

ELECTORAL COMMISSION

REPORT

MUNICIPAL ELECTIONS

5 DECEMBER 2000

The Electoral Commission is charged by the Constitution and the Electoral Commission Act, 51 of 1996, with managing all national, provincial and municipal elections and publishing a report on every such election.

This is the Commission's report on the 5 December 2000 municipal elections.

CONTENTS

Introduction	4
Chapter 1 Overview	5
Chapter 2 Delimitation	15
Chapter 3 Geographic Information Systems (GIS)	22
Chapter 4 Information technology (IT)	26
Chapter 5 Voters' roll and registration	31
Chapter 6 Party liaison, party registration and candidate nomination	37
Chapter 7 Logistics	43
Chapter 8 Voting station staff	53
Chapter 9 Election day	59
Chapter 10 The municipal electoral system and results	64
Chapter 11 Voter education	73
Chapter 12 Observers	80
Chapter 13 Communications and media	82
Chapter 14 Perspective from the provincial structures	86

INTRODUCTION

The Electoral Commission Act, 51 of 1996, requires the Commission to publish a report on every election.

On 5 December 2000 elections were held throughout South Africa for 284 municipal councils – 6 metro councils, 231 local councils and 47 district councils.

The elections were held in terms of an electoral system prescribed in the Local Government: Municipal Structures Act, 117 of 1998, which also requires the first elections for all municipal councils to be held on the same day.

This report, covering all 284 elections, presents a general overview (or main report) in chapter 1, with subsequent detailed chapters on various management areas.

The Commission is grateful to the hundreds of thousands of municipal officials, public servants, security personnel and private citizens who at some inconvenience to themselves and without special reward made these elections possible.

The participating candidates and political parties deserve special mention for the democratic spirit in which they contested these elections, the Commission not being aware of any of them having been officially sanctioned for a contravention of the Electoral Code of Conduct.

Finally, the Commission would like to thank the voters who turned out in large numbers and often under difficult circumstances to perform their civic duty and cast their votes. The Commission with its administration is constantly trying to upgrade its services to the voting public but acknowledges that there is always room for improvement. The Commission's task is eased by the dedication, patience and co-operative attitude of South African voters.

CHAPTER 1

OVERVIEW

1. Municipal structures, councils and councillors

- 1.1 The electoral system in terms of which municipal elections are held is set out in the Local Government: Municipal Structures Act, 117 of 1998 (“the Municipal Structures Act”). This Act can be described as the constitution for South Africa’s first fully democratic local government dispensation.
- 1.2 The Municipal Structures Act (together with the Local Government: Municipal Demarcation Act, 27 of 1998) required the entire country to be divided into municipal areas by the Municipal Demarcation Board. The MEC for local government in each province was mandated to establish a municipality for each of the demarcated municipal areas, at the same time determining the number of councillors for each municipal council. In total 284 municipal councils (6 metropolitan councils, 231 local councils and 47 district councils) were so established – a district council area covering the areas of a number of local councils.
- 1.3 The Demarcation Board was also charged with the delimitation of wards within those municipalities that were to have wards, that is, metropolitan councils and local councils with seven or more councillors. The Demarcation Board delimited 3 754 wards in 229 municipalities. In those municipalities with wards, half the councillors were elected by a proportional representation (PR) system using party lists and the other half in wards where individual candidates (either independent or nominated by a party) competed in first-past-the-post elections (where the candidate with more votes than any other is elected, even though not necessarily having gained the majority of the votes). Where a council had wards, overall proportionality was restored by deducting the number of seats won by a party’s ward candidates from the number of seats won by that party in the party list election.
- 1.4 In local councils with fewer than seven members all the seats were filled by a PR election, and in district councils some 60% of the seats were filled by nominations from constituting local councils while the remaining seats (\pm 40%) were filled by PR elections.
- 1.5 Voters in metropolitan areas and in local council areas without wards voted on two ballot papers (local council PR and district council PR) while voters in local council areas with wards voted on three ballot papers (local

council PR, local council ward and district council PR). A very few voters voted on one ballot paper only.

2. Electoral Acts

- 2.1 The legal framework governing the conduct of the elections is found in the Local Government: Municipal Electoral Act, 700 of 2000, read with portions of the Electoral Act, 73 of 1998, and regulations issued by the Commission under these Acts.
- 2.2 The 1998 Electoral Act applies in elections for the National Assembly, provincial legislatures and municipal councils. This Act, however, was passed before the structures of the new municipal councils were given final statutory status by the enactment of the Municipal Structures Act. While providing therefore for the full range of electoral arrangements for national and provincial elections, it contains no specific provisions for municipal elections.
- 2.3 The 1998 Electoral Act (in section 32) authorised the Commission to further regulate municipal elections by making regulations regarding virtually every aspect of such an election. The implication of this regulatory power was that the Commission would have had to provide for the management of the entire municipal election process by means of regulations. The Commission was of the view that this was unsatisfactory and that municipal elections, in the same way as national and provincial elections, should mainly be regulated by Parliamentary legislation and not by regulations made by the Commission (a subordinate legislative body).
- 2.4 Once an election plan for the new type of municipal elections had been drawn up in consultation with the Party Liaison Committee (National) and other stakeholders, a legal framework was drafted to accommodate the plan. In view of the large-scale adjustments to the 1998 Electoral Act that would have been necessary if this legal framework were to have been enacted by way of amendments to that Act, the Commission recommended the adoption of a new electoral act specifically for the municipal elections. The 1998 Electoral Act could, in the interim, apply to national and provincial elections and once the future form of representation in the national and provincial legislatures had been decided on, the two electoral acts could be amalgamated.
- 2.5 Both the Government and Parliament gave priority to the legislative process that produced the Local Government: Municipal Electoral Act, 27 of 2000. This Act and the regulations issued thereunder governed the municipal elections of 5 December 2000. Certain provisions of the 1998 Electoral Act (mainly those dealing with the national common voters' roll)

were not repeated in the new Act but applied to these elections by reference.

3. Founding elections

- 3.1 The constitutional transition in the sphere of local government followed a more complex route than had been the case in the national and provincial spheres. Although councils for integrated municipalities were elected in 1995/96, ward representation in those councils was based on segregated areas and not on voter numbers.
- 3.2 It was only with the passing of the Municipal Structures Act that an electoral system resulting in overall proportionality with all votes of equal value became a reality.
- 3.3 The 5 December 2000 elections were therefore the founding elections for South Africa's first truly democratic and fully representative municipal councils. These elections had the same historical significance for local government as did the 1994 elections for national and provincial government.

4. Complicating factors

- 4.1 For voters, parties, candidates, the Commission, government departments and others involved, a number of factors complicated the elections:
 - 4.1.1 Constitutional timelines dictated by the elections had to take place within the three-month period November 2000-January 2001. There was general agreement that this would be the worst time of the year for elections, for management, for electioneering and for voter turnout. There was also general agreement that within this period, November would be the best of the bad months. The second half of November was therefore originally targeted. The realities of demarcation, delimitation and the establishment (proclamation) of the municipalities, however, forced the election date into December.
 - 4.1.2 These were to be the first municipal elections under a new and, at first glance at least, fairly complex local government system.
 - 4.1.3 In metropolitan voting stations, two different ballot papers were to be used and in voting stations in most local municipal areas, three (for two different municipal councils). This demanded extra care in the printing and distribution of ballot papers. Furthermore, at first this must have sounded confusing to prospective voters. Eventually, however, a simple way was found of explaining this to

ourselves and to voters: this election is no more complex than any other – you simply vote for the party or candidate of your choice on each ballot paper given to you.

- 4.1.4 Given the constitutional deadline for the elections, the Municipal Demarcation Board appeared to face a virtually impossible task. Within a very short period it was required to demarcate (divide) the whole of the country into municipal areas and then to delimit most of those municipal areas into wards. Given the political and societal sensitivity of both municipal and ward boundaries for communities across the country, the Board performed a near miracle in delivering these boundaries when they did; but still it was extremely late in the day for MECs to establish a municipality for each of these areas, for parties and voters to familiarise themselves with the new municipalities and boundaries, and for the Electoral Commission to attend to changed voting districts, identify voting stations, appoint voting staff and see to logistics. The boundary determination and ward delimitation processes split a considerable number of existing voting districts, which resulted in maps having to be redrawn, voters having to be redistributed in the changed voting districts and voting stations having to be relocated – and all of this at a very late stage in the run-up to the elections. Even though the Commission opened all its voting stations across the country for inspection of the voters' roll during the weekend of 16-17 September 2000, not all voters affected by changed municipal, ward and voting district boundaries took advantage of this opportunity to regularise their position. In a substantial number of cases the voters' roll did not therefore accurately reflect where voters resided.
- 4.1.5 For the 1999 national and provincial elections, the Commission appointed local electoral officers (LEOs) from the staff of municipalities to manage the registration and voting activities in each municipal area. These LEOs could rely on the support of the local municipal infrastructure. Many of these LEOs, together with their municipal administrations, had earlier been involved in the management of the 1995/96 elections in their municipalities. Having also gone through the 1999 registration and voting exercises, both LEOs and municipal administrations had gained invaluable experience and expertise in the running of elections. It would have been ideal if these same LEO/municipal administration teams could have managed the 2000 municipal elections but with the number of municipal areas having been reduced from 843 to 284, new local representatives (now called Municipal Electoral Officers – MEOs) had to be appointed for the new municipal areas. Furthermore, the new municipal areas did not as yet have their own municipal

administrations and the new MEOs had to depend for support on the old municipal administrations (in most cases two or more of them), themselves in a state of transition, and whose areas of jurisdiction differed from those of the new MEO areas.

- 4.1.6 Local elections attract less interest from international and internal observer groups than do national elections. Only a limited number of observers eventually covered voting on election day. Ideally, a neutral observer or observers should be present at each voting station. This contributes greatly to the credibility and acceptance of the outcome of an election.

5. Voting, counting and results

- 5.1 Despite these complicating factors 5 December 2000 came and went without any major difficulties. With few exceptions, voting stations opened on time, stations were well staffed and provisioned, and voters did not have to wait in long queues.
- 5.2 Although the electoral system may have been complex and almost all voters had to vote on more than one ballot paper, voters generally seemed comfortable with the marking of their ballot papers. Once it was generally realised that a voter did not have to understand the complexities of the system, but merely had to mark the party or candidate of choice, it became just another election.
- 5.3 Sometimes the name of a citizen who had registered could not be found on the voters' roll for a particular voting station. In such a case section 7 of the Local Government: Municipal Electoral Act provided a procedure making it possible to vote. Such omissions most often resulted from last-minute changes in voting district boundaries, but some arose from historical difficulties in locating mapped boundaries and voting stations on the ground. But for section 7, these voters might have been disenfranchised through no fault of their own.
- 5.4 As in the 1999 national and provincial elections, votes were counted at the voting stations where they were cast. Before voting commenced, every ballot box was shown to be empty to all officials and party agents present, before being sealed and used as a depository for marked ballot papers. The ballot boxes used remained within sight of officials and party agents in the public area of voting stations until they were opened for counting, which commenced immediately after voting stations were closed for voting. The result of the count was recorded and publicly announced at the voting station. Each recorded voting station result was then delivered by hand to the MEO for the municipality concerned to be used in the determination of the result of the elections for that municipal council.

- 5.5 Counting at the voting station itself eliminates the transportation of ballot boxes to centralised counting points, which in turn eliminates any opportunity for tampering with the box or its contents and concomitant suspicions. This, together with the fact that every box remains in a public place within sight of a number of people from the time it is sealed for use until its contents are counted, makes it obvious why allegations of ballot box interference have all but vanished.
- 5.6 Having received the recorded results of the counts from all the voting stations within the municipal area, the MEO set about first determining the result of the elections in every ward (if there were wards). This was a comparatively simple procedure as the candidate with the most votes (not necessarily the majority of the votes cast) was declared elected for that ward.
- 5.7 Thereafter the MEO proceeded to determine the result of the PR election. This was a much more complicated exercise with a number of formulae to be applied and mathematical calculations to be made. A computer program had been developed allowing MEOs to feed the results of the counts into their nationally linked computers, whereupon the results of the PR elections were electronically determined. Being nationally linked, the exercise was simultaneously monitored and verified in the Commission's Pretoria head office. Furthermore, external auditors, assigned to each MEO, were required to certify that the voting station counts were correctly entered electronically and the result determination procedure was carried out in the presence of party representatives and candidates.
- 5.8 Once the results of the elections for the municipal council had been determined, the MEO recorded the results and declared them publicly.

6. Free and fair/credible and legitimate

- 6.1 The Commission is not statutorily required to certify elections as free and fair (or credible and legitimate – nowadays the more favoured terminology), but a report such as this might appear pointless if the Commission did not at least express an opinion on the matter.
- 6.2 These are some of the criteria relevant to the freeness, fairness, credibility and legitimacy of elections:
- (a) *A constitutional and statutory framework conducive to free, fair and credible elections*

The South African constitutional and statutory framework can serve as an international model. The guiding principles are found in the

Bill of Rights (sections 7 to 39 of the Constitution) and more particularly in section 19, which deals with political rights.

(b) *The availability of a judicial process through which an aggrieved citizen or party can seek redress*

In South Africa an aggrieved person or party can seek redress in a special electoral court with wide-ranging powers. An aggrieved person or party could ordinarily also, depending on the circumstances of each case, seek redress in Magistrate's Courts, High Courts and the Constitutional Court.

(c) *An independent and impartial authority to manage elections*

The Constitution (in section 190) provides for an Electoral Commission to manage elections of national, provincial and municipal legislative bodies. The Commission is one of six state institutions "supporting constitutional democracy" that, in terms of section 181, "are independent, and subject only to the Constitution and the law, and [that] must be impartial and must exercise their powers and perform their functions without fear, favour or prejudice". The Commission was established by the Electoral Commission Act, 51 of 1996.

In practice the government of the day has never attempted to interfere with the functioning of the Commission. The government has also consistently expressed and demonstrated its commitment to funding the operations of the Commission adequately. At times the Commission and the Treasury have disagreed, and disagreed strongly, about what constitutes adequate funding, but always, in the end, the Commission has received sufficient to fulfil its mandate.

As far as impartiality is concerned, an open dialogue is maintained with political parties. Party liaison committees have been established nationally, provincially and municipally where election-related issues are discussed and debated and, wherever possible, agreement is found. This transparent approach has contributed to a high level of trust between parties and the Commission. These liaison committees have also served as vehicles for the amicable settlement of interparty election-related disputes and thus helped to defuse tensions and arrive at peaceable solutions.

(d) *A non-discriminatory procedure for the registration of voters*

Voter registration procedures and criteria are prescribed in Chapter 2 of the Electoral Act, 1998, and in the Voter Registration Regulations, 1998. Voters are South African citizens of 18 years and older whose names appear on the National Common Voters' Roll and who are in possession of identity documents. The usual disqualifications concerning those of unsound mind apply. The constitutional right of every adult citizen to vote in elections for legislative bodies and the consequential right to be registered as a voter are affirmed in the legal framework covering the registration of voters. However, in practice it is more difficult for rural than for urban people to register because:

- it is more difficult for them to obtain identity documents
- they live further away from the local registration offices (voters must apply for registration in person) and public transport may be non-existent or irregular and relatively expensive

The Commission is exploring ways of making it easier for all, but especially for rural voters, to register. Another area in need of attention is the registration of young people. A post-election survey concluded that young people (aged 18 to 29) were only half as likely as the average citizen to vote and that this fact is explained more by their failure to register than by a lack of interest in events on election day.

(e) *Access by voters to information necessary for them to make informed choices and to become familiar with election procedures*

Here again the rural voter is at a disadvantage. The city dweller is much better served by schools, electronic and printed media, political party campaigning and formal voter education programmes. The Commission has been involved in civic education programmes and been active in the voter education field and has in addition registered voter education non-governmental organisations (NGOs) and raised funds for them. However, the Commission must admit to having no more than scratched the surface vis-à-vis rural areas. People in densely populated villages in remote rural areas thirst for information. These are the very areas where it is difficult for people to obtain identity documents and register as voters.

(f) *Freedom to form parties and contest elections*

A party can participate in an election only if it has been registered in terms of the Electoral Commission Act and the Regulations for the Registration of Political Parties, 2000. These provisions are practical measures designed to ensure order by protecting parties' names, abbreviated names and symbols and by recording for public information their constitutions, addresses and chief office-bearers.

The legislation does not place any political or ideological obstacles in the way of those wishing to form parties and participate in elections, nor does it limit the number of parties that may register. The registration fees are not prohibitive: R500 for a party registering country-wide and R200 for a party registering for one municipality only. New parties, whether fresh or breakaway groupings, are, however, disadvantaged in two respects:

- They sometimes lack the technical know-how to guide them through the constituting and party registration processes. A distressing example came to the Commission's attention in the run-up to the 5 December 2000 elections. A local group had formed themselves into a party, having elaborately gone through all the constituting procedures, recording the minutes and accompanying documents by hand. Sufficient voters' signatures had been collected. Everything was done in good time, but through some misunderstanding the application had not been published timeously for the registration to be effected in time for the party to participate in the elections.
- A number of new parties felt aggrieved that only established parties receive state funding in terms of the Public Funding of Represented Political Parties Act, 103 of 1997. Allocations are made from the Represented Political Parties Fund, established in terms of the Act and administered by the Chief Electoral Officer, to parties represented in Parliament and/or a provincial legislature. A party may use these funds "for any purposes compatible with its functioning as a political party in a modern democracy" – grants are not specifically election-related. This state funding must, however, give the established parties a great advantage over any emerging party. The Commission is of the view that this is a matter that requires critical consideration by Parliament.

(g) *Transparency of the electoral process, particularly voting and counting*

The extent to which the 5 December 2000 elections met this criterion can be judged by referring to paragraph 5 above, which describes the voting, counting and results determination processes. The Group: Democracy and Governance of the Human Sciences Research Council conducted a survey of voters who participated in those elections (48% of registered voters). The survey took the form of an exit poll with questions put to a sample after they had voted or attempted to vote. Here are some extracts from the reported conclusions:

“The vast majority (91%) of South Africans who participated in the 2000 local government elections were of the opinion that the elections were free and fair. About 84% of those interviewed were convinced about the secrecy of the ballot and more than 95% of the electorate indicated that they could exercise their votes without any form of intimidation.”

“Voters generally found the voting procedures easy to understand. More than nine in ten voters indicated that they had no problems with the procedures inside the voting stations. This is particularly significant given the fact that some South Africans for the first time had to deal with more than two ballot papers.”

“The majority of voters were of the opinion that there were no problems with the elections. More than two thirds of those interviewed indicated that they had experienced no problems with election related matters.”

“The extent to which voting stations were accessible to voters is demonstrated by the fact that about two thirds of the voters could walk to their voting stations. An additional 25% used a car to reach the stations where they voted. More than four out of five voters took less than 30 minutes to reach the voting station where they had to vote. In addition, about nine out of every ten voters could cast their votes within thirty minutes of reaching the voting station.”

- 6.3 The Commission reports with confidence that the 5 December 2000 municipal elections were, in its judgement, free, fair, credible and legitimate.

CHAPTER 2

DELIMITATION

1. Introduction

1.1 “Delimitation” is the term used to describe the geographical configuration of electoral voting districts (VDs). From 1997 onwards, with the use of the Geographical Information System (GIS), the entire surface area of South Africa was divided into 14 650 VDs. At the time there were 843 municipalities. Delimitation of the country into VDs was the necessary first step in the compilation of the national common voters’ roll in preparation for the 1999 national and provincial elections. A VD is an administrative area which is used to:

- facilitate voting by familiarising voters with their voting stations and ensuring that voting stations are within reasonably easy reach
- assist in electoral planning and service delivery (knowing the number of registered voters in a VD renders electoral operational planning and implementation more efficient and cost-effective)

1.2 In order to understand the operational environment in which the Commission operated in terms of delimitation for the 2000 municipal elections, it is necessary briefly to examine lessons from the 1999 elections when the delimitation database was created. The emphasis then shifts to explore the working relationship between the Commission and the Municipal Demarcation Board, as well as the impact that the redemarcation of municipal area boundaries had on the Commission’s delimitation database.

2. Lessons from 1999 elections

Certain important lessons learnt from planning and managing the 1999 elections helped in the planning and execution of projects in preparation for the 2000 municipal elections.

2.1 The concept “voting district” (VD)

The first of these lessons concerned the principles underpinning the concept of the VD and the decision-making process relating to its geographical size and shape. In creating the delimitation database for the 1999 elections, it was assumed that the optimal voter population of an urban VD would be

approximately 3 000, none of whom would live more than 7,5 km from the voting station. In rural areas, some 1 200 voters would live no more than 10 km from the voting station. Maps of the VDs that had been delimited using GIS technology and software, and evaluated internally for geographical integrity, were sent to municipal managers for review and for voting station identification in consultation with local party liaison committees and others concerned. However, certain changes to VD boundaries recommended locally were overruled when these did not appear to make geographical or technical sense and violated the principles in terms of which VDs had initially been delimited.

What, however, eventually became clear was that local geographical knowledge was often superior to the quality of data (both demographic and geographical) that the Commission had been able to acquire for use in its GIS database. Population shifts in an area, or the presence of a newly constructed (and busy) national road, may not have been reflected in the GIS database at the time of map generation, and thus not considered in the delimitation of VDs. Accordingly, the inhabitants themselves were often better placed than head office personnel to decide on the optimal delimitation of local VDs.

2.2 Technical language

The second lesson learnt was in relation to the technical nature of VD maps and manuals provided to local inhabitants for their input. These maps and manuals, it appeared afterwards, were prepared and drafted in such a highly technical form and language that they were to a great extent unintelligible to lay people. This impacted on the quality of delimitation that formed the basis of the 1999 voters' roll in the affected VDs.

2.3 Time needed for delimitation

The third lesson learnt is closely linked to the lesson above, and was related to assumptions about the time needed to undertake delimitation tasks. In preparing for the 1999 elections, it was assumed that local referents, including local party liaison committees, would review and return ratified maps with identified voting stations within a six-week turnaround period. However, a number of local referents were unable to complete the task within the allocated time.

2.4 Value of final delimited VD map

The fourth lesson relates to the value of the final delimited VD map, and the failure to properly orient voting station staff in map-reading for voter registration. What emerged was that, in a number of instances, registration personnel allowed voters to register outside of the VD of their ordinary residence – a key requirement of registration.

3. Redemarcation of municipal boundaries

- 3.1 The Municipal Demarcation Board, formed in 1999, was tasked with re-drawing all municipal boundaries in South Africa within a period of about a year. This responsibility required a significant amount of intense technical work and a comprehensive public consultation and participation programme. According to the Demarcation Board's initial timeframe, the Commission was to have received the newly demarcated outer municipal boundaries for metropolitan and district council municipalities by the end of October 1999, the newly demarcated outer municipal boundaries for local municipalities by the end of January 2000 and the newly delimited ward boundaries by the end of May 2000. This proved to be "mission impossible" and the Demarcation Board performed near miracles in delivering these boundaries much later but still in time for elections to take place in December 2000.
- 3.2 Significantly, in the redemarcation of new outer and ward municipal boundaries, it was inevitable that certain VD boundaries would be crossed or split. These VDs then had to be aligned with new outer and ward municipal boundaries and voting stations identified and confirmed before voters affected by these new boundaries could be reregistered¹.
- 3.3 To ensure effective co-ordination and communication, the IEC and the Demarcation Board formed a steering committee and a technical sub-committee.
- 3.4 Fortunately, only 3% (491 VDs) of the 14 650 VDs were split by the new outer municipal boundaries and 8% (1 216 VDs) by the new ward boundaries. The total number of 1 707 split VDs (12% of total VDs) was not as high as had originally been feared. However, the receipt of final boundary datasets so near to the election date made the task substantially more challenging than initially anticipated.
- 3.5 While co-operation between the IEC and the Demarcation Board on technical matters was sound and constructive, the dissemination of information (for review purposes) that impacted on both institutions' local stakeholders could have been better planned and jointly managed. The IEC and the Demarcation Board each independently sent the newly demarcated municipalities map sets (not always exactly the same) depicting the same technical information (new outer and ward boundaries, VD boundaries and voting stations). Local representatives were confused

¹ Voters affected by the new ward and/or outer municipal boundaries would find their names on segments of the voters' roll in the incorrect ward or municipality following the redemarcation process. Accordingly, affected voters were required to reregister in the correct VD to ensure that their names appeared in the correct ward and municipality. (See Chapter 5: Voters' Roll and Registration for information as to why voters could not be moved and simply informed of their new voting stations.)

as a result of these simultaneous processes, and were furthermore under considerable time pressure to undertake the delimitation and voting station identification process.

4. Redelimitation of VDs: the 2000 municipal elections

On the basis of the experience of the 1999 elections, several features were incorporated into operational strategies with the intention of delivering increased operational and quality efficiency.

4.1 Decentralised decision-making

First, a more decentralised approach to decision-making was adopted with respect to the delimitation of VDs and the location of voting stations. No attempt was made to second-guess municipal electoral officers (MEOs – the local representatives of the Commission) on local delimitation decisions; instead, the value of local geographical and political insight was acknowledged. An MEO boundary recommendation would be overruled only if it violated a ward or outer municipal boundary.

4.2 Use of information technology (IT)

Second, IT was utilised to make delimitation operational procedures more efficient. Instead of dispatching maps to MEOs and asking them to indicate voting stations on the maps, a software application was developed which allowed MEOs to manage their voting station details. This shift made for easier maintenance of data and supervision by both head office and provincial offices.

4.3 Developing technical capacity of MEOs

Third, a strong emphasis was placed on developing the technical capacity of MEO staff to undertake the delimitation adjustment and voting station identification process, following the receipt of the new municipal boundaries. A comprehensive and clearly written manual was compiled for use by provincial and local staff. In addition, and having learnt from the 1999 elections, delimitation training teams were dispatched to each province to train provincial and local staff in delimitation operational and technical procedures.

4.4 Improved project implementation and communications approach

Fourth, a concerted effort was made to improve the Commission's project implementation and communications approach in relation to provincial offices. In line with the significant reduction of head office delimitation staff, the Commission was dependent on provincial offices playing a more active role in provincial monitoring and quality assurance procedure.

- 4.4.1 *Outer municipal boundaries:* The new municipal boundaries were received when sufficient time remained for provincial offices and MEO staff to undertake redelimitation tasks adequately. This phase (adjustment of VDs split by new municipal boundaries) was undertaken successfully by MEOs under close provincial management and scrutiny.
- 4.4.2 *Ward boundaries:* The new ward boundaries were, however, received at such an advanced stage of the process that a fundamental change in direction was required, since the time available for the voters' roll to be updated for the 2000 municipal elections was being increasingly compressed. In the circumstances, head office undertook to adjust VDs split by ward boundaries (a top-down adjustment of split VDs) despite MEOs being trained to undertake this task (bottom-up approach). In addition, and significantly, the timeframe in which MEOs were required to review head office-adjusted VDs and identify suitable voting stations was decreased from three weeks to ten days.
- 4.4.3 Consequently, many MEOs responsible for VDs split by the new boundaries (both ward and outer boundaries) were unable to visit voting stations identified for split VDs to confirm their correct locations within the designated ten days. To compound the problem, many of the newly appointed MEOs were unfamiliar with the geography of the newly demarcated municipal areas, which were in many cases considerably larger in size than hitherto. This resulted in a number of the voting stations (of VDs split by new boundaries) being linked to incorrect VDs in the spatial database.
- 4.4.4 Consequently, the quality of some of the VD maps was compromised owing to the incorrect location of voting stations.

5. Delimitation and election day

- 5.1 The number of VDs used for electoral administration purposes on the day of the 2000 municipal elections compared with the 1999 elections is illustrated in the following table. The table also provides a breakdown of categories of new municipal entities.

Province	Metro (A) Council	Local (B) Council	Local (B) Council (no wards)	Total number of wards	District (C) Council	DMA	VDs: December 2000 elections	VDs: June 1999 elections
Eastern Cape	1	35	3	601	6	4	3 087	2 646
Free State		20	0	291	5	1	1 061	1 075
Gauteng	3	9	0	446	3	1	1 979	1 841
KwaZulu-Natal	1	48	2	748	10	4	3 342	3 340
Mpumalanga		20	0	401	4	3	1 023	877
Northern Cape		26	1	173	5	5	396	357
Northern Province		23	0	437	5	1	1 796	1 954
North West		20	0	327	4	1	1 020	1 252
Western Cape	1	22	2	330	5	5	1 290	1 308
Totals	6	223	8	3 754	47	25	14 994	14 650

5.2 It is worth noting that 344 additional VDs were delimited in the period between June 1999 and December 2000. This increase was due to the more flexible and decentralised redelimitation decision-making approach adopted subsequent to the 1999 elections.

5.3 The body of work of VD delimitation occurred in the first phase of the municipal election programme (preceding voter registration). This meant that the work of VD delimitation was largely completed well ahead of election day. However, during the candidate nomination phase, a number of candidates were found to have registered in incorrect municipalities. This was due to several factors, one of which was the failure of MEOs to physically confirm the location of voting stations in VDs, which resulted in certain voters (including candidates) being registered against incorrect segments on the voters' roll. The Commission successfully met the challenge of correcting these errors.

6. Conclusion: delimitation challenges following the 2000 municipal elections

With respect to delimitation of VDs, the Commission was highly successful in certain aspects of the preparation for the 2000 municipal elections and only moderately successful in others.

6.1 Successes included:

- the evolution and maturation of the principles underpinning the concept of the voting district (VD) to more accurately reflect the geography of South Africa
- an increasing shift in delimitation decision-making and operational responsibility to the local level (to MEOs)

- managing a sound working relationship with the Demarcation Board in the form of a technical sub-committee
- the effective use of IT to improve the operational, quality, time and cost-efficiency aspects of delimitation project work

6.2 Future challenges that need to be met include:

- correcting errors in the spatial database in order to rectify inaccuracies on the national common voters' roll before the next election. Delimitation-related problems include voting stations incorrectly located and, to a lesser extent, VDs delimited in a manner that does not promote optimal voter access to voting stations
- improving the public's understanding of the concept of the VD, i.e. the relationship between the VD (or geographical entity) and the voting station, and how this then results in a correct or incorrect voters' roll.

CHAPTER 3

GEOGRAPHIC INFORMATION SYSTEMS (GIS)

1. Introduction

Geographic Information Systems (GIS) form an integral part of the technology employed by the Commission and the GIS Directorate supports the entire organisation by providing accurate spatial support services.

2. Initial delimitation of voting districts

- 2.1 The delimitation of voting districts (VDs) is a practical imperative resulting from the constitutional requirement to have one national common voters' roll. Therefore, when the initial planning for the 1999 elections commenced in 1997, GIS was considered and selected as the technology tool to assist in the delimitation of the country into voting districts. A process of compiling sufficient geographic data to ensure the success of the maiden delimitation process was then initiated. The first continuous geographic database covering the entire country was completed in June 1998 as a result of a collaborative effort between the Department of Land Affairs, Statistics SA and the Commission. The spatial database was then used to electronically delimit the original set of VDs.
- 2.2 The spatial data used for the development of VD maps for the 1999 elections sufficiently served the initial registration of more than 18 million voters in 14 650 VDs. Thereafter, however, it became clear that more would need to be done to enhance the quality of the spatial data if the VD maps were to be of uniform value across the country. The former black townships and rural areas were particularly affected by the superficial nature of the information that was available.

3. Challenges and strategies used for the 2000 municipal elections

3.1 Maintaining the integrity of the geographic (spatial) database

A voters' roll organised according to VDs had been compiled for the 1999 elections; subsequently, the challenge of maintenance became a reality. Changes to VD boundaries also constituted changes to the voters' roll, something that was a major concern when it came to the demarcation of new municipal areas.

As the demarcation of new municipalities and wards unfolded throughout the country, the results and revisions were recorded in spatial databases which were

delivered to the Commission. Each of the 27 data deliveries received over a seven-month period underwent a full range of quality checks so as to, inter alia:

- ascertain the number of VDs being split
- identify unintentional misalignments between various boundaries

A joint technical task team was established by the Commission and the Demarcation Board technical teams to facilitate the verification and feedback processes. The technical complexity of the quality assurance task was intensified by the compressed timeframe and the constant balancing act between completing the task in the shortest possible time and ensuring that the integrity of the spatial database was not compromised.

Once the quality assurance process had been completed, information on the affected VDs was received from the Demarcation Board. The normal delimitation process then commenced with the GIS Directorate reacting to instructions pertaining to delimitation and amending the spatial database where applicable. Stringent quality procedures were also in place during the amendments and preparation for the map production processes.

4. Map production

The ability to manipulate and graphically illustrate spatial data in response to specific requests from user directorates has always been one of the important business drivers in the GIS Directorate. Mapping products are broadly divided into two categories: project-specific (or functional) maps and spatial management reporting maps.

4.1 Project-specific (functional) maps

Anticipating timeframe difficulties, one of the further challenges ahead of the 2000 municipal elections was the need to enhance the map production capacity without necessarily increasing the resources available. Aside from internal quality assurance maps, maps needed for the redelimitation processes, general orientation maps and barcoded maps² for each voting district, a need was also identified to provide individual ward maps with demographic and 1999 elections results to MEOs and political parties.

The data for these maps was compiled from the data already available on the GIS and produced on a concise, clear A4 black-and-white map range. Maps are produced in varying sizes ranging from A4 to the wide A0 formats. During the nine months leading up to the 2000 municipal elections approximately 75 000 maps were produced.

² Maps used in voting stations for registration contain barcodes which carry the VD number. This enables the registration of voters against a specific voting district number at a specific voting station.

Having identified the superficial quality of VD maps produced for parts of the country, it was nonetheless not possible to improve significantly on this in time for the 2000 municipal elections. It is to be hoped that the period between the 2000 municipal elections and the 2004 national and provincial elections will allow for a wider sourcing of spatial data that should result in an improved quality of maps for the remaining parts of the country.

4.2 Spatial management reporting maps

Spatial management reporting maps represent a specific area of map production and are used extensively to support the management of various election management processes. Maps are produced which depict the number and demographics of registered voters, the progress of various logistical processes, the status and availability of communications to voting stations, the appointment of electoral staff, the delivery of election materials, results status and many other themes.

5. Enhancing geographic datasets with additional datasets

- 5.1 In order to provide the best possible service and products, the Commission continually investigates improved/new sources of data and enhances the spatial datasets where applicable. Cartographic enhancement of the data is also performed to ensure that the data is properly structured with respect to the size and theme of the maps.
- 5.2 One of the valuable datasets discovered was a national address dictionary with geo-coded addresses. A commercial business has been gathering data (predominantly in urban areas so far) by linking a physical address to the land parcel in the spatial database which to date has not been available. Using this data, a list of 'valid' addresses can be provided per voting district enabling more effective registration and validation of addresses of the voters' roll. The address register will also be enhanced with data gathered as result of address projects undertaken by the Commission.

6. Widening the user base of GIS

The need for GIS products at provincial and municipal levels was addressed through the use of internet and intranet technology. In order to assist voters ahead of registration to find their correct voting station, a GIS application (essentially a display of a map of a voter's area based on the residential address) was developed and implemented on the IEC website.

7. Conclusion

7.1 In the months leading up to the 2000 municipal elections, the Commission:

- produced high quality hardcopy map products (A4, A3, A2 and A0) for the redelimitation process, targeted and general registration processes and the general municipal electoral process
- increased the hardcopy map production capacity by introducing a new GIS platform (spatial database and GIS system), optimising existing customised mapping software and data structures and introducing new customised mapping software
- maintained the integrity of the spatial datasets by introducing a more effective spatial database, improved the effectiveness of the quality assurance procedures, improved interdirectorate communication procedures and formed part of an IEC–Demarcation Board task team
- enhanced the quality of the spatial datasets by continuously introducing spatial data-cleaning processes and acquiring new spatial datasets (e.g. the national address dictionary)
- increased the availability of spatial services within and outside the organisation by introducing GIS capabilities to the IEC website (“Where am I registered?”), enhanced the call-centre applications (“Where should I go to register?”), introduced the ability to update the geographical location of voting stations on the IEC intranet system and used the GIS to display results at national and provincial levels.

7.2 While the above represented successes for the 2000 municipal elections, they also represent challenges needing to be managed during the period up to the 2004 elections. However, it would be amiss not to set as a main challenge once again the need to enhance the quality of the spatial data that leads to the production of maps. Broadening the sources of spatial data used for the production of VD maps would enable a key challenge – locating voters accurately on municipal maps – to be met.

CHAPTER 4

INFORMATION TECHNOLOGY (IT)

1. Background

- 1.1 Good technology is appropriate technology: it meets needs, it exceeds expectations, it makes a difference. To deliver the 2000 municipal elections, the Commission used appropriate technology to support its business and operational processes, thereby enhancing its service delivery to all South African citizens.
- 1.2 From a technology perspective, the IEC was in a fairly favourable position during the run-up to the 2000 municipal elections, with an advanced technology architecture and application suite already having been put in place preparatory to the 1999 elections. This scalable and customisable technology infrastructure was implemented in time to support the different phases and business processes from an electoral operations perspective. The hardware infrastructure and more specifically the satellite wide area network (WAN) are still current and reliable, and being used every day by multiple users from 350 different sites across South Africa.
- 1.3 Although the process was not without challenges, the time and ultimately the cost of customising and implementing the systems and infrastructure for the 2000 municipal elections were thus greatly reduced.
- 1.4 In an effort to improve on the way in which technology was deployed at local level for the 1999 elections, both time and financial resources were invested in improving the training of PEO and MEO staff in the use of all IT applications. By devolving to MEO level functions such as the processing of applications for registration by political parties and the management of ballot paper generation, a valuable contribution was made towards demystifying technology and empowering local communities.

2. Challenges

Although more time was available to plan the technology roll-out and enhancements, the technology implementation teams often faced tight deadlines. The teams mainly worked on IT applications and the wide area network (WAN).

The challenges faced by the IT systems development team included:

2.1 Training

Although the processes were fairly well known and understood across all levels of the organisation, little time was available to conduct sufficient training on the enhancements to the different applications. The result of this was that a focused application development team spent more time than had been planned in supporting the distributed enhancements.

2.2 Dependencies

Tight timeframes, multiple dependencies and interrelationships between applications (e.g. dependencies between the MEO management system and the payroll system) made planning a very difficult exercise.

2.3 Distributed printing

It was decided to decentralise printing to provincial, regional or local printers, depending on the availability of capacity. This was a departure from the centralised printing that had been used for the 1999 elections. An IT application allowing for the distribution of the different types of ballot papers had to be developed.

2.4 Reporting

Multiple reporting channels and the ability to report on results as they were entered into the system were of the utmost importance. The results system had to be configured in such a way that it allowed for the availability of results online on the intranet, internet and various other sources such as the South African Broadcasting Corporation's set of servers.

2.5 Total accuracy

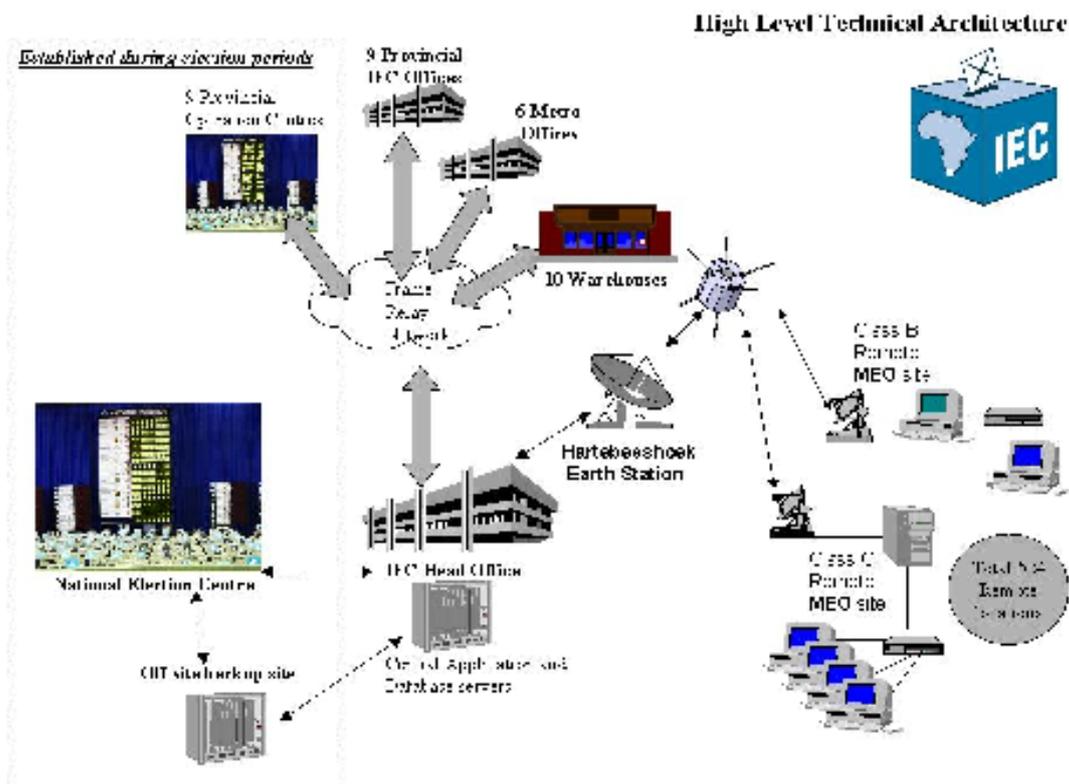
Ensuring the highest level of quality on all applications was one of the biggest drivers for IT implementation teams. Interrelationships between the different IT applications left no room for error since the set of systems had to calculate and verify the results, calculate the seat distribution and allocate the seats correctly to the winning candidates.

3. IT applications

These were developed with a view to having reusable applications that would minimise the future cost of application development. The following systems were enhanced/extended for the 2000 municipal elections:

- Results Verification System
- Party Registration System
- Candidate Nomination System
- Logistics Information System
- Ballot Paper Generation System
- Electoral Staff System (ESS)
- Voting Station Operations (VSO) System
- MEO Management System
- MEO Financial System
- MEO Guide and Fact Sheets

4. Wide area network and operations:



The wide area network (WAN) developed ahead of the 1999 elections not only created a link in standardising electoral practice and communication around the country, but also became a national asset in improving communication between municipalities country-wide.

The challenges faced by the WAN and IT operations team included:

- the effective use and reuse of existing infrastructure to ensure that all offices were fully connected and operational 24 hours a day
- change of infrastructure for large metropolitan areas
Because of the size and expected high volume of transactions, a new and more effective infrastructure was implemented at the metro offices. This strategy of increasing the computing power and bandwidth for the 'power' users resulted in a very effective WAN infrastructure on election day. In order to further improve the connectivity to the large offices, the infrastructure of some metropolitan and provincial offices was moved into the provincial operations centres for election day. Besides improved connectivity, it also resulted in greater public transparency regarding the process and operations.
- Making optimal use of initial VSAT (Very Small Aperture Terminal) investment
As mentioned earlier, the vision of a scaleable and easy-to-relocate satellite network paid off since some 160 sites were either disbanded or relocated in a very short period in the lead-up to election day (because of the reduction in the number of municipalities).
- The set-up and management of the technology infrastructure in provincial operations centres.
This had to be configured in less than a month.
- Ensuring 100% availability of the complete country-wide technical infrastructure, including head office, all MEO offices, all PEO and metro offices, the national operations centre and all nine provincial operations centres.

5. Outcome

The implementation and customisation of the technology infrastructure for the 2000 municipal elections was not without problems. Valuable lessons were learnt and are currently being applied to ensure that the infrastructure and application suite continue to support the organisation across all levels and operational areas.

The innovative use of technology has brought many benefits:

- Costs were reduced, owing to the reuse of already developed technology.
- All within the IEC were able to access the same information off the intranet.
- Problems were resolved more quickly, owing to an improved understanding of the business processes and system architecture limitations.
- Election readiness could be monitored with improved confidence since reports could be drawn from the IT system.

- Real-time access to election results was possible, as they accumulated in the system.

6. Conclusion

The following challenges still remain:

- improvement of the speed of IT applications at the local level
- integration of IT applications for ease of drawing information
- discipline of maintaining information
- creative management of redundancy of hardware and software bought mainly in 1997/98

CHAPTER 5

VOTERS' ROLL AND REGISTRATION

1. Introduction

The national common voters' roll used in the 2000 municipal elections had initially been compiled for the 1999 elections. It was subsequently maintained through a number of projects in the period immediately after the 1999 elections, including the general registration/inspection weekend on 16–17 September 2000.

2. Continuous registration

On a continuous basis, voters could – and were encouraged to – register or amend their details on the voters' roll (for example, change in residential address) at the Commission's local offices, mostly housed in municipal buildings. However, the response to this process was not very encouraging, probably because interest in election activities declines outside of election time.

3. Targeted registration

3.1 VDs with registration levels of 60% or less

This activity, aimed at increasing the number of voters in VDs that had recorded registration levels of less than 60%, was undertaken between July and September 2000. The process utilised different strategies in various areas – for example, door-to-door registration, opening of voting stations and mere information campaigns to motivate people to go and register at the local offices of the Commission. Targeted registration in areas that had recorded registration levels of 60% or less yielded poor returns, largely owing to the absence of a sufficiently compelling reason for voters to register since there was no election imminent.

3.2 Split VDs

In areas affected by demarcation through the splitting of VDs, a special focus attempted to capture all the affected voters (approximately 1.2 million). In these VDs, targeted registration resulted in a 71% success rate.

3.3 New VDs: where VDs were deleted and portions merged with other VDs

In addition to VDs that were split but where a portion of the original VD remained, some VDs were deleted completely, resulting in approximately 304 000 voters

having to reregister in new VDs. Where VDs were merged in full, it was possible to move these voters electronically into the host VDs. When this was not possible, it was necessary to conduct targeted registration as outlined above.

4. Registration/inspection weekend

During this weekend (16-17 September 2000) all voting stations were opened to ensure proximity and accessibility for voters. The voters' roll was made available at all voting stations for voters to inspect and correct their details. The response was reasonable, resulting in a total of 1.5 million transactions processed for the two days.

5. Profile of the voters' roll

At certification of the voters' roll on 12 October 2000, it contained the names of 18 476 519 voters.

5.1 Gender split

Women outnumber men on the voters' roll by 10 081 986 to 8 394 533. Although women outnumber men in the voting-age population, the difference on the voters' roll as it presently stands is greater than in the population at large. This is a characteristic unique to the South African voters' roll

Province	Female	Male	Total
Eastern Cape	1 468 378	1 062 896	2 531 274
Free State	658 963	566 657	1 225 620
Gauteng	2 200 894	2 173 084	4 373 978
KwaZulu-Natal	1 991 566	1 509 547	3 501 113
Mpumalanga	766 327	653 957	1 420 284
Northern Cape	240 096	211 284	451 380
Northern Province	1 055 974	699 709	1 755 683
North West	657 815	603 917	1 261 732
Western Cape	1 041 973	913 482	1 955 455
Total	10 081 986	8 394 533	18 476 519

5.2 Age split

The low participation in election processes of younger age groups, particularly in the 18–20 age bracket, is a cause for concern. This corresponds with international trends where young people are less motivated than their elders to participate in structured political processes such as elections.

Province	16>18	18>20	20>30	30>40	40>50	50>60	60>70	70>80	>80	Total
Eastern Cape	4 371	67 972	637 446	557 213	461 076	311 132	268 816	160 870	62 378	2 531 274
Free State	739	23 647	321 675	325 105	241 596	147 677	93 911	49 578	21 692	1 225 620
Gauteng	911	57 321	1 193 214	1 265 555	900 682	516 926	264 400	129 315	45 654	4 373 978
KwaZulu-Natal	2 394	68 807	980 646	872 930	640 860	435 215	281 144	164 542	54 575	3 501 113
Mpumalanga	916	30 020	404 607	373 387	268 404	157 411	98 204	60 060	27 275	1 420 284
Northern Cape	379	12 068	119 022	109 360	86 454	58 109	38 624	19 573	7 791	451 380
Northern Province	1 991	56 993	524 782	401 261	284 516	183 658	150 417	102 589	49 476	1 755 683
North West	619	23 004	329 745	325 422	246 690	152 494	99 815	58 804	25 139	1 261 732
Western Cape	951	39 252	531 530	506 827	367 256	241 462	160 167	81 125	26 885	1 955 455
Total	13 271	379 084	5 042 667	4 737 060	3 497 534	2 204 084	1 455 498	826 456	320 865	18 476 519

5.3 First-time voters

Just under 200 000 young people who had recently reached voting age were registered to vote for the first time in the 2000 elections.

Province	Number of voters
Eastern Cape	37 157
Free State	11 826
Gauteng	21 916
KwaZulu-Natal	35 711
Mpumalanga	15 080
Northern Cape	6 465
Northern Province	32 154
North West	10 807
Western Cape	18 247
Total	189 363

5.4 Rural-urban split

Almost twice as many urban as rural voters were registered.

Province	Rural	Unspecified	Urban	Total
Eastern Cape	1 366 082	2	1 165 190	2 531 274
Free State	212 529	0	1 013 091	1 225 620
Gauteng	296 173	0	4 077 805	4 373 978
KwaZulu-Natal	1 714 024	34	1 787 055	3 501 113
Mpumalanga	485 691	0	934 593	1 420 284
Northern Cape	143 580	0	307 800	451 380
Northern Province	1 388 564	0	367 119	1 755 683
North West	735 422	0	526 310	1 261 732
Western Cape	149902	0	1 805 553	1 955 455
Total	6 491 967	36	11 984 516	18 476 519

6. The challenge of maintaining a voters' roll

6.1 Absence of a culture of updating personal details

Currently, there is no culture of updating personal details with all statutory agencies when a citizen moves residence. Apart from the head of a household registering for municipal services, there is no other updating of records done either by the head of the household or the other members of the household. This has the effect of rendering the Department of Home Affairs citizen address details incorrect, or municipal records incomplete in respect of other members of a household.

6.2 Address register project

The Commission is currently working on an address register project aimed at providing address information for all residential stands falling within a particular VD. At present, approximately 60% of all urban area address information is on record.

This address information will be used in two ways: first, to correct addresses of voters already registered and second, to identify the correct VD for voters at points of application for registration (at MEO offices).

6.3 Voters' roll cleanup and targeted registration projects

This project will be aimed at addressing the following problems with the current voters' roll:

- *Incorrectly registered voters*

By running an electronic query against its voter registration system (VRS) and address register databases, the Commission will be able to identify those voter records which, on the face of it, appear to fall outside of the VD of registration. These voter records will then be compared against the

registration source documents (registration forms – REC1s) to see if the address that was captured on to the VRS is the same as that contained on the REC1.

- *Incorrect addresses on VRS*

A rough sampling of voter records has shown that in a number of cases the addresses reflected on the VRS differ from those contained in registration source documents (registration forms – REC1s). This part of the project will involve correcting the addresses shown on the VRS so that they are the same as those furnished by the voter at the time of applying for registration.

- *Missing registration forms*

The project will focus on the approximately three million voter registration forms that are lost. The absence of these forms presents a number of problems. It means that the IEC can neither capture initially nor correct address details for these voter records. This part of the project will attempt to isolate the VDs most affected and conduct targeted registration.

- *Redelimited voting districts and targeted registration*

A delimitation revision project will seek to correct any problems with the locations of voting stations and VD boundaries. Following this delimitation revision exercise, it may be necessary to conduct targeted registration in some of the affected VDs where the boundaries may have changed or voters may have been registered in incorrect VDs.

- *Ongoing registration at municipal electoral offices*

Ongoing registration and updating of voter details will proceed at municipal electoral offices. However, only modest returns are expected from this facility since registration and updating of voter details by voters themselves is something which happens on the back of a major communications exercise, especially when an election is imminent.

6.4 Research into voter registration

A project has been launched to find ways of making it easier for voters to register and of improving the quality of the voters' roll. The areas of research will include the viability of the following options:

- *Proxy registration*

This would involve applying for registration on behalf of others. This could involve contracting state and private agencies to register voters or allowing family members to apply for registration on behalf of one another. Any initiative making use of registration by proxy would need to address concerns about opening up the process to fraudulent registrations, non-registrations or de-registrations.

- *Internet registration*

Provided security and cost issues can be addressed, this is another possible way of extending the facility of applying for registration.

- *Registration by mail*

This facility, together with internet registration, is likely to favour only a segment of the population. Part of the research would need to examine whether the return on investment would justify the extension of such facilities for registration.

CHAPTER 6

PARTY LIAISON, PARTY REGISTRATION AND CANDIDATE NOMINATION

1. Introduction

This chapter deals with party liaison committees, the registration of political parties and the nomination of candidates contesting elections.

2. Party liaison committees (PLCs)

- 2.1 The Electoral Commission Act describes one function of the Commission as “to establish and maintain liaison and co-operation with parties”. To facilitate liaison and co-operation with parties, the Commission issued regulations for the establishment, structuring and functioning of a national party liaison committee with representatives from parties represented in the National Assembly, a provincial party liaison committee in each province with mainly representatives from parties represented in the provincial legislature, and municipal party liaison committees with mainly representatives from parties represented in municipal councils and independent councillors (Notice no R824 in the *Government Gazette* of 19 June 1998). At election times, parties and candidates contesting an election may join the party liaison committees.
- 2.2 The party liaison committees serve as forums where election-related matters are discussed and debated and, where possible, agreement is found. Proposed legislation, regulations and election managerial issues are brought to these committees, thus enhancing co-operation between the Commission and parties and among parties themselves. Such a committee also serves as an important vehicle for the amicable and peaceful settlement of inter-party election-related disputes as well as for the dissemination of useful electoral information.
- 2.3 In and around the 1999 and 2000 elections, as well as in between elections, the national and provincial party liaison committees were and remain active and effective, but there is room for improvement at municipal level. It is possible that the recent municipal transformation has meant a temporarily less settled situation at that level. In addition, communication between national, provincial and municipal committees should also be increased.
- 2.4 The party liaison committee system made a major contribution to the creation of trust and openness between the Commission and parties, as

well as among parties themselves. Moreover, party liaison committees played an important role in ensuring peaceful and effective elections.

3. Party registration

- 3.1 The registration of parties is regulated by Chapter 4 of the Electoral Commission Act and the Regulations for the Registration of Political Parties published as Notice no R712 in the *Government Gazette* of 13 July 2000. The Chief Electoral Officer is charged with the registration of parties upon their application.
- 3.2 Application for registration must be submitted in a form prescribed in the regulations. There are different requirements for parties already represented in national, provincial or local legislatures and for those that are not. Thus, for example, a party not represented pays a registration fee of R500 (R200 if registering only for a municipality) while a party already represented is not required to pay any amount.
- 3.3 An important prerequisite for the submission of an application for registration by a party not represented in a legislature is that the party publish a notice of application in the *Government Gazette* at least fourteen days before the application is submitted (when applying for a municipality only, the notice must be published in a local newspaper at least seven days before the application is lodged).
- 3.4 Once a party has been registered, a certificate of registration is issued to the party and particulars of the registration are published in the *Government Gazette*. All documents lodged with the Chief Electoral Officer concerning the registration or cancellation of registration of a party are retained and opened for public inspection.
- 3.5 The main benefits flowing from registration of a party are that the party may participate in elections (an unregistered party may not) and that the party's name, abbreviated name and symbol are protected.
- 3.6 To assist local parties formed shortly before the 2000 municipal elections to participate in the elections, arrangements were made for them to hand in their applications at their local municipal electoral offices. These applications were then electronically conveyed to the Commission's head office for the Chief Electoral Officer's consideration.
- 3.7 In spite of the special arrangements for local parties in the Electoral Commission Act and the Regulations, a number of parties applied for registration literally on the last possible day to be able to participate in the 2000 municipal elections. A few were left with no time to rectify errors that prevented registration. Sixteen parties had their applications rejected. Two

of these took their cases to court but were unsuccessful. Probably the main problem was last-minute decisions to form a party to participate in the elections. In a few cases the party-forming process commenced in good time but registration did not materialise, or did not materialise in time because of a lack of understanding of the technicalities of the prescribed application process.

3.8 Registered parties

3.8.1 Nationally registered parties may contest any election country-wide. Of the 61 nationally registered parties, 10% registered between August and November 2000 in preparation for the 2000 municipal elections. Approximately 95% of parties registered for municipalities in October and November 2000.

Locally registered parties by province

Province	Number of registered parties
Eastern Cape	3
Free State	1
Gauteng	13
KwaZulu-Natal	11
Mpumalanga	3
Northern Cape	3
Northern Province	2
North West	4
Western Cape	15
Total	55

3.8.2 *Statistics of contending parties*

Of the 61 parties registered nationally, 48% participated in the 2000 municipal elections. Of the parties registered municipally, 91% contested the elections, while the other 9% submitted candidates but did not meet the requirements, mainly owing to the voter registration status of candidates. Some of these candidates were not registered as voters at all, while others appeared in segments of the voters' roll for municipalities other than the one the candidate intended to contest.

4. Candidate nomination

4.1 Election timetable

The Local Government: Municipal Electoral Act determines that the Commission must, when an election has been called, compile an election timetable and publish it in the *Government Gazette*. The timetable specifies the cut-off date for the submission of candidate lists and the nomination of ward candidates.

In 2000 lists had to be submitted and ward candidates nominated at MEO offices within the municipality where the election was to be held.

4.2 Requirements for political parties contesting the elections by way of party lists

Only registered parties may participate in elections. To be able to participate in the PR part of a municipal election, a party had to submit, before the cut-off date, the following to the MEO

- a notice of its intention to contest the election
- a party list containing the names of its candidates
- the required deposit
- an acceptance of nomination by each candidate
- a copy of the photograph page of each candidate's identity document

4.3 Requirements for ward candidates contesting elections

A person may be nominated to contest an election in a ward by a registered political party or by a person who is ordinarily resident in the municipality in which that ward falls and who is registered as a voter on that municipality's segment of the voters' roll. The nomination must be accompanied by certain prescribed documents as well as by a deposit in the case of an independent candidate.

4.4 Deposits

The deposit amounts are prescribed in the Municipal Electoral Regulations published under Notice No. R848 in the *Government Gazette* of 22 August 2000:

- R3 000 per metropolitan council (party list)
- R2 000 per local council with wards (party list)
- R1 000 per local council without wards (party list)
- R1 000 per district council (party list)
- R500 per independent ward candidate

- R500 per candidate nominated by a party which has not submitted a party list

Political parties that have submitted party lists do not pay separate deposits for ward candidates and qualify for a refund for that municipality if at least one of their candidates is elected. An independent candidate must receive at least 10% of the total number of votes cast in a ward election for the deposit to be refunded.

4.5 Performance of independent candidates

Province	Number of independent candidates	Number of winners
Eastern Cape	134	2
Free State	48	0
Gauteng	74	2
KwaZulu-Natal	100	4
Mpumalanga	57	2
Northern Cape	25	0
Northern Province	76	3
North West	66	1
Western Cape	92	2
Totals	672	16

A total of 672 independent candidates contested the elections, with Eastern Cape registering the highest proportion (20%) and Northern Cape the lowest (4%). Overall, 2% of the independent candidates won seats.

4.6 Candidate nomination: complications

4.6.1 *Withdrawal of ward candidates:*

The legislation made no provision for nominated ward candidates to withdraw from the elections at any stage. For a wide variety of reasons, many independents withdrew their names from contest (often soon after having been nominated) and forfeited their deposits.

4.6.2 *Lack of familiarity with candidate nomination requirements:*

Some parties were not familiar with the procedures for fielding candidates. Perhaps the problem arose from the fact that these were the first elections under a new and unfamiliar municipal system. Nonetheless, in future more attention should be paid to disseminating information on this subject.

4.6.3 *Candidate's support base located outside area being contested*

In a number of instances, candidates discovered too late that, owing to the recent demarcation of new municipalities and delimitation of new wards, their support bases were located in areas other than the wards or municipalities they were contesting. This was, however, a one-off problem that should be rectified when the next general municipal elections take place.

CHAPTER 7

LOGISTICS

1. Introduction

Electoral logistics consumes a sizeable portion of the Commission's election budget. It includes the procurement and distribution of election materials and equipment. Consistent with the aim of reducing the cost of administering elections, this part of the Commission's budget received close scrutiny immediately following the 1999 elections. Lessons from this exercise are discussed below.

2. Procurement of electoral materials and equipment

2.1 Lessons from the 1999 elections

The four items discussed below represent the biggest areas of cost-saving in running the 2000 municipal elections.

First, compared to the 1999 elections, service level agreements were put in place with all service providers. These contained penalty clauses for either party in the event of failure to honour obligations. To illustrate, in terms of a service level agreement, a service provider had to carry the cost of repeated trips to the same venue if the reason for the error was the service provider's fault.

Second, reduced unit prices for materials and equipment were negotiated without making it unprofitable to conduct business with the IEC.

Third, through the introduction at head office and at provincial and municipal offices of a tracking tool – the logistics information system (LIS) – it became possible to determine existent stock levels at each point of the distribution chain. This eliminated the practice of further procurement of materials and equipment to address a shortfall in the distribution chain.

Fourth, the bill of materials for the 2000 municipal elections was reduced to 64 items, down from 99 for the 1999 elections.

2.2 The 2000 municipal elections

Even though the bill of materials was reduced for the 2000 municipal elections, full logistical support for all processes and systems was nevertheless maintained. Moreover, the effective operation of voting stations was not compromised by these reductions.

The procurement of all electoral materials followed a strict tender process. After the appointment of the successful tenderers, specific service level agreements were concluded as part of a strategy to ensure a smooth cycle of production, quality control and delivery.

The quantity of materials procured was determined on the basis of a number of factors related to the electorate or populace, and also the voting station infrastructure. Planning was done using a bottom-up approach. In this method, exact requirements are established at the lowest level (typically a VD) and these are aggregated to MEO (municipality) level. The MEO levels are then aggregated to PEO (provincial) and finally to national level. This model provided extremely accurate total materials requirements.

Procurement of generic materials and equipment suited to bulk production and purchase was centralised. All voting station specific materials and equipment which was unique to local areas was procured at local level.

2.3 Security materials

- *Marking ink*
The Municipal Electoral Act prescribes visible marking of the hand of every voter. For this purpose, suitable marking ink was procured in order to ensure the security and integrity of the election. Care was taken to ensure that the composition of the ink was not injurious to health, and its track record in similar projects was established before an order for 80 000 20ml bottles was placed.
- *Other security materials*
Along with the ink, 52 000 unique security stamps were designed. The purpose of these was to uniquely mark each ballot paper used at any particular voting station. The unique design was based on an algorithm, which allowed the verification of stamps distributed. The stamps were randomly allocated to voting stations, providing a system which eliminated the risk of ballot papers being falsified. Other security items included 375 000 ballot box seals and 15 000 rolls of security tape used in the sealing of ballot boxes.

All security items were manufactured, stored, packaged and transported separately from the general electoral material. All operations involving security items were carried out under very strict control and under constant security surveillance independent of service providers.

2.4 Ballot papers

In a marked departure from the comprehensive security features which characterised the ballot paper used in the 1999 elections, the IEC adopted a

toned-down approach to securing the vote through the use of the security stamps discussed above.

Ballot papers for the 2000 municipal elections were matched to four municipal categories:

- Category A: Metropolitan councils (6)
- Category B: Local councils (231)
- Category C: District councils (47)
- Category D: District management areas (25)

Depending on the category, voters were each provided with two or three (and in a few cases one) different ballot papers. A different colour paper was used for each category to assist in identification.

In total, 4 064 ballot paper permutations were produced. Printing was decentralised, and some 54 printing companies contracted across the country. The table below provides a breakdown of ballot paper per ballot type and colour:

Ballot type	Total combinations	Ballot paper colour	Estimated quantity (ballot paper sheets)
Metro PR	6	Yellow	6 742 700
Local council PR	231	Yellow	12 436 100
District management area PR	26	Pink	39 800
District council PR	47	Green	12 335 200
Ward candidate nomination	3 754	White	19,130 800
Total	4 064		50 684 600

3. Printing and distribution of the voters' roll

To produce the voters' roll, high-speed printers were secured via a tender process. High-speed digital printing was essential to meet the delivery dates within the short lead times after voter information was fixed. An electronic copy of the certified voters' roll was issued to the two successful tendering companies who then formatted this so as to be able to produce directly from high-speed digital printers. A complete copy of the voters' roll consisted of approximately a million pages.

Using a modelling exercise, sixteen complete sets of the voters' roll were produced as follows:

3.1 Preregistration (inspection) voters' roll

One copy was printed. This voters' roll was used by MEOs for public inspection and to allow for new registrations where necessary. The voters' roll was typically required before the registration weekend, which was held on 16–17 September 2000.

3.2 Candidate nomination voters' roll

One copy was printed. This copy of the voters' roll was supplied to MEOs for the purpose of candidate nomination, after inclusion and verification of the new registrations following the registration weekend. Typically, this voters' roll was required immediately after the close of the registration process.

3.3 Political party or candidate voters' roll

Thirteen copies were printed. These voters' rolls were segmented and distributed to each political party or candidate contesting the elections.

3.4 Final voters' roll

One copy was printed. The final voters' roll was used on election day at the voting stations.

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

4. Warehousing for electoral material and equipment

In order to accommodate the "top-down" distribution method employed for the 2000 municipal elections, a network of warehouses and storage points for electoral materials and equipment was required. A large central warehouse was utilised in the Pretoria area, primarily for bulk deliveries and stockpiling. Each province employed a large provincial warehouse where all materials for use in the province were accumulated and packaged for on-shipment to MEOs. In certain cases a provincial warehouse was used as the main delivery point for a bulk supplier based in that area, in which case provincial shipments were done from that point.

MEOs had to provide suitable trans-shipping facilities for their consignments of electoral materials and equipment. The size of these facilities depended very greatly on the number of voters and voting stations in each municipality, which dictated the volumes to be handled. All such facilities were, however, subject to the principle of "shortest duration necessary for the purpose". All MEO trans-shipping sites were closed after the rollback of electoral materials following the election.

The warehousing network for the elections thus consisted of one central warehouse, nine provincial warehouses and 237 MEO facilities. The tonnage

shipped through this network, with 14 994 voting stations as the final destination, included 214 tons for the registration period and 826 tons for the voting period.

5. Distribution of electoral materials and equipment

5.1 Lessons from the 1999 elections

A significant change in strategy was introduced in the management of the supply chain for the municipal elections. Whereas previously the distribution channel – a critical portion of the supply chain – had been placed in the hands of a distribution service provider who had been allowed to manage that whole segment of the supply chain, the Commission was now in a position to perform this function internally through its logistics information system (LIS).

5.2 The 2000 municipal elections

The LIS, a web-based computer application, allowed real-time monitoring of the entire supply chain, from the materials requirements planning stage to the confirmation of deliveries. It was also possible to monitor the status of each consignment and consequently to monitor the performance of service provider(s) against pre-agreed service levels. The benefits of this system were borne out by the fact that there were no late deliveries to voting stations and no significant shortages were encountered. However, in a number of cases MEOs failed to update the LIS. The logistics directorate and the PEO then had to follow up with the errant MEO to ensure updating of the LIS to reflect activity on the ground.

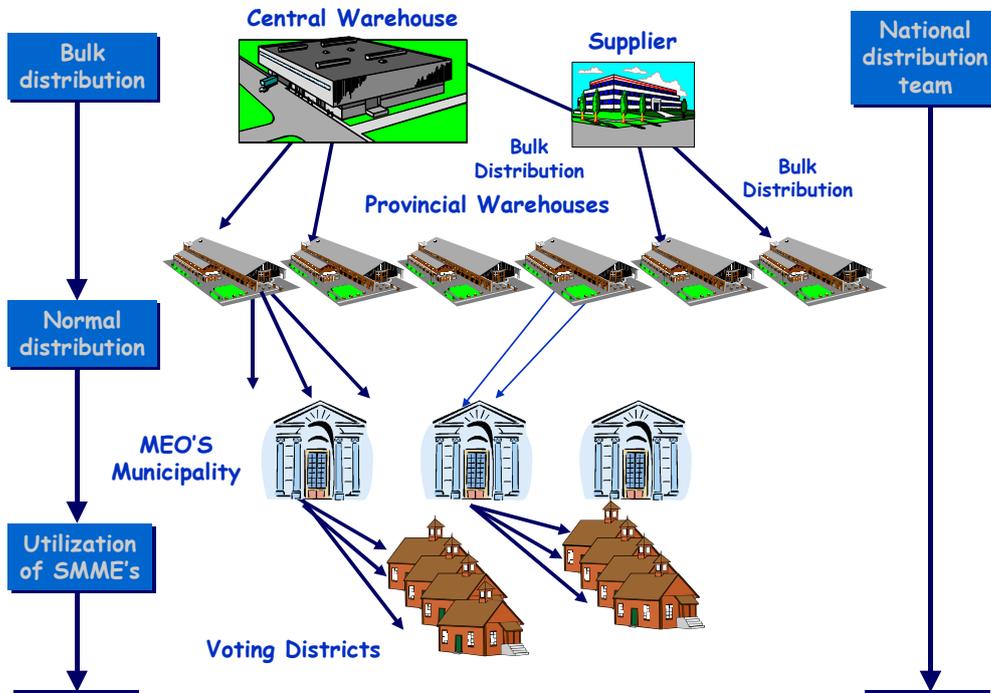
Two separate warehousing and distribution channels were used. The main channel catered for all general electoral materials and equipment, which made up the bulk of items to be distributed. For the distribution of security materials, a separate channel operated by a dedicated service provider was established. This highly secure operation typically operated within a secure environment in co-operation with highly organised national security forces. The success of this strategy is evident in the lack of a single leak of electoral materials prior to election day itself.

The complete and on-time provision of materials to voting stations was significant when gauged against the difficulties encountered in previous elections.

5.3 Rollback of electoral materials

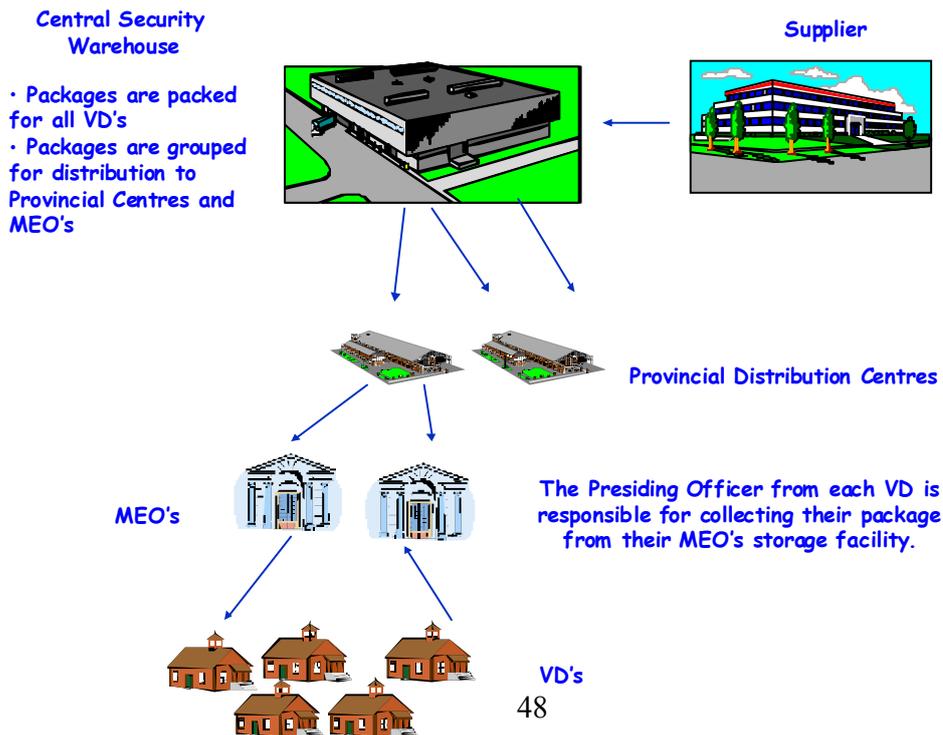
Upon completion of the election process all electoral material and equipment of value was returned to the provincial offices by the MEO. Transport for this process was contracted in. The sealed ballot boxes containing the used ballot papers were included in this rollback. MEO trans-shipment sites were closed or downscaled as soon as the materials had been shipped out.

Delivery Process for Non-Security Sensitive Items



*NB The utilization of SMME's is primarily for black economic empowerment and secondly to enable small businesses to obtain contracts for the elections.

Delivery Process for Security Sensitive Items



6. Voting stations infrastructure

This section is in two parts. The first part covers voting station venues and the second part details voting station facilities.

6.1 Voting station venues

6.1.1 *Lessons from the 1999 elections*

The increase in the number of voting stations from 14 650 for the 1999 elections to 14 994 for the 2000 municipal elections was due to:

- a real effort to reduce the number of mobile voting stations
- the re-drawing of VD boundaries where physical features such as hills and rivers had prevented reasonable access to voting stations by voters (including the splitting of VDs)

6.1.2 *The 2000 municipal elections*

- *One voting station per VD*

In line with the principle of one voting station per VD, MEOs identified one station for each of the 14 994 VDs established as a result of the delimitation process in 1997/8. This was done in accordance with set criteria, of which two key considerations were:

functionality (in terms of location, facilities available, accessibility, etc)

and

availability of the venue for both registration and voting periods

Continued use of the same venue for all electoral activities is essential so that voters living in a particular VD come to recognise and identify a single venue with electoral activities. For this reason, a large number of the venues used in the 1999 elections were also used for registration and voting in the 2000 municipal elections. Use of these venues was secured through a standardised lease agreement with landlords.

Preference was given to permanent/fixed buildings and in areas where no suitable existing building was available, a site was identified to erect a temporary voting station – typically a tent erected on a vacant piece of land. In VDs where a single, fixed voting station would not have sufficed owing to the vastness of the area and a widely scattered population, mobile voting stations were used. A mobile voting station is a voting station that travels through the VD on a pre-determined route and stops at pre-determined points at pre-determined and publicly advertised times. This was found to be an effective way of bringing the voting station within reach of voters in remote areas with limited resources and expenditure.

6.2 Breakdown of voting stations

Of the 14 994 voting stations used, 92% were permanent, 5% temporary and 3% mobile. The 92% permanent voting stations consisted of the following types of venues:

- 65% schools
- 11% community halls/other halls
- 4% churches/church halls
- 2% shops/shopping centres
- Less than 1% each of: tribal offices/tribal courts, hospitals/clinics/old age homes, farms, pre-schools, sports clubs
 - Less than 1% each (totalling 13%) of: combination of a wide variety of venues such as hostels, libraries, mines, museums, police stations, post offices, conference centres, parks, private houses and garages.

6.3 Voting stations stability analysis

An analysis shows that voting station stability (repeated use of the same venue) is relatively high within elections (between registration and election day), with a marked decrease in stability between the two elections of 1999 and 2000. There was a stability rate of 95% between the general registration/inspection weekend of 16-17 September 2000 and election day of 5 December 2000. This contrasts with the stability rate of 71% between the 1999 and the 2000 elections. This may be explained in part by the increase in the number of VDs from 14 650 to 14 994 and the demarcation of new municipalities between the two elections.

6.4 Facilities at voting stations

One of the primary considerations when identifying and selecting a suitable voting station, was the presence of key facilities, namely – electricity, water, toilets and telecommunications.

6.4.1 *Lessons from the 1999 elections*

In planning for the 1999 elections, certain assumptions were made about the infrastructure that would be available at some of the voting stations. In some cases where it had been assumed that water, electricity and Telkom landlines would be available for use on election day, this proved not to be the case.

6.4.2 *The 2000 municipal elections*

- *Equipping voting stations*
Where infrastructure was lacking, the provincial warehouses supplied temporary equipment such as tents whenever possible. Additional support was obtained from the South African National Defence Force (SANDF).

Where local needs could not be met, SMMEs and/or local businesses provided temporary equipment.

- *Telecommunications*

Telecommunications is one of the key facilities required for elections. Every voting station (permanent, temporary or mobile) needed to have voice communications on election day, especially for security and administrative purposes. The equipping of voting stations with telecommunications during previous elections had centred on the availability of landlines, with Telkom being the sole service-provider. Extended cellphone coverage by MTN and Vodacom and the increasing availability at voting stations of cellphones privately owned by electoral staff paved the way for a more cost-effective alternative. Presiding officers were urged to use their own cellphones (or those belonging to staff members) for election purposes and were reimbursed at a flat rate of R150 per voting station. This strategy worked well and it is anticipated that cellphones may become the primary means of telecommunication at voting stations during future elections. Telkom's involvement in installing landlines was mainly limited to areas where neither landline nor cellphone coverage existed. At voting stations without an existing telephone and no cellphone coverage, and where the installation of a new Telkom landline proved not to be feasible, radios were used. Substantial improvements to the NEAR radio network – coverage and maintenance – by the SANDF resulted in a communication method that was more reliable than had been the case in previous elections. The IEC has a limited number of radios available (116), all of which were utilised in the Northern Cape. All other radios (totaling approximately 700) were obtained on a loan basis from disaster management and emergency organisations.

- *Water and sanitation*

Where no water and sanitation were available at voting stations, these were provided through local procurement.

- *Electricity*

Wherever possible, agreements were entered into with the landlord for the reconnection of electricity and repairs to lighting if these were required.

6. Conclusion

The combination of the shift to decentralisation, the reduced bill of materials, service level agreements, fewer in-built ballot paper security features and reduced unit costs resulted in cost-saving and more efficient 2000 municipal elections. As the IEC prepares for future elections, the following issues should be pondered:

- Dialogue should be continued with state departments and parastatals to ensure that the network of voting stations has the infrastructure and facilities that grant dignity to voters on registration and election day.
- Voting stations stability – a stable network of voting stations should be encouraged. In the mind of the voter, the voting station is more important than the VD or VD number.
- Bill of materials – can there be a further reduction in the bill of materials, and thus a saving in the overall cost of the election?
- Renting/buying equipment – should equipment such as generators rather be rented, even if at an exorbitant daily rate for the few days required, or should it be purchased outright, leaving the IEC with an asset which is not immediately reusable?
- Ballot paper security – should the complex security features that characterised the ballot paper for the 1999 elections be done away with? should the model used for the 2000 municipal elections be adopted permanently?³

³ This refers to the model of building security around the ballot paper rather than into the ballot paper. In 2000 this was done mainly through storage and distribution guidelines, the use of unique stamps for each voting station and the standard voting and counting procedures prescribed in electoral legislation.

CHAPTER 8

VOTING STATION STAFF

1. Introduction

The recruitment of voting station staff for an election, as well as their training, remains as a major challenge. This becomes apparent particularly where the history of election management is fragmented across various bodies and structures, with a limited sharing of institutional memory across these bodies.

2. Staffing for the 2000 municipal elections

- 2.1 In 1999 the plan to recruit and pay staff who would be temporary employees of the Commission was dramatically changed when it was resolved that volunteers and unpaid civil servants would fulfil this role, with roughly a month to go to election day. The original plan would have allowed the Commission to build a database of temporary staff for future elections. The reversal of the plan adversely affected the recruitment, allocation and training of officials for the 1999 elections, resulting in this being identified as one of the weaknesses of those elections.
- 2.2 In planning for the 2000 municipal elections, the Commission was faced with a dilemma. Was it to be required once again to use civil servant volunteers, or would it be in a position to recruit and pay voting station officials, whether from the public service or elsewhere? The eventual arrangement reached was that voting station staff would be recruited from among civil servants and others, that they would not be remunerated but that an allowance would be paid to cover their transport and subsistence (food, etc) expenses.
- 2.3 As a foundation on which a staffing model could be based, a database of officials who had served in the 1999 elections was developed to form the basis of a recruitment drive for the 2000 municipal elections. This permitted the identification and re-employment for the 2000 municipal elections of 13% of the presiding officers and deputy presiding officers from the 1999 elections.
- 2.4 However, even though this database contained names and contact details of civil servant volunteers who had served during the 1999 elections, the Commission had no clear claim to the use of specific individual civil servants and this still remained largely a voluntary process. Of the staff eventually recruited, 23% were drawn from the civil service (including teachers but excluding municipal officials), 65% were unemployed and the

rest came from other categories, ranging from Commission employees to municipal officials.

2.5 In recruiting voting station staff MEOs followed guidelines relating to:

- the language of the area
- reasonable electoral experience
- racial and gender representivity

2.6 Each MEO completed a daily register and staff employment form. These forms were used for administrative purposes and provided data for the electoral staff database.

2.7 Electoral staff were paid travel and subsistence allowances for attending training and for working on election day. MEOs paid those staff that worked on election days. The rates were the same as those paid in the 1994 elections, as follows:

- Attendance at training

Role	Rate
Presiding Officer/Counting Officer	R120
Deputy Presiding Officer/Counting Officer	R100
Voting Officer/Counter	R80

- Working on election day

Role	Rate
Presiding Officer/Counting Officer	R240
Deputy Presiding Officer/Counting Officer	R200
Voting Officer/Counter	R160

2.8 The following tables represent the breakdown of recruitment figures in the provinces:

Breakdown of staff by sector (civil service, private sector, municipal, unemployed, etc.)

Provinces	Elections 2000 Totals		Unemployed	Public sector	IEC-employed	Private sector	Self-employed	Unknown	Municipal	Not specified
		%	%	%	%	%	%	%	%	%
EC	39 532	18	81.46	11.27	0.91	1.81	2.38	0.87	1.29	0.01
FS	13 535	6	64.64	20.07	0.12	4.50	3.80	0.64	6.21	0.01
GP	33 817	15	58.04	19.72	0.45	5.89	5.99	0.44	9.45	0.01
KZN	47 119	21	59.61	30.74	1.01	3.32	3.13	0.70	1.48	0.00
MP	13 229	6	55.62	32.61	3.28	2.25	2.96	0.18	3.10	0.01
NC	4 536	2	77.12	12.41	0.62	2.98	2.43	0.86	3.59	0.00
NP	29 201	13	64.86	30.12	0.11	0.74	3.26	0.44	0.47	0.01
NW	18 847	9	70.97	21.37	0.55	1.69	2.33	0.39	2.70	0.02
WC	19 524	9	59.74	16.57	0.12	11.28	3.85	1.62	6.75	0.08
TOTALS	219 340	100	65.43	22.46	0.74	3.67	3.47	0.68	3.55	0.01

Staff breakdown: teachers/others

Province	Elections 2000	Teachers		Others	
EC	39 532	3 508	9%	36 024	91%
FS	13 535	2 042	15%	11 493	85%
GP	33 817	2 999	9%	30 818	91%
KZ	47 119	12 592	27%	34 527	73%
MP	13 229	2 820	21%	10 409	79%
NC	4 536	366	8%	4 170	92%
NP	29 201	7 015	24%	22 186	76%
NW	18 847	2 303	12%	16 544	88%
WC	19 524	1 603	8%	17 921	92%
TOTALS	219 340	35 248	16%	184 092	84%

3. Staff training (registration, voting and counting)

3.1 Lessons from the 1999 elections

A feasibility study of electoral staff training was undertaken subsequent to the 1999 elections. The study had the following objectives:

- make the training accessible to as many people as possible
- put control mechanisms in place that will enable head office to determine who has been trained
- carry out quality control on completed training
- deliver quality training to all levels

A number of factors were identified as affecting the quality of training in 1999. These included:

- cyclic nature of the business
- management of the process (e.g. large numbers to communicate with and to train)
- recruiting staff within a short period
- competence of MEOs and presiding officers
- priority of training as against other functions of MEOs and presiding officers
- limitations imposed by existing infrastructure on the use of technology

One of the biggest factors affecting training for the 1999 elections was the cascading process. This approach caused a substantial discrepancy in the quality of training at different levels – there were far too many levels.

3.2 Training for the 2000 municipal elections

The feasibility study resulted in the following plan being adopted for training for the 2000 municipal elections:

- Use of technology-based training

Telkom Interactive Distance Learning System:

The Telkom Interactive Distance Learning System was piloted for the training of MEOs, MEO staff and training facilitators for registration. Training facilitators were responsible for the training of voting station staff. The Telkom Interactive Distance Learning System is an existing infrastructure consisting of a broadcasting studio in Midrand and approximately 52 training venues across the country.

IEC Interactive Distance Learning System:

For election purposes, the IEC invested in its own network of satellite-based training locations receiving a signal from a centralised broadcasting studio in Pretoria. This system allowed for significant control over the use of facilities. Broadcasting reached 52 venues across the country, supported by a call centre at the studio.

Technology-based training had the following capabilities:

- One person presented the training, normally the subject specialist, which gave participants access to the most knowledgeable person.
- All participants received the same quality of training.
- Participants could be evaluated on a continuous basis via keypad technology.

- Participants could ask questions during the presentation and all participants could hear the questions asked and answered.
- Intranet
The IEC intranet was used to distribute information to provincial and local levels. After training sessions the intranet was also utilised to distribute additional information in order to reinforce training messages.
- Face-to-face training
Training facilitators used a face-to-face method for training registration personnel.
- Materials
The following materials were used in training for registration, voting and counting:
 - Registration Guide
 - Voting and Counting Guide
 - slides
 - other materials (flow charts, role cards, posters, pamphlets, workbooks, a video)

3.3 Training team

National, provincial and local offices were responsible for the establishment of the infrastructure and its management and the monitoring of training for registration, voting and counting staff.

Eighteen core trainers and 314 training facilitators were appointed and responsible for the training of registration staff.

3.4 Training assessment

Staff from the national office visited the provincial offices during the training of voting station staff and together they monitored training in the provinces. It was evident from this process that the combination of technology-based training and training facilitators was able to train the voting station staff effectively. The large decrease in the number of calls received for assistance during voting and counting is an indication of the efficacy of the training.

The assessment system was co-ordinated by head office, managed by provincial offices and executed by local offices. For example, each person attending the training sessions was assessed and had to obtain a score of 70% before being allowed to work at a voting station as a presiding officer or a deputy presiding officer. Those who did not obtain 70% in the first training session had to complete a second training session and were then re-assessed.

4. Conclusion

Some problems were experienced in the implementation of the technology-enhanced training system. However, it was evident that the benefits of the system outweighed its problems. For most people, it was a new method of training that took some getting used to.

4.1 Measurables achieved

Some of the measurables achieved through the training were that:

Training assessment was managed on a daily basis.

- All target groups received quality training.
- Skills were developed, resulting in good quality training materials.
- Training took place in a structured manner.
- One person presented the training, normally the subject specialist on that topic, giving participants access to the most knowledgeable person in the IEC.
- The assessment of participants directly after the training made it possible to conduct re-training if this was required within a day.
- The training management system enabled the provincial and national offices to monitor activities in the field.
- Presenters could see the result of the assessment immediately, during a training session. This allowed them to rectify misinterpretations.

4.2 Challenges for the future

- enhancing mass training techniques and their management
- improving assessment measures
- stabilising the voting station database
- improving training capacity at head office and at provincial and local offices

CHAPTER 9

ELECTION DAY

1. Introduction

On 5 December 2000 (election day), 48% of registered voters cast their votes for the new municipal councils. The voting process was fairly simple:

- Voting stations opened at 07:00 for voting.
- During the course of the day, regular reports were fed to MEOs on the status and progress of voting. These reports were in turn relayed to PEOs.
- Voters cast their votes for parties and ward candidates on different coloured ballot papers until 21:00 in the evening.
- Voters still in the queue at 21:00 were allowed to vote.
- As soon as possible after the last voters had cast their votes, the voting station was closed for voting and counting began.

2. National and provincial operations centres

The operations centres for the 2000 municipal elections were modelled on those established for the 1999 elections. The centres served as:

- command and control centres for all voting and results activities
- focal points where political parties monitored incoming results
- central points from which national and international media reported
- hubs where politicians, business and government leaders and the general public could interact and be involved in the election action

Importantly, these centres provided the opportunity for all stakeholders to have direct access to election results from the results system information. This underpinned two key imperatives - transparency and openness.

2.1 Challenges and strategies used for the 2000 municipal elections

The success of the 1999 Pretoria election centre led the Commission, urged on by political parties and the media, to establish a similar centre for the 2000 municipal elections. This time, however, the operational concept was different, being in line with the important decision to delegate responsibility for results determination and capture to MEOs.

Election activities at the national operations centre included:

- a results system technical help desk
- a results problems resolution authority
- an electoral operations "nerve centre"
- an extensive IT division
- a GIS (geographic information system) group who prepared interactive map-based results displays for the large projection screens and for dissemination over the intranet to the provincial operations centres

Provincial operations centres were established to provide active support to municipal electoral offices in dealing with exceptions arising from the results system and processes, and the tabulation of results in some of the larger metropolitan centres. As did the national operations centre, the provinces also disseminated information to political parties, media and other stakeholders.

All operations centres had to be established within an eight-week period. The national operations centre (which was the largest) was situated in a 12 000 square metre hall at the Pretoria International Showgrounds. Provincial operations centres were located close to provincial offices at suitably identified venues. Facilities included, inter alia:

- a fully functional IT environment with real-time data feeds to multiple parties (including provincial centres)
- workstations with access to the results system
- a call centre for operations support
- office facilities for political parties, the media and Commission staff and management
- large projection screens for geographical displays of results
- meeting rooms
- broadcasting space and facilities for the media
- dining facilities

The compressed timeframe and scope of the project posed a challenge with respect to the overall management of the process and procurement of the various services. Addressing these challenges involved the establishment of a co-ordinating committee and appointing an event management company (through a tender process) to deal with all the aspects of construction and deconstruction.

The national operations centre was occupied by the various parties on 1 December 2000 with pre-election day operations commencing on 4 December. From election day (5 December) until the conclusion of the results process, operations teams were working round the clock to support the provincial and municipal teams. Similarly, provincial operations centres were providing support and assistance to locally-based staff. The results capture and seat allocation for metropolitan and local councils having been completed within two days, a final

results announcement was made from the national operations centre on the evening of 7 December 2000.

2.2 The way forward for operations centres

Although the operations centres deployed in support of the municipal elections were functionally different from the 1999 elections centres, the value of having such centres was again confirmed.

The national and provincial centres serve a very important function not only in promoting transparency and openness, but also in drawing all the stakeholders to a single venue, thereby providing an invaluable opportunity for constructive interaction. Stakeholders have access to all available information on the results systems as well as graphical displays (maps) summarising the information. Questions and objections are dealt with promptly and feedback provided almost instantaneously. Party liaison committee meetings can be held virtually at a moment's notice and serve as a forum for status reporting, feedback and constructive dialogue. While the functional requirements of the operations centres may vary from election to election, the basic premise and intrinsic value of drawing together the major roleplayers remain constant.

The operations centres have in a way become the flagships of elections by focusing the attention of the nation and the world on the culmination of free and fair elections in South Africa and underlining the professionalism and commitment of all those involved in the democratic process.

3. **Election day**

3.1 Problems with voting stations

Although most stations opened on time, there were delays in some places. In some parts of far northern KwaZulu-Natal, a few stations could not open on time because of heavy rains the previous evening. These stations opened somewhat later and voting continued normally.

3.2 Security

In the most serious incident reported, six people were killed and four wounded in a drive-by shooting in Mandela Park, Katlehong, in Gauteng. Five suspects were arrested. It was not believed that the shootings were politically motivated.

It was also reported that a woman standing in a queue in Hlabisa (Ward KZ 274) in KwaZulu-Natal had been shot dead. A suspect was arrested and police believe that the shooting was related to faction fighting in the area.

Minor incidents were reported in various parts of the country. None of these was serious enough to hinder the voting process. Security forces deployed throughout the country reported that voting was generally peaceful.

The voting process was interrupted in Kwa-Mhlanga as voters demanded to vote in Gauteng although they were registered in Mpumalanga. The security forces restored order and voting continued.

There was a bomb scare at the Western Cape operations centre. Staff had to evacuate the building. The area was inspected, staff returned to their offices and the situation returned to normal.

In the Port Shepstone area, a petrol bomb was thrown at a political party tent at the Port Shepstone High School. The tent was slightly damaged and 56 windows were shattered.

3.3 Operational issues

Within a period of 12 hours (from 06:00 to 18:00 on election day) 25 000 calls were received by the national call centre and 800 hits per minute were recorded on the IEC website. A total of 6 200 different individuals visited the website the day before election day.

At the national operations centre a total of 107 operational issues were logged and resolved during the course of election day.

3.4 Human Sciences Research Council (HSRC) exit poll

Despite the fact that two or three ballots generally had to be cast by each voter, some 96% of those surveyed in the HSRC exit poll who had voted indicated that the voting procedures were easy to understand. This finding is based on the first-ever municipal exit poll conducted by the HSRC on an election day. The exit poll covered a sample of 11 135 voters at some 209 voting stations.

A significant number of voters (46%) felt that the 2000 municipal elections were better organised than the 1999 elections, with 37% indicating that there was little change in this respect from the 1999 elections.

In the majority of voting stations sampled, 86% of voters spent less than 30 minutes in the queue waiting to cast their votes. Only 6% of the voters were in the queue for more than an hour. The short queues resulted from a lower turnout, which reduced pressure at voting stations, and the smooth functioning of voting stations. Virtually all the voters had had prior experience of voting, making the process easier.

3.5 Voter turnout

Voter turnout for these elections was disappointing. The turnout figure for the 1999 elections was very high (89%). There was thus an expectation that voters would turn out in numbers exceeding 60%. However, only 8 882 734 voters cast their ballots in the 2000 municipal elections. This is on a par with the 1995/96 municipal elections, with the voter turnout in both 1995/96 and 2000 standing at 48%. This is in line with international norm, with lower levels of interest in municipal than in other elections.

Province	Registered voters	Total Votes Cast		Voter Turnout
		Ward	PR	Total voter turnout (%)
Eastern Cape	2 552 287	1 354 360	1 427 678	55.96
Free State	1 227 578	601 295	602 526	49.09
Gauteng	4 375 372	1 888 734	1 891 213	43.23
KwaZulu-Natal	3 508 154	1 623 504	1 635 207	46.67
Mpumalanga	1 419 315	625 486	635 371	44.77
Northern Cape	452 218	252 411	255 060	57.61
Northern Province	1 758 593	730 405	745 441	42.46
North West	1 263 004	559 516	565 760	44.79
Western Cape	1 955 454	1 116 512	1 124 478	57.87
Total	18 511 975	8 752 223	8 882 734	48.06

4. Conclusion

A number of challenges face the Commission as it continually seeks to improve its election administration systems. With respect to election day itself, the following challenges present themselves:

- Reduce the number of voting station staff while maintaining, even if not increasing, their efficiency.
- As with the 2000 municipal elections, certify results within two days.
- Investigate ways of increasing voter turnout.
- Retain the faith and goodwill expressed by both political parties and the general public.

CHAPTER 10

THE MUNICIPAL ELECTORAL SYSTEM AND RESULTS

1. Introduction

The results system and supporting processes are crucial components in the determination of free and fair elections, and signify the climax of the months of planning and execution of the electoral processes.

2. The municipal electoral system

The 2000 municipal elections were conducted using a voting system which is based on a mix of both proportional representation (PR) and first-past-the-post (FPTP) as described in the Local Government: Municipal Structures Act.

2.1 Proportional representation

In proportional representation (PR) candidates are elected on the basis of the percentage of votes received. PR fills 50% of the seats in most municipal councils. Candidates are drawn from a party list, with each political party compiling a list of candidates ranked in order of preference. If a party wins 40% of the votes, then the top 40% of the candidates on its list are elected. Accordingly, the percentage of votes per party accounts for the percentage (proportion) of candidates elected.

Depending on their placement on a party's list, the PR system allows for an increased representation of women and minorities in government. In fact, the Municipal Structures Act prescribes that a party's candidate list must seek to ensure that 50% of the candidates are women.

2.2 First-past-the-post system

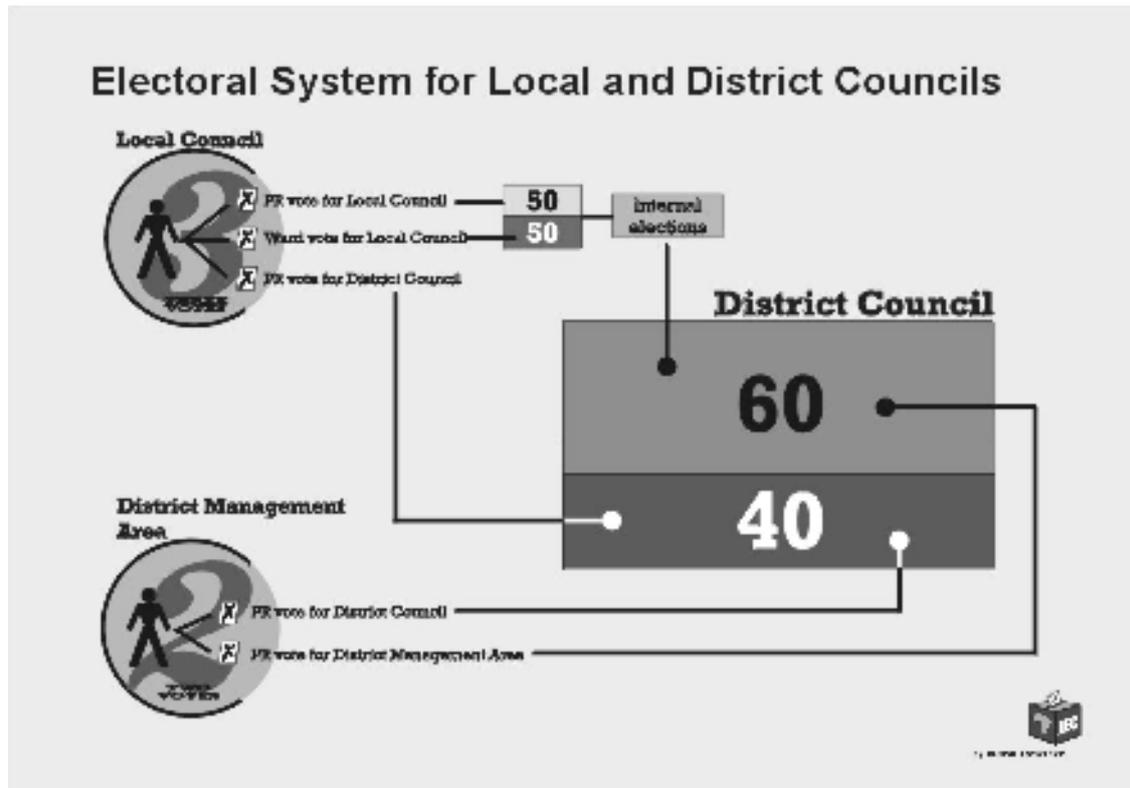
The first-past-the-post (FPTP) system also applies. This accounts for the remaining 50% of seats in most councils. This system (also called "winner-takes-all") is the simplest of all electoral systems. The winner of an election is simply the candidate who gets more votes than any other candidate.

As already indicated, for municipal elections the FPTP-system is used along with the PR-system. However, there are exceptions.

2.3 Exceptions

Where councils have wards, voters will vote for both a ward candidate and a party. Where no wards exist, such as in district management areas (DMAs), only the PR system applies.

2.4 Number of ballot papers



The number of ballot papers given to voters depends on the kind of municipal council or councils for which they are voting.

- *Metropolitan council*
Voters residing in a metropolitan area are entitled to two ballot papers – one for the ward vote and the other a PR ballot paper for the party of their choice.
- *Local council*
For a local council, voters are entitled to three ballot papers: the first for a ward candidate, the second for a PR vote in the local council and the third for a PR vote in the district council (only two in the small number of municipalities with seven or fewer councillors that do not have wards).

- *District management area*
Voters residing in a district management area (DMA) receive two ballot papers: one for the PR vote for the district council and the other for the PR vote for the DMA's representative in the district council.

2.5 Seat allocation

Seat allocations in the PR election are based on the number of votes cast for a party and its ward candidates. In the case of ward elections, a quota-formula is used with all the seats already won by independents being excluded from the calculation. Once the quota has been established, it is necessary to calculate the total number of seats to which each of the contesting parties is entitled. Once this is established, the ward seats won by a party are subtracted from the total to which it is entitled. The difference gives the number of seats a party can then fill from its party list.

3. The 1999 national and provincial elections results system

A centralised results process and system was used for the 1999 elections with the hub of activity being the national operations centre in Pretoria. Results from each of the 14 650 VDs were first phoned in to a 350-seat call centre, then followed by a facsimile (fax) from the municipal electoral office, and finally confirmed by a captured result transmitted via the wide area network (WAN). The results received from the different sources were compared and verified by a team at the centre and the final result was announced within five days.

4. The 2000 municipal elections results system

- 4.1 Results determination for the 2000 municipal elections differed from the 1999 elections in that the process was decentralised and the electoral system included a ward component, although still adhering to the constitutional principle of proportionality.

THE RESULTS PROCESS



① **WARD MANAGER COLLECTS FORMS**



②

MEO OFFICE
AUDITOR

FORMS CHECKED & SIGNED BY ALL



DOUBLE ENTRY

	Votes	Confirm Votes
Candidate A	XXXXX	XXXXX
Candidate B	XXX	536
Candidate C		

Save Results

④

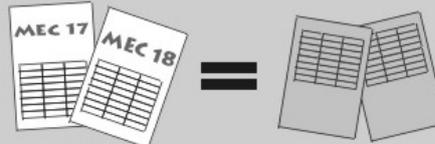
PRINT

③ **DATA CAPTURE**



⑤

AUDITOR CHECKS DATA-CAPTURE



⑥ **SIGNATURE ON PRINTED COPIES**

WHAT IF?

PROBLEM SYSTEM \neq MEC 17/18

Ask for 15 minute edit-window from PEO

PROBLEM WARD DRAW

Flip a coin to decide. Update the system.



PROBLEM +100% TURNOUT

Inform PEO to CEO. CEO will update station figures.

⑦

FILE ALL DOCUMENTS



SEND TO PEO

- 4.2 It was within this framework that the results system was designed and developed with the challenge of strictly adhering to the legislation. Accuracy was of the utmost importance and numerous tests were conducted to ensure that the results were consistent with legislative requirements. A full external audit was also performed on the results system to verify the integrity, levels of access and security of the system.
- 4.3 The results system was developed as an intranet application using the WAN as the basis of communication in support of the decentralised results process. The system was designed in such a way as to minimise erroneous input/capture. A result for a VD would not be accepted by the system if the total captured from the original results slip was incorrect. In such cases, the original results slip had to be verified by the MEO along with the counting officer for that particular VD. Furthermore, once a VD result had been accepted by the system as being (at least) mathematically correct, the system was locked for that particular result so that no further changes could be effected. The captured result was then printed from the system and compared with the original results slip by an external auditor present at each municipal electoral office. In the event of a mismatch, a request with substantiating information was submitted to the provincial electoral officer (PEO) and only if this was approved was the system unlocked for a specified period by the system administrator. Once all the results for a municipality had been captured, the system automatically performed the seat allocation.
- 4.4 Security of the results system was addressed by, inter alia, providing different levels of access and authority (i.e. operation system, application and database levels), redundancy and backup measures for the results database and by having a secure, stand-alone local and WAN with no outside links.
- 4.5 A decentralised system poses the challenge of results being captured by users with varying levels of computer skills. This was addressed by designing the results system with the same look and feel as the other IEC intranet systems and providing thorough hands-on results system training to all MEOs and provincial office staff.
- 4.6 Responsibility for the capturing, verification and determination of results was delegated to MEOs. As in the 1999 elections, the ballots were counted at the voting stations in the presence of, and verified by, party agents. Results slips were completed for each type of ballot paper used in the municipality, ranging from ward and PR in the metropolitan areas to ward, PR and district council representation in most local councils. The results slips were then transported to the municipal electoral offices along with the election materials. Upon arrival the calculations on the results slips were verified and signed-off by the MEO or external auditor. The

results for each type of ballot paper (or election) in a VD were then captured into the system and verified by the external auditor. Once a result was accepted by the system, changes could only be made with the authority of the PEO with strict adherence to prescribed procedures. The use of auditors at each of the municipal centres was aimed at minimising errors of capture and providing an independent check of the results system and processes.

- 4.7 Results process and system training sessions were held at the provincial centres for all MEOs and staff during the month before the elections. The training was put to the test before the elections by requiring MEOs and staff to participate in two separate sessions simulating the results capture and verifications processes. At the same time, the IT support staff were able to assess the stress performance of the system.
- 4.8 The results in all municipalities were announced within two days of election day (5 December 2000). Voter turnout was 48,06% while spoilt ballots came to 2,36%.
- 4.9 A total of 237 metro and local councils were involved in the election, with 14 988 VDs.⁴ Elections for 40% of the members of 47 district councils took place at the same time. These elections were concluded on 14 December when the newly elected local councils nominated the remaining 60% of the district council members.
- 4.10 The African National Congress (ANC) won a total of 170 municipal councils, while 18 went to the Democratic Alliance (DA), 36 to the Inkatha Freedom Party (IFP) and one to the United Democratic Movement (UDM). In 12 municipalities no overall majority was achieved. There was only one excess seat, in the municipality of Umjindi (MP323 - Barberton), the party involved being the Pan Africanist Congress (PAC).

Leading party report

Party	Number of municipalities won	Number of seats won
ANC	170	4 200
DA	18	345
IFP	36	684
UDM	1	33
TOTAL	225	5 262

⁴ By election day, the number of VDs had been revised down from 14 994 to 14 988 as a result of the merging of VDs in the days leading up to 5 December 2000.

Comparison of PR vote by election

Party	Election (% of PR vote)			
	2000 local elections %	1999 national election %	1995/96 local elections %	1994 national election %
ANC	59.4	66.4	58	62.6
DA	22.1	17	21.5	22.1
IFP	9.1	8.6	8.7	10.5
UDM	2.6	3.4	-	-
PAC	1.3	0.7	1.2	1.2
ACDP	1.2	1.4	0.8	0.4
UCDP	1	0.8	-	-
MF	0.3	0.3	0.4	-
Azapo	0.3	0.2	-	-
VF/FF	0.1	0.8	2.7	2.2

Notes:

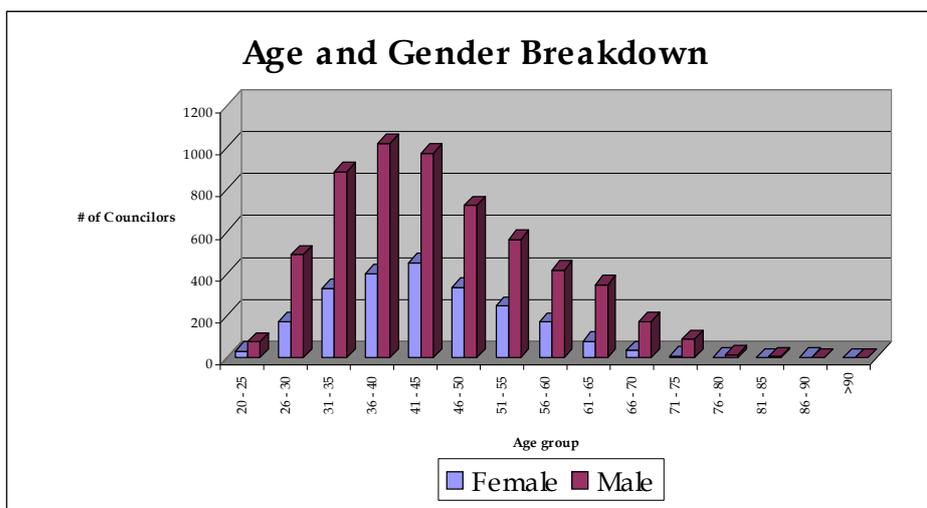
Recent DA results are compared with the totalled results for the DP, NNP and FA in previous elections. The VF/FF stood in some areas as a party, and participated in others as part of a coalition - its 2000 results can therefore not be compared adequately with previous years. This comparison is drawn from <http://www.SABCnews.com/elections2000>.

Key:

ANC: African National Congress
 DA: Democratic Alliance
 IFP: Inkatha Freedom Party
 UDM: United Democratic Movement
 PAC: Pan Africanist Congress
 ACDP: African Christian Democratic Party
 UCDP: United Christian Democratic Party
 MF: Minority Front
 Azapo: Azanian People's Organization
 VF/FF: Vryheidsfront/Freedom Front

4.11 Gender make-up of councils

Of the 8 037 councillors elected, 5 753 (72%) were men and 2 284 (28%) women.



The number of women who gained council seats can further be broken down as follows:

- Number of women councillors on PR list who won seats for a party: 1 651
- Number of women councillors who won ward seats for a party: 633

4.12 The election of district councils was held partly on the same day as the elections of the other councils and partly afterwards. Only 40% of the district councillors could be elected directly by voters through a PR ballot paper on election day. A few seats on the 60% portion of the district council were reserved for councillors elected by voters living in district management areas through a PR ballot. The remaining seats on the 60%-component went through an "internal" council election by their peers who chose representatives from the council to sit on the district council. The municipal elections were not complete until this process had run its course. This process was monitored in a lower-key manner than through the national and provincial operations centres. The process excluded the metropolitan councils.

4.13 The 60% component-election process catered for the simple election of a single representative to the district council in the smallest local councils to elections based on proportionality and the submission of lists. The single representative-election was dealt with easily by a show of hands within the council after nominations were tabled. The more complex PR elections were conducted by secret ballot and involved a process of nomination, ballot paper preparation and voting. By 14 December the elections for district councils had been completed.

5. Conclusion

Results for the 237 metropolitan and local councils were announced by the MEOs within two days. The 47 district councils were finalised in the 14 days

following 5 December 2000. Considering that the elections of local council representatives on the district councils are in reality not elections but nominations from elected councils, the results of the elections were announced within the shortest time possible.

Decentralising the results process and using external auditors for the verification process at each MEO office can thus be seen to have proved effective.

An important aspect of the results process in addition to transparency was the availability of data to all stakeholders. Complete results system reports were available to all intranet users and these were accessed from municipal electoral offices, provincial offices and head office as well as the national and provincial operations centres. Results reports were also made available on the IEC website.

CHAPTER 11

VOTER EDUCATION

1. Introduction

A particular challenge confronting voter education for the 2000 municipal elections, which came only 18 months after the 1999 national and provincial elections, is that they were based on a very different voting system.

In addition, maximum efficacy requires that voter education programmes be generously funded early in the election process. Largely because of uncertainty as to the eventual cost of both elections, this was not possible in either 1999 or 2000. Now that the IEC has had experience of running elections for all three levels of government, there should be no future risk of voter education being under-resourced.

In spite of these complicating factors, commitment of IEC staff at all levels, financial contributions of donor partners and ongoing participation by civil society organisations ensured the successful implementation of the 2000 voter education strategy.

2. Lessons from the 1999 elections

The voter education strategy for the 2000 municipal elections was designed to avoid the shortcomings that were evident in the programme for the 1999 elections. For those elections civil society organisations (CSOs) were contracted to conduct workshops and drama groups to conduct education through mobile drama outfits. The difficulties encountered with this model and the problems experienced by those involved in the process led to the conclusion that:

- an education provision/delivery mechanism needs to be put in place that would afford better control over the process; and most importantly
- a system is needed that would allow a better fit into larger national goals such as skills development and employment creation.

3. The 2000 municipal elections

3.1 The voter education model: municipal co-ordinators and fieldworkers

In response to the problems identified in the 1999 elections voter education model of contracting CSOs to deliver voter education, the Commission ran its own programme of voter education using temporary staff. Temporary co-ordinators supplemented the capacity of both national and provincial offices. At

the actual point of implementation, in municipalities, municipal field co-ordinators (MFCs) were appointed and each had a team of fieldworkers to supervise.

Fieldworkers were drawn from key areas of the community in each municipality (schools, local health clinics, religious groupings, traditional authorities, local business and community-based organisations). Fieldworkers underwent a 22-hour training session and were accredited upon completion of the course.

3.2 The role of civil society organisations (CSOs)

It was recommended that PEOs form training teams drawn largely from civil society organisations (CSOs). Most PEOs applied variants of this strategy. For instance, Mpumalanga used a combination of CSO and government (public service) trainers. A number of PEOs also used training personnel from in-house human resources departments. The Northern Cape used a combination of in-house trainers and CSOs and North West used capacity provided by a donor, the National Democratic Institute (NDI). The use of CSO capacity was helpful in addressing the unease that arose from the departure from the traditional method of contracting CSOs.

3.3 The voter education package

A national curriculum for voter education for the 2000 municipal elections was established and was used to develop learning support and promotional materials. With the assistance of the International Foundation for Electoral Systems (IFES), the Commission developed a voter education manual for both MFCs and fieldworkers.

The following set of materials was used to support the training of MFCs and fieldworkers in all provinces except the Northern Cape, which used the training kit of the Electoral Institute of South Africa (EISA):

The IEC Voter Education Training Manual

The One-Hour Fieldworkers' Presentation Guide

An IEC, Educational Support Services Trust (ESST) and Department of Provincial & Local Government (DPLG) booklet, *Local Government 2000 and Beyond: Vote and Be Involved!*

Voting station poster

Posters of ballot papers

Voting station roleplay cards

The South African Constitution (in pocket format)

Accreditation application form (including criteria and regulations)

Administration forms

The *Handbook on Legislation and Regulations for South Africa's Local Government Elections*, the product of collaboration between the IEC and EISA, was also made available to trainers, co-ordinators and fieldworkers.

The following materials were distributed widely to the electorate:

- Pamphlets on *Voter Registration and Voting* in all 11 official languages.
- A series of four booklets in all 11 official languages corresponding to the four types of voting areas that would determine the number of ballot papers a voter would receive in the voting station (metropolitan council, local council with wards, local council without wards and district management area).
- The booklet *Local Government 2000 and Beyond: Vote and Be Involved!*
- Various T-shirts with the IEC logo and a motivational message (developed in-house and distributed widely across the country during voter education and awareness activities).
- The University of the Western Cape Community Law Centre produced a guide, *Electing Councillors: A Guide to Municipal Elections*, which was distributed widely in the Western Cape.

3.4 Voter education strategy

A dual strategy was used for voter education: face-to-face interactions and voter information/awareness campaigns.

- *Face-to-face interactions*
These took the form of workshops with invited participants, door-to-door visits and one-to-one discussions.
- *Voter awareness and information dissemination campaigns*
These were mass interaction interventions such as loudhailing (e.g. at taxi ranks, out-patient departments in hospitals, sporting events and shopping centres), open-bus events, radio interviews, panel discussions and/or call-in programmes and poster-distribution. A deliberate part of the strategy was to target rural communities by riding on the back of activities organised by others (e.g. *Imbizos*⁵ and sporting events).

This voter education strategy, if well-planned (especially in making contact well in advance with those who are in constant touch with the target audience), can help make the voter education budget go a long way. This is one of the key lessons from the 2000 municipal elections.

⁵ *Imbizo* is a gathering of the community called by the traditional leader of the area.

3.5 Radio as a specific intervention

In acknowledgement of the important role played by radio in the lives of many South Africans, funding from the British Department for International Development (DfID) was used to contract the National Community Radio Forum (NCRF) to do eight-day call-in programming on community radio stations between 29 November and 6 December 2000.

The project involved 40 stations across the country. Each station conducted eight one-hour panel discussion/call-in programmes over a period of eight days. Each station received sponsorship for each day.

The NCRF reported the following areas of success:

- Voter education messages were spread to approximately 1.5 million community radio listeners in disadvantaged urban and rural communities in all nine provinces.
- Community knowledge of the notions of "electoral participation", "democracy", "citizenship" and "local government accountability" increased.
- What is hoped will be a long-term NCRF-IEC partnership (which can operate continuously, even with no election in the offing) has been established.

3.6 Target audience

The following were singled out as high priority:

- areas affected by the redrawing of boundaries (split VDs etc.)
- areas that had had a high level of spoilt ballots in the 1999 elections
- areas of low registration/voter turnout
- young people
- women
- the deaf and the blind

4. Conclusion

The following are issues of a strategic nature that that will need to be considered along with those identified by both observer groups and contract staff:

4.1 Budget for voter education

The budget for voter education became available very late, thus affecting project implementation strategy. Issues such as materials development, staff recruitment and training, matching of IEC funds by donors and funding of CSOs that were to

collaborate with the IEC were key issues affected by the delay in finalising the voter education budget.

4.2 IEC capacity for the voter education project cycle

The debate here is whether the IEC should outsource functions such as materials development, training, monitoring and evaluation or develop its own capacity. Further, the debate is about the levels of funding for voter education in the period between general elections and around general elections.

4.3 The role of CSOs

Judging from the processes of voter education for the 2000 municipal elections, it seems that the question is not whether or not the IEC should outsource voter education to CSOs but rather how the IEC and CSOs should collaborate in the cost-effective provision of voter education.

4.4 Gaps in the provision of voter education

The current voter education, awareness and information strategies seem to target mostly disadvantaged and/or historically disadvantaged groups. The voter education programme needs to be designed so that it targets various different sectors, including organised groupings and groups that feel relatively secure socially and economically and who therefore do not readily buy into the need to vote.

4.5 Timing of and strategies for voter education

The need for the provision of voter education before the close of the voters' roll is a consistent motif in feedback on the implementation of voter education. Further, until such time as political parties and candidates assume full responsibility for motivating voters to vote, there is a need to proactively help the electorate to make the necessary link between voting and entrenching democracy.

APPENDIX TO CHAPTER 11

DONOR FUNDING AND PARTNERSHIPS

Funding was mobilised from international donors in order to augment the budget for voter education. The following is a tabular representation of these funds:

Donor	Description of funding	Provincial allocation
1. Austrian Embassy	To support voter education for special groups of voters. Funding was used to fund face-to-face interventions for deaf and blind voters.	This donation allowed the contracting-in of the service providers, the Deaf Association of South Africa (DEAFSA) and the South African National Council for the Blind (SANCB).
2. Greek Embassy	To support voter education for special groups of voters. Funding was used to fund face-to-face interventions for deaf and blind voters.	This donation allowed the contracting-in of the service providers, the Deaf Association of South Africa (DEAFSA) and the South African National Council for the Blind (SANCB).
3. Embassy of Japan	To pay for the development and production of the four-part series of booklets on the different types of municipalities and the voting system.	The agreement was signed by the Northern Cape and the Northern Province. The booklets were, however, made available to all provinces.
4. Department for International Development (DfID) [United Kingdom]	To provide remuneration for fieldworkers – this augmented the IEC budget for this purpose. To provide support for voter education on community radio. To evaluate the IEC voter education programme	Fieldworkers were remunerated. The community radio programme, which provided national coverage, was managed from the NCRF national office in Johannesburg. The donation also funded briefings for IEC voter education personnel and the debriefing of service providers (DEAFSA and SANCB).
5. International Foundation for Electoral Systems (IFES)	To provide support for the development and production of the IEC <i>Voter Education Training Manual</i> and all accompanying teaching/ learning support materials, and also support for the training of co-ordinators and fieldworkers in Mpumalanga and the Northern Province.	Head office, Mpumalanga and the Northern Province. The training manual was produced for all trainers across the country.
6. Canadian High Commission (Canadian International Development Agency – CIDA)	Training of co-ordinators and fieldworkers in three provinces. The development and production of an IEC resource manual.	Allocated to the Northern Cape, Gauteng and the Free State and head office.

7. Matla Trust	To support voter education for women in rural communities.	Allocated to the Eastern Cape, Free State, KwaZulu-Natal, Mpumalanga, Northern Cape, North West and the Northern Province.
8. United Nations Development Programme (UNDP)	To remunerate provincial coordinators of voter education and an external editor to produce the IEC <i>Voter Education Reference Manual</i> .	All provinces and head office.
9. InterFund	National workshop for civil society organisations working in rural areas.	Head office.
10. National Democratic Institute for International Affairs (NDI)	Support for training of coordinators and fieldworkers in two provinces.	Northern Cape and North West.

In addition to donor assistance given directly to the Commission, several donors gave direct support to CSOs which supported IEC activities.

CHAPTER 12

OBSERVERS

1. Introduction

Literature dealing with the role of observer groups in elections cites two reasons for the absence of or diminished role of international observers in local elections and in non-founding elections. First, non-founding elections (be they second generation elections or beyond) often take place when the key national issues (the constitution, national legislation, state institutions, etc.) have been decided. Second, and flowing from the first, municipal elections do not always represent the same magnitude of contestation of issues as do national or provincial elections.⁶

It is for these reasons that observation of municipal elections is often left to locals. South Africa is in the advantageous position of having small administrative units such as voting districts (VDs) which allow for communities and competitors to observe an election at local level and pronounce themselves satisfied (or not) with the contest.

2. Local observer groups

Observation of the 2000 municipal elections was conducted by local missions. These were:

- The South African Civil Society Organizations' Coalition (SACSOC)
- The Co-operative for Research and Education (CORE)
- The National Democratic Institute for International Affairs (NDI)
- The Commission on Gender Equality (CGE)

All the observer groups commended the IEC on its election machinery. Certain specific issues were raised by these observer groups.⁷

- Some elaboration is needed in the legislation to avoid the rush of registration of political parties.
- The present party funding arrangements are biased in favour of parties already holding seats.
- The conflict management structure is a strength which South Africans need to develop and share with others in the region.

⁶ While there is intense contestation between political parties (and candidates), the general public often display reduced levels of interest.

⁷ The views on each issue are not necessarily shared by all groups.

- The role of civil society “monitors” is crucial – before, during and after an election.
- The low level of participation by young people can in part be attributed to their having registered as voters in areas where they were resident during the academic year, but having returned to their homes by election day.
- Election campaigning was peaceful and centred on national leaders and issues with little said on local matters.
- Criticism was expressed of what is viewed as little or no funding of CSOs by the Commission

CHAPTER 13

COMMUNICATIONS AND MEDIA

1. Background

Chief among the Commission's communication strategies is to maximise stakeholder (political parties, candidates and voters) participation in the electoral process. While this function is shared by others, such as political parties and candidates, the Commission sees this as one of its main responsibilities.

2. The 2000 municipal elections

2.1 Maximum participation in free and fair elections

The primary objective of the voter information campaign for the 2000 municipal elections was to contribute to the promotion of maximum participation in free and fair elections.

This primary objective required the achievement of a series of secondary objectives, including:

- Public awareness of the fact that municipal elections are taking place, and of the electoral process.
- Ensuring that there is wide and good understanding of the nature and benefits of the new system of municipal authorities that will be introduced through this election.
- Promoting maximum registration by ensuring that people have full knowledge of the requirements for registration and how to fulfil them, in particular having the correct identity document
- Communicating the legitimacy and integrity of the process.
- Promoting and conveying conditions of safety and security for voters.

2.2 Phases in the communications campaign

The communication phases for the 2000 municipal elections were determined by the phases of the electoral process.

- *Phase 1: 1 April-30 June 2000*
Communication was principally concerned with public awareness and information about the municipal elections and the new municipal system, as well as about who needed to register.

- *Phase 2: 1 July-15 August 2000*

Communication on the process and requirements for registration, with increasing emphasis on mobilising the public to participate in the registration process (be it checking existing registration details or registering for the first time) in the build-up to the general registration/inspection weekend on 16-17 September 2000.

- *Phase 3: 16 August-1 November 2000*

Communication on party registration, candidate nomination, electoral code, voting, counting and results.

2.3 Communication challenges

Taking into account the objectives, approach and scope defined above, the following were identified as the principle communications challenges:

- Communicating complex civic information in a period of little active interest.
- Promoting enthusiasm for the new municipal system.
- Reaching sectors where registration is the lowest (including young people).
- Meeting the logistical challenge of disseminating public information in rural areas.
- Building a strong communication partnership with the media.

2.4 Campaign strategy

In line with the campaign themes, the following strategies were identified as key:

To strengthen constitutional democracy.

To promote democratic transformation.

To develop civic awareness and interest.

To build strategic partnerships, including with the media.

To update the voters' roll and increase the number of registered voters.

To encourage maximum participation so as to improve voter turnout.

Overall, the central issues of being registered – and being registered in the correct VD – were dealt with more effectively than the intangible issues of broader electoral democracy development.

2.5 Campaign messages

Prominent campaign messages were:

Participate in local democratic change.

Register to vote.

Update your details on the voters' roll.
Get your green barcoded ID.
Bring democracy to the community where you live.
Know how to vote.

2.6 Campaign media

The 1999 elections, having been general elections at the national and provincial levels, had lent themselves to a bias towards national media. However, the 2000 municipal elections, with their localised focus, required a different type of bias regarding the media to be used. While national media would be used for messages applicable to the country as a whole, there was also a need to have a regional and local focus in order to communicate with specific communities. The information campaigns were rolled out in the following media:

2.6.1 *Public broadcaster (SABC)*

National programming workshop: SABC election team editors, SABC head and regional office editors and producers.

Production and flighting of an eight-minute profile of the IEC.

Radio advertisements with specific music and the IEC mascot "Vota".

2.6.2 *Private television broadcaster (eTV)*

Production and flighting of actuality programmes "Window" and "Magazine" with elections content.

2.7 Advertising material

Five voter information advertisements produced for radio and television.
Election anthem, "Vota: It's your Right!", created with IEC "Vota" mascot.

The "Vota" mascot is now associated with the IEC and elections, something which must be sustained for future election campaigns.

2.8 Communication campaign

The communication campaign was made up of the following:

public information

- redesigned website - www.elections.org.za

call centre

media relations (media briefings, media statements, media interviews, factsheets and background papers)

advertising

media buyer engaged for SABC TV (channels 1, 2 and 3) and eTV, SABC Radio, independent and commercial radio

community radio relationship tied in with voter education

print media
posters, pamphlets and booklets
promotions and events
promotional material (T-shirts, caps and banners)

CHAPTER 14

PERSPECTIVE FROM THE PROVINCIAL STRUCTURES

1. Background

The Commission has a network of nine provincial electoral offices. Except in KwaZulu-Natal (Durban) and the Eastern Cape (East London), the offices are located in the provincial capitals.

The nine provincial offices are linked to head office and to one another through the intranet, making for speedy and consistent communication within the organisation. The Provincial Electoral Officers (PEOs) and their staff operate at the coalface of election delivery. They are vital links in the election management machines and are experienced and knowledgeable in practical implementations. This chapter reflects some of the perspectives contributed by these offices.

2. Main responsibilities of the provincial electoral offices

The provincial offices, headed in each case by a PEO, have the following main responsibilities:

- to manage the relationships with provincial government, provincial party liaison committees (PLCs) and other stakeholders
- to provide policy input to head office and the Commission
- to identify and manage municipal electoral officers (MEOs)
- to ensure adequate provisioning for projects and their implementation by MEOs

3. Lessons from the 1999 elections

These lessons were gleaned from the 1999 elections and noted for the purposes of the planning and preparation for the 2000 municipal elections:

- Training of PEO and MEO staff in the use of IT applications was uneven, with the worst being the use of Zip-Zips during the first general registration weekends of 27-29 November 1998 and 3-5 December 1998.
- Policy documents were finalised late, particularly those relating to voting station staff and voting station procedures (including the matter of special votes).
- Uneven co-operation was received from provincial departments in the identification of civil servants who would work as volunteer voting station staff.

- There was confusion as to the benefits/compensation civil servants could legitimately expect for volunteering to work as voting station staff.
- There was overkill regarding the three ways in which results had to be sent to head office (telephone, fax and WAN).
- In remote areas or where voter turnout was in excess of the national average per VD, there was a delay in the transmission of results by presiding officers. In a number of instances presiding officers simply went straight to bed without first having submitted their voting station results.
- A consequence of the delay in deciding on voting station officials was demotivated staff who had to work long hours without having had the benefit of a proper briefing so as to prepare for the enormous task ahead. Had they known, they could easily have made their own arrangements regarding travel and refreshments at voting stations.

4. The 2000 municipal elections

The 2000 municipal elections were characterised by the following:

- *Improved election machinery*
By the time preparations for the 2000 municipal elections commenced, the Commission's election machinery had improved tremendously. Gone were the problems experienced with the use of Zip-Zips during the first rounds of general registration in November and December 1998. In spite of a delay once again in confirming who would be working as voting station staff, the Commission was nonetheless able to incorporate this risk into its planning.
- *Credibility of the Commission*
The Commission was now established as a credible institution capable of organising a complex election leading to the acceptance of both the process and the result by the country as a whole. As part of this, the concept of the VD and its association with a voting station had taken root in the public mind. However, more effort still needs to be put into further education of the electorate regarding the importance of being registered in the VD in which one resides. This therefore means that voters need to understand that every time they move house, they must update their registration details.
- *Abandonment of cascading model for training*
Through the combined use of technology-based interactive distance learning, the intranet, user guides, a video and face-to-face training, a much improved outcome was realised in the training of voting station officials.

- *More flexible model for voting station officials*
 In implementing the civil service volunteers model, provinces recruited the unemployed and other sectors of the population as voting station staff to an extent that, in some cases, the other categories outnumbered the civil service volunteers. This is something that must now be incorporated into the election machinery as it reflects reality on the ground.
- *Critical role of ward managers*
 Without exception, all provinces were able to extract maximum benefit from the use of ward managers. If at all possible, ward managers should be put in place well ahead of recruitment of voting station staff so that they can assist the MEO offices in this exercise.
- *Decentralisation*
 Decentralisation to the local level of a number of tasks (e.g. processing of applications for party registration, ballot paper generation, payment of voting station officials) allowed for better supervision and intervention by PEO offices.
- *Excellent co-operation with security forces*
 The excellent co-operation with security forces established for the 1999 elections continued into the 2000 municipal elections.
- *Provincial capacity regarding logistics*
 From a logistics point of view, the 2000 municipal elections took place without any significant hitches. This was largely due to an improved model adopted by head office but also, more importantly, to a maturation in the capacity of PEO and MEO offices to handle logistics.
- *Local PLCs and political parties*
 While showing a significant improvement in their functioning, local PLCs in a number of municipalities did not always interpret policy decisions in the way they were intended, resulting in the uneven application of information received by the same party. Further to this is the irregularity of the attendance of representatives of political parties represented in the local PLCs. This is an area that should continue to receive the attention of PEO offices.
- *Co-operation with state departments*
 As the Commission, and the country in general, ponders the best mechanisms for the funding and management of elections, consideration needs to be given to the positive role played mostly by provincial departments in assisting the Commission to deliver elections. Be it assistance with infrastructure (e.g. schools as voting stations), transport or funds for voter registration and voter education,

the assistance was given with a view to ensuring the success of elections in each province.

- *Radio as a specific intervention*
PEO offices developed a good relationship with the media, especially radio (both regional and community), which allowed communication with voters in a very direct manner. Critical in this relationship was the phone-in format of some of the programmes which enabled the PEO offices to address specific issues around the 2000 municipal elections raised by communities.
- *Recreational activities as vehicles for voter information and education*
Recreational activities such as soccer matches, boxing tournaments and music festivals were used as vehicles for providing voter information and education. With their added advantage of attracting large numbers of young people, these activities were ideal for reaching this sector of the population.
- *The transport industry as a partner in voter information and education*
Provincial offices were able to target the taxi industry successfully in regard to the provision of voter information and education through the distribution of posters and pamphlets. However, this is an intervention that still requires further refinement if it is to provide maximum benefit.

5. Conclusion

The PEO infrastructure has played a critical role in contributing to uniformity in the way that the past two general elections (of 1999 and 2000) have been run. Their role has been particularly crucial in the function of identifying local agents (initially LEOs for the 1999 elections and later MEOs for the 2000 elections) during this period of fundamental restructuring of local government. However, there is a need to clarify speedily the matter of MEOs, as indeed the form in which the IEC should be represented at local level.