

# LOVE YOUR SOUTH AFRICA

MUNICIPAL  
ELECTIONS  
REPORT  
2011







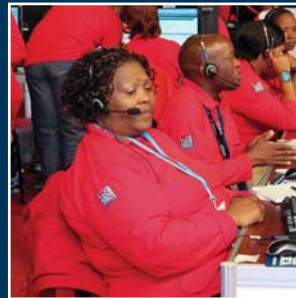
**SOUTH AFRICA**

## **2011 MUNICIPAL ELECTIONS REPORT**

# CONTENTS

Foreword by the Chairperson	2
Overview by the Chief Electoral Officer	4
<b>LEGAL FRAMEWORK</b>	
Legislation	8
Electoral system	8
Electoral Commission	8
<b>PRE-ELECTION PHASE</b>	
Demarcation and delimitation	10
Voting stations	11
Registration and the voters' roll	12
Political parties	17
Candidates	18
Electoral Code of Conduct	19
Conflict management	20
Role of the security forces	21
Media and public awareness	21
Civic and voter education	23
Electoral staff recruitment	26
Electoral staff training	29
Information technology	30
Research	37
<b>ELECTION PHASE</b>	
Ballot papers, ballot boxes and election materials	44
Voting	46
Counting	48
<b>POST-ELECTION PHASE</b>	
Announcement of results	50
Post-election objections	50
Election observation	50
<b>ANNEXURES</b>	
Election timetable	52
National Results Operations Centre (ROC) facts	54
Abbreviations	55
Sample ballot papers	57
<b>ACKNOWLEDGMENTS</b>	59

# INTRODUCTION



# FOREWORD



Adv. Pansy Tlakula, Chairperson of the Electoral Commission

## FOREWORD

The Electoral Commission is pleased to publish its Report on the 2011 municipal elections, as required by s 14(3) of the Electoral Commission Act.

These elections were yet another milestone in the evolution of our democracy. From the time of our founding elections in 1994, we South Africans have demonstrated that we are able and willing to work with one another to build a country that can proudly take its rightful place among the nations of the world. As much as our society has changed since those early days, the spirit of celebrating our democracy remains the same.

The contestation for each vote may be robust but it is healthy. Clearing numerous obstacles, our political parties have created an environment in which voters can be exposed to a diversity of opinions. More than ever before, in 2011 political parties and candidates turned to the formal channels available to resolve their disputes and lived up to their commitment to free and peaceful electioneering, upholding the pledge they had made

when signing the Electoral Code of Conduct. Heated debate and campaigning we certainly had, but overall these elections were accomplished peacefully.

The impressive voter turnout in 2011 is the best reward for the 200 000 election workers the Commission deployed across the length and breadth of the land: 48% of the electorate voted in the 2000 and 2006 municipal elections, but in 2011 turnout increased by almost ten percentage points to close on 58%! The Commission is satisfied that this increase is in part attributable to our intensified democracy education which was made possible by the efforts of the Home Affairs parliamentary portfolio committee in securing additional funding for such and by Treasury co-operation.

We learn lessons from each election. Enhancements such as voting centres speed up the voting process, special voting extended to municipal elections enfranchises citizens who would otherwise be unable to vote, and added features on ballot papers increase the security of the vote.

# FOREWORD

Possibly the most effective 2011 addition to our municipal electoral armoury was the scanning of barcoded results slips. This process, designed to promote transparency and ensure that results are absolutely correctly reflected, had been introduced as a major enhancement in the 2009 national and provincial elections but had never been applied in municipal elections. All party agents present at the count at the individual voting stations confirm by their signatures on two copies of each results slip that they have been correctly completed. One copy is then posted at the voting station and the other is scanned for display within the results system alongside the captured result, to which it is linked by barcode. Political parties and the media are able to view the scanned images and compare these with the captured data reported in the results system. Results are not made available on the system until the corresponding image for the voting district and ballot type has been scanned and posted on the system. One can then compare the two versions and satisfy oneself that the captured data is accurate.

The Commission has always worked on the belief that transparency is the best protection against errors and against rumours. It was therefore particularly gratifying that this should be recognised in June 2011 in Dar-es-Salaam by the United Nations Public Service Award for Preventing and Combating Corruption in the Public Service, conferred for our innovative use of results-slip scanning.

And the media has never been as active as in these elections. In addition to the conventional print and broadcast media, a host of new media joined in promoting the elections – we had Twitter, Facebook, SMS, MXit – all these and more were employed.

The national communication campaign for the 2011 elections was launched four months ahead of election day. The main aim of the campaign was to generate interest in the electoral process across all demographics with a special focus on young people. The campaign was uplifting and inspirational. It fed into South Africans' sense of pride in our country and the communities we live in with a positive call to action that the rainbow nation could embrace: "Love Your South Africa".

The Report which follows sets out what the Electoral Commission did to make these elections a success. What it does not say is that all our efforts would be pointless without the contributions of each and every voter who took the opportunity to exercise the franchise in these elections, promptly, patiently and peacefully. Everyone who voted was answering the call to "Love Your South Africa".

These elections were the last in which three retiring commissioners participated: on behalf of the Electoral Commission I pay tribute to Dr Brigalia Bam, Chairperson from 1999 to 2011, Thoko Mpumlwana, previous Vice-Chairperson, and Fanie van der Merwe. They go with our gratitude and good wishes. We shall continue to build on the sturdy foundation they helped lay.

**Adv Pansy Tlakula**  
Chairperson

# OVERVIEW



Mosotho Moepya, Chief Electoral Officer

## OVERVIEW

As in the case of all elections, the Electoral Commission pulled out all the stops to make sure that the 2011 municipal elections would be conducted in such a way that all parties, candidates, observers and particularly the electorate would accept them as free and fair.

In the run-up to the elections, the Commission employed a large range of contract civic and voter education staff to conduct nonpartisan voter and balloting education among potential voters. Over 3 500 contract staff were appointed to run mass-education campaigns.

When it came to the elections themselves, 200 000 election officials were employed across the country. These women and men worked for more than three days with dedication and efficiency and conducted the elections smoothly in 20 859 voting districts, each serviced by a voting station. This was a 10% increase on the number of voting stations in the last municipal elections in 2006 and a hefty 40% increase on the number in 2000. The increased number of voting districts

translated into improved voter access to voting stations, which further translated into a reduction in queuing time on election day.

Of course, voting cannot take place without voting materials, and this meant that more than 70,5 million ballot papers, 259 200 ballot boxes, 131 400 voting compartments and 60 030 stationery packs – to take just four of the many items required – had to be prepared and transported to the remotest parts of the country. Security materials were handled separately from the mainstream of electoral material deliveries. These security materials included 157 000 security stamps (to mark ballot papers), 24 100 security tapes and 1,1 million security seals (to seal ballot boxes), 120 000 indelible ink pens (to mark voters' fingers) and 88 000 tamper-proof bags (for overnight storage of security items). Distribution of these items was done in close collaboration with the security forces.

In 2011 a first for municipal elections was that ballot papers had security features similar to those used in national and provincial elections. All ballot papers



# OVERVIEW

were printed in colour with additional print features on the reverse, and the ballot paper design incorporated specific security features. A total of 4 555 ballot paper permutations was produced by nine printers spread across four provinces.

Another 2011 innovation was special voting in municipal elections – previously this had been offered only in provincial and national elections. The election timetable for these municipal elections set aside one day for special voting at voting stations and two days for home-visit special voting.

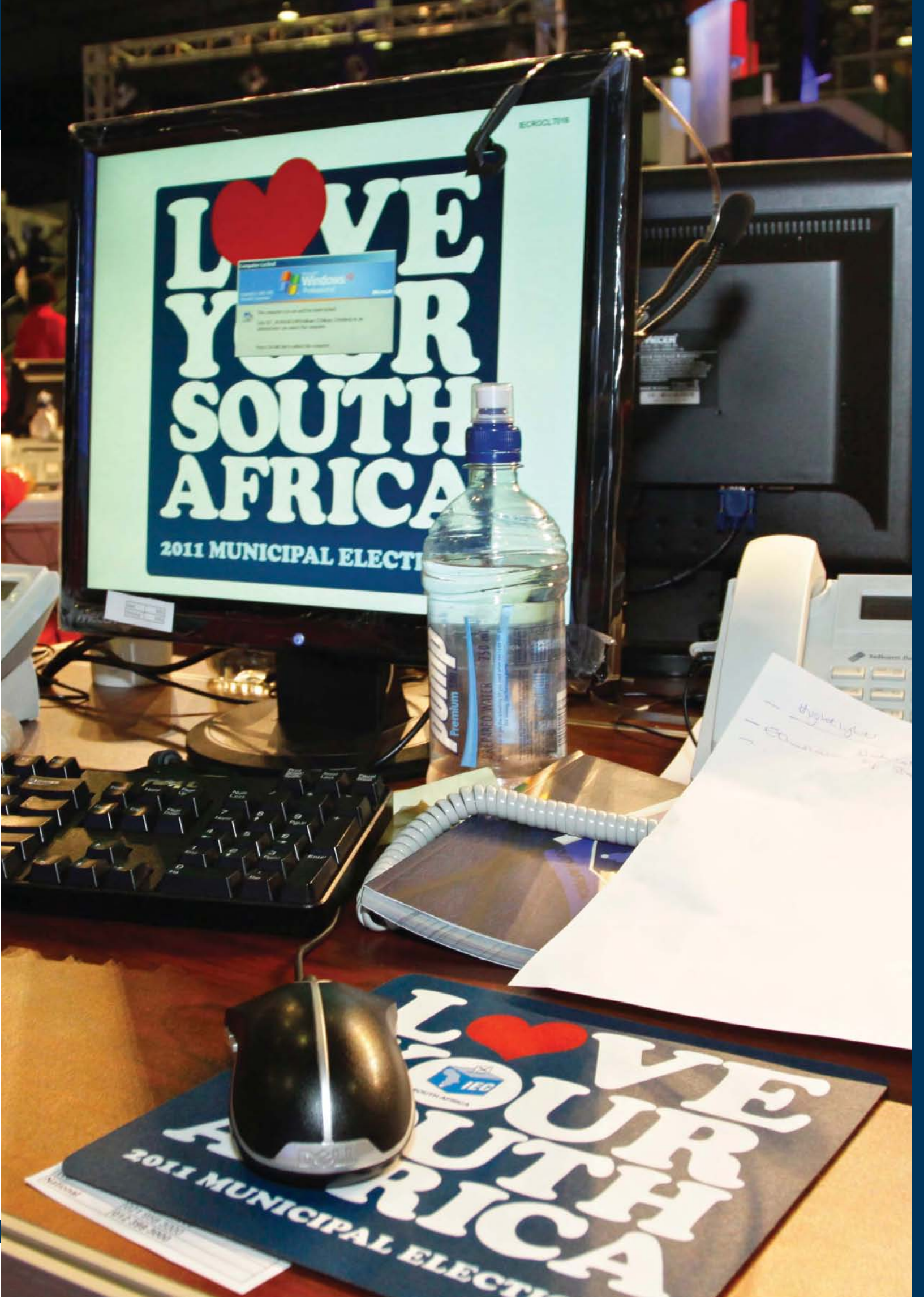
To add to the transparency and accuracy afforded by results slip scanning, the results system was audited and extensively tested. It was designed with automated quality checks to ensure correctness before it was publicly released. Results were audited by external independent auditors at the municipal electoral offices where the election results were recorded onto the municipal election results system.

Electoral legislation lays down that the Commission must declare the results of all elections within seven days. The Commission always aims to go the extra mile and declare the results within three days. In 2011, 24 hours after voting stations had closed on election day, 92% of the results slips had been captured, audited and scanned. The final results, collated from a total of 58 152 results slips, were available within 56 hours of the elections.

The certified voters' roll for these elections contained 23 655 046 names. This was in contrast to 21 054 957 for the 2006 and 18 476 516 for the 2000 municipal elections – a 28% increase over eleven years. For 2011 we set ourselves a voter turnout target of 40% – but voters turned out in their unanticipated millions, giving a turnout figure nearly 20% higher.

Municipal elections present challenges not encountered in other elections. South Africa's National Assembly and provincial legislatures are elected by proportional representation. Our mixed system for municipal elections – whereby ward councillors are elected in a “first-past-the-post” system while the remaining councillors are elected by proportional representation – is more complicated than straight proportional representation, and a single vote for a ward candidate may make the difference between winning and losing. The 2011 municipal elections were contested by 121 parties and 53 757 candidates. It says much for our emergent democracy that the 2011 municipal elections and their results were accepted by all comers as free, fair and accurate.

**Mosotho Moepya**  
Chief Electoral Officer





# LEGAL FRAMEWORK



# LEGAL FRAMEWORK

## LEGISLATION

The Constitution requires that the Electoral Commission:

- manage elections of national, provincial and municipal legislative bodies in accordance with national legislation
- ensure that those elections are free and fair
- declare the results of those elections within a period that must be prescribed by national legislation and that is as short as reasonably possible

The 2011 South African municipal elections were conducted in terms of the Constitution and the following statutes, read with the Electoral Regulations issued by the Commission:

- Electoral Commission Act, 51 of 1996
- Electoral Act, 73 of 1998
- Local Government: Municipal Structures Act, 117 of 1998
- Local Government: Municipal Electoral Act, 27 of 2000

Mandated by section 5(1)(j) of the Electoral Commission Act to “continuously review electoral legislation and proposed electoral legislation, and to make recommendations in connection therewith”, in advance of the 2011 elections the Commission conducted a review of existing legislation, in particular the Local Government: Municipal Electoral Act.

After consulting several stakeholders such as the national Party Liaison Committee (PLC), the Commission made recommendations to the Minister of Home Affairs for amendments to this Act. In the result the Local Government: Municipal Electoral Amendment Act, 14 of 2010, received presidential assent towards the end of 2010. It provided for:

- the insertion of a prescribed election timetable outline
- the revision of provisions relating to nomination of candidates
- the insertion of a new provision to regulate central payment of prescribed deposits by parties contesting an election

- the revision of powers of presiding officers to alter boundaries of voting stations when necessary
- the revision of provisions regulating the number of party agents permissible in a voting station
- the insertion of provisions to allow for special votes and the procedure related thereto
- the revision of provisions relating to objections material to results of an election and the procedures related to the submission, handling and resolution of such objections by the Commission and/or the Electoral Court

## ELECTORAL SYSTEM

Municipal elections are conducted in terms of a mixed electoral system that combines closed proportional representation (PR) party lists with directly elected ward representatives.

Voters for metropolitan councils (MC) each receive two ballot papers, one for a PR list councillor and the other for a ward councillor. Voters for local councils (LC) receive three ballot papers, one for a PR list councillor, one for a ward councillor and the third for the relevant district council (DC).

## ELECTORAL COMMISSION

The Commission is one of six independent “Chapter 9 institutions” created by the Constitution to support constitutional democracy in South Africa, and as such is subject only to the Constitution and the law. It is required to be impartial and to act without fear, favour or prejudice.

# PRE-ELECTION PHASE



# PRE-ELECTION PHASE

## DEMARCATION AND DELIMITATION

While the Electoral Commission is responsible for delimiting voting district boundaries within wards, the Municipal Demarcation Board (MDB) is responsible for demarcating municipal boundaries and wards.

### Redemarcation of municipal boundaries and wards

The MDB redemarcated certain outer municipal boundaries ahead of the 2011 municipal elections, which resulted in:

- 8 metropolitan councils (category A municipalities)
- 226 local councils (category B municipalities)
- 44 district councils (category C municipalities)

In addition, the MDB abolished District Management Areas (DMAs), of which there had originally been 25, reduced in 2006 to 20. The areas occupied by DMAs, which were largely unpopulated in any event, were incorporated into neighbouring local councils. In consequence there were no DMAs in the 2011 municipal elections.

The MDB is also responsible for demarcating ward boundaries. Mainly because of the increase in the

number of registered voters, both the number and in some cases the geography of wards used in the 2006 municipal elections were changed by the MDB for the 2011 elections. The number of wards increased by 4% between 2000 and 2006, from 3 754 to 3 895, and by an additional 10% to 4 277 for the 2011 municipal elections. All metropolitan and local council municipalities had wards in the 2011 municipal elections, whereas in the past a few small municipalities without many voters had only PR list councillors.

The MDB provided the Commission with the final set of wards for municipal elections on 1 September 2010. The redemarcation of ward boundaries for the 2011 elections resulted in a relatively small number – only 700, or 3% – of voting district boundaries being split by the new wards. Ahead of the two previous municipal elections (in 2000 and 2006), the MDB had split 1 754 (11,7%) and 800 (4%) voting districts respectively. Voting districts that had been split by redemarcated wards had to be geographically aligned with the new wards before voter registration could commence. Voters registered in such split voting districts had to be reregistered in their new voting districts and wards before the close of the voters' roll for the 2011 elections.

### Changes in the number of wards for municipal elections: 2000-2006-2011

Province	Number of wards: 2000	Number of wards: 2006	Number of wards: 2006 % change	Number of wards: 2011	Number of wards: 2011 % change
Eastern Cape	601	636	6%	715	12%
Free State	291	300	3%	317	5%
Gauteng	446	423	-5%	508	20%
KwaZulu-Natal	748	771	3%	828	7%
Limpopo	437	513	17%	543	5%
Mpumalanga	401	365	-9%	402	10%
North West	327	365	12%	383	4%
Northern Cape	173	174	0,6%	194	11%
Western Cape	330	348	5%	387	11%
<b>TOTAL</b>	<b>3 754</b>	<b>3 895</b>	<b>4%</b>	<b>4 277</b>	<b>10%</b>

# PRE-ELECTION PHASE

## Redelimitation of voting district boundaries

The national common voters' roll used in the 2011 municipal elections had 20 859 voting district segments

(and it followed that there was the same number of voting stations). This represented a 10,5% increase on the 2006 total of 18 873 voting districts and 39% (5 871 voting districts) on the 2000 total.

## Changes in the number of voting districts (VDs): 2000-2006-2011

Province	Number of VDs: 2000	Number of VDs: 2006	Number of VDs: 2006 % change	Number of VDs: 2011	Number of VDs: 2011 % change
Eastern Cape	3 087	4 368	41%	4 560	4%
Free State	1 061	1 186	11%	1 320	11%
Gauteng	1 979	2 172	9%	2 480	14%
KwaZulu-Natal	3 336	4 064	21%	4 358	7%
Limpopo	1 796	2 274	26%	2 781	22%
Mpumalanga	1 023	1 259	23%	1 565	24%
North West	1 020	1 488	45%	1 570	5%
Northern Cape	396	621	56%	655	5%
Western Cape	1 290	1 441	11%	1 570	8%
<b>TOTAL</b>	<b>14 988</b>	<b>18 873</b>	<b>25%</b>	<b>20 859</b>	<b>11%</b>

An increased number of voting districts translates into improved voter access to voting stations and, if disproportionately large in relation to any increased number of voters, will also result in a decrease in the average number of voters per voting station. This further translates into shorter waiting-times in voting-station queues on voting day.

The average number of registered voters per voting district decreased from 1 232 in 2000 to 1 115 in 2006 but then increased marginally to 1 134 in 2011 because of the increase in the number of registered voters.

The Commission commissioned the Human Sciences Research Council (HSRC) to undertake a voter satisfaction survey during the 2011 municipal elections. The survey results showed that 87% of voters were able to access their voting stations in less than half an hour and 95% in under an hour. The average queuing-time was 23 minutes.

Simultaneously with the general increase in the number of voting districts ahead of the 2011 elections, certain voting district boundaries were also redelimited to provide for developments in human settlement patterns since the 2009 national and provincial elections. Such

changes in human settlements include urbanisation, intra-urban migration and the associated growth of informal settlements on urban peripheries. Furthermore, once the MDB had handed the Commission the final set of wards for the 2011 elections, the 700 voting districts that had been split had to be aligned with the new wards before voter registration could get under way.

Maps showing the voting district boundaries and voting stations that are to be used in an election are presented to Municipal Party Liaison Committees (MPLCs) which sign off on them to indicate that they have been consulted by the Commission. To further ensure transparency, legislation requires that the Chief Electoral Officer (CEO) make a copy of the map of each voting district available for inspection by any person who so desires.

## VOTING STATIONS

Voting stations must be located, contracted and resourced well ahead of planned voter registration initiatives. The Commission secured availability during the registration and election periods by entering timeously into lease agreements for the 20 859 voting stations identified for the 2011 elections.

# PRE-ELECTION PHASE

A centralised payment mechanism was implemented so as to ensure rental payments were made promptly and in terms of the Commission's contractual obligations. This enabled 99% of such payments to be concluded within two weeks of each event (registration and election periods) and promoted a cordial relationship between the Commission and voting station landlords.

Each voting station was inspected to check for the presence of key infrastructure and facilities (structure, electricity, telecommunications, water, sanitation, domestic requirements, furniture, disability-friendly access, etc.).

Of the 20 859 voting stations listed for the 2011 elections, 19 650 (94,20%) were permanent, 1 171 (5,62%) temporary and 38 (0,18%) mobile.

Various venues were utilised as permanent voting stations:

- 70% were schools
- 12% were community and other halls
- 7% were places of worship
- 1% were tribal premises (mainly courts)

and the remaining 10% comprised a wide variety of venues such as hospitals, clinics, old-age homes, farms, sports clubs, hostels, libraries, mines, museums, police stations, post offices and garages.

The Commission seeks to create a stable voting station network, so wherever possible the same venues used as voting stations for the 2009 national and provincial elections were used for both registration and voting for the 2011 municipal elections. Repeated use of the same venue helps voters to recognise the venue and identify it with the Commission and all electoral activities: chopping and changing may confuse voters and possibly contribute to voter apathy. A stability rate of 80% was achieved in 2011 – in other words, 80% of the voting station venues had been used in 2009.

Since by far the majority of venues are schools, in order to stabilise the voting station network the Commission has formed long-term strategic partnerships with public and private bodies such as the Department of Basic Education, the Department of Water Affairs and Forestry, Eskom and GSM network operators (Vodacom, MTN and Cell C) with a view to addressing infrastructure issues at these voting stations. For the 2011 elections,

infrastructure solutions implemented at the 1 171 temporary voting stations were mainly short-term.

## REGISTRATION AND THE VOTERS' ROLL

### Voter registration

In terms of our law, in order to be able to exercise the right to vote eligible citizens must register as voters. Voter registration is voluntary, but a citizen applying to register as a voter must do so in the voting district (VD) in which she or he is "ordinarily resident", that is, where that person normally lives. Each voting district is serviced by a single voting station. With certain specified exceptions, a voter may vote only in the voting district of registration and a voter's name will be listed only at the voting station in question. There are two main reasons for citizens to register and vote in the voting district of ordinary residence:

- to assist the Electoral Commission with efficient administrative planning of elections
- to ensure that voters do not vote more than once in an election

Voter registration must be conducted in terms of the law and in a transparent and uniform manner and only persons disqualified in terms of s 8(2) of the Electoral Act (such as anyone who has applied for registration fraudulently, or who has been declared to be of unsound mind or mentally disordered by the High Court) may be excluded. Anyone whose application for registration as a voter has been refused or who has been deregistered as a voter must be notified and given reasons for the step taken, and such a person may lodge an appeal.

### Continuous voter registration

In order to facilitate the maintenance of the voters' roll, voters may register or update their registration details at any of the Electoral Commission's 234 local offices. In consultation with Party Liaison Committees (PLCs) at provincial and municipal levels, these local offices target schools and appropriate community events so as to provide opportunities for citizens to register ahead of elections. In preparation for municipal ward by-elections, voting stations in each affected ward are opened for registration the weekend before proclamation of the by-election.



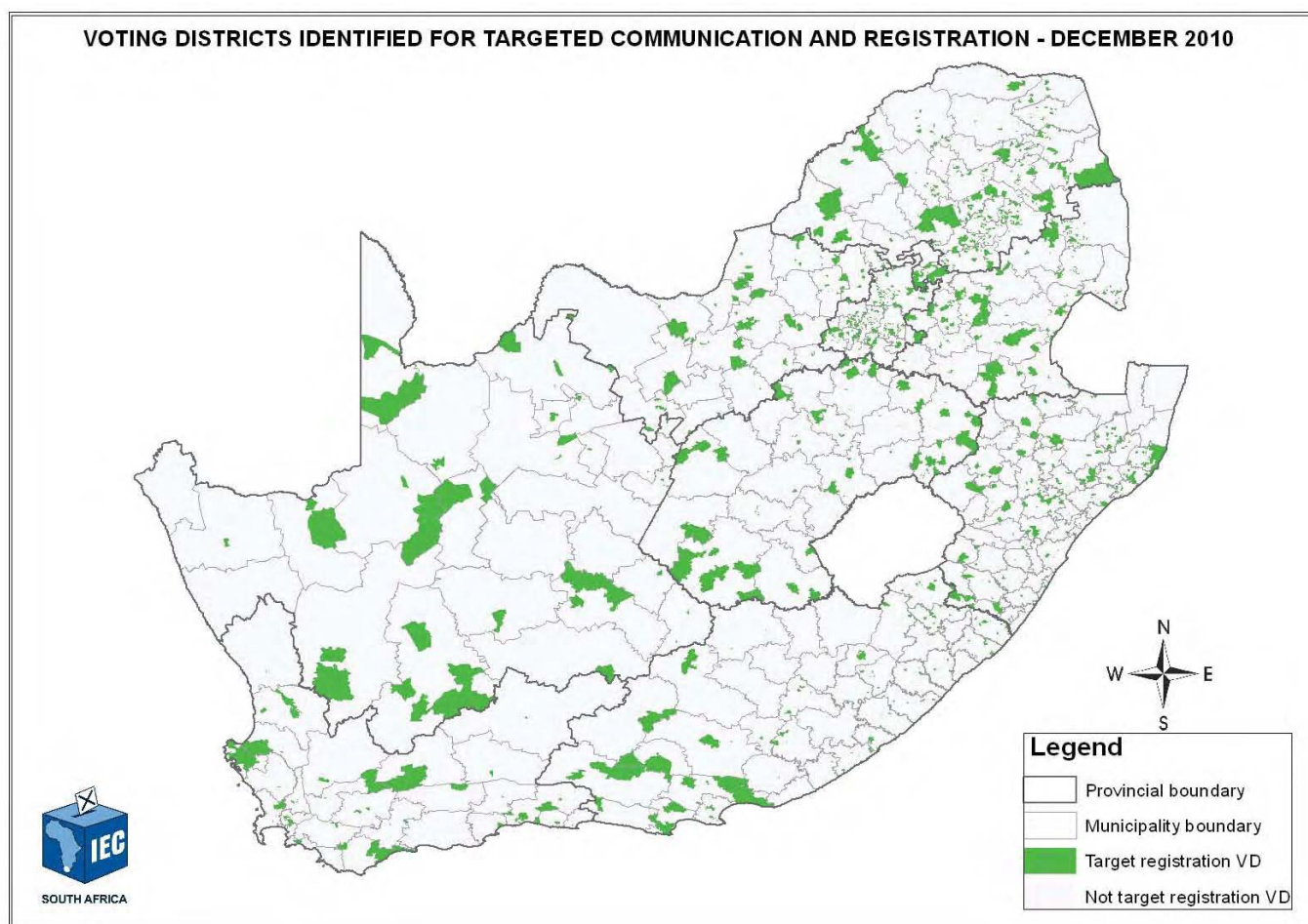
# PRE-ELECTION PHASE

## Targeted communication and registration (TCR)

Because of the increase in the number of voting districts, as well as changes to voting district boundaries resulting from municipal ward redemarcation by the Municipal Demarcation Board, the Commission embarked on a targeted communication and registration project to ensure that affected voters were made aware of the situation and given the opportunity to reregister in the correct voting districts. It is important that voters reregister in the correct voting districts so as to ensure that their names appear on the voters' roll segments for those voting districts on election day. TCR thus combines informing voters (through the distribution of pamphlets) about changes in their voting station details with the actual (re)registration of voters.

In preparation for the 2011 elections TCR was conducted from 3 to 13 December 2010 in the 1 996 voting districts affected by redemarcation of municipal ward boundaries. The Commission employed fieldworkers in a door-to-door registration campaign in these voting districts. If no-one was home, a pamphlet was left informing the occupants that the voting district had changed and that voters should reregister either at the local office of the Commission or at their voting station during a registration weekend.

The TCR process produced 38 651 applications for registration, 142 312 reregistrations from other voting districts and 15 633 reregistrations within the TCR voting districts – a total of 196 596 registration activities for TCR 2010.



# PRE-ELECTION PHASE

Count of voting districts identified for targeted communication and registration			
Province	Total VD count	Count of targeted VDs	% targeted
Eastern Cape	4 560	168	3,68%
Free State	1 320	172	13,03%
Gauteng	2 480	417	16,81%
KwaZulu-Natal	4 358	231	5,30%
Limpopo	2 781	390	14,02%
Mpumalanga	1 565	286	18,27%
North West	1 570	134	8,54%
Northern Cape	655	72	10,99%
Western Cape	1 570	126	8,03%
<b>National</b>	<b>20 859</b>	<b>1 996</b>	<b>9,57%</b>

## Registration weekends

Ahead of the 2011 municipal elections, the Commission opened all its 20 859 voting stations on two weekends to allow eligible South African citizens to apply for registration ("new registrations") or update their registration details if they had changed their places of ordinary residence ("VD move"). Many voters also took the opportunity to reregister even if their details had not changed ("Same VD reregistration").

The two voter registration weekends (5-6 February and 5-6 March 2011) yielded 1 081 667 new registrations, 1 417 089 reregistrations in a different voting district and 233 211 reregistrations in the same voting district.

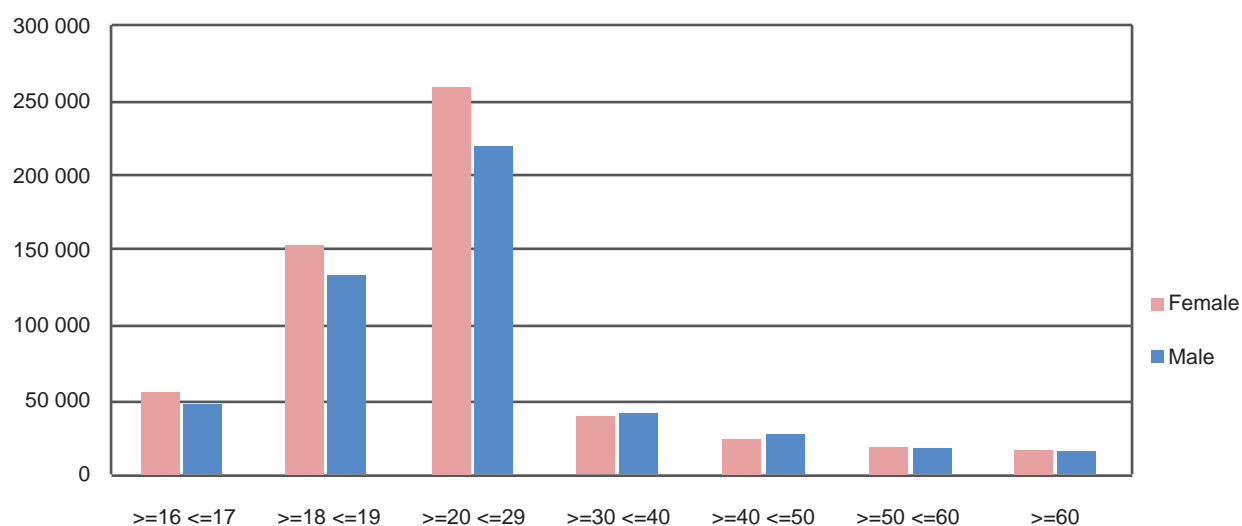
The voters' roll used for the elections was closed on 10 March 2011, the day the election date was proclaimed in the *Government Gazette*. The voters' roll was certified on 18 March 2011.

## New registrations by age and gender: February and March 2011

Age group	Female	% of total new registrations in age group	Male	% of total new registrations in age group	Total new registrations in age group	% of total new registrations
>=16 <=17	54 967	52,04%	50 654	47,96%	105 621	9,8%
>=18 <=19	153 543	53,35%	134 264	46,65%	287 807	26,6%
>=20 <=29	259 440	54,20%	219 264	45,80%	478 704	44,3%
>=30 <=40	40 618	48,45%	43 222	51,55%	83 840	7,7%
>=40 <=50	26 273	47,55%	28 981	52,45%	55 254	5,1%
>=50 <=60	19 276	51,19%	18 381	48,81%	37 657	3,5%
>=60	17 242	52,59%	15 542	47,41%	32 784	3,0%
<b>TOTAL</b>	<b>571 359</b>	<b>52,82%</b>	<b>510 308</b>	<b>47,18%</b>	<b>1 081 667</b>	<b>100,00%</b>

# PRE-ELECTION PHASE

New registrations by age and gender: February and March 2011

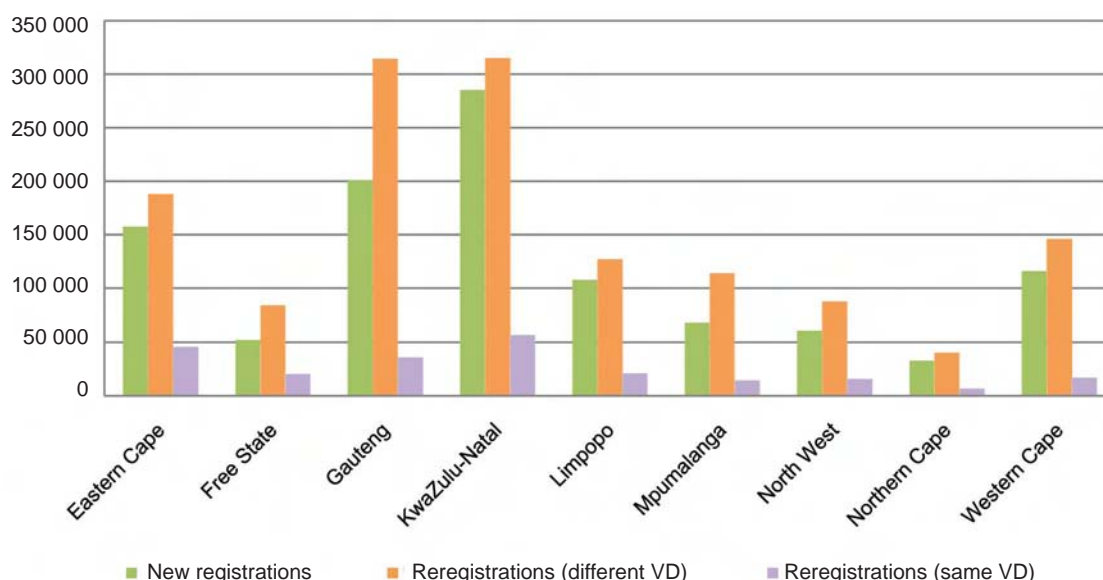


Registration weekend activity: February and March 2011

Province	New registrations	% of total provincial activity	Reregistrations (different VD)	% of total provincial activity	Reregistrations (same VD)	% of total provincial activity	Total provincial activity	% of total activity
Eastern Cape	157 581	40,27%	188 016	48,05%	45 669	11,67%	391 266	14,32%
Free State	52 250	33,36%	84 072	53,67%	20 310	12,97%	156 632	5,73%
Gauteng	200 751	36,43%	314 458	57,06%	35 867	6,51%	551 076	20,17%
KwaZulu-Natal	285 208	43,41%	315 153	47,97%	56 618	8,62%	656 979	24,05%
Limpopo	107 781	42,11%	127 169	49,69%	20 993	8,20%	255 943	9,37%
Mpumalanga	68 427	34,76%	114 110	57,96%	14 336	7,28%	196 873	7,21%
North West	60 899	37,06%	87 731	53,38%	15 717	9,56%	164 347	6,02%
Northern Cape	32 781	41,04%	40 322	50,49%	6 764	8,47%	79 867	2,92%
Western Cape	115 989	41,58%	146 058	52,35%	16 937	6,07%	278 984	10,21%
<b>TOTAL</b>	<b>1 081 667</b>	<b>39,59%</b>	<b>1 417 089</b>	<b>51,87%</b>	<b>233 211</b>	<b>8,54%</b>	<b>2 731 967</b>	<b>100,00%</b>

# PRE-ELECTION PHASE

## Registration activity by province: February and March 2011



## National common voters' roll

Section 5 of the Electoral Act requires the Chief Electoral Officer to compile and maintain a national common voters' roll. Section 5 of the Municipal Electoral Act requires that this national common voters' roll be used for municipal elections. The Commission is responsible for ensuring that it is accurate and up-to-date.

On 10 March 2011 the Acting Minister for Cooperative Governance and Traditional Affairs, acting in terms of s 24(2) of the Municipal Structures Act, proclaimed the municipal elections by notice in the *Government Gazette*. The voters' roll was therefore automatically closed on that date and there was no further opportunity to register as a voter for the 2011 elections.

## Voters' roll as certified on 18 March 2011: province and gender breakdown

Province	Female	% of total registrations in province	Male	% of total registrations in province	Provincial total	% of total registrations*
Eastern Cape	1 797 940	57,78%	1 313 595	42,22%	3 111 535	13,15%
Free State	758 746	54,72%	627 775	45,28%	1 386 521	5,86%
Gauteng	2 855 253	51,05%	2 737 423	48,95%	5 592 676	23,64%
KwaZulu-Natal	2 642 867	56,85%	2 005 866	43,15%	4 648 733	19,65%
Limpopo	1 406 735	60,08%	934 763	39,92%	2 341 498	9,90%
Mpumalanga	937 638	54,57%	780 671	45,43%	1 718 309	7,26%
North West	826 503	52,41%	750 395	47,59%	1 576 898	6,67%
Northern Cape	307 760	53,79%	264 380	46,21%	572 140	2,42%
Western Cape	1 464 412	54,10%	1 242 324	45,90%	2 706 736	11,44%
<b>TOTAL</b>	<b>12 997 854</b>	<b>54,95%</b>	<b>10 657 192</b>	<b>45,05%</b>	<b>23 655 046</b>	<b>100,00%</b>

\* Owing to rounding, percentages may not total 100%

# PRE-ELECTION PHASE

## Certification of the voters' roll

The voters' roll for the 2011 municipal elections was certified by the Chief Electoral Officer on 18 March 2011, the date set in the election timetable, and was made available to political parties. It contained the names and identity details of 23 655 046 voters, in contrast to 21 054 957 for the 2006 and 18 476 516 for the 2000 municipal elections – a 28% increase over 11 years. Nonetheless this fell short by some quarter-of-a-million of the target of 23,9 million registered voters the Commission had set itself.

## Profile of the voters' roll

- Gender: Over half (55%) of the voters on the roll were female and the remaining 45% male.
- Age: The group specially targeted by the Commission (aged between 18 and 35) constituted 40,63% of the voters.
- Rural/urban: Just over a third (35,25%) of the voters were rural with the balance of 64,75% in urban areas.

## POLITICAL PARTIES

### Registration of political parties

Section 26(a) of the Electoral Act stipulates that a party may contest an election only if that party is a registered party. Section 5(1)(f) of the Electoral Commission Act requires the Commission to “compile and maintain a register of [political] parties”. A party may choose to register at national level, which allows it to contest all elections at national, provincial and municipal levels, or only at municipal level, which allows it to contest elections only in those municipalities for which it is registered.

In terms of the Regulations for the Registration of Political Parties, a party intending to register must complete an application form providing, among other information, its name, abbreviated name and logo, as well as the names of the executive and contact details. The application

must be accompanied by proof of publication of intention to register the party (which in the case of registration at national level is in the *Government Gazette* and in the case of a municipal registration in a local newspaper circulating in the area of the municipality). The party must also submit its constitution and its deed of foundation, which must contain the names, ID numbers and signatures of 500 registered voters in the case of national registration and 100 in the case of municipal registration. At national level the registration fee is R500 and at municipal level R200 per municipality.

In terms of s 16(1) of the Electoral Commission Act, the CEO is prohibited from registering a party in any of the cases below:

- if 14 days have not elapsed since the applicant submitted proof of publication of the notice of application
- if the name, abbreviation and/or logo of the proposed party is so similar to that of an already registered party that it may confuse or deceive voters
- if the proposed name, abbreviation, logo, deed of foundation or constitution contains anything which “portrays the propagation or incitement of violence or hatred or which causes serious offence to any section of the population on the grounds of race, gender, sex, ethnic origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture or language” or which “indicates that persons will not be admitted to membership or be welcomed as supporters on the grounds of their race, ethnic origin or colour”

The law must make provision for the right of appeal by a party which has been denied the right to register or which has been deregistered.

At the cut-off date for nomination of candidates for the 2011 municipal elections, 194 political parties were registered with the Commission, of which 121 had successfully submitted candidates to contest the elections.

### Comparison of registered political parties contesting municipal elections in 2000-2006-2011

Election year	Registered parties	Contesting parties	Registered national	Registered municipal
2000	116	79	61	55
2006	155	97	93	62
2011	194	121	65	56



# PRE-ELECTION PHASE

## Party liaison committees (PLCs)

Section 5(1)(g) of the Electoral Commission Act delineates one of the functions of the Commission as to “establish and maintain liaison and co-operation with [political] parties”. In order to give effect to this, the Commission has established party liaison committees (PLCs) as required by the 1998 Regulations on Party Liaison Committees in terms of the Electoral Commission Act. In the words of the Regulations, these committees “serve as vehicles for consultation and co-operation between the Commission and the registered parties concerned on all electoral matters, aimed at the delivery of free and fair elections”.

The PLCs are permanent structures and convene at regular intervals and more often when elections are taking place. In total 811 provincial and municipal PLC meetings were held in the first quarter of 2011.

In these meetings parties often raise concerns or make recommendations on electoral processes. The committees also serve as forums in which the Commission can inform and consult political parties about its activities. The Commission also invites specific role-players, such as representatives of state departments and “Chapter 9 institutions”, to meetings on matters of mutual interest or concern. In addition, the committees serve as a valuable conflict-resolution forum. The sort of issues discussed at PLCs include:

- Legislative amendments: if the Commission is considering any changes to legislation, the national PLC is consulted
- Delimitation: municipal PLCs are consulted on the boundaries of voting districts and on the locations of voting stations and sign off on the maps
- Recruitment of presiding officers: proposals for presiding officers are placed before PLCs and political parties are given ample opportunity to submit written objections to any names

In terms of s 11 of the Municipal Electoral Act, once a municipal election has been called the Commission must compile and publish a timetable for the election; this is done after consultation with the national PLC. The 2011 municipal elections were proclaimed in the *Government Gazette* on 10 March 2011 and on 11 March the national PLC was consulted and agreed on the election timetable proposed: the timetable was gazetted the same day.

The national and provincial PLCs continued to meet throughout the campaign period, on election day itself and at the Results Operations Centres (ROCs) during the results-capturing process, thus ensuring up-to-the-minute liaison.

## CANDIDATES

### Nomination process

Sections 13 to 18 of the Municipal Electoral Act set out the requirements and prescriptions for registered parties and independent candidates contesting a municipal election, including for candidate nomination.

In terms of s 16 of the Act, a registered party may nominate a person to contest an election in a ward as a ward candidate representing the nominating party. An individual who is an ordinary resident in the municipality in which a particular ward falls and is registered as a voter on that municipality's segment of the voters' roll may also nominate a person to stand in the ward as an independent ward candidate.

The election timetable for the 2011 municipal elections set the cut-off point for the submission of party lists of candidates and nominations of ward candidates as 17:00 on 25 March 2011.

In order to participate in an election, a party must have registered with the Commission as a political party and subsequently submitted its list of candidates in terms of s 27 of the Electoral Act. This section requires that the list of candidates be accompanied by:

- an undertaking binding the party and its office-bearers, representatives and members to the Electoral Code of Conduct
- a declaration that each candidate on the list is qualified to stand for election in terms of the Constitution or national or provincial legislation
- an acceptance of nomination, signed by each candidate
- an undertaking signed by each candidate that the candidate will be bound by the Code
- the relevant deposit

Independent candidates are further required to submit 50 supporters' signatures.

# PRE-ELECTION PHASE

Legislation makes provision for parties and ward candidates who have not complied with all the requirements to be notified of their noncompliance and to be afforded an opportunity to submit outstanding documents: this circumvents rejection of nominations on flimsy grounds. In accordance with the election timetable, on 4 April 2011 the Commission notified political parties and independent candidates of any noncompliance on their part, or any outstanding documents to be submitted. Parties and independent candidates were given until 17:00 on 8 April 2011 to comply.

Thereafter the Commission compiled a list for each municipality of parties contesting the elections and a list of candidates contesting each ward. These lists were certified on 12 April 2011. On 29 April 2011 the Commission issued candidate certificates to all candidates. In the result, the 2011 municipal elections were contested by 121 parties and 53 757 candidates.

## Numbers of contesting candidates in each category in 2011

Province	Party PR	Party ward	Independent	TOTAL
Eastern Cape	3 546	3 528	165	7 239
Free State	1 500	1 753	31	3 284
Gauteng	3 064	5 890	80	9 034
KwaZulu-Natal	4 696	5 609	107	10 412
Limpopo	3 035	3 453	172	6 660
Mpumalanga	2 046	2 286	46	4 378
North West	1 787	2 204	54	4 045
Northern Cape	819	754	27	1 600
Western Cape	2 810	4 223	72	7 105
<b>TOTAL</b>	<b>23 303</b>	<b>29 700</b>	<b>754</b>	<b>53 757</b>

## Objections to candidates

Other than the Electoral Act, which deals with objections raised against candidates in national and provincial elections, the Municipal Electoral Act contains no provision for the Commission to consider any objection, nor does it set out any grounds or procedure for objections to nominations. For municipal elections, there is therefore no objections process managed by the Electoral Commission. The Commission disqualifies a candidate only if there has been noncompliance with the requirements for nomination set out in the Municipal Electoral Act, if a candidate is not registered as a voter in the municipality for which he or she is nominated, or if a court has disqualified a candidate.

## ELECTORAL CODE OF CONDUCT

The Electoral Act provides for an Electoral Code of Conduct whose main purpose is to promote conditions conducive to free and fair elections, including tolerance

of democratic political activity, free political campaigning and open public debate.

The Code is binding on every registered party and every candidate. It requires compliance from every person who holds political office in the party, its representatives, members and supporters. It prohibits conduct such as violence, intimidation and the publication of false or defamatory allegations in connection with the elections. It demands recognition by all parties of the political rights of others.

The Code of Conduct mandates certain conduct and also prohibits specific actions: for instance, no registered party or candidate may prevent media access to public political gatherings, act in such a way as to provoke violence or incite intimidation, publish false or defamatory allegations in connection with an election, carry or display weapons at a political gathering, deface or destroy billboards or posters, or abuse any position of power, privilege or influence (including parental, patriarchal, traditional

# PRE-ELECTION PHASE

or employment authority) to influence the conduct or outcome of an election.

Furthermore, the Code of Conduct requires that parties recognise the authority of the Commission and assure voters of the Commission's impartiality. The Electoral Act lays down that no person or registered party bound by the Code may contravene or fail to comply with its provisions.

In terms of the Electoral Act, contravention of the Code has serious legal consequences. These include criminal sanctions where a convicted person may be sentenced to a term of imprisonment of between five and ten years. Furthermore the Electoral Court may impose such sanctions as a fine not exceeding R200 000, an order reducing the number of votes cast in favour of a party, an order disqualifying any candidate of a party or an order cancelling the registration of a party. In addition, the Act empowers the Chief Electoral Officer to institute civil proceedings to enforce the provisions of the Act and the Code.

On 13 April 2011 the Commission brought together all the contesting political parties to publicly sign the Code of Conduct.

## CONFLICT MANAGEMENT

In preparation for the 2011 elections, the Commission, in partnership with the Electoral Institute for Sustainable Democracy in Africa (EISA), recruited provincial coordinators and municipal panellists to preempt potential conflict and manage and resolve existing conflict.

The overall aims of the conflict management programme were to:

- provide strategic interventions in conflict situations that might arise before and during the 2011 elections
- develop a clear understanding of the origin, nature and prevention of electoral conflict
- strengthen the capacity of the Commission to deliver free and fair elections
- provide mechanisms to manage conflict speedily and effectively

### Conflict management: numbers of panellists and interventions by province

Province	Number of panellists	Previously appointed	Newly appointed	Number of interventions
Eastern Cape	18	9	9	3
Free State	12	2	10	5
Gauteng	15	9	6	12
KwaZulu-Natal	30	3	27	15
Limpopo	10	5	5	32
Mpumalanga	7	6	1	37
North West	7	2	5	11
Northern Cape	10	6	4	14
Western Cape	16	2	14	16
<b>TOTAL</b>	<b>125</b>	<b>44</b>	<b>81</b>	<b>145</b>



# PRE-ELECTION PHASE

## ROLE OF THE SECURITY FORCES

The South African Police Service (SAPS), the South African National Defence Force (SANDF), the State Security Agency (SSA) and other related institutions play an integral part in securing an election. This is managed through the Joint Operational and Intelligence Structure (JOINTS), where all related departments are represented.

Through structures of the JOINTS, the Commission is regularly updated on election security concerns. Any threats to the success of an election are identified and actions taken to prevent any negative impact. SAPS plays a major role in ensuring a calm and peaceful electoral environment.

The SANDF can supplement the force levels of SAPS if necessary and also provide additional logistical support. SAPS deploys resources to each voting station to ensure that the voting process is not disrupted. The presiding officer is in charge within a voting station and can request assistance from the SAPS resource if required. In addition various units from SAPS and the SANDF, including air support units, are deployed and/or put on standby to act if emergency intervention is required. In the event the 2011 elections went off without incident and no such intervention was required.

(During the 2011 municipal elections the SANDF assisted voting staff in Limpopo to access voting stations on the opposite side of a river in a certain area where there was no bridge, and also to transport voting materials up a mountain.)

## MEDIA AND PUBLIC AWARENESS

### “Love Your South Africa”

The national communication campaign for municipal elections was launched in January 2011. The main objective of the campaign was to capture and generate interest in the electoral process across all demographics with a large portion of the focus on young people. The campaign produced was uplifting and inspirational and drew on South Africans’ sense of pride in their

communities with a positive call to action that the entire nation could embrace – hence the “Love Your South Africa” theme for the 2011 municipal elections.

Each of the creative executions – outdoor, radio, TV, digital media – tapped into individuals’ love for where they live, a neighbourhood, a village, a township, a dorp, a city. The advertisements asked South Africans to express this love by registering to vote and by taking part in the 2011 elections.

The “Love Your South Africa” campaign message had an inspiring local flavour and was utilised to create a groundswell of enthusiasm with sub-messages such as, “I love this city”, “Love your hood”, “I smaaak my dorp” and “Loxion is lekker”. The campaign managed to communicate simply to a very broad target audience.

### Radio

Radio remains the preferred source of information for most South Africans. The sense of ownership that found expression in the “Love Your South Africa” theme came alive on radio.

“Shout-outs” have been used in radio for many years as a way for people to phone in to radio stations and leave messages of love and recognition for friends and family. These messages are then played on air for all to hear and take note of. This simple radio device was used to deliver our campaign message, spread a sense of community and rally South Africans to vote in 2011. These “shout-outs” differed from the norm in that they were not expressions of love towards individuals – they were purely a way for people to tell the world how much they loved their neighbourhoods. The public broadcaster as well as commercial and community radio stations flighted “shout-outs” in all eleven official languages.

### Television

In the months leading up to the municipal elections television played a major role in disseminating the Commission’s campaign message. The campaign was supported by the SABC and e.tv and by the community stations Soweto TV and Cape Town TV. South Africans

# PRE-ELECTION PHASE

were urged to love their neighbourhoods by participating in municipal (neighbourhood) elections.

In addition to fighting traditional commercials on elections, there was an added television element: storyline integration. Content on elections was scripted into *Generations*, *Isidingo* and *Sewende Laan*, popular local soapies. Referencing relatable, easily recognisable imagery and messaging, all of this instilled a feeling of pride and belonging in viewers.

## The total media alignment of the campaign

Parallel to the rolling-out of the television and radio campaigns, the message was further spread by means of this media mix:

- billboards across the country (all phases)
- railway-station billboards (per phase)
- mobile trailers
- murals across the country (per phase)
- posters across the country (for final registration)
- information leaflets

## New media

These include MXit, Twitter, mobi site and microsite. The main objective of the new media campaign was to provide an alternative option for voters or potential voters for obtaining vital information regarding the Commission's election campaign at their convenience. Various elements of the new media were used for these elections:

- IEC mobi site: to provide assistance to those with cellular phone access
- microsite: to provide a platform for voters to view the votes submitted via the MXit portal for the part of South Africa that they love, which linked to the "Love Your South Africa" campaign: additional content provided on the microsite included election posters, information on IEC Youth Ambassadors and latest Twitter feeds as a ticker tape which linked back to the main [www.elections.org.za](http://www.elections.org.za) website
- MXit: to encourage young people to participate in electoral events on a platform with which they are familiar: critical information on municipal elections was made available to young South Africans
- Twitter: IECloveyourSA provided comprehensive

brand perception monitoring through key words such as "IEC" and through daily conversations focusing on election education, patriotism and general Electoral Commission information

## Public call centre (0800 11 8000)

The purpose of the call centre was to allow potential eligible voters and registered voters to clarify any questions they might have concerning voter registration, voter education and voting processes. The call centre provided information regarding voter registration requirements (including who might register) and how to register as well as places and times where voters could register, the status of the caller on the voters' roll and any other information affecting voters' participation in municipal elections. The call centre went live at the beginning of January 2011.

Call centre agents were available to assist South Africans in any of our 11 official languages and as far as possible callers were responded to in their language of choice.

## Public website ([www.elections.org.za](http://www.elections.org.za))

Prospective voters can visit the website to verify their registration details or check where they have to register if they are registering for the first time or have moved house. Registered voters can also find their voting stations. A mine of elections-related information is available on the website: topics covered include the legislative framework governing elections, civic and voter education, and other organisations and institutions supporting electoral democracy.

The website is linked to an SMS facility (32810) that allows registered voters to SMS their identity numbers so as to check their registration details. This is a popular feature during elections.

# PRE-ELECTION PHASE

## CIVIC AND VOTER EDUCATION

The Electoral Commission situates civic education within the broader discipline of human rights education. Voter education and balloting education are important aspects of civic education.

The vision statement of the Electoral Commission requires every voter to be able to make an informed choice when casting a vote in an election. This can be realised only by means of continuous and intensified civic and voter education, supported by effective communication campaigns, and an outreach strategy aimed at strengthening the rights of citizens to participate in our democracy and freely exercise their choices in elections.

The objectives of civic education are:

- to promote a culture of democracy and human rights by creating and emphasising awareness of civic responsibilities
- to increase knowledge and understanding of electoral processes
- to empower target groups and voters in areas where voter turnout has historically been low to participate fully in electoral processes
- to decrease the number of spoilt ballots

Successful civic and democracy education and voter education campaigns contributed to the unprecedentedly high voter turnout in the 2011 municipal elections. These campaigns incorporated various strategies – direct interaction with voters through mass civic and voter education activities, a range of voter education materials, multimedia radio, television and new media campaigns, collaboration and partnering with civil society, state departments, “Chapter 9 institutions” and other strategic partners to ensure maximum reach.

### Voter education

The role of voter education in the electoral process cannot be overestimated.

The Commission has a rights-based attitude to voter education, acknowledging voters as sovereign – the most important person is always the voter. This rights-based approach puts equal emphasis on both the rights and the civic responsibilities of the voter.

Although voter education is a specific focus in the run-up to elections, it is also an ongoing process. Voters need to be educated continuously on the rights and responsibilities involved in electing freely chosen representatives in all electoral events, whether country-wide municipal, provincial or national elections or municipal by-elections.

### Voter education materials for 2011

Effective voter education materials, accessible in all official languages and in various formats, combined with strong communication campaigns ensured that voters were ready, willing and able to participate in the elections and in entrenching democracy.

For the 2011 municipal elections, an illustrated civic and voter education booklet was developed and made available in 35 different versions:

- main A5 booklet in 11 languages (11 versions)
- large-type A4 booklet for visually impaired persons in 11 languages (11 versions)
- plain-language booklet for low literacy levels in 11 languages (11 versions)
- Braille version (one version)
- audio version on CD (one version)
- unbranded version for political parties

The plain-language and audio versions were 2011 innovations, not used in previous elections.

The booklet was widely welcomed as an all-inclusive and powerful tool for voter education. It provided information on the following:

- the role of the Electoral Commission
- the date, times and types of elections
- the election timetable
- identification and registration requirements
- the voting process (balloting education)
- the roles, rights and responsibilities of voters
- the voting process
- the importance of voting
- special vote dates, times and requirements
- the electoral system for municipal elections
- general civic and democracy education content, e.g. constitutional values, the importance of active citizenship and participation, political tolerance and the creation of a peaceful and conducive climate for free and fair elections

# PRE-ELECTION PHASE

Other types of materials used to educate the electorate and the public in general included these:

## *Balloting education pamphlet*

This pamphlet was made available in the 11 official languages and also in the Nama language.

## *Generic pamphlet on the municipal elections*

To strengthen intensified civic and voter education campaigns, the Commission's Communication Department developed, printed and distributed a generic pamphlet to profile the Commission and raise awareness of the 2011 municipal elections and by-elections.

## Mass civic and democracy education for the 2011 municipal elections

Province	Number of OPCs	Civic and democracy education expansion staff on contract	Number of MOCs	Number of DEFs/ area managers	Number of CSOs contracted by the Commission
Eastern Cape	9	Area managers & DEFs		1 051	
Free State	6	MOCs & DEFs	17	202	
Gauteng	9	DEFs		211	
KwaZulu-Natal	13	MOCs & DEFs	70	1 553	
Limpopo	5	CSOs			49
Mpumalanga	3	Various approaches (63 SLAs/partnerships with traditional leadership structures)			
North West	4	DEFs		100	
Northern Cape	5	Area managers		194	
Western Cape	7	CSOs			2
<b>TOTAL</b>	<b>61</b>		<b>87</b>	<b>3 311</b>	<b>51</b>

## **Key:**

OPC = Outreach Project Coordinator

MOC = Municipal Outreach Coordinator

DEF = Democracy Education Facilitator

CSO = Civil Society Organisation

The Commission employed a range of contract civic and democracy education staff to conduct nonpartisan voter and balloting education so as to reach potential voters directly. Over 3 500 contract staff were appointed to run mass civic and democracy education campaigns in the run-up to the elections. These included Democracy Education Facilitators (DEFs), Municipal Outreach Coordinators (MOCs) and civil society organisations (CSOs). Partnership with CSOs and other stakeholders such as traditional leadership structures promotes sustainability. By the end of March 2011, the Commission had reached at least 3 151 076 people directly at voter education events.

Outreach Project Coordinators (OPCs) enhanced civic and democracy education capacity and visibility at local level – this was an important achievement. The civic and democracy education model received a boost with the recruitment of 61 OPCs who were successfully inducted, trained and deployed in all eight metros and 44 districts. This is national best practice, enabling compliance with, for instance, the *Report of the ad hoc committee on the review of Chapter 9 and associated institutions* which recommended that particular attention be focused on making local offices of “Chapter 9 institutions” more visible with regard to public education. In addition, an important landmark achievement in these elections was

# PRE-ELECTION PHASE

the appointment of the OPCs at district level to coordinate, conduct, implement and monitor educational events. The Commission has always been aware of the need to consolidate its strength by building civic education visibility and capacity at a local level, to facilitate better public education in rural areas and to make local offices more visible.

## Collaborative stakeholder engagement

Collaborative stakeholder engagement enables the Commission to operationalise the following aspects of its core business:

- promoting sound knowledge of democratic electoral processes
- promoting voter education
- promoting co-operation with and between persons, institutions, governments and administration for the achievement of its objectives

This core business of the Electoral Commission places an important emphasis on public educational activities and awareness-raising and relationship-building with stakeholders in the pursuance of voter education etc.

Consultative meetings, roundtables and election briefings were held with “Chapter 9 institutions” and other statutory bodies, traditional leadership, farming communities, organised business, community radio practitioners (through partnership with the Media Development and Diversity Agency [MDDA] and the National Community Radio Forum [NCRF]), various state departments, the South African National Council for the Blind (SANCB), the Deaf Federation of South Africa (DeafSA) and the sector representing persons with disabilities.

## Other civic and democracy education highlights

### Collaboration and consultation with the disability sector – disability and citizenship

An ongoing imperative was seen to be to continue to advance the active participation of persons with disabilities in civic education activities, as well as specifically in the 2011 municipal elections. In this regard the Commission meets and works with SANCB, Blind SA, DeafSA and other CSOs and groups in the sector. A first in the 2011 municipal elections was the development of a Braille

and tactile ballot template for use by visually impaired people – the partially sighted and both Braille-literate and Braille-illiterate blind people. This template is ultimately designed for wider use and could also be propagated as a voting aid for others with special needs.



A formal partnering with SANCB (which applied for and was accredited with observer status) achieved the following:

- national “training of trainers” on the municipal elections for visually impaired persons
- advice on the development of the Braille ballot template pictured above
- the development of a temporary template to be used in training
- quality assurance to ensure that the Braille version of the illustrated civic and voter education booklet was produced by SANCB-accredited translators
- assistance with distribution of the Braille booklet and the audio version



# PRE-ELECTION PHASE



## Multimedia civic and voter education

The Electoral Commission partnership with SABC Education on civic and voter education campaign deliverables ensured a multiplatform approach on radio, television, online and in outreach activities.

- Radio: Various election-related radio dramas, talk shows and voter education messages were broadcast on all public and commercial stations.
- Television: A 13-part series of *WalalaWasala* was flighted on SABC 1 at 18:30 on Thursdays from 10 March 2011. Transmission continued through April and ended at the beginning of May. The show told young people about civic rights and duties and encouraged active participation in the democratic processes of the country. The series achieved high audience ratings (ARs) exceeding 15 in the core target age-group of 16- to 25-year-olds and up to an astonishing 19 ARs in the 22 to 24 age-group, outperforming some of South Africa's major soaps in the same time slot.
- Online: *X for Democracy* website: SABC Education in collaboration with the Commission relaunched the *X for Democracy* website, aimed at young people – [www.xfordemocracy.co.za](http://www.xfordemocracy.co.za)
- Voter education roadshows and outside broadcasts (OBs) for rural communities: Voter education roadshows are high-impact interactive fun multimedia outreach events with live entertainment. Some aspects are broadcast live, e.g. the *Shift* television programme on SABC 1 and

regional public radio interviews which were held in Driefontein (outside Piet Retief in Mpumalanga), Thaba Nchu (in the Free State) and Makgobistad, Ratlou Municipality (in North West).

- Democracy game show *The Right To Win* on SABC 2: Broadcasting of this 13-part series began on 5 May 2011. This was one of the first game shows in the world to focus solely on democracy issues and aimed at a broad crossover audience. The show raised awareness of the Electoral Commission, of the municipal elections and of broad democracy and civic education issues.
- Community radio: The partnership with the MDDA and the NCRF resulted in various “training of trainers” courses for community radio practitioners and also in syndicated voter education programmes and messages flighted on 100 community radio stations.

## ELECTORAL STAFF RECRUITMENT

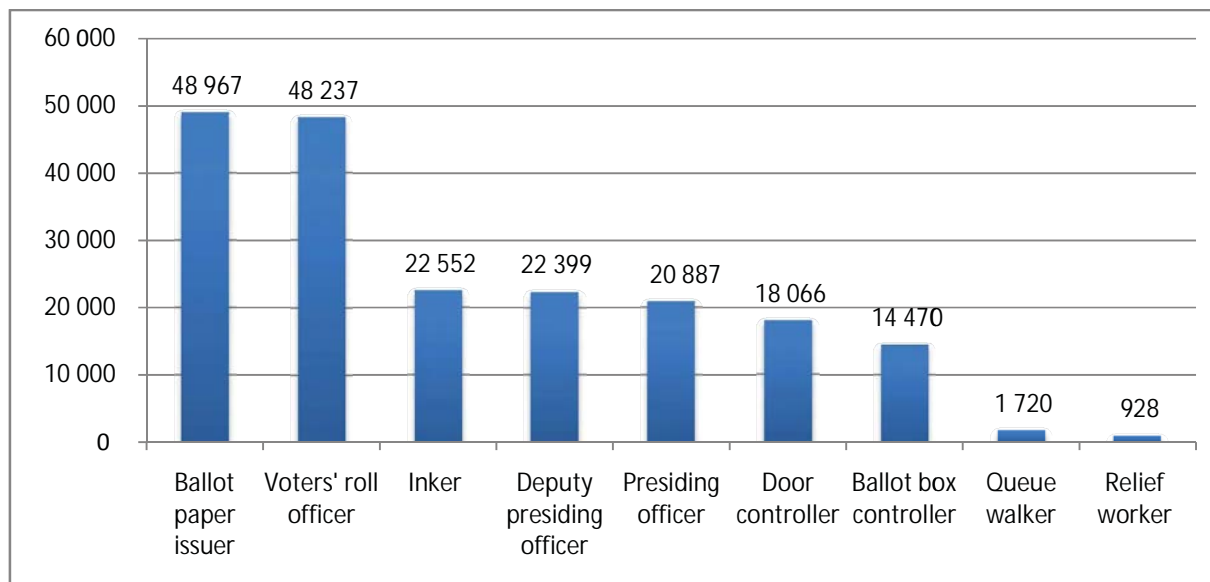
For the 2011 municipal elections the Commission made use of volunteers at local level to register voters and subsequently deliver elections in 20 859 voting stations across the country. Volunteers were appointed in terms of ss 27, 29, 31, 33, 35 and 37 of the Municipal Electoral Act and, while unsalaried, received a modest subsistence and travel allowance (S&T). Where possible and practicable, the Commission recruits such electoral officials locally from within the voting district in question.



# PRE-ELECTION PHASE

For the respective registration weekends in February and March 2011, 64 609 and 63 034 volunteers were

recruited. For the actual elections, 198 226 various posts were filled as shown here:



For an electoral process to produce a free, fair and credible outcome, participants must trust that those who manage the process will do so in a trustworthy and credible manner, that they will apply the law, rules and procedures transparently, fairly, impartially and consistently and that they will perform their functions with the utmost professionalism.

For the 2011 elections, recruitment of electoral staff was therefore based on these principles:

- retention of experienced staff with regard to previous electoral engagement and levels of accumulated knowledge and skills for the roles of presiding and deputy presiding officers, keeping previous performance in mind
- selection of individuals with the necessary qualifications and skills – ability to interpret law and instructions, organising ability, interpersonal skills etc.
- ensuring the impartiality and independence of staff, particularly presiding and deputy presiding officers
- accommodation of the youth, people with disabilities, the unemployed and local community members
- consideration of the criminal status of applicants

In addition, presiding and deputy presiding officers may not have held political office in the last five years, themselves stood in an election, been politically active

on behalf of a political party or have held office in an organisation with party-political affiliations or aims.

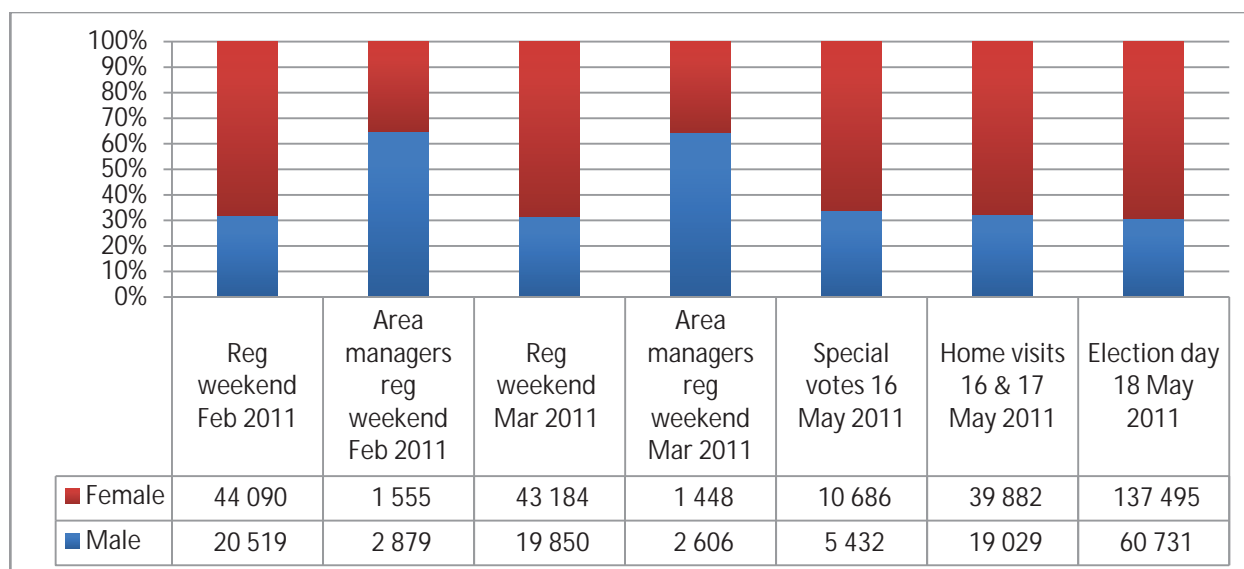
The Commission keeps careful records of its efforts to ensure representivity and inclusivity in its electoral staff appointments. In the event, as shown below, overall about twice as many women as men were appointed.

All electoral staff have to be properly trained in all aspects of the electoral process to ensure that they do not deviate from the rules. Lack of professionalism, inadequate training or partiality on the part of officials can easily lead to public rejection of the outcome of the election which in turn may even lead to violence. It is therefore important to put in place mechanisms that will ensure that those who do not meet the recruitment criteria or the set standards of competence are removed from the system. Such criteria were adopted after consultation with the national PLC and at each election the names and details of recruited presiding and deputy presiding officers are submitted to the local party liaison committee structures for perusal and verification against the approved criteria. The services of a number of electoral officials have been terminated either because their names appeared on candidate lists or because party objections to them were upheld.

In the past special votes were allowed only in national and provincial elections. The Municipal Electoral Act as amended now makes provision in s 55 as follows: “Any

# PRE-ELECTION PHASE

Staffing for specified electoral events 2011



voter who is unable, on voting day, to cast his or her vote at the voting station in the voting district where he or she is registered, may in the prescribed manner apply and be allowed, prior to voting day, to cast a special vote within that voting district.” Provision was therefore made in 2011 for special home visits on the Monday and Tuesday before election day (which fell on Wednesday 18 May) and for voters who had applied to vote early because they would not be able to vote on election day to do so on the Monday: 58 911 volunteers conducted the home visits and a further 16 118 dealt with special voting at voting stations.

A 2011 improvement on the informal system of streaming at voting stations was that certain voting stations at which a large number of voters were expected were transformed into “voting centres” so as to improve voter-flow and expedite the voting process. In essence this divided a voting station into a number of sub-stations. Each voting station functioning as a voting centre had a presiding officer who carried overall legal responsibility but who was assisted by a deputy presiding officer (DPO) who could stand in when the presiding officer was unavailable, as well as additional DPOs who managed the electoral processes in each of the sub-stations. The number of additional DPOs at a particular voting centre was determined once the number of sub-stations was known. Each sub-station DPO was assisted by electoral staff and was responsible for vote-counting and -recording in the sub-station while the presiding officer recorded the collated voting-station results on a single results slip for each ballot.

An additional 6 811 volunteers (included in the total number of staff indicated for local elections) were recruited for voting centres, as were 297 data capturers

and 280 scanner operators who helped with the counting and results-capturing processes.

All volunteers received a basic S&T allowance to attend training events and work on special voting days and on election day itself. The Electoral Staff System (ESS) software application was used to facilitate payment. All staff, including volunteers, were paid through a national payroll so as to determine the correct statutory deductions per individual, which meant that electoral staff payments were made after each electoral event.

In addition to the posts already mentioned, an area manager was appointed for each ward. Area managers had a coordinating and logistical role and were also responsible for electoral staff recruitment. Area managers were appointed on a monthly basis and were paid monthly through a national payroll.

In each of the country’s 234 municipalities the Commission engaged a senior municipal official on an ongoing basis as its local representative (see s 12 of the Municipal Electoral Act). MEOs are also members of their local Party Liaison Committees.

Sub-MEOs (66 in total in 2011) were appointed where vast areas, high voter numbers or other special circumstances require an additional IEC presence.

In addition, for the 2011 municipal elections 44 District Electoral Officers (DEOs) were appointed to receive lists of nominated candidates and to receive and announce the results of district municipal elections.



# PRE-ELECTION PHASE

## Provincial breakdown of MEO expansion model for the 2011 municipal elections

Province	DEOs	MEOs (local and metro councils)	Sub-MEOs
Eastern Cape	6	39	4
Free State	4	20	4
Gauteng	2	10	(mainly metros) 28
KwaZulu-Natal	10	51	(mainly metro) 7
Limpopo	5	25	4
Mpumalanga	3	18	5
Northern Cape	5	27	0
North West	4	19	3
Western Cape	5	25	(metro only) 11
<b>TOTAL</b>	<b>44</b>	<b>234</b>	<b>66</b>

## ELECTORAL STAFF TRAINING

### Training model

The cascade training model – also known as ‘train-the-trainer’ – was used for training electoral staff as well as other participants. Cascade training increases ownership of the training and helps embed it in an organisation’s culture. Training was rolled out at national, provincial and municipal levels.

### Training approach

The Commission’s training approach is constantly reviewed to ensure adherence to best practice and improvement of electoral staff efficiency. For the 2011 municipal elections, a holistic approach to training was adopted so as to ensure that the Commission’s trainers as well as electoral staff had an in-depth understanding of the importance of free and fair elections as the cornerstone of a democratic society.

To this effect, the modular approach utilised seeks to move away from the notion that training is a one-off event. In 2011 training was started earlier than in previous election years to afford both trainers and trainees adequate time to familiarise themselves with the content and for learning outcomes to be assessed.

### Cascading in action

The initial training took place at national level, with provinces requested to identify their master trainers to attend a national ‘boot camp’. Trainers were taken through all the training materials and the various methods to be used in training electoral staff. Master trainers were expected to plan and carry out training

of provincial trainers, who were in turn responsible for training presiding and deputy presiding officers.

In total 198 000 electoral staff were trained in preparation for the 2011 municipal elections.

### Training of other participants

Not only electoral staff were provided with training: in addition 3 871 party agents, 1 500 members of the SAPS, 106 members of the SANDF as well as domestic and international observers were trained.

### Training materials

Three training modules were developed in preparation for the elections. A *facilitator’s guide*, able to be utilised for all forms of training, was also developed to help facilitators with different training methods and techniques.

Module 1: An *Introduction to the Electoral Commission* was intended to familiarise trainers with the legislative framework within which the Commission operates.

Module 2: The *Registration Guide* was designed to offer electoral staff a step-by-step guide to the voter-registration process. This module was accompanied by a *registration diary*, in which the registration supervisor was to keep a record of all activities during the registration process.

Module 3: The *Election Guide* aimed to inform all voting-station staff of their roles and responsibilities and guide them in how to interact with other participants. Two diaries were developed for voting stations: the *election diary* to be used by the presiding officer and another for presiding officers at voting centres.

# PRE-ELECTION PHASE

In the past the role of the area manager was confined to the delivery of voting station materials. For the 2011 municipal elections, however, this role was expanded to include support for presiding officers in all areas of their work. A diary was developed specifically to assist area managers to perform their duties efficiently.

In line with accepted principles of adult learning, a DVD was produced to illustrate step-by-step the activities within the voting station. Posters were likewise created to help voting-station staff to ensure flawless voting and counting processes and also provide good 'customer care'.

## Materials developed

Registration materials	Copies printed
Module 1: <i>Introduction to the Electoral Commission</i>	77 700
Module 2: <i>Registration Guide</i>	96 000
Facilitator's guide	1 800
Area manager's diary	18 160
Registration diary	44 000
Posters (pack of 5)	44 000
Election training materials	
Module 3: <i>Election Guide</i>	100 000
Area manager's diary	20 000
Election diary	100 000
Party agents' and observers' leaflet	22 000
Training DVD	600
Training materials for voting centres	
Voting centre diary	700
Posters (pack of 7)	21 500
Voting centre posters (pack of 7)	3 400

## Training assessment

Both formative and summative assessment techniques were used. Formative assessment is carried out during the learning process and allows for modifications to teaching and learning activities; summative assessment monitors outcomes. Presiding officers and deputy presiding officers were assessed to determine their competence to be employed at voting stations. For quality-assurance purposes, all assessment scores were captured on the electoral staff system (ESS) to enhance transparency and alignment with recruitment criteria. The outcomes of these assessments and overall performance will be considered in future recruitment drives.

## INFORMATION TECHNOLOGY (IT)

### Electoral systems

Electoral systems cover a number of applications that support the various electoral processes such as voting station operations, voter registration, party and candidate nomination, voting, counting, and results capturing. These were among the major projects completed in preparation for the 2011 elections:

#### Voting station operations

So as to cater for voting centres, a 2011 initiative, the Voting Station Operations system (VSO) was enhanced. A voting centre comprises a number of sub-stations within a voting station, each with its own materials to support the registration and voting processes. Voting centres were instituted in order to address the problem of very long queues at voting stations with a large registered population. If the registered population of a voting district (VD) exceeds a certain threshold, the voting station is identified as a voting centre and the optimum number of sub-stations is proposed. The conversion of a voting station into a voting centre is then confirmed on the system once all the business processes have been followed. Once the voting centres have been created, the information is filtered through to the Logistics Information System (LIS) and the Electoral Staff System (ESS) for the procurement of additional materials and the appointment of additional staff.

#### Voter registration and participation

Continuous updating of the voters' roll is supported by the Voter Registration System (VRS), a facility for uploading and processing voter registration files docked at municipal electoral offices. The majority of voter applications are captured using handheld scanners (Zip-Zip devices). A voter's ID book is scanned and the scanner prints out two stickers indicating the voter registration date and the voting district number. Upon docking of the scanner, the scanned data is transferred to national office for processing and validation against the Department of Home Affairs (DHA) database. The upload technology processes registration files with no manual interference during national registration weekends and for ongoing registration. For each of the two 2011 national registration drives, the system automatically, and in record time, transferred approximately 37 000 files (containing several hundred thousand registration records for each

# PRE-ELECTION PHASE

weekend) from 276 locations without human intervention or excessive demands on bandwidth.

The voters' roll for those voting stations identified as voting centres was split into segments, and voters were then directed to their specific sub-stations on the basis of the surname-range of the voters' roll. The voting centres were divided into sub-stations by filtering the surnames and the number of voters in a voting station. The splitting of surnames and sequence numbers was also used as signage at sub-station doors, which helped each voter to identify which sub-station to go to in order to vote.

In addition to the voter registration module, the Zip-Zip devices also feature a voter participation application which is pre-loaded with the certified voters' roll for that election and used to scan voters. Scanning voters in this way serves the purpose of confirming if and where voters are registered as well as recording that the person turned up to vote. After the elections, the scanners were docked at the municipal offices; about 20 000 voter participation files were processed from 244 locations. The voter participation data thus received provides an indication of the age, gender and voting-time of voters.

## Logistics

For any election the correct quantities of election materials need to be procured in advance and distributed across the country to all voting stations. To support this process, the Logistics Information System (LIS) serves as the planning tool for all materials requirements. The LIS calculates the quantities of materials required by taking into account factors such as the unit in which each material is available and the registered population of the voting district. For the 2011 elections new functionality was introduced into the LIS to cater for the splitting of election materials between sub-stations within a single voting centre. For example, if a voting station had been converted into a voting centre, then ballot boxes, stationery etc. would be needed for each sub-station and supplies would have to be calculated accordingly. The LIS integrated with the SAP system to ensure the tracking of procured materials in terms of stock levels and costs.

## Electoral staff recruitment

In preparation for the elections, the Commission appointed some 200 000 volunteers as electoral staff to work in

the 20 859 voting stations. The Electoral Staff System (ESS) was used to manage the recruitment process by providing electoral staff appointment functionality and related reporting.

In order to improve the quality of the entire process, the ESS was enhanced for the 2011 elections so as to incorporate certain features:

- Account Verification System (AVS): This allowed capturers to verify if captured bank accounts belonged to appointed staff members and:
  - ensured that payments were processed into the correct accounts
  - identified potential fraudulent activities
  - assisted in processing more than 95% of payments via EFT
- A more integrated payment process enabled the Commission to process more than 250 payment runs across 15 events/projects efficiently.
- Incorporation of work-flows and task-lists ensured visibility of outstanding tasks and a traceable approval process prior to issuing payment.
- Introduction to a warehoused reporting architecture resulted in the system being able to action report requests more efficiently and deal with a higher user load on the system.
- Integrated verification with other systems such as VRS (to ensure that an individual is registered) and the CNS (to ensure that staff members are not candidates) was instituted.

## Candidate nomination

Political parties are required to submit lists of candidates for the elections they intend contesting and independent candidates are required to give similar notice. The Candidate Nomination System (CNS) was enhanced to include several new functions to support changes in the business process. Additional functionality included a facility for capturing of candidates' names submitted without ID numbers in order to facilitate noncompliance notification processes, as well as the Systems Applications and Products (SAP) integration functionality which was aimed at increasing the system's financial integrity. The SAP integration functionality enabled the Commission to successfully manage and control the capturing and banking of all party and candidate's payments before the election and thus ensure that all contesting parties and candidates had paid the stipulated fees for participation in the election. To complement the SAP integration functionality, the CNS was also enhanced with the new Account Verification System (AVS) to help ensure that all refunds due to

# PRE-ELECTION PHASE

qualifying parties and independent candidates were paid into valid bank accounts. This streamlined the determination of forfeitures and processing of refunds and reimbursements.

Additional exceptions tracked on the system included outstanding party documentation as well as payment banking exceptions raised against payments not appearing on the bank statement. Such exceptions were monitored and managed using the newly developed *Party Documentation* and *Unmatched Deposit Slip* modules which enabled the Commission to perform manual reconciliation of outstanding captured deposits with the bank statement.

The party registration system was further enhanced to successfully integrate with the CNS as well as the AVS so as to ensure that all political party account details were correctly verified prior to processing of payments. This ensured that all payments were processed to the right accounts.

## Special votes

Special voting was introduced at municipal level in 2011. In order to support this business process, a new system called the Special Votes Application system (SVA) was developed ahead of the elections. A voter could apply for a special vote at the local MEO office, choosing either a home visit or a voting station visit. Applications were then captured onto the new system, which verified the applicant's voter registration details against the certified voters' roll. The applicant was then informed of the status of the application via SMS, the public website and email. In total, 232 096 successful special vote applications were captured on the system, divided as follows:

- 161 409 home-visit applications
- 70 687 voting station visit applications

## Results capturing

For the 2011 municipal elections, there were 20 859 voting stations. Depending on the type of municipality, a voter received either two or three ballots – a ward ballot, a PR ballot and, in local council municipalities only, a “DC40%” ballot as well. (Voters in local council municipalities but not in metros have a third vote, for the 40% of members of district councils [DCs] who are directly elected.) In consequence a total of 58 152 results slips needed to be captured, audited, verified and scanned before the final election results could be announced.

Results were captured and audited at municipal offices across the country, and saved on the central database via the WAN. Once all ward and PR results in a municipality were complete, the seat calculation for the municipality was run, and the seat assignment (the assigning of seats to political party and independent candidates) was completed for the municipality. For district councils, the seat calculation was run upon completion of the DC40% ballots for all municipalities within the district council.

Leveraging the success of the 2009 national and provincial elections results system, a number of changes were made to the municipal elections results system:

- Exception thresholds (e.g. for high/low voter turnout or variances in the total valid votes between different ballots in the same VD) were set within the system to raise exceptions as soon as the predetermined threshold was exceeded. These exceptions were then tracked and resolved via the Task List module.
- A new module was developed for the capturing of s 65 objections raised by political parties and/or members of the public.
- Image scanning was implemented for the first time in municipal elections, in order to enhance the transparency of the capturing process. All results slips were scanned and any results slip could be viewed together with the captured result on the system.
- An additional field for capturing the number of special votes in a VD was added onto the results capture screen.
- A number of new reports were implemented and existing reports enhanced in order to improve the dissemination of information to Commission, political party and public users.

In preparation for the elections, two national dry runs were held in order to ensure that the system would be able to cope with the anticipated volumes during the results capturing process. In the event the system experienced no bandwidth issues, as was clear from the fact that 92% of results were captured within 24 hours and 99% (i.e. 58 083 of 58 152) within 48 hours.

## Results slip scanning

In order to promote transparency within the municipal results system, as had been done for the national and provincial elections in 2009, results slip scanning was introduced as a major enhancement for the municipal



# PRE-ELECTION PHASE

elections in 2011. This functionality allowed for the scanning of the original signed results slips, for display within the municipal results system. Political parties and the media were able to view the scanned images of results slips and compare these with the data captured and reported on in the results system. Election results were not made available on the system until the corresponding image for the VD and ballot type had been scanned and was available for viewing on the system. A number of results slip scanning reports were also available on the system to Commission staff to assist with the monitoring of results slip scanning. The results slip scanning software was rolled out to over 460 computers across 234 electoral offices.

## Results slip generation

To enable the scanning of results slips, a barcode was introduced at both the head and the foot of every slip. Each page of each results slip was generated with a unique barcode that could be read and automatically indexed by the IRIS scanning software used for this purpose. The barcode identified the 2011 election, results slip type, voting district number and page number.

The automatically generated barcodes ensured that human error was limited and that each page was indexed successfully. This was important as every page needed to be accounted for before all the results could be made available. Automatic reading of the barcode also eliminated the possible bottleneck that could have been caused by manual capturing of the barcode number. Users were expected to type the barcode number only in exceptional cases where the barcode was damaged and could not be read by the scanner.

## Ballot paper generation

The security of ballot papers is of the utmost importance in ensuring a free and fair election. In the run-up to the elections, the ballot papers were enhanced with a number of security features that assisted the Commission in controlling the security around the originality, printing and distribution of the ballot papers.

The new-format municipal ballot papers possessed these security features:

- customisable backgrounds
- a counterfoil allowing for the placement of a serial number for the ballot paper
- printing of the ballot paper in full colour, with a

watermarked background

- a security strip on the back of the ballot paper to prevent copying
- generation of the length of each ballot paper to precisely match the number of candidates or parties on the ballot so as to prevent any tampering

## Issue logging

In line with the Commission's mandate to deliver free and fair elections, political parties, the media and the public are provided with a means for logging election-related issues. To support this process, the Issue Tracker System is used to capture, monitor and resolve issues raised during the election period. A major enhancement to the system involved enabling political parties at the various provincial election centres to log calls, and allowing party members to view all the calls logged by that party, regardless of location. In total 182 calls were logged by political parties at the provincial election centres and 26 at the national Results Operations Centre (ROC).

## Website and social media

The 2011 municipal elections were the first occasion the Commission engaged with the public via social media. Both a Facebook page and a Twitter account were used to communicate important information leading up to the elections and throughout the counting process.

In the run-up to the elections, a mobi site was also set up for cellphone users.

A separate microsite, representing the election theme of "Love Your South Africa", was launched in conjunction with a MXit campaign. People voted for their municipality and captured a shout-out. The votes and shout-outs were then displayed on the microsite.

The Commission's public website was enhanced with new functionality, enabling a voter to check his or her special vote application status online, for instance, or access the election results in a particular ward by a simple click on a map.

# PRE-ELECTION PHASE

The public website received an average of 60 000 pageviews per day during the first registration weekend in February 2011, 38 000 pageviews per day during the second registration weekend in March 2011, and 350 000 pageviews per day from 17 to 20 May (the election was on 18 May 2011).

## Geographic Information Systems (GIS)

In supporting key legislative requirements such as the creation and maintenance of a national common voters' roll, GIS technology continued to serve as an effective tool for the delimitation of voting districts (VDs) and plotting of voting station (VS) locations. To achieve this the GIS unit utilises as a base an up-to-date "wall-to-wall" base map with high-resolution geo-imagery, cadastral information, topographic information, geographic coordinate information for places of interest and geo-referenced physical address data.

The updated geo-referenced physical address data (or National Address Database [NAD]) was used during the voter address capturing project in which voter addresses were geographically matched, thereby revealing spatial voter registration patterns. These voter patterns are particularly useful in revising voting district boundaries and updating the voters' roll.

The Commission's GIS unit is primarily responsible for spatially maintaining, enhancing and ensuring the integrity of the voting districts and associated voting stations and for producing thousands of maps in support of delimitation and voter registration processes. As a secondary responsibility, the section provides spatial management reporting maps and customised GIS software solutions to assist the other units in the organisation with election planning, logistics planning and progress monitoring, registration reporting and results presentation. Many additional supporting data sets are maintained, which include aerial and satellite images, cadastral information, topographic information, geographic coordinate information for places of interest and geo-referenced physical address data.

Delimitation revision for the 2011 municipal elections included the realignment of voting district boundaries, the repositioning of voting station locations and the provision of support to the Municipal Demarcation Board (MDB) in determining the 4 277 final 2011 wards.

In support of the final phase of delimitation (i.e. aligning

voting district boundaries with the new ward boundaries), the two voter registration weekends and election day, the GIS unit produced nearly 430 000 maps as appears from this table:

9 000	A1-size phase 2 delimitation and final ward maps
250 000	A3-size voter registration and voting station orientation maps
2 000	A1/A0-size municipal orientation maps
167 000	A3-size election day maps

Thanks to enhancements to the bulk map-production tool "Mapear", the approaching half-a-million maps were produced in just seven months. Mapear is the name given to a GIS mapping application customised by the GIS unit to assist an operator to produce more maps in a shorter space of time. One of the key enhancements to Mapear 2010/2011 was the saving of cartographically corrected maps to a database management system. The saved maps made it possible to bulk edit and reproduce maps for other electoral events or ad hoc requests without having to redo cartographic enhancements.

In this period the GIS unit also finalised the *Elections 2009 Atlas* which the Commission presented to the President at Parliament in November 2010. Various ad hoc requests for geospatial reports and maps were also received and processed, and this included fieldwork to perform address verification in order to resolve a small number of registration objections.

In an effort to service "Where is my Voting Station?" queries more rapidly, the GIS unit reviewed the online Voting Station Finder (VS Finder). The result was an entirely new, simple, intuitive and fast VS Finder search and map experience. In a period of less than two months, from 5 February to 31 March 2011, the VS Finder processed close on 70 000 searches. Most of the searches were from within South Africa, but some originated from such disparate locations as Algeria, Australia, France, Germany, Ghana, India, Kenya, Nigeria, Switzerland, the United Arab Emirates, the United Kingdom and the United States.

Because of the popularity of the VS Finder facility, a results finder tool was also developed. Using the same principles of search, users could enter any place/address during the counting process and, if they were already available, the results for that area would be displayed on the map.

# PRE-ELECTION PHASE

At the national Results Operations Centre (ROC), high-end GIS hardware and software was also used extensively to display progress maps and election results which were widely used in media reports by the SABC and other news agencies. The GIS unit additionally assisted with the development of software that managed results presentation on the main leader board at the national ROC.

The GIS unit was also instrumental in the training and management of call-centre agents for the 2011 elections. Following the business process and technical GIS training, 150 agents were accredited from a pool of 300 trainees.

## IT Operations

IT Operations commenced preparations for the 2011 elections six months earlier, in December 2010. As had been the case with previous elections, the goal was to deliver successfully on all of the Commission's and other stakeholders' IT requirements for the elections.

Information technology provides the key backbone information and communications infrastructure used to perform election tasks and activities, and thus is a core driver of performance and success for the elections.

Successful delivery of the IT infrastructure involved several key considerations:

- *Stability:* Stable, uninterrupted and consistent IT infrastructure, including network at both Wide Area Network (WAN) and Local Area Network (LAN) levels, all Results Operations Centres (ROCs) and the data centres, was essential.
- *Increased network and server capacity:* Elections place significantly higher demands on the Commission's IT infrastructure, so increased network and server capacity had to be delivered on in order to provide sufficient capacity.
- *Equipment purchase, rental and sponsorship:* Meeting increased requirements for printers, desktop workstations and network switches at the ROCs required additional equipment: options for rental and sponsorship were investigated for improved cost-effectiveness.
- *Human capital capability:* Sufficient technical human resources capacity had to be provided to support all systems and business processes throughout the country.
- *Latest technology:* Several modernisation changes were required for the 2011 elections, including

metro Ethernet connectivity and vastly increased ATM connectivity.

- *Repeatable process:* It was necessary to build on previous experience and process to ensure successful delivery.
- *Risk management:* Increased attention was given to the proactive management of risks and the provision of contingencies to maximise the availability of the IT infrastructure. Redundant network links, UPS units and generators were commissioned to provide high availability capabilities, and a disaster recovery site was available to provide service redundancy in case of serious failures.
- *IT applications:* Applications and systems enabling business processes were thoroughly tested to improve on stability and effectiveness.
- *Performance management:* Upgraded service level agreements were concluded with all service providers, internally and externally, to higher levels in line with the challenges of delivering the elections.
- *External assessments:* External service providers were brought in to provide independent assessment. Besides providing assurance for readiness they also provided external transparency to the underlying business processes.

## IT infrastructure

The IT architecture of the Commission infrastructure is designed and structured to allow flexibility and scalability at all levels, fully aligned with the seasonal nature of the electoral business. Besides ensuring stability, consistency and reliability, the major part of election readiness was focused on capacity planning and early preparation.

Early pre-planning and review of lessons learnt from previous elections enabled the IT operations team to improve on past inadequacies and thus put in place the most stable, secure and reliable infrastructure thus far created for an election.

Strict vendor management and cooperation with Telkom and other stakeholders (such as the SABC), along with the dedication of all teams involved, simplified the process.

With respect to infrastructure, the following successes were achieved:

- Sufficient network and background server capacity was ensured, with the required capability

# PRE-ELECTION PHASE

of supporting increased election activity and network traffic. Over 300 Mbps worth of additional network connectivity was provisioned across the Commission WAN and ROC sites, including metro Ethernet, ATM and diginet connections.

- The public website was moved to an internet service provider providing ample server and network capacity to handle thousands of hits once results started pouring in. The Commission used an improved virtualisation-based server infrastructure for the web servers.
- Within a period of a few weeks 841 additional desktop computers were deployed to sites across the country.
- A total of 866 additional telephone, fax and ISDN connections were deployed across the country.
- A total of 147 additional printers were deployed across the country.
- The network (WAN and LAN) was kept 100% stable throughout the period, thus enabling results to be captured and scanned in record time.
- Over 40 additional network switches were deployed across the country

The large and complex IT environment had to be stringently monitored to ensure that operations proceeded without interruption. The Commission utilised several monitoring technologies to keep an eye on the current status of its entire IT infrastructure:

- *Simple Network Management Protocol (SNMP)*: a network protocol providing important system statistics
- *Nagios*: an open source availability monitoring system
- *Cacti*: an open source network and server capacity utilisation graphing utility
- *System Centre Operations Manager (SCOM)*: a proactive server monitoring tool

These monitoring systems allowed prompt detection and remediation of problems.

## Results Operations Centres

A 12 000 m<sup>2</sup> national Results Operations Centre (ROC) was established at the Tshwane Events Centre to allow the Commission, political parties and the media to monitor all processes. It deployed over 316 rented workstations and required 27 km of cabling and 4 km of fibre-optic cabling. Users were able to access the latest results reports from the ROC application and database servers and always

had their email available. A successful addition in 2011 was free internet connectivity provided to the media at an internet café. The 1 165 additional desktops, 78 printers and 566 telephone connections referred to above were deployed at the national and nine provincial ROCs. The national ROC displayed the results on new large-format LED display screens which were much more versatile and attractive than the screens used in previous elections. The SABC and e.tv both had on-site studios at the national ROC from where they broadcast their election coverage.

Most of the provincial ROCs were sited at locations other than the provincial electoral offices (PEOs). In each case the new venue had to be prepared from the ground up, including WAN connectivity, power and networking cabling, office space and the data centre for the servers and switches. These PEOs relocated for the duration of the elections:

- Eastern Cape PEO to the Regent Hotel
- Gauteng PEO to the SABC Renaissance Building
- KwaZulu-Natal PEO to the ICC Durban
- Mpumalanga PEO to the Ehlanzeni District Municipality Disaster Recovery Centre
- Limpopo PEO to the Hangar Hall at Polokwane International Airport
- North West PEO to the First Street, Industrial Site, Mafikeng
- Western Cape PEO to the Proteaville Recreation Centre, Bellville South

The two PEO sites that remained at their usual locations (Free State and Northern Cape) had to be upgraded with additional desktops and additional network points and had their WAN links upgraded for the election period. All sites were equipped with UPS to provide back-up power in case of power failure.

Public areas were available at all the sites where members of the public could visit and see the processes at work. Projectors displayed both national and local feeds. At each site the SABC had its own studios for local-interest teams and transmissions as events unfolded.

## Risk management

All infrastructure planning and deployment incorporated business continuity and disaster recovery plans to deal with possible risks:

- For the national office, an alternative connection to Telkom's MPLS VPN was created to enable



# PRE-ELECTION PHASE

the Commission to connect via a different Telkom exchange on different power grids, thus providing redundancy in the event of an exchange or cable failure.

- Redundancies of critical servers, routers and switches were configured to eliminate a single point of failure.
- The disaster recovery site was configured with election-critical applications as well as financial systems which were synchronised with the production systems for minimal delay.
- A second VPN was set up for data replication between the Commission's national office, the disaster recovery site and the national ROC to mitigate the risk of bandwidth contention during critical data-capturing periods.
- An external security specialist was contracted to reinforce the operations team to provide increased detection and monitoring expertise on a 24-hour basis.
- The IT infrastructure was vigorously audited and tested by independent external consultants, as well as by the Commission staff (during dry runs prior to the elections) to ensure integrity and security and sufficient capacity for peaks.
- The Commission underwent in-depth network performance and network security assessments by external consultants ahead of the elections to ensure any issues were resolved before the critical period.

## Disaster recovery and business continuity

Each ROC was equipped with UPSes and redundant network links in order to provide high-availability capability to the IT infrastructure. Additionally, the Commission had a disaster recovery site available should significant outages affect its head office. All WAN sites would be able to switch over to the disaster recovery site and continue with election processes should disaster strike. Continuous replication of data from critical systems to the disaster recovery site insured against loss of system data, minimising the time and effort that would be required to recapture election data and results should a major outage affect the primary site. This provided the Commission with a system that could be brought online within an hour or two in the event of a disaster, thus ensuring that the election results could be announced within the specified period.

## RESEARCH

The value of research and scientific data in assisting and guiding election management and promoting electoral democracy cannot be overemphasised. On the one hand, the findings of empirical studies and scientific evidence can assist in policy formulation, inform implementation and – where lacunae are identified – assist in addressing such lacunae or identifying alternative measures based on the relevant research recommendations. On the other hand, research, as a tool for systematic investigation and enquiry, helps to identify trends, patterns and possibilities for innovation.

Since s 5(1)(h) of the Electoral Commission Act stipulates that one of the functions of the Commission is to “undertake and promote research into electoral matters”, such research has been routinely undertaken by the Commission in relation to previous elections. The research results are invaluable since voter feedback regarding specific electoral events and information collected in this way is useful for post-election debriefing when assessing the Commission's progress in implementing its constitutional mandate.

It was against this background that two surveys were commissioned from the Human Sciences Research Council (HSRC) to be conducted in the run-up to the 2011 municipal elections and on election day itself: a Voter Participation Survey and an Election Satisfaction Survey.

## Voter Participation Survey (VPS)

The HSRC conducted this survey in November/December 2010. Its primary objective was to inform the Commission and provide guidance for its plans, policies and practices in order to assist in the implementation of its mandate. The study specifically sought to evaluate voting behaviour in South Africa and to determine voters' perceptions of and interest in the coming municipal elections. Inter alia, researchers examined the electoral and political involvement of specific demographic groups such as women, young people and people with disabilities, evaluating public perceptions of the Electoral Commission and measuring voters' trust in it.

# PRE-ELECTION PHASE

## Research method

A sample of 3 214 South Africans participated in the survey and were interviewed on election-related matters. In addition, nine focus group discussions were held to augment the findings of the sample survey. The focus group discussions were conducted with six different target groups from various parts of the country, including traditional and community leaders, local government officials, people with disabilities, young people and senior citizens. The sample was representative of the South African population and was drawn from citizens aged 16 or older. Enumeration areas (EAs) as used in the 2001 census formed the primary sampling unit (PSU); 500 EAs were selected throughout the country. Within each PSU or EA seven households were randomly selected for interviewing. One member who was at least 16 years old was selected from each household and was given a questionnaire to complete; additionally, a face-to-face interview was conducted in the language of the respondent's choice.

## Key findings of the VPS

The VPS provided valuable data for the Commission – these were its key findings:

### *Views on democracy and governance*

- Satisfaction with democracy declined slightly over the previous decade, with nearly equivalent proportions satisfied and dissatisfied in 2010.
- Low levels of trust in core political institutions emerged, with higher levels of trust in religious bodies, the SABC and the IEC.
- Political interest increased slightly from 2004 (36%) but levels remained low in 2010 (42%).
- Altogether 58% of interviewees expressed awareness of local governance structures such as ward committees, with greater awareness among poorer citizens.

### *Voter registration*

- Interviewees expressed overwhelming satisfaction with the registration process (98% found it easy to register; 58% said the procedure took 10 minutes or less).
- Political disillusionment was the primary reason given (74%) for not intending to register.

### *Voting attitudes*

- Previous participation and interest in politics, as well as satisfaction with political leadership, responsiveness and efficacy were all factors that positively influenced the intention to vote.
- Absence of political interest and disillusionment were the primary reasons given (65%) for not intending to vote.
- Party loyalty rather than abstention remained the dominant electoral response to political parties seen as not delivering effectively on their mandates.

### *Public profile of the Electoral Commission*

- Most voters held the Commission in high esteem for its efficiency and professionalism. Trust in the Commission increased by 19% between 1999 (54%) and 2010 (73%).
- There was a high level of awareness of the Commission (86%) and its work, but the degree of knowledge of the Commission remained limited (e.g. 56% had little knowledge, 17% no knowledge).
- Similarly, there was a low level of knowledge of voting processes (47% had too little or far too little information).
- Television and radio remained the preferred sources of information on elections and the Commission's role in promoting constitutional democracy.

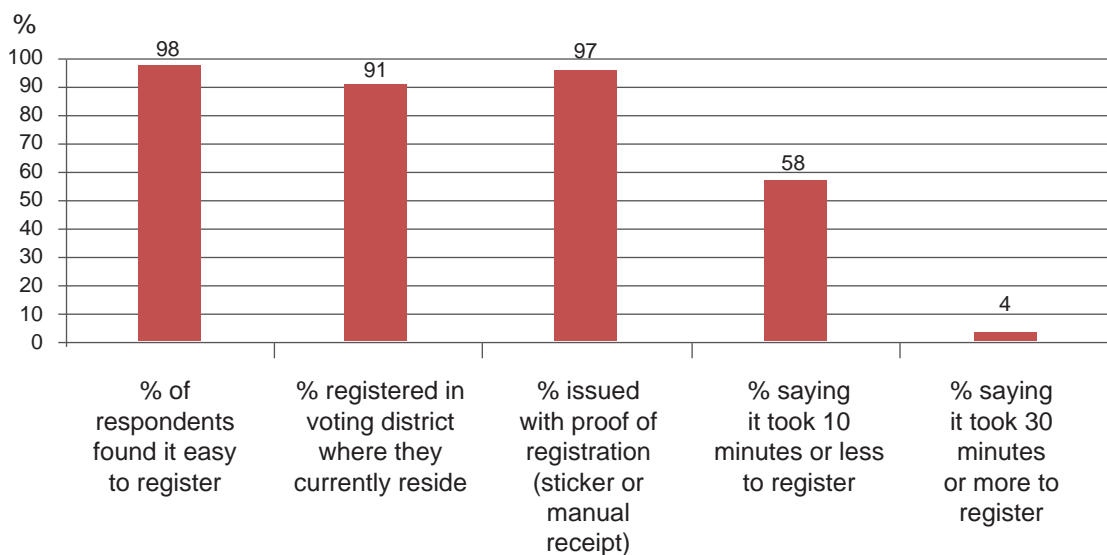
### *Voter education*

- There was greater *awareness* (58%) of voter education programmes among interviewees rather than actual *involvement* (35%) in programmes.
- Very high levels of satisfaction with the content of education programmes (96%) and with the channels used (84%) were recorded.

# PRE-ELECTION PHASE

Graphic representation of some of the data collected follows (all © HSRC 2011).

## The registration process

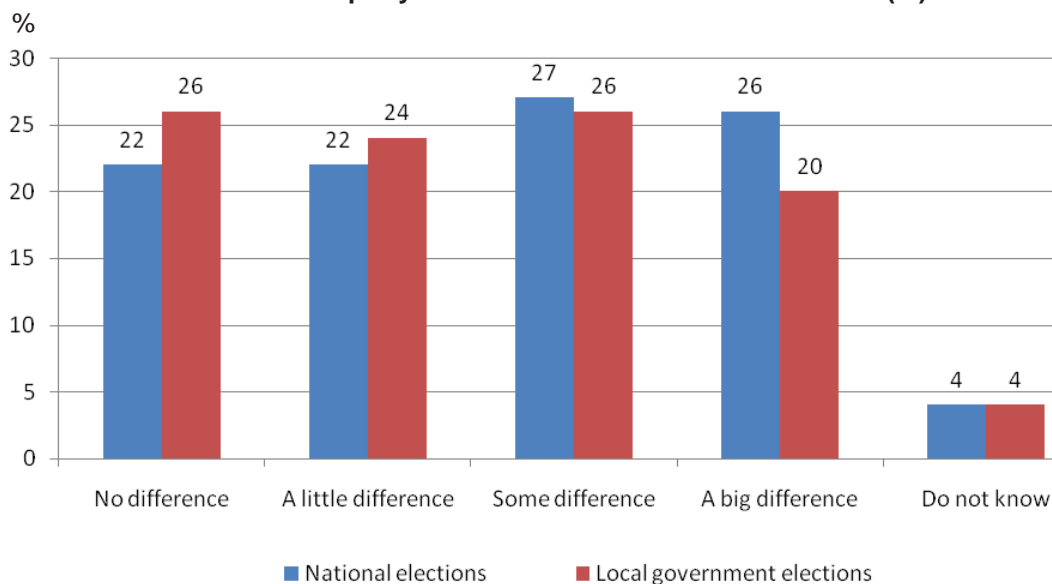


## Interest in national and local government elections (%)

	Very interested %	Slightly interested %	Not interested %	Not interested at all %	TOTAL* %
National elections	29	49	13	9	100
Local government elections	25	49	16	11	100

\* Owing to rounding, percentages may not total 100%

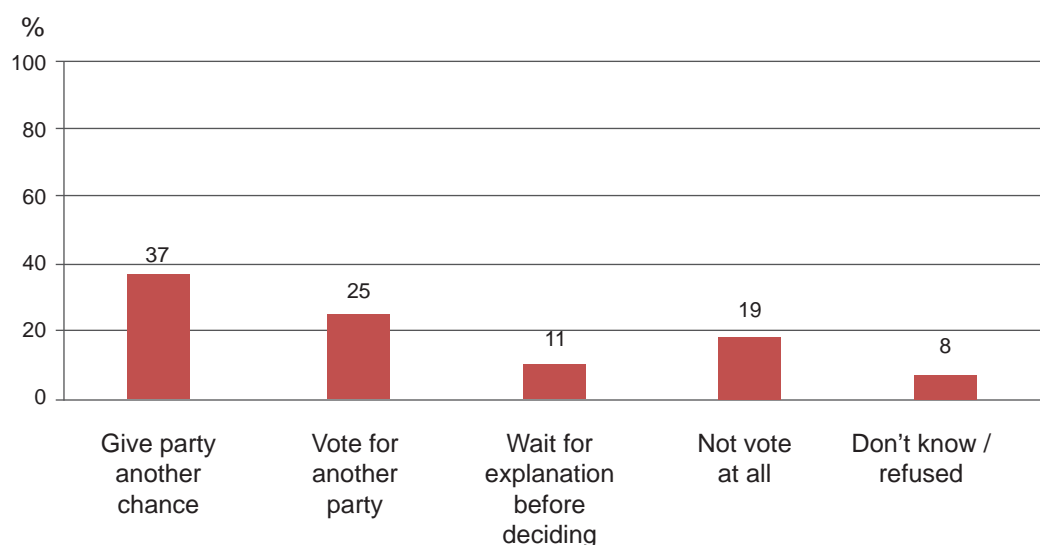
## Does it make a difference which party wins the national or local elections? (%)



\* Owing to rounding, percentages may not total 100%

# PRE-ELECTION PHASE

If the party you voted for did not meet your expectations, the next time there is an election would you...?



Reasons why I would not vote if there was a municipal election tomorrow

	%
<b>Administrative barriers</b>	<b>17</b>
Not registered	10
Do not possess necessary documents to register	5
Polling station too far away	1
Very long queues	1
Lack of transport	0
No assistance given to persons with disabilities	0
Do not know where to vote	0
<b>Lack of interest and disillusionment</b>	<b>65</b>
Not interested	37
My vote would not make a difference	11
Disillusioned with politics	8
Not interested in any of the existing political parties	7
Too much effort required	1
Only one party could win	0
<b>Intimidation</b>	<b>2</b>
My employer would not allow me to vote	2
My spouse or partner would not allow me	0
Fear of intimidation or violence	0
<b>Individual barriers</b>	<b>2</b>
Health reasons or sick	1
I am away from home	1
I do not know how to read and write	0
<b>Other</b>	<b>14</b>
<b>TOTAL</b>	<b>100</b>
Base N	548

\* Owing to rounding, totals may be approximate

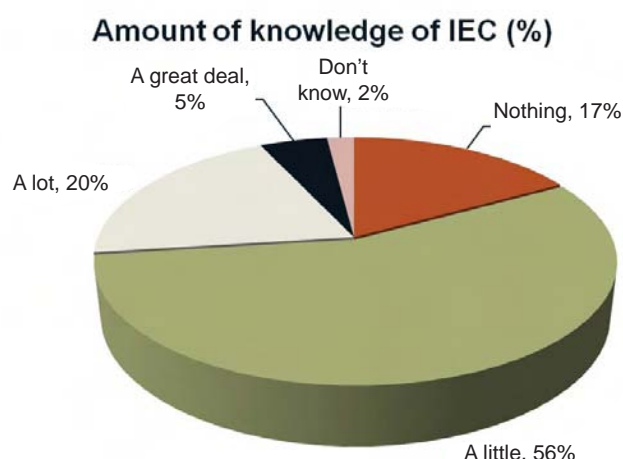
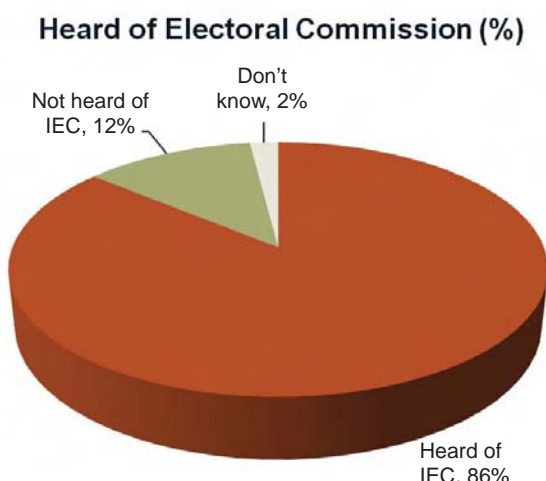
# PRE-ELECTION PHASE

## General satisfaction with the most recent voting experience (row %)

How satisfied / dissatisfied were you with:	Very / fairly satisfied	Neither nor	Very / fairly dissatisfied	Don't know	Mean score (1-5)
Secrecy of your vote	90	7	1	1	4,30
The instructions and signage	88	8	3	1	4,16
The money it cost you to get to the voting station	82	10	5	2	4,08
The time to get to the voting station	90	3	7	0	4,06
The time it took to vote	83	8	9	0	3,97
Conduct of political party agents outside the voting station	77	12	7	3	3,91
The time it took standing in queues	71	12	16	1	3,72

\* Owing to rounding, percentages may not total 100%

## Knowledge of the IEC (%)



## Election Satisfaction Survey (ESS)

On election day (18 May 2011) the HSRC conducted a second study, an Election Satisfaction Survey (ESS). Its main aims were to determine the opinions and perceptions of both voters and election observers regarding the freeness and fairness of the voting process and to assess the operational efficiency of the Commission in managing the 2011 municipal elections.

### Research method

The study was conducted among two groups of respondents:

- South Africans who voted in the 2011 elections
- local and international election observers visiting selected voting stations on election day

A complex sample design was used in drawing the sample of voting stations. The design included stratification and a multi-stage sampling procedure. The database of voting stations obtained from the Commission was merged with that of population census enumeration areas (EAs). Voting stations were selected proportionally to the dominant race type, geo-type and the number of voting stations in a given province. This was to ensure that a nationally representative sample of voting stations was selected and the results of the survey could properly be extrapolated to the voting population as a whole. At the actual voting stations, fieldworkers used random sampling to select voters to ensure a fair representation in terms of gender, race, age and disability status.

A sample of 300 voting stations countrywide was selected. The distribution of these voting stations and the resultant



# PRE-ELECTION PHASE

number of interviews at and in the vicinity of the voting stations was proportional to the IEC's distribution of registered voters. At each voting station, 50 voters were interviewed during the course of the day. These were divided among four time-slots to ensure a fair spread of interviews over different times of the day, when different dynamics may have been in operation.

## Key findings of the ESS

- On average, voters waited 23 minutes in the queue before voting.
- Overall, 86% of the voters found the voting stations easily accessible to persons with disabilities and the elderly while 8% did not.
- On the whole 98% found the voting procedures inside the voting stations easy to understand.

## Consideration of voting procedure for people with special needs

- The majority of voters stated that the voting procedures provided for the needs of the elderly (90%), people with disabilities (80%), the partially sighted (71%), the blind (66%), women (85%) and women with babies (79%).

## Timing of decision on political party of choice

- Decisions about party choice were mostly (77%) made months prior to election day, with only a small proportion (10%) deciding upon their voting preference on election day itself or shortly beforehand.

## Perceived secrecy of vote

- A significant 97% of voters expressed satisfaction with the secrecy of their vote. Equally high proportions of satisfaction were found among the various race groups and age groups and for men and women.

## Political coercion

- A significant 95% reported that no-one tried to force them to vote for a certain political party. Of those who did mention some form of coercion, 20% said that this actually changed their voting decision. The most commonly mentioned sources of this coercion were political parties and family members.

## Political party tolerance

- Over half (58%) of respondents expressed the view that political parties were very tolerant of one another during the 2011 election campaign, with 22% saying that parties were somewhat tolerant of each other; 13% of respondents perceived intolerance.

# ELECTION PHASE



# ELECTION PHASE

## BALLOT PAPERS, BALLOT BOXES AND ELECTION MATERIALS

The logistics for the 2011 municipal elections were planned well in advance. Detailed planning began immediately after the conclusion of the 2009 election cycle. Since the logistics include the procurement and distribution of electoral materials and equipment for voting as well as the associated nationwide registration weekends, logistics consume a sizable portion of the Commission's election budget.

Consistent with the aim of reducing costs and improving processes, lessons learnt from previous elections were applied in planning for the 2011 municipal elections.

The following key strategic objectives were reviewed and confirmed for these elections:

- A cost-effective logistics regime achieved through the official tender and e-procurement processes and the devolution of procurement to local and provincial levels for certain items, combined with the use of economies of scale at national level where appropriate.
- A quality service achieved through accurate material specifications, service-level agreements with suppliers and quality assurance measures.
- Warehousing network stability.
- Streamlined bills of material (BOMs) to reduce waste and ensure fit-for-purpose products.
- A distribution network that is largely informed by local requirements achieved through the involvement of provincial offices in planning resources and routes.

Logistics management during the election period entailed planning, organising and controlling electoral materials, equipment and inventory from the points of origin (suppliers) to the points of final use (voting stations).

The integrated logistics plan encompassed the following key requirements:

- forecasting (materials requirement planning)
- procurement (identification, technical specification and purchase)
- warehousing and storage (processes and procedures)
- inventory control (warehouse stock management)
- supplier management (production quality and delivery schedules)
- distribution planning
- distribution communications (track and trace)
- voting station provisioning (tables, chairs, etc.)
- customer service (delivery of election materials to MEOs and presiding officers)
- stock returns (roll-back)

- salvage, recycling and disposal of redundant items

### Materials requirement planning (MRP)

The MRP process was used to determine the quantities required for each type of material. Three key factors were taken into account in the MRP calculation process:

- Number of voting stations/centres and number of streams/sub-stations per voting station
- Number of election staff, party agents and observers
- Number of registered voters per voting station

The main planning tool is the Commission's unique electronic Logistics Information System (LIS). This system enables management to conduct scenario planning on the basis of a combination of factors, including the number of registered voters per voting district, individual voting station characteristics and the desired range of electoral materials. The LIS is accessible to all levels of the organisation – national, provincial and municipal – at a level of detail per voting station.

### Procurement

The procurement of electoral materials was an extensive exercise. The Commission adopted a combination of centralised and local procurement options, based on economies of scale, distribution costs and availability. Generic (bulk) material was generally purchased centrally, whereas smaller consumables were procured locally.

The Commission's e-procurement system – "Votaquotes" – was used extensively and intensively. This system offers a transparent and fair method of competitive bidding for suppliers, and yielded good results overall.

It is inherent in the nature of election deadlines that suppliers often face tight delivery schedules for very large quantities of material. Logistics adopted a strategy of supplier management by means of service level agreements (SLAs) in terms of which the supplier is treated as a partner. This strategy yielded excellent results. Supplier performance was generally of a high standard, and no electoral materials were late.

### Distribution

The Commission has established a complex but well-defined distribution network between its suppliers and the nine provincial warehouses plus a central national warehouse. A secondary network was established to service the 234 municipal sites.

# ELECTION PHASE

A long-term service provider was contracted to provide the necessary vehicles and resources for transporting materials between sites, and to support the Commission with various warehouse services (e.g. forklifts) since the organisation does not own trucks or heavy equipment.

Distribution costs were substantially reduced by having suppliers deliver materials directly to provincial warehouses in appropriate quantities. Handling costs for the Commission were minimised by careful design of parcels and packages. As far as possible, items were pre-packed at the point of production for direct use at the voting station.

Distribution from the municipal level to the voting stations was carried out by MEOs, using the most practical and cost-effective means of transport available in each area.

## Printing and distribution of the voters' roll

High-speed digital printing is essential to meeting delivery dates within short lead times after voter information has been fixed. A complete copy of the voters' roll consisted of approximately 1,8 million A4 pages.

The voters' roll is compiled by voting district and in fact comprises 20 859 unique, individual segments – one for each voting district/voting station. Each segment requires physical checking and quality control in the production process. Distribution needs to ensure that the correct segment is delivered to the correct voting station.

Voters' rolls were produced as follows:

- *Registration weekend (inspection) voters' rolls*  
One copy was printed for each of the two national registration weekends. Because of the limited production time available – especially when it came to the second registration weekend – production of each roll was split between two printing plants with each printer producing approximately 800 000 pages per roll. This voters' roll was used at the voting stations for public inspection.
- *Political party or candidate voters' rolls*  
Five complete copies were printed. These voters' rolls were segmented and distributed to the political parties contesting the elections.
- *Final voters' roll*  
One copy was printed at a single printing plant. The final voters' roll was used at the voting stations on election day.

Although these copies were printed at different times, it is important to note that each copy represented a unique list of voters and therefore had to be carefully controlled and

checked to ensure integrity of the contents. In addition, physical production quality checks were required. Both these aspects were included in the service-level agreements with the printers.

## Security materials

Security materials were handled separately from the mainstream of electoral material deliveries. Since s 38(5)(b) and (c) of the Electoral Act requires that a voter's hand and the back of the ballot paper be marked, the Commission prescribed how this was to be done; security materials were then designed and produced for this purpose. Additional security measures were also put in place.

A dedicated service provider was contracted to pack, store and transport security materials to voting stations. This allowed the Commission to enhance and focus on the security of these items. These included:

- 157 000 security stamps – to mark ballot papers
- 24 100 security tapes – to seal ballot boxes
- 1,1 million security seals – to seal ballot boxes
- 120 000 indelible ink pens – to mark voters' fingers
- 88 000 tamper-proof bags – for overnight storage of security items on special voting days

Distribution of these items was carried out in close collaboration with the security forces.

## Ballot papers

For the first time in municipal elections, ballot papers had security features similar in concept to those used in the national and provincial elections. All ballot papers were printed in colour on white paper with additional print feature on the reverse. In addition, the design of the ballot paper incorporated certain security features.

The Printing Industries Federation of South Africa (PIFSA) provided expert technical assistance to the Commission. The project management of the ballot production process was provided by a specialist company appointed for the purpose.

A total of 4 555 ballot-paper permutations were produced and all in all 70,5 million ballots were printed. All were locally produced by nine printers in four provinces. The bulk paper was procured directly by the printing companies and the ballot papers were delivered directly to provincial warehouses, under security escort.

Following interaction between the Commission and representatives of persons living with disabilities, a

# ELECTION PHASE

Braille tactile template was developed and produced to aid the visually impaired during voting. This is a re-usable template with standardised dimensions that can be used with all ballot papers of similar dimensions containing details of up to a maximum of 18 candidates.

## Ballot boxes and other election materials

The Commission again made use of cardboard ballot boxes, cardboard voting booths and cardboard tables and chairs. These items are relatively inexpensive to produce and economical to transport and do not require high-volume storage after the elections. All of them are fully recyclable.

The final bill of materials (BOM) used at voting stations on election day contained 42 items. The substantial increase in the number of voting stations since the last election, as well as the introduction of two days of special voting and 496 voting centres, impacted on the required quantities of the individual items. These included the following:

- 70,5 million ballot papers
- 259 200 ballot boxes
- 60 030 stationery packs
- 412 000 staff ID stickers
- 131 400 voting compartments
- 83 400 banners
- 20 859 segments of the voters' roll, totalling 1,8 million pages

## Rollback of electoral materials

Upon completion of the election process, all electoral materials and valuable equipment were returned to the Commission's provincial warehouses. Transport for this process was contracted. The sealed ballot boxes containing the used ballot papers were included in this rollback, and securely stored for the prescribed period. Municipal storage sites were closed or downscaled as soon as the materials had been shipped out.

## VOTING

Election day was 18 May 2011, with special voting days on 16 and 17 May. Voters who were registered in metropolitan council municipalities received two ballot papers at their voting stations: one to vote for a candidate to represent their ward and a second proportional representation (PR) ballot to vote for a party to represent them in the municipal council. Voters registered in local council municipalities received three ballot papers: one for the ward, a PR ballot for a party in the local council, and a third PR ballot for a party for the district council (DC40%).

The different types of ballots are due to the mixed member proportional electoral system that applies to municipal council elections (which combine PR and "first-past-the-post" systems). In total there were 4 555 unique ballot papers for the 2011 municipal elections. This figure was made up of 4 277 ward ballots, 226 local council PR ballots, eight metropolitan council PR ballots and 44 district council PR ballots.

On election day voting stations opened at 07:00 and closed at 19:00. Some 90% of the 20 859 voting stations had opened by the scheduled start of voting at 07:00, with the remainder opening by 08:00. When voting closed at 19:00 any voter already in the queue at the voting station was allowed to vote.

Registered voters exercised their right to vote by first of all bringing their ID documents to the particular voting station at which they were registered. The voter's ID document was scanned using a portable barcode scanner unit (PBSU – the Zip-Zip device) which indicated whether the voter was registered to vote at that voting station and the sequence number of the voter on that VD segment of the voters' roll. A voter registered in another VD segment of the voters' roll would be redirected to the correct voting station by a voting official.

The voter's name would then be marked off on the paper copy of the voters' roll. Thereafter, the voter's left thumbnail would be marked with indelible ink. The voter would then receive the relevant number and types of ballot papers (stamped on the back for authentication) and could vote in secret.

A new administrative arrangement on voting day, termed voting centres, was introduced for the first time for the 2011 municipal elections. The aim of voting centres was to more efficiently process voters in VDs with a high number of registered voters. A voting centre is a voting station with mandatory streaming of voters. A voting centre could have a minimum of two streams (termed sub-stations) and a maximum of five streams. The VD segment of the voters' roll would be divided into the relevant number of sub-stations, with each sub-station headed by a deputy presiding officer (DPO). Once a voter's identity document had been scanned at the entrance to the voting centre, the voter would be directed to the relevant sub-station, where the voter would vote. There were a total of 496 voting centres in the 2011 municipal elections, which represented 2% of the total number of VDs.



# ELECTION PHASE

## Special voting

In 2011 special voting was introduced for municipal elections. The law provides for two categories of special voters: those who cannot go to the voting station owing to physical infirmity or disability, and those who can go to the voting station but who cannot do so on election day. The election timetable for the 2011 municipal elections set aside 16 May 2011 for special voting at voting stations and 16 and 17 May 2011 for home-visit special voting.

A voter who intended to cast a special vote had to apply for such a vote between 15 April and 3 May 2011, and was required to apply in person (or through a proxy) at the municipal electoral office responsible for the VD in which the voter was registered to vote. In total some 232 096 applications for special votes were received, representing 1% of registered voters, and 3% of the applications were rejected. Rejections were mainly because an applicant was not registered to vote or because the physical address of an applicant who applied for a home visit was not located in the same VD where the applicant was registered.

Paper print-outs from municipal electoral offices, SMSes and emails were used to notify all special vote applicants of the outcomes of their applications, and applicants could also check this on the Commission's public website [www.elections.org.za](http://www.elections.org.za).

With 232 096 special vote applications having been approved, 163 549 special votes were cast on 16 and 17 May 2011, which represented a  $\pm 70\%$  special vote turnout.

## Turnout and participation

A total of 13 664 914 voters voted in the 2011 elections; there were 23 655 046 entries on the voters' roll and in addition 54 655 MEC7 votes were cast (*see below*) – voter turnout was thus 57,6%. In the run-up to the elections the Commission had indicated that it aimed for a voter turnout of 40%, so the 2011 figure compares very favourably not only with that prediction but with the turnout figures of 48,4% in the 2006 and 48,07% in the 2000 municipal elections.

2011 turnout was highest in the Western Cape (64,37%), the Northern Cape (63,36%) and KwaZulu-Natal (61,53%) and lowest in Limpopo (50,05%), North West (53,47%) and Gauteng (55,77%).

The percentage of ballots regarded as spoilt came to 1,89%, which compares favourably with the figures for 2006 and 2000 at 2,27% and 2,36% respectively.

The number of MEC7 votes cast was 54 655, compared with 146 535 such votes in municipal elections 2006. An MEC7 vote is a vote cast when a voter's name does not appear on the VD segment of the voters' roll yet the voter has proof of having applied to register as a voter in the VD in question. Consequently, the voter is assumed to be a registered voter in that VD and is provided with an MEC7 vote.

Portable barcode scanners (the by now well-known Zip-Zips) are used to scan voters' ID documents at voting stations. This provides the Commission with a demographic profile of registered voters who came to their voting stations on election day. This information shows that 59% of those who voted in 2011 were women and 41% were men, whereas women made up 55% of registered voters and men 45%. Just as interesting are the proportions of those who turned out in each age group:

Age group (in years)	% turnout
18-19	69%
20-29	48%
30-39	49%
40-49	61%
50-59	70%
60-69	74%
70-79	70%
80 and over	52%

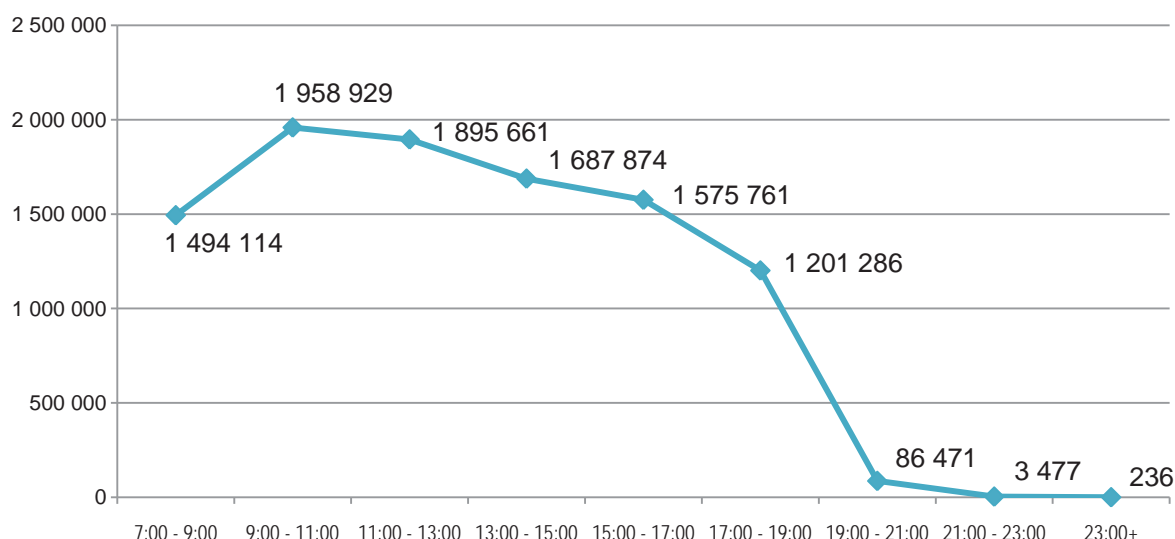
Voters voted at the following times on election day 2011 (expressed as a percentage of total voters):

Time period	% of voters who voted *
07:00 – 09:00	15%
09:00 – 11:00	20%
11:00 – 13:00	19%
13:00 – 15:00	17%
15:00 – 17:00	16%
17:00 – 19:00	12%
19:00 – 21:00	0,8%
21:00 – 23:00	0,1%
23:00 and later	0,002%
<b>TOTAL</b>	<b>100%</b>

\* Owing to rounding, percentages may not total 100%

# ELECTION PHASE

Voter participation - time of voting on 18 May 2011



## COUNTING

The counting and recording of election results is a high-risk function that can affect the credibility of an election. Disputed election results have led to loss of life and severe disruption in many parts of the world. The Commission is committed to ensuring transparency in the counting process – to political parties, candidates, observers, the media and the general public. For this reason it has invested substantial resources in this aspect of its work.

Vote-counting took place immediately after the close of voting at each voting station in the presence of party agents and accredited election observers.

To enhance the credibility and transparency of the count, the Commission established ten Results Operations Centres (ROCs), one at national level and one in each of the nine provinces. ROCs provide a record of the results and act as focal points for the media and political parties contesting the elections.

In addition, the Commission introduced these measures to enhance the transparency and credibility of the vote-counting:

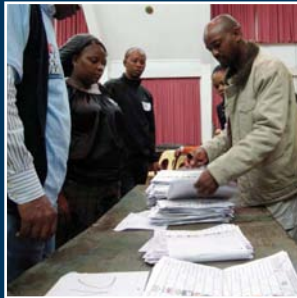
- Results systems were audited and tested extensively, and political parties were invited to second their own IT specialists to do likewise.
- The results system was designed with automated quality checks to ensure that anomalies were investigated and corrected before being publicly released.

- Results were audited by external independent auditors (the SEDS Consortium consisting of SAB&T, Ernst & Young, Deloitte and Sizwe Ntsaluba VSP) at the municipal electoral offices where the election results were recorded onto the municipal election results system.
- Election results slips were scanned at municipal electoral offices. The scanned images of all results slips were available to political parties and Commission officials at the national and provincial ROCs. Viewing the scanned images of results slips enabled the further verification of results as recorded on the results system.
- Political party and media representatives at the ROCs were able to access the municipal election results system to monitor the recording and verification of results and to monitor the performances of political parties.

In addition to witnessing the vote-counting process, representatives of political parties, candidates, and national and international electoral observers were permitted to copy the statement of the count documenting the results of the counting process.

Furthermore, during the counting and recording of the results, Commission officials met regularly with political party representatives at the ROCs to explain the process and to respond to questions and complaints promptly and openly.

# POST-ELECTION PHASE



# POST-ELECTION PHASE

## ANNOUNCEMENT OF RESULTS

The law requires the Commission to declare the results of elections within seven days of such elections.

By 19:00 on 19 May (24 hours after voting stations had officially closed) 92% of the results slips had been captured, audited and scanned. The final results of the 2011 municipal elections, collated from a total of 58 152 results slips, were available within 56 hours of the elections. In the 2006 municipal elections all the results had been recorded and audited within 50 hours, but results slips were not scanned in 2006.

The Commission announced the results of the elections at a function at the national ROC on 21 May 2011. The results were subsequently published in the *Government Gazette*, which declared the designated councillors elected.

Once the local councils have been constituted, the Commission assists in the management of the election of representatives of local councils to district councils in terms of s 23(4) of the Local Government: Municipal Structures Act, read with item 16 of schedule 2 to the Act. The election of district councils thus occurred partly on 18 May 2011 (40% of district councillors are elected on a PR basis by voters) and partly within 14 days after election day when the remaining 60% of district council seats were filled by representatives elected from and by the local councils.

## POST-ELECTION OBJECTIONS

Complaints and disputes are inherent to an election and must be anticipated. It is therefore incumbent upon electoral laws to provide mechanisms to resolve electoral disputes, whether by institutional or informal means or any alternative method of resolution as may be required.

### Procedure for handling objections

The Municipal Electoral Act as amended deals in s 65 with the handling of objections material to the results of an election. In terms of the Act, an interested party may lodge with the Commission an objection material to the results of an election, concerning any aspect of the voting or counting proceedings as provided by the law, including “alleged unlawful interference with or obstruction of election activities or processes in the vicinity of, at or in a voting station; or interference with or influencing, intimidation or obstruction of voters or prospective voters in the vicinity of, at or in a voting station”.

In terms of s 65(5), the Commission “must consider the objection and either reject or uphold it”. Furthermore, if the Commission decides to uphold the objection before the results of the election have been determined, it “may decide that the votes cast at a particular voting station do not count in whole or in part; decide that the votes cast at a particular voting station in favour of a party or candidate

must be deducted in whole or in part from the votes cast in favour of that party or candidate in the election; or reduce the number of votes cast in favour of a party or a candidate.”

An objecting party or other party involved in the objection who feels aggrieved by the decision of the Commission may appeal to the Electoral Court.

The Electoral Court is established in terms of s 18 of the Electoral Commission Act with High Court status. It “may review any decision of the Commission relating to an electoral matter”.

## Objections relating to the 2011 municipal elections

The Commission received 97 objections relating to the 2011 municipal elections. Twenty of these were withdrawn by the objectors and the remaining 77 were rejected, of which six were referred to the Chief Electoral Officer for further investigation and action if required. Most of the submissions were rejected for noncompliance with the provisions of s 65. No objector appealed any of these Commission decisions.

## ELECTION OBSERVATION

In pursuance of s 84 of the Electoral Act, which relates to the accreditation of observers, the Commission issued advertisements soliciting applications for accreditation. Of the 35 domestic organisations that applied, 31 were accredited and to these must be added the ten accredited international organisations. In the event these 41 organisations were represented by some 4 000 individual observers. In addition 61 diplomatic missions were given accreditation to enable them to visit voting stations.

All in all 11 organisations submitted reports which were without exception complimentary regarding the performance of the Commission and of the view that the elections had been free, fair and credible. International observers were particularly impressed with the national ROC. However, certain issues were reported to the Commission: it was suggested that more sensitisation and training of staff were needed in helping blind voters and using the specially designed template; since the elections were held in winter, it was dark in some rural voting stations before all comers had voted; there were problems with scanners at some voting stations; some voting stations did not cater for the physically disabled; there were some inconsistencies in the interpretation of regulations – e.g. presiding officers were seen to chase away observers because they had been there “too long”; cases arose of members of one family living at the same address but registered in different VDs. All of these observations are important to the voters involved and to the overall integrity of elections and the Commission is grateful to both domestic and international observers for bringing all such matters to its attention.

# ANNEXURES





# ANNEXURES

(From *Government Gazette*  
No. 34114 of 11 March 2011)

## NOTICE 134 OF 2011

### ELECTORAL COMMISSION

#### 2011 ELECTION TIMETABLE

In terms of section 11 of the Local Government: Municipal Electoral Act, 2000 (hereinafter referred to as “the Act”), the Electoral Commission (hereinafter referred to as “the Commission”) hereby compile this election timetable to apply to the elections of all municipal councils that will be held on 18 May 2011. (A reference to “section” in this election timetable is a reference to that section of the Act and a reference to “regulation” is a reference to that regulation in the Municipal Electoral Regulations, 2000.)

#### Cut-off time for act to be performed

1. An act required in terms of the Act and the Municipal Electoral Regulations, 2000, to be performed by no later than a date stated in the election timetable must be performed before 17:00 on that date.

#### Notice that list of addresses of voting stations is available for inspection

2. The Commission must give notice by 21 April 2011 that from the date of the notice until the voting day copies of a list of all voting stations and their addresses will be available for inspection at the office of the Commission’s local representative.

#### Notice of route of mobile voting station

3. The Commission must give notice by 21 April 2011 of the route, including the locations and estimated times of stopping of each mobile voting station.

#### Cut-off date for publication of voters’ roll

4. By 18 March 2011 the Chief Electoral Officer must certify the voters’ roll or the municipality’s segments of the voters’ roll to be used in this election in terms of section 6(2), and make those segments available for inspection.

#### Cut-off date for submission of notice to contest, list of candidates and nomination of ward candidate

5. (1) Registered parties that intend to contest this election in terms of section 14 must nominate and submit a notice of intention to contest, a party list of their candidates and the prescribed deposit with the supporting documents for the election to the office of the Commission’s local representative in the prescribed form and manner by 25 March 2011.

(2) Registered parties and nominators of independent candidates that intend to contest a ward in this election in terms of section 17 must submit their nominations and the prescribed deposits with the supporting documentation for the said ward election to the office of the Commission’s local representative in the prescribed form and manner by 25 March 2011.

(3) Payment of the prescribed deposits in terms of section 14A must be made by 25 March 2011.

#### Notice of non-compliance

6. (1)(a) The Commission must notify a registered party that has submitted a party list of candidates in terms of section 14 but has not fully complied with section 14(3), of that non-compliance by 4 April 2011.

(b) If the notified party takes the opportunity to comply with section 14(3), that party must do so by 8 April 2011.

(2)(a) The Commission must notify the nominating party or person of a candidate who has not fully complied with section 17(2)(b) and (c), of that non-compliance by 4 April 2011.

(b) If the nominating party or person takes the opportunity to comply with section 17(2)(b) or (c), that party or person must do so by 8 April 2011.

#### List of parties entitled to contest election and list of candidates

7. By 12 April 2011 the Commission-  
(a) must compile the list of the registered parties entitled to contest this election;

(b) must certify the party lists for this election; and

# ANNEXURES

(c) keep those lists available at the office of the Commission's local representative.

## **List of ward candidates to contest ward election**

8. By 12 April 2011 the Commission must-  
(a) compile and certify for each ward contested in this election, a list of candidates contesting that ward; and

(b) keep copies of those lists available at the office of the Commission's local representative.

## **Issue of certificate to candidate**

9. By 29 April 2011 the Commission must issue-  
(a) the prescribed candidate certificate to each candidate on the certified party lists in this election; and

(b) the prescribed candidate certificate to each candidate on the certified list of ward candidates in this election.

## **Application for special vote**

10(1) By not later than 3 May 2011 a voter may apply in terms of Regulation 28B(1) to cast a special vote within the voting district where she or he is registered. [Applications for special votes will only be received from 15 April 2011].

(2) On 16 May 2011 voters who had successfully applied to cast their special votes at the voting station, may visit the voting station between 08h00 and 17h00 to cast their special votes.

(3) On 16 and 17 May 2011 voting officers must visit voters who had successfully applied to cast their special votes at their places of residence, to afford them the opportunity to cast their votes there.

# ANNEXURES

## NATIONAL RESULTS OPERATIONS CENTRE (ROC) FACTS

Hall size	12 000 m <sup>2</sup> on two levels
Carpeting	11 000 m <sup>2</sup>
Carpet tiles	44 000
Air-conditioning units	19
Number of offices	92
Number of political parties	12
Number of PC workstations	316
Number of printers	78
Telephones	566 from 2 x PABX
Telephony	Mobile Telkom exchange installed
Fax machines	13
Photocopiers	3
Network cabling	693 network points: in excess of 27 kms of CAT5e and 4 kms of fibre-optic cables
15 amp electrical plug points	735
Lights installed	437
UPS units utilised	21
Back-up power generators	1 x 500KVA and 3 x 300KVA mobile generators in sync
Media organisations	7
Radio stations	7
Television companies	2 (SABC and e.tv, with outside broadcasting and support vehicles)
Meals served	15 758
Cups of tea/coffee served	33 994
Officials working at the ROC	Approximately 600
Visitors to the ROC	Approximately 930
Cellphone coverage	Additional capacity created by Vodacom and MTN

# ANNEXURES

## ABBREVIATIONS

AR	Audience ratings
ATM	Asynchronous Transfer Mode
BOM	Bill of materials
CEO	Chief Electoral Officer
CNS	Candidate Nomination System
CSO	Civil society organisation
DC	District council
DC40%	Ballot used on election day for electing 40% of district councillors – the remaining 60% are elected afterwards from and by local councils
DeafSA	Deaf Federation of South Africa
DEF	Democracy Education Facilitator
DHA	Department of Home Affairs
DMA	District Management Area
DPO	Deputy presiding officer
EA	Enumeration area
EFT	Electronic Funds Transfer
EISA	Electoral Institute for Sustainable Democracy in Africa
ESS	Electoral Staff System/Election Satisfaction Survey (depending on context)
GIS	Geographic Information System(s)
GSM	Global System for Mobile Communications (originally <i>Groupe Spécial Mobile</i> )
HSRC	Human Sciences Research Council
ICC	International Convention Centre
ID	Identity (number, document etc)
IEC	Independent Electoral Commission (informal = Electoral Commission)
ISDN	Integrated Services Digital Network
IT	Information technology
JOINTS	Joint Operational and Intelligence Structure
LAN	Local Area Network
LED	Light-emitting diode
LIS	Logistics Information System
Mbps	Megabits per second (bandwidth)
MDB	Municipal Demarcation Board
MDDA	Media Development and Diversity Agency
MEO	Municipal Electoral Officer
Metro	Metropolitan council
MOC	Municipal Outreach Coordinator
MPLC	Municipal Party Liaison Committee

# ANNEXURES

MPLS	Multi-Protocol Label Switching
MRP	Materials Requirement Planning
NAD	National Address Database
NCRF	National Community Radio Forum
OB	Outside broadcast
OPC	Outreach Project Coordinator
PBSU	Portable Barcode Scanner Unit
PC	Personal computer
PEO	Provincial Electoral Office / Provincial Electoral Officer
PIFSA	Printing Industries Federation of South Africa
PLC	Party Liaison Committee
PR	Proportional representation
PSU	Primary Sampling Unit
ROC	Results Operations Centre
SABC	South African Broadcasting Corporation
SANCB	South African National Council for the Blind
SANDF	South African National Defence Force
SAP	Systems Applications and Products
SAPS	South African Police Service
S&T	Subsistence and travel
SCOM	System Centre Operations Manager
SEDS	The SEDS Consortium consists of four firms of auditors, the initial letters of which form the acronym (SAB&T, Ernst & Young, Deloitte and SizweNtsaluba VSP)
SLA	Service Level Agreement
SMS	Short Message Service (mobile text message)
SNMP	Simple Network Management Protocol
SSA	State Security Agency
Sub-MEO	Sub-Municipal Electoral Officer
SVA	Special Votes Application
TCR	Targeted communication and registration
UPS	Uninterrupted Power Supply
VD	Voting district
VPN	Virtual Private Network
VPS	Voter Participation Survey
VRS	Voter Registration System
VS	Voting station
VS Finder	Voting Station Finder
VSO	Voting Station Operations
WAN	Wide Area Network



# ANNEXURES

## SAMPLE BALLOT PAPERS

### LOCAL GOVERNMENT ELECTIONS 2011 DC12: AMATOLE DISTRICT COUNCIL PARTY VOTE

### LOCAL GOVERNMENT ELECTIONS 2011 DC12: AMATOLE DISTRICT COUNCIL PARTY VOTE

Make your mark next to the party you choose.  
Etsa letshwao pela mokgatio oo o o kgethang.  
Yenta luphawu eceleni kwelicembu lolikhetsako.  
Endla mfungho ethelo ka vandia leri u ri hlawulaka.  
Baya letshwao go lebagana le lekoko la gago.  
Yenza uphawu lakho eduze nehangano oyikhethako.



Make your mark next to the party you choose.  
Etsa letshwao pela mokgatio oo o o kgethang.  
Yenta luphawu eceleni kwelicembu lolikhetsako.  
Endla mfungho ethelo ka vandia leri u ri hlawulaka.  
Baya letshwao go lebagana le lekoko la gago.  
Yenza uphawu lakho eduze nehangano oyikhethako.

AFRICAN NATIONAL CONGRESS		ANC	
CONGRESS OF THE PEOPLE		COPE	
DEMOCRATIC ALLIANCE/DEMOKRATIESE ALLIANSIE		DA	
PAN AFRICANIST MOVEMENT		PAM	
UNITED DEMOCRATIC MOVEMENT		UDM	

### LOCAL GOVERNMENT ELECTIONS 2011 EC101: CAMDEBOO LOCAL MUNICIPALITY LOCAL COUNCIL PARTY VOTE

### LOCAL GOVERNMENT ELECTIONS 2011 EC101: CAMDEBOO LOCAL MUNICIPALITY LOCAL COUNCIL PARTY VOTE

Make your mark next to the party you choose.  
Etsa letshwao pela mokgatio oo o o kgethang.  
Yenta luphawu eceleni kwelicembu lolikhetsako.  
Endla mfungho ethelo ka vandia leri u ri hlawulaka.  
Baya letshwao go lebagana le lekoko la gago.  
Yenza uphawu lakho eduze nehangano oyikhethako.



Make your mark next to the party you choose.  
Etsa letshwao pela mokgatio oo o o kgethang.  
Yenta luphawu eceleni kwelicembu lolikhetsako.  
Endla mfungho ethelo ka vandia leri u ri hlawulaka.  
Baya letshwao go lebagana le lekoko la gago.  
Yenza uphawu lakho eduze nehangano oyikhethako.

AFRICAN NATIONAL CONGRESS		ANC	
DEMOCRATIC ALLIANCE/DEMOKRATIESE ALLIANSIE		DA	
INDEPENDENT RATEPAYERS ASSOCIATION OF SA		IRASA	
PAN AFRICANIST CONGRESS OF AZANIA		PAC	
VRYHEIDSFONT PLUS		VF PLUS	

# ANNEXURES

## LOCAL GOVERNMENT ELECTIONS 2011 EC101: CAMDEBOO LOCAL MUNICIPALITY WARD 21001001 CANDIDATE VOTE

## LOCAL GOVERNMENT ELECTIONS 2011 EC101: CAMDEBOO LOCAL MUNICIPALITY WARD 21001001 CANDIDATE VOTE

Make your mark next to the candidate of your choice.  
Etsa letshwao haufi le nkgetheng eo o mo kgethang.  
Beka luphawu dzute nemuntfu lomkhetsako.  
Endla mfungho ekusuhi na muhlawuriwa loyi u n'wi hlawuleke.  
Dira letshwao gaufi le ntlhopheng yo o mo ratang.  
Beka itshwayo lakho eduze nomuntu omkhethako.



Make your mark next to the candidate of your choice.  
Etsa letshwao haufi le nkgetheng eo o mo kgethang.  
Beka luphawu dzute nemuntfu lomkhetsako.  
Endla mfungho ekusuhi na muhlawuriwa loyi u n'wi hlawuleke.  
Dira letshwao gaufi le ntlhopheng yo o mo ratang.  
Beka itshwayo lakho eduze nomuntu omkhethako.

COETZEE, DESMOND JOHN		ANC	
DE SOUZA, MANUEL GABRIEL		VF PLUS	
FOENDIEN, ERIC		PAC	
GERICKE, RABIE		IRASA	
JANKOVICH-BESAN, SAMANTHA JANE		DA	



## ACKNOWLEDGMENTS

It takes many people to make a successful election. We at the Electoral Commission wish to thank all our stakeholders for their contributions to the 2011 municipal elections: countless businesses, civil society organisations, government departments and ordinary citizens played a significant role in supporting us. In particular, we thank these companies for their partnership and/or sponsorship:

Accenture, Anglo American, Hewlett-Packard, Internet Solutions, Standard Bank and Telkom



## **National Office**

Election House  
Riverside Office Park  
1303 Heuwel Avenue  
Centurion

P/Bag X112  
Centurion  
0046

Tel: (012) 622 5700  
Fax: (012) 622 5784

email: [iec@elections.org.za](mailto:iec@elections.org.za)  
<http://www.elections.org.za>

RP123/2012  
ISBN: 978-0-621-40840-9

