensure that each of the polling station staff understood their specific roles. It was also used as the basis for the cascade training for poll workers. The “Guides” were provided to the CEOs and heads of polling stations and explained in pictures and writing the polling and counting process. Both the “Handbooks” and the “Guides” were printed by IFES in English and Arabic.

Observer and Party Agent Accreditation

IFES worked closely with the NEC on developing rules and regulations for the accreditation process while simultaneously gathering information from IRI regarding the needs of and challenges faced by political parties. This enabled IFES and IRI to serve as an effective bridge between NEC decision makers and the political party agents. The accreditation went reasonably well, despite there being room for improvement. The most common issue raised by political parties during the process was the lack of consistency from one state to another during accreditation.

IFES also played a bridging role between the NEC and international and domestic observers through IFES’ relationship with NDI and the Carter Center. Both these organizations deployed a significant number of observers for the April elections. Domestic and international observers raised similar concerns regarding a lack of consistency from one state to the other in terms of accreditation and general attitude towards observers. Additionally, documentation requirements for domestic observers were overly burdensome and risked minimizing this key component of the election process. IFES continuously advised the NEC on the importance of allowing and encouraging a strong domestic observer presence.

In addition to the “Handbooks” and “Guides” discussed above, the NEC requested IFES to print a “Counting Procedures Leaflet” to be used by political party agents and domestic observers. Even though the NEC made this request on March 21, IFES was able to distribute 200,000 copies throughout Sudan, utilizing the networks established by other USAID-funded election assistance providers.

Boundary Delimitation for Constituencies

On January 23, 2010 SPLM announced it would boycott elections in Southern Kordofan state if census results were not reconsidered and geographical constituencies redrawn. During this announcement, Deputy Governor Abdel-Aziz Adam Al-Hilu (SPLM) accused the NEC of not having properly considered his party’s earlier challenge to constituency demarcation in the state. The NEC, however, categorically rejected any challenge to constituency demarcation which was based exclusively on disputed census results, as their mandate had been solely to demarcate constituencies based on the census. A political agreement between the SPLM and the National Congress Party (NCP) later confirmed that a new census would be conducted.

As per the agreement between the SPLM and the NCP, the census in Southern Kordofan was conducted during the third quarter of FY2010. As of writing this report, however, the census results were still to be published and no timeline for elections had been endorsed.

Likewise, national legislative assembly elections were not held on schedule in Al-Gezira state. In FY2010 the courts ruled in favor of an Al-Gezira state appeal to increase their number of geographical constituencies from 29 to 50. As such, these elections will require re-demarcation of the geographical constituencies. According to a proposed timeline by the NEC, polling, sorting, counting and announcement of results are scheduled take place during October 2010.

Electoral Formulas and Determining Elected Candidates

On March 27, 2010, the NEC officially adopted the “Alsaigh Method of Seat Strength Percentage” for deciding proportional representation for both the party lists and women’s lists for each of the three legislative assemblies (National Assembly, Southern Sudan Legislative Assembly, and State Assemblies). The Alsaigh Method, developed by Sudanese citizen Hussein Ahmed Alsaigh, uses mathematical tables which assign a number of seats based on the percentage of valid votes won by a political party contesting on a closed party list. This was not the method recommended by IFES advisors and, due to the decision being made only two weeks prior to the eve of elections, IFES was unable to provide significant guidance to the NEC on implementing this system. IFES stressed the need for the NEC to develop a mechanism for training relevant staff on using this complex method.

Last-minute withdrawals by opposition parties from select portions of the election – including the race for Presidency of Sudan – raised questions regarding the withdrawal of candidates after the official deadline for doing so. In accordance with Section Two, 49(3) of the NEA, the NEC promptly informed the media that a candidate who withdraws after the deadline will still appear on the ballot and, if that candidate were to win, then he or she would be announced as the winner.

Voter Registration

The voter register was established after a registration exercise in 2009, which recorded 16,336,153 voters. Despite advice from IFES and other international advisors, the establishment of the national electoral register became subject to numerous allegations of mismanagement and of multiple and proxy registration made by some electoral stakeholders, such as political parties and civil society organizations. EU EOM reported that some 1300 objections were made, and a small number of amendments followed. In the absence of a comprehensive country-wide auditing exercise and a timely publication of the final voter lists, the inclusiveness and accuracy of the voter lists used during the election was challenged by political parties and civil society. According to observer groups, nearly 8% of voters were refused the opportunity to vote because they were not found on the voter lists and were therefore disenfranchised.

In an effort to enfranchise Sudan’s Diaspora, voter registration was also conducted in a number of countries abroad. Due to the burdensome requirements for identification, large concentrations of Sudanese refugees were excluded from the electoral process. Voter registration rates were low in overseas locations with just over 100,000 Sudanese citizens participating.

Voter Education

While a formal regulation standardizing voter education was never promulgated, IFES’s support to the NEC had a strong impact on voter-education efforts nationwide. IFES worked with the NEC to develop training materials for the polling and counting process that could also be used as voter education materials. All materials printed by IFES for the polling process – including mock ballots, the “Handbook,” the “Guide,” the “Leaflets,” and the NEA – were used to train poll workers and to educate voters.

IFES distributed these materials to IRI, NDI, the Carter Center, the EU, UNDP, and UNMIS-EAD specifically in response to the acknowledged deficiencies in voter education.

Political Party and Candidate Nomination

The candidate nomination process concluded on January 27, 2010 and the NEC published and made available detailed nomination forms for each of the offices being contested. IFES provided technical assistance to the NEC on the development of nomination forms.

For the Office of the President of the Republic, thirteen candidates submitted nomination forms. Two candidates submitted nomination forms for the Office of the President of the Government of Southern Sudan (GoSS). Candidates were required to submit their nationality certificate, birth certificate, qualifications, certificate of criminal record, and recent color photograph, along with the following seven NEC forms:

- **Form No. 2** Nomination for the Office of the President of the Republic/President of the GoSS/Governor;
- **Form No. 3** Secondment of the nomination for the Office of the President of the Republic/President of the GoSS/Governor;
- **Form No. 4** Certificate of acceptance of the candidate for his nomination for the Office of the President of the Republic/President of the GoSS/Governor;
- **Form No. 5** Certificate of declaration of assets and liabilities of the candidate for the office of the President of the Republic/President of the GoSS/Governor;
- **Form No. 6** Certificate to prove payment of the deposit for the Office of the President of the Republic/President of the GoSS/Governor;
- **Form No. 7** Certificate to abide by the Comprehensive Peace Agreement; and
- **Form No. 8** Certificate of non nomination for any other office.

Similarly, candidates for all three levels of legislative assemblies – National, Southern Sudan, and state – were required to complete a number of forms. This was the case even for candidates contesting through the geographical constituencies, party list, or women’s list systems. Legislative candidates were obliged to submit their nationality certificate, birth certificate, and certificate of resignation from office for those who were sitting legislators, along with the following seven NEC forms:

- **Form No. 5** Certificate of declaration of assets and liabilities of the candidate;
- **Form No. 7** Certificate to abide by the Comprehensive Peace Agreement;
- **Form No. 8** Certificate of non nomination for any other office;
- **Form No. 25** Unnamed covering page;
- **Form No. 26** Request of secondment of the candidate from any political party;
- **Form No. 27** Certificate of approval of the candidate of his nomination; and
- **Form No. 28** Certificate proving of the payment of the deposit for membership of any legislative assembly.

Each political party and independent candidate was identified by a symbol on each ballot. Political parties submitted their symbols to the NEC and were approved based on their order of submission.

Electoral Campaign

The Code of Conduct for the electoral campaign was developed, published, and distributed by the Political Party Affairs Commission (PPAC) and not the NEC. The NEC did, however, schedule the specified period for the electoral campaign.

On February 22, 2010 the NEC published the “Circular on Campaign Activities – National Elections, 2010.” While this circular opened with positive language regarding the importance of freedom to campaign for all political parties, IFES – along with other international assistance providers – immediately expressed concern over the rules set forth in the circular. Political parties and candidates were required “to seek permission of the concerned authorities to organize (campaign) activities, and wait for that permit, while those authorities finalize the necessary procedures.” This permission had to be sought in writing 72 hours in advance, even for campaign activities held within the premises of political party offices. IFES advised the NEC that this might discriminate against opposition parties. The NEC did not heed IFES’ advice. Consequently, there was a considerable number of complaints from opposition parties – in both Northern and Southern Sudan – regarding uneven application of the rule by various security forces.

International observer organizations reported that there were significant obstacles to running a competitive campaign. This was seen as a result of the opposition parties in Northern Sudan having experienced many years of difficulties, which had hampered their ability to compete with the ruling NCP. EU EOM reported that the competitive nature of the campaign was reduced by unequal resourcing and treatment by the authorities, as well as boycotts and late withdrawals by opposition parties in the north.

Media

On February 2, 2010 the NEC announced the creation of a joint mechanism for the use of media channels during the election. The Media Mechanism Committee (MMC) was initially composed of NEC members and staff, the Secretary General of the Ministry of Information (GoNU), officials from GoNU-owned media outlets, media experts, the Deputy Chairman of the PPAC, and five representatives from the political parties. Opposition parties challenged the MMC and requested that all political parties be represented.

IFES continuously advised the NEC on the need to make all efforts to ensure equal access to the media, in both Northern and Southern Sudan. In April, the Sudan Media and Elections Consortium (SMEC) issued two interim reports covering the pre-election campaigning period, the election period and the post-election period. The SMEC's statistical analysis of these periods shows that besides the period during elections where most media were focused on the actual election exercise, NCP and SPLM received almost the entire media coverage from both written, radio and television media outlets.

Thus in the period leading up to the polling, the print media editorial coverage of the elections was concentrated on NCP and SPLM who received respectively 41% and 24% of the overall election space in the newspapers. On the radio, NCP and SPLM both received 38.1 % of the overall airtime. On television, NCP and SPLM received respectively 37.9 % and 47.9% throughout the whole campaigning period.

During the post-election period, the print media again mainly concentrated on NCP and SPLM who received 38% and 20% of the overall space respectively. In this period SPLM received less than half of the coverage of NCP on the radio (respectively 27% and 58% of the overall airtime) whilst SPLM received more airtime on TV than NCP (42% and 38% of the overall airtime).

Most international observer organizations support this analysis and conclude that despite the official abolishment of pre-press censorship not all subjects could be freely discussed in the media.

Political Finance

The National Elections Act permitted governments to provide state funding for political parties. At the same time it prohibited the use of state resources by candidates, without reimbursing the state for their use. Despite this, Carter Center observed multiple instances of the use of State vehicles by incumbents.

On 3 April the NEC announced that the maximum expenditure for a candidate for the presidency would be 17 million Sudanese pounds, for the Southern Sudan government presidency a cap of seven million Sudanese pounds, and other offices lower amounts. Many observer groups criticized this ceiling as being too high to have any actual effect.

Electoral Access for Citizens with Disabilities

Training materials developed and printed by IFES on behalf of the NEC specifically state that the Queue Controller "checks for elderly, disabled, sick or pregnant voters and directs them to the front of the queue" as part of the responsibilities of that polling station worker. Observation

reports show that in the large majority (approx. 84%) of observed polling stations disabled were actually assisted according to the procedures set forth in the IFES-supported printing material.

Ballot Design, Printing, and Distribution

IFES participated in early discussions with the NEC and other international election assistance providers regarding the design of ballots. Through division of document-production responsibilities, UNDP was tasked with printing the legislative ballots, while the NEC insisted on printing the executive ballots. At that point, IFES focused on the printing of training and voter education materials discussed in this report. IFES did, however, advise the NEC against printing the executive ballots in a government-owned printing house due to the high likelihood of objections from members of the opposition. As expected, many opposition parties objected to this practice. After the executive ballots had been printed, IFES learned that the President of the Republic ballots were printed only in Arabic (and not Arabic and English as was the case with other ballots).

Transparent Voting and Counting

On January 4, 2010 IFES delivered a matrix of likely polling stations to the NEC Secretary General Dr. Galal Mohamed Ahmed. This matrix compared seven different options for determining the number of polling stations required using early analysis of the voter registration process. During a follow-up meeting IFES and the NEC agreed that approximately 21,000 polling stations would be opened nationwide, accommodating 1,000 voters each in Northern Sudan and 800 each in Southern Sudan. Subsequently, the NEC submitted a request to IFES on January 14, 2010 for the purchase of 21,200 polling kits for the upcoming election.

On February 14, 2010 the NEC issued a circular which – among other things – stated that “the minimum number of voters in each center shall be 1,200 in the North and 1,000 in Southern Sudan,” which indicated fewer than 15,000 polling stations nationwide. IFES continued to stress the likely disenfranchisement of a large number of voters who would no longer have a polling station reasonably near their home. IFES also highlighted the earlier request to purchase polling kits and booths based on approximately 21,000 polling stations.

The training materials IFES developed and printed on behalf of the NEC for poll workers also established procedures for polling, counting, and transfer of materials from the polling station to the SEHCs. The NEC approved these materials and posted them on their website, further highlighting their acceptance of the agreed-upon procedures. These procedural manuals and leaflets provided text and illustration with consistent explanations of the opening of polling stations; steps for the polling; daily closing and re-opening of the polling station; the entire sorting, counting and declaration at polling station process; and transfer of materials to the SEHC level. The manuals also included details on who should be present during each step.

A full and public list of polling stations was not made public until April 10, the last day before the elections were to commence. The number published by the NEC was 16,787 polling stations, which matched the locations used for voter registration neither in number nor location. Thus, this was a considerable challenge to provide effective and accurate information to the electorate as to the specific location at which they would cast their ballots.

The number of polling stations resulted in an average number of 1,189 voters assigned to one polling station in the north, and 977 voters per polling station in the south. While this was one of the few cases where the NEC recognized the increased challenges of holding elections in Southern Sudan, the number of polling stations chosen by the NEC fell well short of the number recommended by IFES and other international election assistance providers, as well as the number of polling stations (21,000 nationwide) originally promised to the international community by Sudanese President al-Bashir.

To help develop a computerized database for aggregating results (an Election Results Management System) at the SHC level and transmitting them to the NEC in Khartoum, IFES fielded two consultants during the months leading up to and the period during the election. However, as a solution was already under development upon the arrival of the IFES consultants, their influence on modifications and/or improvements to application was limited. The general architecture of the application could not be modified to resolve flaws. However, an operational plan was drawn up with the aim of covering gaps in the application through a parallel data entry system in an Excel spreadsheet.

Despite the efforts, the overall reconciliation and management of results encountered challenges due to a number of reasons. The Election Result Management System (ERMS) was only used as an “alternative option.” The instructions from the Operational Manual stated that dual results reconciliation had to be performed (Software data entry + Excel or manual reconciliation). In many states, however, manual tabulation of results was processed without any kind of parallel computerized tabulation. The results aggregated through manual tabulation were published in the absence of any safeguard and/or quarantine process. Furthermore, the delay in the translation and distribution of the Operational Manual, in addition to the lack of training, was responsible for procedural errors and absence of safeguards in the Data Centers.

Electoral Dispute Resolution

IFES provided technical assistance to the NEC in developing “Form No. 7 Application for raising questions or objections in writing by Candidate Agent or Party Agent to the Voting, Sorting and Counting Committees.” Form No. 7 was a simple, one-page document providing party and candidate agents with a mechanism for raising objections during the polling, sorting, and counting process. This form was included in the “Guides” available at each polling station and was distributed to political parties through networks established by other international election assistance providers.

Referenda

Throughout the fourth quarter of FY2010, IFES worked to strengthen the legal and regulatory framework of the Referendum on the Independence of Southern Sudan. This was done in cooperation with other international assistance providers through developing draft rules and regulations for different aspects of the referendum exercise.

As preparation for the assistance to the SSRC, IFES developed legal analyses and synopses of the Southern Sudan Referendum Act, the Abyei Area Referendum Act as well as referendum-focused synopses of the CPA, the Interim National Constitution of the Sudan and the Interim Constitution of Southern Sudan. IFES also developed a draft budget to be used for planning purposes in order to meet the SSRC with substantial advice from the inception.

Among the documents developed with IFES's support are:

- SSRC Internal Rules and Regulations
- Concept of Operations
- Draft Voter Registration Rules and Regulations
- Draft Observation Accreditation Rules and Regulations
- Draft Party Agents Accreditation Rules and Regulations
- Draft Media Campaign Rules and Regulations
- Draft Training Manual
- Draft Training Plan
- Concept Paper on Voter Education

In addition to the abovementioned documents, IFES has continuously liaised with UNIRED, EU and IOM in order to facilitate a concerted technical support for the referendum.

Objective 2: EMBs at the national, regional, and state levels develop the capacity to operate efficiently and independently.

Warehouse Management Training

At the request from the NEC and as part of a joint effort from the international community, IFES worked with UNMIS to design a logistics training manual with all relevant necessary forms. IFES hired Wael Al Farag to conduct the logistics training for NEC and SSHC officials. The training manual and forms were produced in both Arabic and English.

Juba

23 participants from SEHCs (on average two per state) participated in the three-day training that took place in Juba from September 29 to October 1, 2009. The majority of the participants were storekeepers and SSHC members in charge of logistics, with several logistics and assistant logistics officers. In addition, 10 UNMIS EAD logistics advisors (one per state) and three SSHC representatives participated. Most of the participants travelled on UN flights, meaning that there was no flexibility on the dates of travel. Therefore, some of the participants arrived some days early and left several days after the training. It was deemed essential to include UN advisors in the trainings as they were to work closely with the SEHCs in planning and implementing the logistics preparations for voter registration. The NEC sent a three-member delegation to Juba, including commissioner Al-Hardallo, to attend the opening and the first day of training. The presence of this high-level delegation was essential when crucial procedural questions were raised. More importantly, participants had the opportunity to meet NEC representatives for the first time.

Lack of time was one of the main factors affecting preparations for the training. This made it difficult to organize a pilot-training to test the program and materials. As a way to mitigate this shortcoming in the planning stage, the working group decided to hold the Juba training first. Since the Juba event was conducted in English it enabled the international advisors, who designed the training manual and the supporting forms, to fully participate and assess all of the training components and make immediate amendments where necessary. It also allowed Mr. Wael al-Farag to fully participate and offer valuable insight on the content and delivery of the trainings.

Khartoum

The venue for the training in Khartoum, held October 4-6, was the Canon Hotel. As in Juba, two representatives from each state participated making it a total of 30 SEHC participants, plus 6 NEC staff members. At the time, the UN did not have field staff in the northern states. However, at least one UN representative from the UN EAD offices in Khartoum was present during each day of the training.

The program of the training was flexible, which allowed the trainer to assess the level of understanding and focus on any topic if necessary. Unlike Juba, however, the majority of the participants in the Khartoum training had experience with logistics operations, either in private or state sector. Many were experienced administrators, whether retired or active. Most of the SEHCs had already developed transportation plans and tracking and warehousing forms. In addition, many had identified and rented warehouse space. The format of the trainings was therefore different, allowing more time for detailed discussion of particularities in each state. In the practical exercises as well, the participants in Khartoum demonstrated greater experience and understanding of the general concepts.

The facilitators used different evaluation techniques to ensure achievement of objectives and to evaluate the success of the workshop. Furthermore, all participants completed written evaluation forms, giving feedback on issues related to the potential learning aspects of the workshop and expected impact on their work. In general, participants agreed that the organization and preparation

of the workshop by IFES had resulted in a successful course. A majority of participants commended the professionalism and skills of the facilitators, which helped create a positive learning environment. However, particularly in Juba, participants noted the need for additional trainings if they were to conduct logistics support operations independently. Also, many cited forms and procedures as the most challenging part of the training and requested more assistance and if possible, simplification of the procedures.

Election Operations Conference for the State High Committees Members and Returning Officers

The NEC officially requested IFES's assistance in organizing and financing an Election Operation Conference for the SEHC members and Returning Officers (ROs) to provide an opportunity to exchange information across the various levels of the EMB structure. In coordination with other international election assistance providers, IFES therefore organized a two-day conference on March 3-4, 2010 at Al-Salaam Rotana Hotel in Khartoum. It was attended by 144 NEC, SSHC, and SEHC members and ROs.

At IFES's initiative, representatives from the NEC, IFES, UNMIS-EAD, and UNDP formed an *ad hoc* technical committee to deal with the various aspects of the conference. The committee met for the first time on February 1, 2010 with subsequent meetings held until the NEC had approved the agenda. IFES prepared a folder for the conference that included the Polling Handbook for Staff, Polling and Counting Guide for Election Officials, Electoral Observers Code of Conduct, a print-out of power point presentations, and a print-out of a Civic Education Booklet prepared by UNDP.

The conference subjects (operational plans, allocation of polling centers, elections training, voter education, security, observation, complaints, communication, and media) provided the Sudanese EMB structure with a full explanation of the entire electoral process. The mock polling exercise clearly demonstrated to all NEC staff, commissioners, and SEHC members that the practical steps in polling stations, from queuing to voting, would be very time-consuming.

Election Logistics Trainings for State High Committees

At the NEC's request, IFES designed and implemented a training program aimed at improving the logistics capabilities of the SEHCs in the preparations for the elections. The SEHCs were about to play a vital role in the distribution and retrieval of election materials to and from more than 17,000 polling stations nationwide.

IFES and UNMIS-EAD formed a working group to develop the training materials and modules. IFES secured approval from USAID to cover the majority of the training costs, including lodging and board for the participants, venue, training materials, two trainers for the Khartoum workshop and some transportation costs. UNMIS-EAD provided transportation for the majority of participants to and from state capitals for both the Juba and Khartoum trainings and provided two trainers, one each in Juba and Khartoum.

The training workshops took place simultaneously in Juba and Khartoum on March 6 and 7, 2010. IFES hired Emad Yousef, a BRIDGE-certified trainer, to help in designing and conducting the training in Khartoum. Facilitation teams in both Khartoum and Juba produced the workshop agenda and training materials.

Training participants were brought from each of the fifteen Northern SEHCs to Khartoum and nine of the ten Southern SEHCs to Juba. The training also had participants from the NEC and the SSHC in Khartoum and Juba, respectively. One SEHC member and at least one staff member participated from each state, with the exception of Lakes State which was only represented by the UNMIS-EAD Logistics Officer.

A total of 75 people participated in the warehouse training workshop in Khartoum and 52 in Juba making it a total of 127 participants. Eighty-four of these participants represented EMB members and staff focusing on the warehouse and logistics operations for the electoral process. The remaining participants were mostly UNMIS-EAD staff who would fill crucial supporting roles in the logistics and warehousing efforts in state capitals.

The trainings were delivered as an interactive/working course with participants developing plans for every aspect of material receipt, storage, and proper delivery during the course of the two days. Furthermore, the participants went through exercises to provide them with tools to plan for packaging, transportation, and storage of sensitive and non-sensitive materials; construct a timeline for the distribution and recovery of materials; develop contingency plans; understand the chain of activities; and assess staffing needs and develop a staffing plan.

Referenda

Beginning with the swearing in of SSRC and SSRB during the fourth quarter of FY2010, IFES has worked closely with other international assistance providers to draft and design a voter registration training manual. This contains instructions in all procedures of the voter registration exercise and is to be used in the training of referendum officials. IFES Advisors have worked intensely to incorporate all aspects of the Southern Sudan Referendum Act into the manual so it reflects the legal framework of the referendum exercise. Furthermore, IFES hired a cartoonist to illustrate key aspects of the registration procedures to facilitate easy digestion at all levels of training. To finalize the layout of the manual, IFES also provided a graphic designer.

Once fully endorsed by the SSRC, the manual will be printed by IFES in both Arabic and English in order to be used for training in Northern Sudan, Southern Sudan and the eight countries where Out-of-Country Voting (OCV) will take place.

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

Voter Registration Training

In discussions with the NEC during FY2010, international advisors from IFES, UNMIS EAD, and UNDP raised the issue of training for voter registration (VR) teams. While the NEC agreed that an adequate and timely training program was essential for the success of the voter registration exercise as a whole, they repeatedly assured the international advisors that they would not require any assistance in training officials. A few weeks before the start of the trainings, however, the NEC approached international organizations with a request for assistance. Therefore, IFES, in close cooperation with UNMIS EAD, mobilized resources and staff and developed a three-layered cascade training plan. This was to be preceded by a Training of Trainers (ToT), with a goal of reaching all of the VR teams in the country. The plan, in its original form, was as follows:

Step Zero: Training of Trainers (ToT) in Khartoum.

Ten trainers, recruited by the NEC from Sudanese training institutes, to be trained by international advisors in Khartoum.

Step 1: Training of 2-4 representatives of State Election High Committees (SEHCs) in Juba and Khartoum. Trainers who completed the ToT in Khartoum to train around 40 SEHC representatives in Juba and approximately 60 in Khartoum.

Step 2: Training of Constituency Election Officers (CEOs).

SEHC representatives who completed the trainings in Juba and Khartoum to train up to 1,121 CEOs in all 25 states.

Step 3: Training of voter registration teams in the field.

CEOs to train up to 3,600 VR teams (approximately 12,000 VR team members) in the constituencies.

The NEC identified and contracted the training institutes on their own accord. All payments were therefore covered by the NEC. Their original plan called for four participants per state to take part in Step 1 – two SEHC members and two trainers. Those four would then jointly conduct Step 2 trainings in the states, with the experienced trainers from the institutes taking a lead in assisting SEHCs in the massive training exercise. However, it soon became obvious that for the 10 southern states, the NEC would be unable to find institutes and trainers. Therefore, the plan was amended to include two trainers only for the 15 northern states.

IFES covered all costs associated with Steps Zero and I (training venue, training materials, refreshments, lunches, etc), as well as transportation and lodging for the trainers and NEC staff to conduct the training in Juba. Additionally, for the Juba training, IFES provided lodging and board for the participants coming from the states, while UNMIS arranged for their transport. In the North, the NEC covered those expenses from its own budget.

In the weeks leading up to the trainings IFES worked with the NEC and other international organizations to produce the VR manual. As the NEC continued to modify the VR rules, the manual had to be updated numerous times, thus delaying the start of the printing. On October 17, IFES delivered the final version to the printer and funded the printing of 30,000 copies (20,000 in Arabic, 10,000 in English) to be used in both VR team trainings, as well as in voter education activities by civil society organizations across the country. Since the printing was delayed beyond the start of the trainings, IFES and UNMIS produced photocopies of the manual for the use by the participants in Steps Zero and I.

Although IFES had no direct involvement in training after step I, IFES continued to monitor the progress of the trainings. The NEC decided to amend the plan slightly in order to avoid potential overlap among different level CEOs. Therefore, only CEOs for State Legislative Assemblies (totaling 749 country-wide) were responsible for delivering the training for the VR teams. Those 749 CEOs received the Step 2 training first while the remaining 372 were trained at a later date.

Step Zero

On October 10-11, 2009, Step Zero (ToT) took place in IFES's offices in Khartoum. Ten trainers from eight training institutes participated. In preparation for the ToT, the trainers were given the VR manual and instructed to prepare training modules based on it. At the end of day two, however, it was evident that the trainers needed more time to both familiarize themselves with the VR procedures and forms, as well as to improve the modules. IFES therefore hosted two more days of ToT.

On October 12-13, 2009, four of the most qualified trainers worked with IFES, UNMIS, and UNDP advisors in the IFES offices to develop three training modules based on the VR manual. In order to use the modules in all cascades of the training, the design was greatly simplified and concentrated on the essential procedures of the process. Module One focused on the overview of the voter registration, including issues such as why voters have to register, what are the criteria for registration and how the VR team can prepare for the first day of registration. Module Two covered the essentials of the VR registration procedures, including proper completion of the VR books and other forms. Module Three dealt with the role of observers and party agents, as well as how to deal with any complaints that could arise during the registration period.

Additionally, during Step Zero, trainers developed a role-playing Mock Registration Exercise, which was successfully used in Step I. For Steps Zero and I, all three modules were covered in two days.

However, the modules were designed with flexibility in mind and could therefore easily be adapted to one-day training.

Step 1

Step 1 training was carried out in Khartoum on October 14-15, 2009 for 60 participants. Two representatives from each of the 15 northern SEHCs took part, as well as 30 trainers from the training institutes, who then followed the SEHCs back to the states (two trainers per state) in order to carry out Step 2 trainings.

Due to the size of the group, the trainings were split up among three venues: IFES, UNDP and the NEC – each with 20 participants. Three trainers carried out the training in each location. Because all three trainings were conducted in Arabic, at least one Arabic speaking international advisor participated in each venue in order to assist the trainers. Although the NEC was expected to provide one representative to be present at all times in each site in order to answer questions, this failed to materialize. However, in the end, NEC representatives were available for questions for short periods of time.

Step 1 training for southern SEHCs had to be postponed for a week until October 19-20, 2009, due to lack of preparation. The SSHC allegedly did not hear about the trainings until the last moment and therefore decided to postpone the event, so as to give more time to invite SEHCs and organize their transport on the UN flights. For the Juba training the NEC decided to dispatch four institute trainers who completed Step Zero, as well as Mr. Osman Zaki, an NEC staff member.

As the training in Juba was conducted in English, this gave an opportunity for the international advisors from IFES, UNMIS, and UNDP to also play a more active role. In the end, a total of 31 SEHC representatives participated in the Juba training, in addition to two SSHC representatives. UNMIS EAD Training Advisors from all 10 state field teams also participated and worked alongside their respective SEHC colleagues.

Field Visits to Registration Centers in Sudan

IFES conducted three field assessment missions to different locations in Northern Sudan during the voter registration period to follow up on the training it had provided. The Country Director and the Elections Advisor for Khartoum did an assessment mission between November 6-8, 2009 covering Al Gezira, Al Gadarif, and Kassala states. The Deputy Country Director did an assessment mission to Elfasher in Darfur between November 10 and 12, 2009 and the Security Officer and the Finance and Administration Manager did a third mission to Port Sudan between November 13 and 15, 2009.

The main purpose of the missions was to assess the voter registration process and to meet NEC State High Committees.

Along the main road from Khartoum to Kassala and on the way back, the mission had the opportunity to visit 16 Voter Registration Centers (VRC) in rural, urban and suburban areas (six in Kassala, seven in Gedarif State, and three in Wad Medani). The mission visited the VRCs at different hours of the day in order to have an exhaustive overview of the registration exercise. The DCD also visited three registration centers in and around Elfasher. He visited the Elsalam refugee camp, located outside the Elfasher, Tembassy, and Attackareer registration centers. Due to security constraints, the DCD could not visit registration centers further away from the main city.

The delegate to Port Sudan visited four registration centers in Port Sudan, namely Al-Faroukh, Abu Hasheesh, Lemanoor, and Um Algura.

In general, VRCs opened on November 1, 2009 in all three of the states visited, with very few exceptions (mainly in remote areas). As in Khartoum, the population (and IFES staff) had a difficult time identifying VRCs. In some cases, NEC civic education posters were used to indicate the presence of a VRC, but no clear signs were displayed outside the compound or in the street. In most cases VRCs were located in schools, sports clubs, houses, or mosques.

Voter Registration Teams (VRT)

The registration teams performed their assignment in a professional and orderly way. No confusion or disorder was noticed in the VRCs. Most teams were composed of three members, but in some cases had four. In general, VRTs used a single registration book, with some exceptions. It was reported that all kits had been delivered sealed and on time to VRTs. The voter registration manual developed with the support of international advisers and printed by IFES was also available in the VRCs, even though in several cases, it was not systematically delivered by the SHC. This was particularly witnessed in Al Gadarif State.

Megaphones installed on NEC vehicles to inform the citizens of the registration activities were seen on few occasions. The registration procedures (identification, registration, and delivery of the registration receipt) of eligible voters was performed quickly and lasted between 30 seconds and one minute. Citizens were often not asked to identify themselves verbally, but simply to show their identification document or identification certificate.

Political Party Agents (PPA) were present at most registration centers visited. In all the states, the SHC issued badges to PPAs. The design and format of the badges was determined by the SHC. In Kassala and Wad Medani, however, their accreditation was not clearly displayed, often causing confusion between applicants and VRT members present in the VRC. In Kassala, Elfasher, and Port Sudan all political party agents had clearly-displayed laminated badges.

The visiting teams heard few complaints. One exception was in Wad Medani, where the PPAs for all parties except the ruling NCP, raised the issue of registration activities carried out by the Popular Committees. Popular Committees launched their own “registration” simultaneously with the voter registration process⁵. PPAs submitted a formal complaint to the NEC State High Committee (SHC) related to this “double registration.”

The missions did not meet any domestic or international observers. In Kassala one NGO applied for accreditation, but no further explanation was provided by the SHC to the team on this issue. In Elfasher the SHC mentioned that they issued observation cards to civil society organizations, but none of the CSOs were seen in the VRCs.

The police were always present at the VRCs (outside) and seemed to have behaved professionally. No interference in the registration exercise was witnessed by the missions. The number of policemen varied between one and four. In Elfasher, however, four security people in civilian clothes were observed at the registration centers.

The Popular Committees (usually composed of women or/and youth associations) were present in all VRCs visited. In Kassala, Al Gadarif, Elfasher, and Port Sudan, most were set up within the compound hosting the VRC. In the majority of the cases, PCs were equipped with a tent. The number of women composing each PC ranged between two and 12.

Although the Committees had been primarily established to provide an identification certificate to potential registrants if they had no official documents, the observer missions noticed that these committees were also conducting a parallel registration. Voters were systematically requested to provide their name and to present their receipt. Names of voters were registered in their books.

⁵ Popular Committees were primarily established to deliver an identification certificate to potential registrants if they had no official documents, such as an official ID Card or passport.

Bearing in mind that Popular Committees had been set up for issuing identification documents, the so-called backup to official registration they pretended to carry out was seen as illegal and led to intimidation and/or harassment, since most of Popular Committees were associated with NCP. It was also reported by some opposition party agents that the establishment of lists of names could be used to “buy” voters during the polling period.

Polling Training

The final criteria for polling stations were unduly influenced by the availability of security, which led to a far smaller number of polling stations nationwide than IFES had advised. Furthermore, the exclusion of the SEHCs from this decision-making process resulted in some SEHCs not following the NEC-mandated criteria for selecting polling stations. Final criteria for polling stations set by the NEC were no more than 1,000 voters per polling station in Southern Sudan and no more than 1,200 voters per polling station in Northern Sudan and Darfur.

IFES and other international assistance providers developed polling and counting procedures, which were approved by the NEC. From the agreed-upon procedures, IFES was able to develop several NEC-approved documents that were instrumental in the training of polling workers, education of ordinary voters, training of political party agents and domestic observers, and education of voters across Sudan. The “Polling Handbook for Staff,” “Polling and Counting Guide for Election Officials,” “Mock Ballots” and “Polling and Counting Leaflet” were all distributed nationwide for these purposes.

Cascade training for polling station workers

IFES was intimately involved in the development and execution of the training plan for election officials, which took place throughout March 2010. IFES worked with other international election assistance providers to develop all of the training materials and printed them following NEC approval. IFES also worked on designing the training using a cascade structure, in order to ensure that each of the anticipated 109,176 polling station staff would receive adequate training prior to the start of polling. Per the NEC’s request, UNDP hired two Sudanese training institutes – Sudex and H & H – to execute the training from Step One through Step Four. The training program ran from Step Zero through Step Four.

Cascade training for polling station workers – Step Zero

Step Zero was conducted at the IFES office in Khartoum from March 1-4, 2010. Ten master trainers from Khartoum, two from Juba, and eight international advisors, participated in Step Zero. The training laid the groundwork for the cascade training by planning the training itself and ensuring that the master trainers were well acquainted with details of the election process and regulations.

The master trainers came from the NEC-selected, UNDP-funded Sudanese training institutes Sudex and H & H. Neither Sudex nor H & H were involved in the development of the polling and counting procedures. The initial portion of Step Zero therefore focused on providing the institutes with a solid understanding of the process. The IFES-printed “Polling Handbook for Staff,” “Polling and Counting Guide for Election Officials,” and mock ballots were given to each master trainer, and IFES and other international election specialists gave a thorough briefing on the procedures of polling and counting.

During Step Zero the plan for conducting Steps One through Four was also created. Training curriculum and agenda were developed and a mock-polling exercise was designed and practiced. The mock-polling exercise utilized IFES-procured training kits; the IFES-printed “Polling Handbook for Staff,” “Polling and Counting Guide for Election Officials,” and mock ballots; and UNDP-procured ballot boxes.

At the conclusion of Step Zero, IFES and other international election assistance providers had concerns regarding the capabilities of Sudex and H & H master trainers to lead the remainder of the cascade training. While some of these individuals served as trainers for the voter registration process and all of them had prior training experience, none were election experts.

Cascade training for polling station workers – Step One

Step One training was conducted in both Khartoum and Juba from March 6 – 8, 2010. For both trainings, IFES paid for venue, accommodation, meals, seminar materials, printing of all training documents, and some transportation. The trainings included the SEHC member in charge of training and the Returning Officer (RO) from each state. The fifteen states of Northern Sudan and Darfur were trained in Khartoum and the ten states of Southern Sudan in Juba. The SSEHC had a member and the SSHC RO in attendance in Juba for a total of forty-eight EMB officials participating in Step One. Additionally, the full contingent of Sudex and H & H trainers were present, as they were to take the lead in Step Two training. One UNMIS-EAD staff member from each of the ten states of Southern Sudan also attended the Juba training session.

Step One training was conducted by the Sudex and H & H master trainers who participated in Step Zero. In addition, IFES and UNMIS-EAD advisors attended Step One to provide assistance to the master trainers when needed. These advisors also met with the master trainers before the training and during each break, in order to correct any mistakes and to ensure that Step One training was consistent with the voting and counting procedures and the plans outlined in Step Zero in both Khartoum and Juba.

Each training participant was provided with copies of the “Polling Handbook for Staff,” “Polling and Counting Guide for Election Officials,” and mock ballots, which were printed by IFES. These materials and the instructions received from the master trainers provided consistent and accurate information to EMB officials from each of the twenty-five Sudanese states and to the Sudex and H & H trainers who would take the lead in Step 2.

Step One training covered the following topics:

- General background (polling days, legal framework, type of elections, code of conduct for the staff, eligibility, who may be inside the polling station, maintaining order and security);
- Management of elections (Roles of Returning Officer, CEO, Head & staff of the station);
- Roles of agents and observers, dealing with complaints, and Form No.(7);
- Election materials and preparations for polling (sensitive, non sensitive, delivery and receipt, polling centers and stations layout);
- Polling procedures for opening, labeling and sealing boxes, filling in forms, announcing and recording the number of ballots received;
- Voting steps (queuing, identification, inking, voting for executive, national, state and SS assembly, spoiled ballots);
- Closing procedures, filling out Form No.(8);
- Polling simulation;
- Preparation for counting (introduction of counting steps, persons allowed to stay, arranging the counting, counting materials, filling out Form No.(9));
- Reconciliation (how to fill in all parts of Form No.(9), discrepancies, sorting of valid and invalid ballots, counting votes, announcing the results);
- Packing and delivery of sensitive and non sensitive materials; and
- Counting simulation.

Near the end of the last training day for Step One in Khartoum, IFES organized a meeting that included the trainers from both training institutes, the SEHC members and staff on hand, and representatives from the NEC. This meeting allowed the NEC to clarify questions and uncertainties

which had arisen during the training. The meeting was critical to ensure full coordination between different players given that IFES would not be in the position to monitor the majority of Steps Two through Four.

Cascade training for polling station workers – Steps Two through Four

Step Two training was conducted in the twenty-five state capitals and provided training for each of the Constituency Election Officers (CEOs). Step Two training was delivered by the Sudanese training institute trainers with assistance from the SEHCs, ROs, and UNMIS-EAD staff who participated in Step One. Step Two was completed in full by mid-March 2010.

Step Three training was conducted in each of the state-legislative constituencies and provided training for the head of each polling station and two other staff members from each polling station. Step Three was delivered by the CEOs who were trained in Step Two.

Step Four training was conducted at the polling station and polling center level and was to provide training to the remaining polling station staff. Step Four was conducted by the heads of the polling stations with assistance from the CEOs.

IFES was able to follow each of these steps through direct observation and by utilizing the networks established by other international election assistance providers across Sudan. As was the case for Step One, a lack of an electoral background did place the trainers at each step at a serious disadvantage. Without having played a role in elections before, it was difficult for them to provide answers to detailed questions posed by the training participants. Additionally, a lack of materials was often reported as an issue in both Steps Three and Four. This is largely due to the fact that the international community was not able to play a strong role in transporting materials after they reached the state capital level.

Objective 4: Necessary commodities are provided to maximize operational efficiency and public confidence in election procedures

During FY2010 IFES was actively engaged with the NEC, UNMIS, and UNDP to prepare and execute large amounts of procurement needed to complete a successful election period. These procurements included equipment the NEC needed for its own facilities, as well as electoral materials and supplies for the polling period itself. Although IFES clearly explained the deadlines for ensuring a smooth procurement process, the NEC consistently delivered specifications later than the deadlines. Additionally, VAT exemption for goods imported into Khartoum proved problematic in each instance and VAT exemption for polling kits coming into Juba required the intervention of USAID with the GoSS Ministry of Finance and Economic Planning.

Procurement for the NEC

The NEC requested assistance to establish additional office space to accommodate its technical staff and international electoral experts, including IFES's Elections Adviser. While UNDP agreed to cover the cost of renting the new building, the NEC requested assistance from IFES in the provision of basic office furniture, equipment, communication equipment, air conditioning, and an electricity generator.

The NEC also requested assistance to establish its media center. In compliance with US Government regulations, however, IFES turned down the NEC's request to provide any communications equipment and to support the establishment of the media center.

After having the waiver approved by USAID, IFES moved quickly to furnish the building. Subsequently, USAID also approved a waiver to procure office equipment, an electricity generator,

and air conditioners for the new NEC building. IFES supplied most of the office equipment, including color printers, black and white printers, fax machines, and kitchen tools.

Following receipt of VAT exemption, IFES started the supply and installation of the equipment listed in the table below for the NEC. It included most of the office equipment. An NEC representative signed the handover notes confirming the receipt.

	Item Description	Specifications	Quantity	Unit Price SDG	Total Price SDG	Total Price USD
1	Heavy duty Generator	FG Wilson 135 KVA Diesel Generator. Manual change over switch. Complete with installation	1	83,850	83,850	36,456.52
2	Air Conditioners	7 LG split units 26,000 BTU	7	2,491	17,437	7,265.42
3	Air Conditioners	7 LG split units 18,000 BTU	7	2,130	14,910	6,212.50
4	Over head projector	Sony projector ES7	1	2,000	2,000	833.33
5	Tripod projector screen	Flexible steel rods, 178 cm, x 178 cm	1	850	850	354.17
6	Fax Machines	Panasonic 612, 20	2	950	1,900	791.67
7	Safe	50cmx50cmx100cm with digital and key features	1	750	750	312.50
8	Heavy duty photocopier	Sharp AR-M620	1	38,000	38,000	15,833.33
9	Normal photocopier	Sharp AR-5625	1	8,650	8,650	3,604.17
10	Color LaserJet printer	HP Color LaserJet 5550	1	11,500	11,500	4,791.67
11	LaserJet Printer	HP laser Jet 6500	2	6,900	13,800	5,750.00
12	Binding machines	Comb spiral heavy duty	2	650	1,300	541.67
13	Kitchen equipment	Refrigerator, microwave, water dispensers, cooker, coffee maker, etc	Assorted		5,693	2,372.08
	Total				200,640	85,119.30

Printing of Electoral Materials

Based on the NEC's request and in coordination with other international technical assistance providers, IFES's team worked with the NEC to produce and print 20,000 copies of the registration manual in Arabic and 10,000 in English. UNMIS and UNDP took the responsibility to distribute these manuals to the SHCs in the different states. IFES also distributed more about 1,000 copies to USAID contractors and civil society organizations. The registration manual was largely used for training the registration teams and as a reference in the registration process.

In coordination with other international technical assistant providers, IFES helped the NEC to produce and print 5,000 copies (3,800 Arabic and 1,200 English) of the exhibition and objections manual. Similar to the registration manual, the exhibition and objection manual was used for training and as a reference source to the teams that took responsibility on the exhibition and objection process.

To make the polling and counting process as easy as possible, the NEC, IFES, UNDP, and UNMIS developed different types of manuals to be used for different activities in the process. At the NEC's request, IFES carried out procurement for printing of these electoral materials. The relevant

printing companies were selected through a competitive bidding process and all requested printed materials were procured and delivered to the NEC on time for distribution to state capitals before the scheduled national elections. The printed materials, quantities, and cost are shown in the table below:

	Item Description	Quantity	SDG	USD
1	Mock ballots	1.4 million copies	98,000	41,495.53
2	Polling hand books	200,000 copies	142,000	60,126.18
3	Polling & Counting Guides	27,000 copies	59,400	25,210.66
4	Elections ACT	30,000 copies	48,000	20,324.33
5	Counting leaflets	200,000 copies	21,800	9,252.40
6	Voter Roll printing materials	Assorted	219,215	92,820.85
Total			588,415	249,229.95

Training Kits

IFES procured a total of 1,650 training kits, which were used during the cascade training for polling station workers. The training kits were a scaled-down version of the actual polling kits. The bid was won by Copenhagen Election A/S for a cost of \$254,831 inclusive of air freight to Khartoum and Juba.

In total, IFES received 1,020 training kits in Khartoum and 629 training kits in Juba in good condition, for a total of 1,649 training kits. These were immediately distributed to state capitals to be used for training by the NEC and UNMIS-EAD. One training kit arrived in Juba with significant water damage and was unusable. As a portion of the total shipment was allocated to international organizations for use in election-related trainings, IFES was able to remove one training kit from this allotment and ensure that the Sudanese EMB structure received the agreed-upon number of polling kits. Additionally, a total of 94 of the plastic boxes which held the training kit materials were damaged to some degree. This was due to the plastic boxes being stacked directly on top of each other and the stacks being too high and thus too heavy. The materials inside remained usable, however.

Polling kits

IFES procured 21,200 polling kits containing materials which the NEC, IFES, and other international election assistance providers agreed would be required by each polling station during the course of the polling days. This bid was also won by Copenhagen Election A/S at a cost of \$4,797,167.90. As both training and polling kits were purchased from the same vendor, the cost of insuring the goods during transit was included in the initial bid for both items combined. This insurance cost \$41,250. IFES received 15,329 polling kits for elections in Khartoum and 5,873 kits total in Juba for a total of 21,202 polling kits. These kits were handed over to the NEC and distributed to state capitals by the NEC, UNMIS, and UNDP.

Only two of the 21,202 polling kits arriving in Khartoum and Juba had any damage to the plastic box. That damage was minimal and did not result in the leakage of polling kit contents. While some pallets did require rewrapping and replacement of strapping and overall delivery was delayed due to issues the vendor faced with the Chinese authorities during export, all polling kits were ready for onward travel to state capitals in time.

Polling booths

The NEC requested IFES to purchase polling booths for the April elections to ensure that voters were able to mark their ballots in a private and secret environment. Based on experience, IFES advised the NEC to allow this procurement process to be done locally and spread across the country. While this would have resulted in non-uniform polling booths, these items were non-sensitive materials and uniformity would provide no tangible benefit. Unfortunately, the NEC

delayed providing final specifications and quantities to the point where building polling booths within Sudan was no longer an option.

In an open tender for four-way polling booths, Smith & Ouzman Ltd. was selected based on quality of the product, price, past performance and ability to deliver within the specified time. IFES received 35,664 polling booths in Khartoum and 19,776 polling booths in Juba, which immediately began shipping out to the state capitals.

While polling booths did arrive at state capital level well in advance of the elections there were significant issues with delivery into both Khartoum and Juba. In an attempt to save on air freight costs, Smith & Ouzman Ltd. shipped the booths on cardboard pallets. These require specialized equipment for a fork truck to lift and put down without damaging the pallets, which was not available in Khartoum or Juba. Additionally, using cardboard pallets did not take into account the difficult onward travel which the polling booths needed to undergo from Khartoum and Juba to the state capitals. Many of the pallets were over-stacked, which made them fall over on numerous occasions. Lastly, Smith and Ouzman Ltd. chose to de-palletize a large portion of the cargo to avoid the necessity for an additional plane from Entebbe to Juba. The IFES SEASP team handled these issues by ensuring the repackaging of the majority of this shipment in both Khartoum and Juba. All costs associated with this repackaging were paid by Smith and Ouzman Ltd.

Referenda

In the fourth quarter of FY2010 IFES was actively engaged with SSRC/SSRB and UNIRED to prepare and execute procurements needed to complete the referendum in Southern Sudan. These procurements included equipment the SSRC needed for its own facilities, as well as electoral materials and supplies for the voter registration period.

Procurement to SSRC and SSRB

During FY2010, IFES SEASP facilitated and supported the organizational setup of both the SSRC office in Khartoum and the SSRB office in Juba. This support proved crucial in kick-starting the national preparations for the referendum. Besides paying the initial rent of the two offices, IFES provided furniture and office equipment in order to accommodate its technical staff and international electoral experts. As such IFES supplied most of the office equipment, including color printers, black and white printers, photocopiers, computers, and kitchen tools. IFES supplied the below listed items to the SSRC and SSRB offices:

	Commodities for SSRB (Juba)	Total USD
1	Furniture for SSRB office	\$31,286.78
2	Additional furniture for SSRB office	\$15,913.95
3	Cleaning for two days	\$2,398.77
4	Compound security for 2 months Sept -Oct 2010	\$11,000.00
5	IT Equipment - Printers, toners and shredders	\$22,149.92
6	IT Equipment -Printers and Scanners	\$14,529.39
7	2 Generators and fuel tank	\$95,244.03
8	Initial temporary office space	\$6,000.00
9	Lease for 3 months	\$75,000.00
10	Security Enhancements for SSRB Compound	\$25,495.00
11	79 LaserJet printers for County Committees	\$42,265.00
12	10 Scanners , 10 shredders and 316 toner cartridges for State High Committees	\$37,390.00

	Commodities for SSRC (Khartoum)	Total USD
1	Lease for 6 months	\$48,000.00
2	Electricity usage during installation of furniture	\$720.04
3	Furniture	\$37,336.00
4	IT Equipment - Photocopier	\$3,000.14
5	IT Equipment - Color Printer	\$1,435.08
6	IT Equipment - B&W Printers	\$3,685.63
7	Computers	\$15,952.74
8	Blinds	\$1,619.66
9	Stationary	\$148.70
10	Water coolers	\$436.19
11	Fridge and Stove	\$765.31
12	Graphic designer (illustrator) for VR manual	\$2,792.97
	GRAND TOTAL (SSRB + SSRC)	\$494,565.30

Voter Registration Books

From the beginning of the referendum preparations, IFES, in cooperation with other international assistance providers, focused on designing the books to be used in the voter registration process. At the end of FY2010, IFES had gained the approval from the SSRC and started the procurement and printing of voter registration books for Southern Sudan, Northern Sudan and Out of Country Registration.

Cross Cutting Issues

During FY2010, IFES was able to build on the foundation in electoral processes it provided through a number of trainings to appointed EMB officials (including NEC, SSHC, and SEHC representatives) during FY2009. This was done through further trainings in voter registration and warehouse management. Many government officials, particularly in the North, continue to refer to the 1986 elections as a strong baseline for conducting upcoming elections (a baseline the international community generally does not agree was “strong”), and for this reason, IFES continued to address issues such as safeguards against fraud, international standards, and other basic electoral elements in trainings.

Violence assessment mission

FY2010 saw IFES undertake an election violence assessment mission, which concluded in late March 2010.

The first step of the mission focused on identifying likely conflict triggers and worst-case scenarios and providing a set of recommendations for quick-impact activities to address these triggers and scenarios. The key findings for potential conflict triggers were defined in a typology of Pre-existing Conflict Types and Election-related Conflict Types.

Pre-existing conflicts were defined as already existing conflicts in Sudan with the potential to impact the election process. They were identified as resource conflicts, state-society conflicts, state-armed group conflicts, general insecurity conflicts, gender conflicts and intra-party conflicts. Election-related conflicts were defined as conflicts with the potential to erupt due to the electoral process. They were identified as electoral competition, state/ruling party dominance, polling process

(between voters, election officials and/or security), results conflict, and criminal activity/taking advantage of elections.

As the assessment mission concluded its work very close to the start of polling, emphasis was put on the potential triggers in relation to the voting exercise and the results announcement. Potential triggers in this period were identified as late or non-opening of polling stations, NEC declaration of extension of polling period, criminal activity/general insecurity and lack of security forces during the polling. As it turned out, none of these triggers were to seriously affect the elections as most observer reports agree that the election period largely reflected a restrained approach by parties and voters to avoid confrontations.

Complementary to the violence assessment, a Gap analysis was developed of the existing program activities among USG and non-USG funded organizations on which basis recommendations were proposed. Recommendations for the national elections were:

- To ensure the existence of written rules of engagement between officials, police and military authorities
- To ensure that rapid and appropriate response could be provided by SPLA and SSPS in the South
- To create hotspots with increased presence of UNMIS personnel
- To ensure adequate support for post-election security
- To encourage state security committees to continue meeting even after the elections
- To advocate support for mobility and presence of police and security authorities through USAID dialogue and USG pressure
- To support improvement of police training facilities
- To consider targeting support to new recruits
- To encourage election Joint Operation Centers to make connections with existing civil society conflict information-sharing mechanisms
- To watch developments in electoral competition and level of threats in Darfur states

The second step of the mission focused on potential conflict surrounding the period between the election and the referenda, the conduct of the referenda itself, and the post-referenda period. Based on the findings of the assessment mission, recommendations related to the referenda were proposed. The recommendations, with a focus on the continued assistance to the Sudanese EMB's and a future SSRC and SSRB included:

- Development of a Roadmap/Framework for technical support for the SSRC
- Immediate focus on voter registration and eligibility
- Deployment of assistance partners/advisors as early as possible
- Inclusion of conflict management/mediation in training for election commissions and poll workers
- Support of the development of system of election dispute resolution
- Encouragement of the development of a media strategy by the SSRC and SSRB
- Increased support for training and orientation for security agencies during the referenda

On a broader note, the initiation of civic education on referenda and popular consultation as early as possible was recommended. Likewise the promotion of government-civil society dialogues on the referenda and the facilitation of referenda dialogue/information committees were proposed.

Environmental Compliance

IFES' work plan does not include any activities that are subject to environmental compliance and does not foresee any changes to that in the future execution of SEASP.

Lessons Learned

Constituency Delimitation:

- 1) There was a great need for NEC officials to be trained in how to address complaints before conducting the constituency delimitation exercise. Although IFES was aware of this limitation at the NEC level and attempted to address it with the deployment of a consultant in an advisory role, the NEC was resistant to the idea of receiving external advice.
- 2) In conducting the constituency delimitation process it was important that the complaints process be used not only to consider objections but to correct the underlying problems with the constituency boundaries. This process should have been given more time and effort at the NEC level rather than at the High Committee level for two reasons:
 - a. there was insufficient time to train High Committees to make these corrections, and
 - b. inconsistencies were still quite possible if the High Commissions retained all responsibility for producing constituency boundaries.In the future, IFES will encourage capacity-building sessions before delimitation begins in order to better prepare the commissioners. Furthermore, many commissioners seemed to view the exercise as largely theoretical. Having now seen the direct impact those decisions make on the outcome of an election, the commissioners should have greater desire to participate in preparation sessions and trainings.
- 3) The NEC should have given more time to the corrections period. The election calendar establishes a five-day period after the objection period ends to finalize the constituency boundaries. In fact, it is thought that it would take a minimum of a month to make the required corrections and produce constituencies that are clearly defined and fall within the legal limits.

Cascade Training:

- 1) As a result of the plurality of actors in the training process, more extensive coordination efforts may have prevented misunderstandings or delays in implementing the training. IFES could work with the NEC, UNMIS, and UNDP to put together a training program in advance. It was not the first time the NEC had initially turned down advice to hold a training, only to request assistance in the eleventh hour. Therefore, the various training providers should plan on future recurrences, and ideally plan in advance at least some of the initial steps involved in the trainings most likely to be requested by the NEC – even if the NEC initially turns down offers of assistance.
- 2) During the implementation of the training, IFES's biggest concern was to conduct the training with the best impact on trainees and did not pay enough attention to collecting all the relevant information to ensure easy indicator reporting. For example, attendance sheets did not include a column listing the gender of each participant, making it harder to report on the number of election officials trained by gender and therefore required this type of reporting to be done by analyzing each name.
- 3) During the trainings, IFES staff realized English forms were being used in the South and Arabic forms in the North, which were later determined to be slightly different. IFES corrected the Arabic and English forms to ensure uniformity. This would best be done ahead of time in the future.

Post-elections

IFES co-hosted a large lessons learned workshop on the basis of the elections exercise in April 2010. Participants included representatives from UNMIS, EU, UNDP and USAID.

The workshop was held in order to assess the 2010 elections with the aim of identifying shortcomings, lessons learned as well as exchanging views and insights on the Sudan elections and the technical assistance provided by the principal International Technical Assistance providers. The discussions focused on key aspects of the electoral process that are likely to be duplicated for the

referenda. The key recommendations identified for the future referenda in Southern Sudan will be presented in the following in clusters of interrelated issues:

Operational planning:

- Confidence building measures between EMBs and International Organizations (IOs) should take place throughout the process
- Co-location of EMBs and technical support IOs at all levels should be emphasized
- SSRC should be involved at every step of Planning, Preparation and Exercise
- The NEC and its subsidiaries should interact with the SSRC to give a brief of its activities as well as potential obstacles

Voter registration:

- The best time to undertake the voter registration exercise for the referenda would be September/October 2010
- State committees should be given more power to plan their activities
- IOs should build on what the local election bodies propose rather than force them to use IO plans
- IOs should provide ICT/VR/Result data advisors for long term technical assistance

Procurement:

- The operations plan should be completed and approved before initiation of the procurement process
- IOs should do their budget preparations in advance and signal who will buy what and when
- IOs should insist on having a dedicated counterpart in SSRC to make plans for procurement
- IOs should try to optimize and economize procurement of referenda material in view of future elections in Sudan
- Number of voter registration centers, polling centers and polling stations should be decided well before the actual exercises in order to help finalize procurement plans

Logistics:

- A final operational plan must be approved by the SSRC/SSRB and understood by IOs and other implementers before the reception and delivery of materials
- While keeping in mind the limited resources of SSRC and to let them focus on planning, logistics should be outsourced to international contractors
- A good cooperation between IOs during receipt and delivery of material should be maintained

Communications:

- SSRC should establish an operations center and a stronger field coordination unit in order to facilitate communications from HQ to the field
- SSRC should set up timelines for communications, reporting and follow-ups

Training and voter information:

- Mock ballots and simulations were successful and should be utilized during referendum training
- RCs should have their own training units and not outsource to private institutes
- IOs should aim to monitor trainings at all levels
- Local electoral bodies should be involved at the planning stages of the voter education
- Local authorities, religious leaders and important senior community leaders should be utilized in voter education exercises
- Traditional methods, word of mouth, dramas, vans with megaphones etc. should be extensively utilized in voter education rather than electronic and print media
- Short videos/films on polling procedures were very successful during election training and should be used for referenda

Result Management:

- IOs should involve themselves in result data management activities from the beginning and provide long term technical assistance to local EMBs
- IOs should persuade the SSRC to outsource data management to IOs during voter registration and poll
- VR/polling/counting form should be simplified
- A pilot testing of data base should be done before implementing it in all states

III. PROGRESS ON INDICATOR TARGETS (QUANTITATIVE IMPACT)

Summary Indicator Table

Indicator	Annual Target FY10	Quarterly Achievement Q1	Quarterly Achievement Q2	Quarterly Achievement Q3	Quarterly Achievement Q4	Annual Achievement
PI(GDJ 3.2)	6	1	5	1	0	7
2.1(GDJ 3.2)	156	162	288	0	0	450

INDICATOR TITLE: Number of Electoral Administration Procedures and Systems strengthened with USG assistance			
UNIT: Election procedures	DISAGGREGATE BY: None		
	Geographic Location	Electoral Administration Procedure and System	Sub-total
	Nationwide	Electoral Organization	1
	Nationwide	Voter Information	1
	Nationwide	Voter Registration Procedures	1
	Nationwide	Candidates Nomination	1
	Nationwide	Electoral Campaign	1
	Nationwide	Vote and Counting	1
	Nationwide	Election Dispute Resolution	1
Total			7

INDICATOR TITLE: Number of Election Officials trained with USG assistance						
UNIT: People	State	Event/Output	Date	Female	Male	Total
	Juba	Warehouse Management Training	Sep 29 – Oct 1 2009	-	-	23
	Khartoum	Warehouse Management Training	Oct 4-6 2009	-	-	36
	Khartoum	Cascade Training – Step 0	Oct 10-11 2009	-	-	10
	Khartoum	VR Cascade Training – Step I	Oct 14-15 2009	-	-	60*
	Juba	VR Cascade Training – Step I	Oct 19-20 2009	-	-	33
	Khartoum	Polling Cascade Training – Step 0	March 1-4 2010	3	9	12
	Khartoum	NEC conference	March 3-4 2010	12	132	144
	Khartoum	Warehouse Management Training	March 6-7 2010	4	60	64
	Juba	Warehouse Management Training	March 6-7 2010	0	20	20
	Khartoum	Polling Cascade Training – Step I	March 6-8 2010	4	24	28
	Juba	Polling Cascade Training – Step I	March 6-8 2010	5	15	20
Totals						450

* 19 participants trained at IFES venue

IV. MONITORING

IFES exceeded the annual goals set in the Performance Monitoring Plan (PMP), based on the number of processes affected and the number of officials trained. To support this, IFES has correspondence with the NEC, meeting minutes, and training sign-in sheets and reports, which are open for review by USAID at any time.

Number of Electoral and Referendum Administration Procedures and Systems strengthened with USG assistance

Correspondence between IFES and the NEC, minutes from advisory meetings held during this reporting period and official statements and policies made by the NEC itself, have enabled IFES to document SEASP's impact on strengthening the identified electoral administration procedures and systems highlighted in the PMP. During FY2010, seven procedures and systems were strengthened with assistance from IFES.

1. Electoral Organization – Strengthened during FY2010

While the NEC did not accept the IFES-recommended criteria for the establishment of polling stations, it is evident that without IFES' continued advocacy for more polling stations the final criteria published by the NEC would have resulted in less polling stations. The trainings designed and sponsored by IFES also proved crucial in the strengthening of the overall electoral organization in Sudan.

2. Voter Information – Strengthened during FY2010

All materials printed by IFES served the dual purposes of training election officials and providing domestic and international organizations involved in voter education with accurate and well-designed materials. Additionally, IFES reviewed materials prepared by IRI and NDI for use in the training of party agents and domestic observers and for voter education purposes. IFES' review of these materials enabled other USAID-funded organizations to deliver accurate information to party agents, domestic observers, and the Sudanese population at large.

3. Voter Registration – Strengthened during FY2010

IFES played an active role in designing and implementing the training of voter registration officials. Furthermore, IFES procured manuals to be used in the training of officials which clearly strengthened the voter registration exercise.

4. Candidate Nomination – Strengthened during FY2010

IFES provided the NEC with technical assistance in the development of all forms required for the nomination of candidates.

5. Electoral Campaign – Strengthened during FY2010

The NEC "Circular on Campaign Activities" was published and distributed to political parties and the general public on February 22, 2010. This circular did provide relatively clear and concise rules for the electoral campaign. Simply having rules strengthened the electoral campaign process, by clearly

establishing what would and would not be tolerated. Political party disagreements with these rules were often shared by IFES.

6. Vote and Counting – Strengthened during FY2010

IFES worked closely with the NEC and other international election assistance providers to craft the rules and regulations for the voting and counting process. Following agreement on these rules and regulations, IFES printed the core manuals, which were used to train election workers and inform political parties, domestic and international observers, and the public at large on the planned process for voting and counting. The assistance from IFES clearly strengthened this segment of the electoral process.

7. Election Dispute Resolution – Strengthened during FY2010

Form No. (7) was designed with IFES support and provided candidate and political party agents with an avenue for raising questions or objections in writing.

Number of Election Officials trained with USG assistance

IFES far exceeded the annual target in terms of assisting in training of election officials. The annual progress can be seen in the above chart.

V. PROJECT ADMINISTRATION

Constraints and Critical Issues

The main constraint during FY2010 has been the lack of timeliness in decision making from national counterpart institutions. This has made it difficult to deliver technical assistance in a well-planned manner and environment.

Security Issues

No security event was encountered that led to the delay or postponement of any program activities.

Personnel

Mr. Matthew Parry joined IFES / HQ on January 25, 2010 as Senior Program Manager
Mr. Parvinder Singh joined IFES on February 28, 2010 as Elections Advisor based in Juba.
Ms. Maia Lyons was promoted to Mid Level Program Development Specialist on May 4, 2010
Ms. Maria Teresa Mauro joined IFES on May 18, 2010 as Referendum Advisor based in Khartoum.
Mr. Niklas Kabel Pedersen joined IFES on May 26, 2010 as Reporting Officer based in Khartoum.
Mr. Phil Sforcina joined IFES on June 27, 2010 as Procurement Advisor based in Juba.
Mr. Darren Nance joined IFES on July 9, 2010 as Deputy Country-Director based in Juba.
Mr. Ajay Patel joined IFES on August 15, 2010 as Referendum Advisor based in Juba.
Mr. John Clayton joined IFES on August 28, 2010 as Program Coordinator based in Khartoum.

Mr. Dan Malinovich, Elections Advisor, left in December 2009.
Mr. Safwat Sidqi, Elections Advisor, left on May 7, 2010.
Mr. Joseph Njiru, Security Advisor, left on May 25, 2010.
Mr. Theodore LeVasseur, DCD Juba left on May 29, 2010.
Mr. Yusef Jedian, DCD Khartoum, left on June 25, 2010.

Ms. Lisa Kammerud joined on February 1, 2010 as a short term Elections Violence Consultant.
Mr. Victor Adetula joined on February 2, 2010 as a short term Elections Violence Consultant.
Mr. Elobaid El Obaid joined on February 17, 2010 as a short term Elections Violence Consultant.
Mr. Steve Canham joined on February 28, 2010 as a short term IT Consultant.
Mr. Wael Emad joined on February 28, 2010 as a short term Training Specialist.
Mr. Antonio Spinelli joined IFES on July 21, 2010 as a short term Voter Registration Consultant.
Mr. Thomas Chanussot joined on August 28, 2010 as a short term IT Consultant.
Mr. Sandi Čaušević joined on September 28, 2010 as a short term Graphic Design Specialist.

Changes in the Project

No significant changes to the project occurred during this reporting period

Contract Modifications and Amendments

Modification Number 5, dated March 24, 2010, increased the total obligated from \$13,127,000 to \$26,709,000,

Modification Number 6, dated June 14, 2010, increased the total obligated from \$26,709,000 to \$27,031,000,

Modification Number 7, dated September 23, 2010, increased the total obligated from \$27,031,000 to \$43,649,000

IFES / HQ initiated the process of drafting a budget modification that is expected to be submitted in November 2010.

VI. FINANCIAL INFORMATION FOR INTERNAL USAID USE ONLY

ANNEX I: SCHEDULE OF FUTURE EVENTS

Date	Location	Activity
November 2010	Nationwide	Voter Registration for Southern Sudan Referendum