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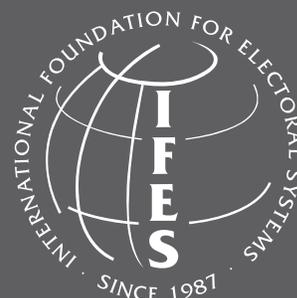
A MORE PROFESSIONAL EMB ORGANIZING

BETTER ELECTIONS:

AN INTERIM ASSESSMENT OF IFES' SUPPORT TO THE CENTRAL
ELECTORAL COMMISSION OF MOLDOVA 2008-2011

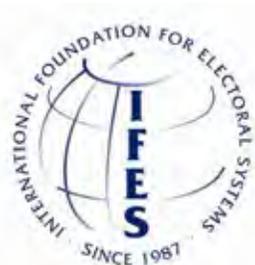
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A More Professional EMB Organizing Better Elections

*An Interim Assessment of IFES' Support to the Central Electoral Commission of Moldova
2008-2011*



International Foundation for Electoral Systems

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Staffan Darnolf

October 2011

Any opinions, findings, conclusions or recommendations expressed in this publication are those of the author(s) and do not necessarily reflect the views of the International Foundation for Electoral Systems.



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About IFES

The International Foundation for Electoral Systems (IFES) is the global leader in election assistance and democracy promotion.

IFES promotes democratic stability by providing technical assistance and applying field-based research to the electoral cycle in countries around the world to enhance citizen participation and strengthen civil societies, governance and transparency.

Every IFES project is staffed by national and international personnel while partnering with local election management bodies and civil society organizations. This homegrown approach ensures that the expertise offered by IFES fits the needs of the country or client and the benefit of assistance outlasts the life of the project. Our work is nonpartisan and includes projects that:

- Help citizens participate in their democracies
- Increase politicians' accountability to the electorate
- Strengthen government institutions

Since its founding in 1987, IFES has worked in 133 countries — from developing democracies, to mature democracies.

IFES is a non-governmental organization; registered as a 501(c)3 in the United States.

Table of Contents

Introduction.....	1
Methodology	1
CEC Baseline	2
Findings.....	2
Recommendations.....	5
Appendix A: Strengthening Democratic Political Activism in Moldova (SDPA) Program	8
Appendix B: Moldovan Electoral Administration Capacity Development (MEACD) Program.....	14
Appendix C: Interviews in Chisinau, Moldova, 5 – 9 September 2001	15

Introduction

IFES returned to the Republic of Moldova in 2008 to assist the Central Election Commission (CEC) in improving its ability to professionally administer elections. The main objectives related to capacity building of the CEC included the following activities:

- Strengthening the CEC's supervision of and communication with District Election Commissions (DECs) and Precinct Electoral Bureaus (PEBs)
- Improving public outreach activities by CEC and DECs
- Developing a political finance reporting and monitoring regime for the CEC
- Improving the election dispute resolution process

IFES initiated, with support from USAID, a second project entitled Moldovan Electoral Administration Capacity Development Program (MEACD) after April 2010. The specific objectives of this grant have included:

- Strengthening the systems for the creation of the voter registry
- Building administrative, operational and management capacity of election officials
- Assisting the CEC in developing continuous training capacity
- Increasing public trust in electoral processes through targeted voter education initiatives

Even though individual project activities have been subject to evaluations, there has been no effort to assess the impact of IFES' assistance to the CEC and evaluate if the CEC has indeed been strengthened in the way envisioned. To fill the gap, this assessment mission was launched. The main tasks of the mission were to:

- Assess ways the CEC changed in its ability to professionally manage election events since 2008
- Provide IFES an assessment on the extent of its impact and influence on organizational changes that have taken place
- Make recommendations on ways IFES can improve its performance and add value to the CEC in the next two years

Methodology

The assessment methodology applied strives to ensure an unbiased and unvarnished picture of IFES' activities in Moldova from 2008-2011. Given the limited time spent by the assessor on the ground and the short timespan between assessment request and actual deployment, the methodology used was qualitative in nature. This report is based on the following five sources of information:

- In-person interviews with IFES staff in Chisinau
- In-person interviews with key CEC staff directly exposed to IFES project activities during the period in question
- In-person interviews with key external Moldovan stakeholders exposed to the CEC
- In-person interviews with key external international stakeholders working/interacting with the CEC
- Review of IFES documents, as well as reports drafted by other national and international election stakeholders, such as observer missions

CEC Baseline

The baseline is established from review of initial reports by the IFES Moldova office and complemented by the evaluator's personal interactions with the CEC in 2008.

Training CEC's training of its ad-hoc DEC and PEB officers was characterized by an outdated pedagogical training methodology, ineffective training material and lack of quality control. IFES expressed concerns early on in the process, as the CEC leadership was expressively content with how it trained its field-based officials and saw no real need or room for improvements. The CEC regularly held trainings with an excess of 100+ participants who were addressed by a senior official reading from a manual dominated by direct excerpts from various legal codes. Very limited practical exercises were performed, if at all. Once a training program came to an end, trainees were not tested and simply assumed able to perform their duties.

Voter Education Voter Education was not a priority at the CEC in 2008, which was evident in their allocation of staff, competency-profiles and activities conducted. At the CEC Secretariat, the very same unit is responsible for both training and voter education activities. The staffing profile of this department was dominated by more individuals with a training background than communications, graphic design, message development, etc. In fact, the department acted more as the CEC's press unit than a voter education department, as it spent almost all its outreach time on drafting press releases, organizing press conferences and generally assisting the CEC with its media image.

Campaign Finance The Council of Europe had a program on campaign finance indirectly affecting the CEC's work at this time. It included the development of a manual and some training for political parties and their accountants so that they could better understand and comply with existing laws and regulations. However, the CEC's involvement only included commenting on the manual produced by an external international expert.

Findings

This section of the report will focus on three aspects; (1) the external and internal perception of CEC's work, (2) IFES' support to the CEC and (3) recommendations for future programming by IFES.

CEC – Internal and External Perceptions

As can be expected, current CEC officials at all levels of the organization's headquarters in Chisinau expressed satisfaction with CEC work during the course of the last three years. This is a very common reaction from employees still employed by an institution. Even when promised anonymity, it is common for employees to consider risks associated with criticizing and showing "disloyalty." Further, CEC officials have often worked extremely long hours preparing and implementing elections and have thereby invested both physically and emotionally in a successful process. As a result, it is less plausible they would express negative attitudes towards the CEC, as it epitomizes those very elections. In order to overcome this potential methodological weakness, a number of former CEC Commissioners were added to the interview matrix.

The theme across all interviews, be it current or former CEC officials, was *openness* and/or *transparency*. This is particularly true in the CEC's interaction with external stakeholders. The CEC has been increasingly more willing to share not only final documentation and plans outside of the organization, but also embraced publication of decisions and minutes from CEC Commissioner meetings to the largest possible audience, often publishing those documents online within 24 hours. Unfortunately, CEC officers noted that information sharing has not always been as efficient and inclusive within the CEC.

Former CEC Commissioners, as well as external national and international stakeholders almost unanimously reiterated CEC's improved openness. The latter also added yet another positive development – *improved inclusiveness*. The Commission has chosen to invite cooperation between partners and participate in more forums generating more opportunities for exchanges. Equally important, the Commission is increasingly less sensitive to criticism and more willing to engage in dialogue. Still, external stakeholders stressed the need for the CEC to further improve its level of transparency and inclusiveness.

Voter Education

CEC officials were generally positive of the CEC's voter education campaigns. They liked how the campaigns projected a more modern election management body (EMB) – one embracing new technologies and targeting previously overlooked segments of the electorate, such as youth, while remembering that a majority of voters reside in rural areas. The contents of the CEC's voter education campaigns were also more progressive in reflecting their organization, which was formally portrayed as stale and conservative. Despite this progress, these improvements are both reversible and likely.

From 2008-2011, a mix of IFES, UNDP and Council of Europe (CoE) activities were employed to improve the CEC's voter education activities. The relevant Secretariat's Department has become aware of the benefits of the new approach. They are asking the right questions and can draft a voter education concept plan. However, as almost all material development was outsourced, its staff has only a rudimentary understanding of how to develop, design and manage a modern outreach campaign. No efficient assessment of communication channels and messages utilized exists at the CEC. This undermines the CEC's capacity to continuously learn and improve upon its voter education activities.

However, one recent step in the right direction was taken by the CEC when it decided to pay for voter education activities and materials leading up to the recent 2011 local elections. Unfortunately, this is expected to be an isolated incident, as CEC leadership has yet to prioritize voter education. Unless this changes, most of the gains achieved to date will be lost when foreign donors and technical assistance providers discontinue their support.

New Training Methodology

The CEC had a history of organizing trainings characterized by 100+ participants attending a lecture-style training program with a trainer reading from an extensive manual, largely filled with excerpts from legal codes and regulations. Pre-and post-testing of trainees and monitoring and evaluation activities for the large-scale trainings of DEC and PEB members were not part of the responsible Department's toolbox.

Over the course of the last three years, IFES has paid special attention to the CEC's training requirements. Special focus was put on developing training programs and materials to improve the trainers used by the CEC. Extensive resources were invested in developing training material based on modern adult pedagogical training methodologies. Training manuals, teaching aids and videos were produced with the end-users in mind,

understanding that adults rely on different senses when processing new information. The overarching theme was to create a user-friendly environment, enabling all trainees to successfully complete the course with sufficient understanding of one's role and responsibilities when performing his/her electoral duties. Pre-and post-testing tools were developed and the importance of monitoring and evaluation emphasized.

IFES' office in Chisinau has closely monitored and reported on the training component of its program. It shows the CEC's initial reluctance to the suggested changes. To overcome this reluctance, IFES chose a staggered approach. By demonstrating the benefits of using modern user-friendly training materials and interactive sessions in smaller settings, CEC leadership and the Secretariat's training unit gradually came around. The CEC, at all levels, now recognizes the importance of using modern adult pedagogical tools in all its trainings, be it for ad-hoc DEC and PEB members or for permanent staff. The CEC is also now taking the lead in improving existing training material based on the new pedagogical methodology. The benefits associated with the new training methodology are clearly recognized by the CEC which ensures sustainability, and is thus a major achievement of the project.

The CEC still displays an inability to fully rollout the PEB cascade-training program in a consistent and uniform manner across Moldova. As a result, the CEC cannot guarantee that voters across the country are exposed to the very same Election Day process. The CEC still needs to strengthen its monitoring and evaluation capability and improve the pre-and post-testing of trainees. This is probably the main reason why domestic and international observer missions are still noticing inconsistencies in adherence to polling and counting regulations on Election Day in Moldova.

Other Technical Assistance Components

Tracking and assessing technical assistance to an EMB is often challenging. Especially if advice rendered falls within a broad-based category, such as improving how elections are prepared and administrated in a country. As the relationship between IFES and the CEC has developed over time, IFES has also offered advice in a broad range of areas. The two dominating topics have been voter registration and campaign finance.

Voter Registration

With its significant voter registration budget, the United Nations Development Programme (UNDP) has taken the lead in assisting the CEC in this area. It supplied a voter registration expert (IT-focus) to the CEC for almost two years and procured additional external services for software development and procurement of information and communication technology (ICT) equipment. As the UNDP's ability to continue its service in this area was recently suspended due to funding, IFES stepped in to carry the process forward, but with a slightly different focus.¹ Emphasis has instead been put on identifying the root cause behind substandard voter registration data. Based on this, alternative solutions are to be identified. The responsibilities for collecting, processing and verifying voter registration data are shared among several state institutions and are not always clear. As a result, IFES has been instrumental in establishing a working group including all relevant national stakeholders (as well as UNDP and IFES) to improve information sharing and coordination among these actors. Further, a mapping exercise identifying human, technical and other resources currently available to implement their respective mandates are under way. Based on these activities, the CEC should be in position to better rationalize how future voter registration methodology should work and be organized.

¹ It is widely expected that UNDP will resume its voter registration support in the very near future, as new funds become available.

Campaign Finance

When IFES reopened its office in 2008, campaign finance was a political issue of minor importance. The Council of Europe was working with political parties on the fringes of a larger anti-corruption program. Initially, IFES only assisted in the margins by enabling the CEC to expeditiously process, scan and publish campaign expense reports online and thereby make the information readily available to a broad audience. As more elections have been organized (four over the past 24 months), concerns over money and politics have become more vocal, but without any tangible strategy for change. The CEC, with active support and encouragement from IFES, has gradually taken small, but critical steps in the area of campaign finance. One of the more visible actions was a joint conference with the CoE in 2008 on enforcement and compliance of campaign finance regulations with political party representatives and enforcement agencies.

During the 2010-11 period, the CEC stepped up its focus on campaign finance. With the assistance of IFES, a more thorough analysis of the reported campaign expenditures was conducted. As a result, there now exists a better understanding of the type of campaign expenditures used by political parties. Even if only indicative, the study also exposed the enormity of financial abuses during elections in Moldova. If not genuinely and effectively combated, illegal campaign contributions and expenditures could erode the electorate's confidence and trust in political parties and their representative. Equally vulnerable is the CEC, as it is widely regarded as the institution charged with combatting illegal campaign contributions and expenditures. If the CEC fails to recognize this challenge, its improved credibility as a professional EMB would be dealt a serious, if not fatal, blow.

Recommendations

The level of coordination and collaboration between international election technical service providers is impressive. In many other locations, genuine cooperation is often missing and negatively affects the impact of support projects rendered. This is not the case in Moldova, where the UNDP, IFES and CoE have established and maintained a coordination mechanism benefitting donors, the CEC and technical assistance providers over the years. It is important that this level of cooperation is maintained.

Overall, IFES' program in Moldova has been very successful. On short notice and a small budget, IFES established a very productive relationship with the CEC, generating tangible improvements to electoral processes covered by project activities. As a result, IFES' standing as a top-tier technical assistance provider is evident in Moldova and recognized by both national and international stakeholders. To consolidate this status, and offer more sophisticated technical assistance services to the CEC, it is recommended that IFES focus on a select number of program activities. Only programs that are of strategic importance to improving the electoral process in Moldova *and* are sustainable should be pursued.

Voter Education

IFES and other international service providers have greatly assisted the CEC in developing extensive, much-needed national voter education campaigns leading up to every single election and referendum during the last three years. As mentioned above, this support has been important and vastly contributed to the CEC's improved outreach activity-portfolio. However, the CEC's in-house capability to design, develop, implement and analyze voter education programs remains rudimentary. Further, CEC leadership's interest in shouldering this responsibility in the near future is negligible. As long as the CEC is not willing to prioritize voter education, continued international support will lack sustainability. Continued international support in this area could actually be counterproductive

unless voter education is part of a well-defined and closely-monitored transitional plan. As long as no such plan is in place, it is recommended that voter education activities be discontinued.

Civic Education

Integrating information on elections and its roles and functions in a democratic, multiparty-based political system based on fundamental human rights is essential. This is often a mandate the CEC shares with other state institutions like the Ministry of Education. While having unprecedented access to youth, the Ministry of Education often lacks sufficient understanding of electoral processes, as do other government institutions charged with informing or educating various segments of the Moldovan population. By promoting and supporting closer linkages and better coordination, the CEC can contribute to an improved appreciation of elections, elected officials and the authority charged with organizing elections. IFES could therefore assist the CEC in organizing a multi-stakeholder working group on civic education in order to explore areas of cooperation and develop an action-plan.

Voter Registration

Voter registration remains one of the most controversial issues in Moldova. UNDP and others have assisted the CEC in improving parts of the registration process, but a complete and accurate voter roll continues to elude the Moldovan electorate. IFES as an institution has extensive and first-class voter registration experts and should therefore continue to offer targeted technical voter registration advice. IFES should primarily focus on the ongoing evaluation of the resources available to local public administrations to collect, process and clean voter registration data. Based on this assessment, IFES should assist the CEC in conducting a holistic review of existing and alternative registration methodologies. It is clear that the current voter registration process, at least in its current format, has proven insufficient.

Continuous Training Center and other training support

According to new provisions of the electoral code, the CEC is allowed to establish a Continuous Training Center (CTC). The main purpose of the CTC is to train and accredit electoral officials of all levels. This is a welcomed development, as it enables the CEC to build on lessons learned from IFES' support to the CEC's training department over the last couple of years. CEC leadership is also very eager to launch the CTC as soon as possible and has great plans for the CTC.

Although laudable, the CEC's grand plan for the new training center is largely a set of disparate ideas. IFES could therefore offer both crucial and critical support by assisting the CEC in developing two documents of pivotal importance to starting up the CTC. First, a concept paper outlining the mandate, structure and resource requirements of CTC is needed, without which it will be difficult to obtain financial support. Equally important to its success is a carefully prepared and staged launch of the center. IFES has to be cognizant of the fact that the CEC and its Secretariat have very limited administrative resources. By overreaching, the entire project could fail before it even takes off. Thus, a CTC strategic plan is needed to clearly outline CTC priorities, timing of projects, human and financial resource requirements, CEC organizational reform and potential legislative and regulatory amendments. This document should be adopted by the CEC and govern the CTC's establishment and roll-out.

CEC and IFES could jointly develop such documents. Efforts should be made to build on regional experiences in this area, such as Georgia.

Campaign Finance

Coming to terms with illegal campaign contributions and expenditures is critical to the democratic electoral project in Moldova. Given its extremely delicate nature, IFES needs to ensure the CEC's willingness to move forward in a strategic and effective manner in this area before committing resources. Two actions clearly within CEC's current mandate could be used as triggers to show CEC's seriousness in combating campaign finance abuses:

- The CEC makes several improvements to campaign finance forms, forcing parties to disclose campaign contributions and expenditures in greater detail, and enabling the CEC and other watchdog institutions to better track and enforce campaign finance regulations
- The CEC should amend its organizational structure and establish positions, such as auditors, dedicated to tracking and analyzing campaign finance expenditures

Once the CEC has agreed to the above actions, IFES should move forward in assisting the CEC strengthen its campaign finance capabilities and outreach to political parties and other watchdog institutions. It is further recommended that IFES explore a new approach to mitigate campaign finance abuse by engaging Moldova's Chamber of Commerce. Senior company representatives need to be better informed about the legal regulations governing money and politics. Increased awareness by donors of the rules and better enforcement on the part of government could significantly reduce the influx of illegal funds.

Polling Station kits

The international best practice principle guiding use of election commodities in polling stations on Election Day is uniformity. Irrespective of where a voter casts his/her ballot, the procedures and material used should be identical. If not, Moldovan voters could be exposed to election commodities on Election Day, of which some are of acceptable standards and thereby safeguarding the process' integrity. In other instances, the materials could be prone to abuse, like substandard seals on ballot boxes prone to breakage or transportation of sensitive material using insecure packaging. In other cases, ballot boxes are made of wood or solid metal effectively undermining a reasonable level of transparency, rendering the process vulnerable to abuse.

Moldova still lacks a standardized polling station kit acceptable to international standards. IFES could assist the CEC in developing its content and defining required specifications. Translucent ballot boxes, uniquely numbered seals, tamper-evident bags, unique stamps and standardized forms are but a few commodities worthy of consideration. Based on IFES' global experience in procurement of similar electoral commodities, with support from the IFES procurement unit in Washington, D.C., the Moldova office could develop an estimated budget and a document outlining rationale for the introduction of improved and standardized polling station kits and other materials related to polling and counting. Based on this, the CEC could approach donors with a more complete, well-researched and potentially successful request for support.

Appendix A: Strengthening Democratic Political Activism in Moldova (SDPA) Program

IFES program activities from 19 June 2008 – 30 April, 2010²

General Overview

Over the course of the 20-month program, IFES' activities worked to enhance the election management body's capacity to conduct credible elections, including:

1. Organizational development and enhanced capacity of CEC

- Conducted a review of CEC training manuals and training methods for District Election Councils (DECs) and Precinct Electoral Bureaus (PEBs)
- Created PEB and DEC manuals for the training of 20,000 election officials
- Advised the CEC with development of a training video to accompany the PEB training manual
- Trained 2,000 appointed DEC and PEB Chairpersons/DEC training for potential members
- Developed cascade-style training for 18,000 polling officials, as well as 21,000 DEC and PEB officials for the 5 April 2009 elections and 21,000 officials for the 29 July 2009 elections
- Developed a new PEB display procedure manual
- Hosted a three-tiered post-election review process in October-November 2009, involving all major political stakeholders
- Assisted the CEC in developing a strategic planning initiative
- Assisted the CEC in conducting an international conference entitled "The Usage of New Technologies in the Creation of Voters' Lists"
- Established a comprehensive Strategic Planning Schedule for the CEC and discussions on next steps in the development of the CEC Strategic Plan utilizing results from the Strategic Planning Questionnaire Report
- Advised the CEC on the prevention of multiple voting before the 5 April 2009 elections
- Advised the CEC on the results transmission system
- Advised the CEC on establishing a Center for Continuous Training
- Built capacity of the CEC training department to understand active adult-based learning techniques and training methods

2. Voter information advisory support to design a campaign and coordinate efforts

- Provided training and public outreach campaigns resulting from the post-April 2009 election review and assessment
- Undertook a get-out-the-vote (GOTV) campaign, as well as produced and disseminated related outreach materials

² This document was developed by IFES Moldova.

3. Political Finance Regulation, Monitoring and Enforcement

- Organized a joint conference with the Council of Europe (CoE) on enforcement and compliance of campaign finance regulations
- Developed a manual in collaboration with the CoE to assist in campaign finance regulation

4. Resolving election disputes

- Reviewed the election dispute resolution process/complaints mechanism and provided recommendations prior to the 2009 elections

5. Assessment of Voter registration

- Undertook a voter lists verification campaign, as well as produced and disseminated related outreach materials
- Reviewed the voter registry and electronic voter (e-voter) registry system
- Supported the process of the electoral reform by advising CEC and reviewed the draft law on the amendments of the Electoral Code for the Moldovan Parliament

IFES' technical assistance over the course of the project included strategic advice to the CEC; training of key staff members of the CEC; a review and improvement of instructions and forms related to key areas of election administration; and a professional training program for DEC's and PEBs based on clear and user-friendly manuals and a training video. The main goal of IFES' assistance was to aid the CEC in holding democratic elections that were more in line with international standards.

Results

The overarching goal of IFES' programming in Moldova was to support a free and fair democratic election process, in line with European and international standards. IFES was able to achieve this goal through several means, most notably through the establishment a strong working relationship between IFES and the CEC. IFES' efforts only became effective through the necessary level of trust between representatives of the election commission and IFES staff members offering advice. This process often takes time, but IFES Moldova staff members were able to quickly build symbiotic relations with the CEC at the onset of the project. This partnership led to agreements on how to improve the CEC training program and training materials, streamline the CEC complaints adjudication system, improve the Election Code and many other positive changes impacting election administration in Moldova. Cooperation between IFES and the CEC during the 2009 parliamentary elections and the July 2009 snap poll was codified by signing a Memorandum of Cooperation with the CEC, which marked the commencement of a new era of collaboration between the two institutions.

The chart below outlines IFES' activities and subsequent results accomplished throughout this 20-month program:

Objective	Activities/Results
<p>Strengthened CEC supervision of DECs and PEBs</p>	<p><u>CEC management trainings</u></p> <ul style="list-style-type: none"> • Increased ability of the CEC to effectively train DEC and PEB officers <p><u>Assessment and tactical discussions on the CEC’s training abilities</u></p> <ul style="list-style-type: none"> • CEC management broadened its understanding and appreciation for alternate training approaches • More user-friendly training materials were produced in collaboration with the CEC • Reduced class sizes (from 100 to 20-40) for increased interaction amongst participants <p><u>Negotiations with CEC on timeframe for potential DEC member trainings</u></p> <ul style="list-style-type: none"> • DEC members were trained prior to their official appointment • Mitigated risk that training participants did not actually become DEC members <p><u>Training of trainers (ToT) held prior to the July 2009 elections</u></p> <ul style="list-style-type: none"> • Interaction between CEC and trainers provided practical insights and highlighted complexities of PEB responsibilities and key portions of the Election Code

<p>Increased proficiency of DEC and PEBs to administer elections on a local basis</p>	<p><u><i>Development of innovative ToT materials and conduct of trainings</i></u></p> <ul style="list-style-type: none"> • Improved training materials using input from trainees • Greater understanding on part of DEC and PEB officers on training topics and methodology <p><u><i>Development of DEC training manuals, PEB videos/manuals and trainings</i></u></p> <ul style="list-style-type: none"> • Development of the first user-friendly DEC manual for the April 2009 election with an emphasis on: display of provisional voter list, complaints procedures and interaction with observers • Updated PEB and DEC manuals were utilized in trainings to prepare over 20,000 election officials prior to the July 2009 election • PEB manuals and trainings on relevant issues identified after the April 2009 election: transparency of vote count; reduction of errors in results forms; interaction with observers; display of provisional voter lists by PEBs <p><u><i>Peer reviews of the training materials and methods</i></u></p> <ul style="list-style-type: none"> • Increased understanding on IFES' part of the working of the CEC and subordinate levels <p><u><i>Evaluation surveys on the PEB training videos</i></u></p> <ul style="list-style-type: none"> • Positive feedback on the videos lead to observer missions and NDI/IRI requesting copies of the video for their trainings
<p>Improved quality of voter registration system, accuracy of voters' list and level of confidence among voters</p>	<p><u><i>IFES' identification of the risk associated with premature introduction of computers as the principle source for the voter registry in polling stations</i></u></p> <ul style="list-style-type: none"> • CEC retained paper-based voters lists as the legal document <p><u><i>Assessment of the voter registry and subsequent comprehensive report</i></u></p> <ul style="list-style-type: none"> • Recommendations served as the foundation for recommendations to changes of the electoral code and will be used to guide future VR activities, such as an audit of the voter lists

<p>Improved public outreach by CEC and DECs</p>	<p><u>Public outreach plan developed for the CEC</u></p> <ul style="list-style-type: none"> • More coherent and intensive usage of state-owned television and radio stations <p><u>Get-Out- the-Vote (GOTV) Campaign prior to the July 2009 election</u></p> <ul style="list-style-type: none"> • GOTV sends a more modern message with less technical language to inform voters on new display procedures • A larger audience was reached with a consistent message covering key concepts of the electoral process, such as display of provisional voter lists using modern dissemination techniques such as SMS, internet, electronic billboards, Moldovan music, TV, radio and television PSAs, and popular social networking sites
<p>Efficient system of reporting and monitoring campaign finance</p>	<p><u>Streamlining the process of filing party and candidate campaign contributions</u></p> <ul style="list-style-type: none"> • CEC processed disclosure forms in a timely manner <p><u>Trainings with political party representatives and enforcement agents</u></p> <ul style="list-style-type: none"> • Media and watchdog organizations can launch investigations into irregularities utilizing the scanned disclosure forms posted on the CEC’s official website
<p>Improved election dispute resolution system</p>	<p><u>Review of the election dispute process and comprehensive report</u></p> <ul style="list-style-type: none"> • Streamlining of CEC control over total amount and type of complaint prior to elections <p><u>Development of a set of Frequently Asked Questions on how to file a complaint</u></p> <ul style="list-style-type: none"> • CEC’s dispute resolution mechanism public information material strengthened via use of non-legalistic language • Stakeholders are informed about complaints process and have access to necessary documentation to file a complaint

<p>Strengthening the CEC's election management for future elections</p>	<p><u>Structured review of the electoral administration process</u></p> <ul style="list-style-type: none"> • CEC assessed its mandate operations and decision making; over 100 suggestions for improvements and changes to the Election Code and management resulted from workshop; priorities for improvement were established <p><u>Organizing of the ACEEEO Election Technology Conference</u></p> <ul style="list-style-type: none"> • CEC raised its profile; communication and coordination between the institutions for the voter registry were strengthened <p><u>Development of an organizational assessment and creation of a strategic planning committee</u></p> <ul style="list-style-type: none"> • IFES' report on the Strategic Planning Questionnaire, a study conducted to assess the CEC's internal strengths and weaknesses, performance, reputation and potential; report served as a guide to develop the five year strategic plan
<p>Expert advice and assistance on the legal framework for elections</p>	<p><u>Review of the draft election code</u></p> <ul style="list-style-type: none"> • Amendments that were unrealistic or difficult to implement were highlighted • Recommendations were utilized by the parliament in amendments to the election code on out-of-country voting, rights of observers, election complaints and appeals, electoral campaign and media, use of public resources and formation of electoral blocs and electoral commissions

Appendix B: Moldovan Electoral Administration Capacity Development (MEACD) Program

IFES program activities from 1 May 2010 – 30 April 2011³

General Overview

The proposed MEACD program has been designed to address the four most critical shortcomings in election administration in Moldova, as identified during two elections in 2009 and in the post-election review exercise the CEC conducted in partnership with stakeholders.

Over the course of the last 16 months, IFES' activities included:

- 1. Election Officer Training:** Improved training tools for the 2010 Referendum, 2010 November snap elections and 2011 June local elections to strengthen the credibility *and* legitimacy of the electoral process and, therefore, the results. Over the last three election events, IFES developed and produced over 80,000 electoral officer manuals and 2,000 training videos. Prior to each electoral event, IFES assisted the CEC in training polling bureau and district election commission members on their electoral responsibilities. Currently assisting the CEC develop a Center for Continuous Training.
- 2. Voter Education:** Developed a voter education campaign for the 2010 November election and 2011 June local elections, IFES encouraged and assisted the CEC in developing a comprehensive and unified voter education campaign with UNDP, Council of Europe and local NGOs.
- 3. Voter List:** The main area of electoral tension is the accuracy of the voter list. With IFES assistance, the CEC was able to decrease supplementary voter lists by 62 percent from the 2007 local elections to the 2011 local elections. Supplementary voter lists are a key indicator for an inaccurate voter list. IFES continues to analyze weaknesses of the voter list.
- 4. Campaign Finance:** Built the capacity of the CEC and a local NGO to monitor political party campaign finances prior to the November 2010 election. Funded and assisted in research on the strengths and weaknesses of the current campaign finance system. Now engaging local stakeholders (civil society, media and governmental officials) to reform laws and regulations governing political party finances.

³ This document was developed by IFES Moldova.

Appendix C: Interviews in Chisinau, Moldova, 5 – 9 September 2001

Angela Caraman, Secretary, Chisinau municipality, Pretura Centru

Corina Borzin, Head of the Legal Department, CEC Moldova

Corneliu Pasat, Senior Adviser, Training, Civic Education and Secretariat Department, CEC Moldova

Doina Bordeianu, Head of the Training, Civic Education and Secretariat Department, CEC Moldova

Eugene Sienkiewicz, General Development Officer, USAID

Ion Creanga, Head of the Legal Department, Parliament

Ion Manole, Executive Director, Promo-Lex Association

Iurie Ciocan, President, CEC Moldova

Igor Botan, Executive Director, ADEPT Association

Kate Sullivan, Chief Technical Adviser, UNDP Country Office & UNDP Project

Kent Larson, Director, USAID Moldova

Mihai Busuleac, former member, CEC Moldova

Mariana Musteata, Head of Staff, CEC Moldova

Nicolae Panfil, former Secretary, Civic Coalition for Free and Fair Elections

Pavel Postica, Project Manager, Promo-Lex Association

Renata Lapti, former Vice-President, CEC

Sorin Mereacre, Executive Director, East-European Foundation

Stela Leuca, Project Management Specialist, USAID Moldova

Traian Turcanu, Adviser to the Head of the Council, Council of Europe in Moldova

Vitalie Vremiş, Portfolio Manager, UNDP Country Office & UNDP Project