THE IMPACT OF THE COMPOSITION AND STAFFING OF THE ZIMBABWE ELECTORAL COMMISSION ON ITS PERFORMANCE

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Abstract

This article seeks to provide insight into the trends in appointment, composition and function of the Commissioners of the Zimbabwe Electoral Commission (ZEC) and its staff, depicting the impact of the changes experienced on its mandate. It articulates the legislative support to responses that necessitated the change from being a typically governmental then mixed model to an Independent Electoral Management Body (EMB), conforming to the SADC Principles and Guidelines Governing Democratic Elections in a bid to ensure transparency and integrity in managing elections. It explores the competencies of the EMB in executing its mandate. The article also identifies how the knowledge gap in electoral processes continues to be minimised by capacity building; a leadership that resonates and a mission that seeks to be informed by regional and international best practice.

Keywords: commission, commissioners, constitution, democratic, elections, electoral, EMB (electoral management body), meetings, staff, training, management, ZEC (Zimbabwe Electoral Commission), Zimbabwe

INTRODUCTION

The Zimbabwe Electoral Commission (ZEC) is an election management body (EMB) that was established in terms of section 238 of the Constitution of Zimbabwe. It first came into being in 2005, through the enactment of the Zimbabwe Electoral Commission Act [*Chapter 2:12*]. It has, through the various amendments to the Constitution of Zimbabwe and the electoral laws, undergone changes in its establishment and functions. Major changes to the composition and functions of the Commission were made through the Constitution of Zimbabwe Amendment Acts, numbers 17 of 2005, 18 of 2007, 19 of 2008 and 20 of 2013 as well as the Electoral Amendment Act 3 of 2012 and 17 of 2007. Currently, the Commission is guided by

the Electoral Act [*Chapter 2:13*]. Its mandate is to deliver a free, fair and credible election outcome that is conducted efficiently, transparently and in accordance with the law.

THE GOVERNMENTAL AND MIXED MODEL

Zimbabwe utilised a governmental model in the administration of its elections in 1980; subsequently, from 1985 to 2004, it used a mixed model, because of the coming on board of the Electoral Supervisory Commission. In 1980, the electorate used their identity cards for voting. The whole country voted as a single constituency with 20 seats reserved for the white minority, which constituted 5 per cent of the population as was accorded by the Lancaster House Constitution. The white population comprised 5 per cent of the total Zimbabwean population and 20 seats were equivalent to 20 per cent to parliamentary seats, thus the whites were over-represented in parliament by 15 per cent This was abolished in 1987, as that proviso expired. Consequently, Zimbabweans, through the Office of the Registrar General in the Ministry of Home Affairs, developed a common voter's roll, which provided the true outcome from a one-man-one vote electoral system. Zimbabwe upheld the practice of conducting elections every 5 years. Four (4) bodies were involved in the electoral process in this country. First, the Delimitation Commission was created by the Constitution and its members, from time-to-time, were appointed by the President, with its Chairman being a Chief Justice or another Judge of the Supreme or High Court, while the other three members were appointed after consultation with the Chief Justice. Second, the Office of the Registrar General (RG) of Elections was created in terms of section 15 of the Electoral Act. It was a public office which formed part of the public service. It was responsible for the registration of voters, inspection of the voters' rolls, presiding over nomination courts, polling and the announcement of election results. Third, the Election Directorate was created in terms of section 4 (1) of the Electoral Act and its members were appointed by the President. It consisted of a Chairman, who was appointed by the President on the basis of his/her ability and experience in administration. The RG of Elections and two to ten other members were also part of the Election Directorate. The Election Directorate was responsible for coordinating activities of ministries and departments of government with regard to the delimitation of constituencies, the registration of voters, the conduct of elections and all other matters connected with elections. It mobilised and coordinated election logistics relating to manpower, finance, transport and equipment. Fourth, the Electoral Supervisory Commission (ESC) was established in compliance with section 61 of the Constitution of Zimbabwe, as it was at that time. It consisted of a Chairman and two Commissioners, appointed by

the President after consultation with the Judicial Service Commission. Two other Commissioners were appointed by the President in consultation with the Speaker of Parliament. The core function of the ESC, in brief, was to ensure that all elections were properly and transparently conducted in accordance with the Constitution and electoral laws of the country. It would also develop an informed electorate that had confidence in the electoral process. The Commission, at that time, did not have a permanent secretariat, but personnel were seconded from the Ministry of Justice, Legal and Parliamentary Affairs.

FORMATION OF ZEC AS AN INDEPENDENT ELECTORAL MANAGEMENT BODY

When SADC developed the Principles and Guidelines Governing Democratic Elections in 2004, Zimbabwe responded. Various legislative changes were made to electoral laws to bring them in line with the SADC Principles and Guidelines Governing Democratic Elections. Notable changes introduced by the Acts include among others, the creation of a ZEC, a body charged with the actual administration and conduct of elections, and the abolition of the Office of the Registrar-General of Elections, the Election Directorate and the Electoral Supervisory Commission; and the creation of an Electoral Court. It further introduced provisions relating to access by political parties to public media during an election and provisions on the monitoring of the media during the election period, to ensure fair and balanced coverage. It reduced the conduct of elections to a one day, instead of two; introduced the use of the following:

- visible indelible ink, as opposed to invisible indelible ink;
- the use of translucent instead of wooden ballot boxes; counting of ballots at polling station level instead of at constituency centre level and posting of results outside polling stations;
- announcement of the Presidential results by no later than 5 days from the date of voting;
- increase in transparency through the sharing of information to political parties and candidates participating in an election; information such as the total number of ballots printed and ballots distributed to each polling station,
- incorporation in the Electoral Act of provisions to deal with politically motivated violence and no amendments to be made to the Electoral law unless the Commission has been consulted and any recommendations it makes are duly considered.

- The changes made added to the transparency and integrity of the electoral process and became operational on 1 February 2005. The first ZEC Commission had a Chairperson and four Commissioners, appointed by the President after consultation with the Judicial Service Commission, and they executed their work with seconded staff from 2005 to 2006. This Commission managed the March 2005 Parliamentary (House of Assembly) General Elections.

APPOINTMENT OF ZEC PERMANENT SECRETARIAT

The second ZEC Commission had two more Commissioners added, to make a total of six, with the same Chairperson and they functioned from 2006 to 2009. This Commission recruited the permanent ZEC staff complement. With ZEC now a Constitutional body (replacing ESC), in accordance with section 100B of the Constitution, vacancies were advertised in early 2007 for the first ZEC executive posts of the Chief Elections Officer (CEO), Deputy Chief Elections Officers and the Chief Inspector (at the same level as DCEOs). Exhaustive interviews and selections were conducted by the Commission, headed by the Chairperson, that resulted in the appointments of the first permanent Chief Elections Officer (CEO) of the now permanent ZEC, which came into effect on 1 March 2007. On 1 April 2007, the Deputy CEO, responsible for Administration and Finance, and the Deputy CEO, responsible for Operations and the Chief Inspector, were appointed. Two months later, after their appointment, the ZEC Executive interviewed prospective candidates who had applied to be considered for various posts as Directors and Deputy Directors, including Provincial Elections Officers (PEOs). By 1 September 2007, a total of nine (9) Directors were appointed to various substantive posts and PEOs and their deputies were appointed to head the ten ZEC provincial structures. Before the 2008 Harmonized Elections, the ZEC District Elections Officers (DEOs) were recruited and appointed; hundreds of others were also appointed to various middle and lower level posts within the ZEC at the head office, provinces and districts (ZEC Website www.zec.gov.zw).

Further Constitutional and Electoral Amendments saw an additional function, that of electoral boundaries demarcation (delimitation), being transferred to the ZEC. The Registrar General remained the authority charged with the registration of voters under the Electoral Law and ZEC had to supervise that function. As a result of these amendments, Harmonized Elections were introduced, leading to the historic March 2008 elections, which were marred by politically instigated violence and a presidential vote re-count that delayed announcement of the results. The outcome did not produce a presidential winner. Consequently, a run-off Presidential Election

was conducted in June of that same year, where one of the presidential contenders withdrew midway through the process, citing political violence.

It must be noted that ZEC staff had just been put in place with limited resources and a restricted timeframe to enable their capacitation for conducting a harmonised electoral outfit. That scenario compromised their ability to execute robust voter education and conflict resolution and management programmes with stakeholders (Electoral Management Design: IDEA Handbook 2009: 302), as the country was under sanctions and donors preferred sponsoring non-governmental civil society organisations. To support the foregoing statement, Dimpho Motsamai (2010) indicated that in order for the European Union (EU) electoral assistance to be perceived as fostering democracy building in recipient countries on the African continent, the EU should increase support to national and regional civil society groups and other electoral stakeholders. The support should be designed in such a way that it reaches the grassroots, in order to empower these groups to be part of the democratisation process and enhance their ability to implement the necessary reforms. Under such circumstances the EMBs, like the ZEC, would not have qualified for assistance.

THE ERA OF THE GLOBAL POLITICAL AGREEMENT

The long political negotiations in 2008 between the two major political parties in Zimbabwe and the formation of the Government of National Unity (Global Political Agreement 2008), witnessed the process of engaging new Commissioners, which began with a public advertisement in mid-2009. Extensive public interviews in Parliament were conducted by a panel of members of parliament and adjudication by the Parliamentary Standing Rules and Orders Committee was aided by a panel of experts. Twelve candidates were forwarded to the Executive, eight were appointed as Commissioners. This introduced public transparency and integrity in the appointment of Commissioners. The law stipulates that four of them have to be females. An Honourable Supreme Court Judge was appointed by the President, in consultation with the Judiciary Service Commission, as the new Chairperson. The Commission, which is still in existence, was sworn in by the President on the 30 March 2010. After the resignation of the former Chairperson, due to ill health, in February 2013, a female Judge of Appeal was appointed as Chairperson on 15 March 2013, bringing the number of female commissioners serving on the current Commission to five. There were four lawyers, inclusive of the Chairperson, a manager, two educationists, one political scientist and one social scientist, all of

them had diverse background experiences. Two of the lawyers resigned after the Harmonised Elections of July 2013.

There are provisions in the Constitution that deal with disqualification for appointment to the Commission, barring of membership to political parties, the removal of Commissioners from office and the grounds thereof and ensuring the independence of the Commission.

The Commission is a body corporate – it can sue and can be sued, it appoints and dismisses its administrative staff according to labour laws governing the management of human resources. It prepares its own budget and is funded by Treasury. The Ministry of Justice and Legal Affairs administers the Electoral Act in the National Assembly.

THE FUNCTIONS OF THE CURRENT COMMISSION AND ITS SECRETARIAT

The functions of the Commission are clearly spelt out in the Constitution and the electoral law. For the ease of executing its tasks, the Commission has various committees, chaired by Commissioners, with members drawn from the Secretariat's executive, directors and deputy directors' level. These include the Audit Committee; Administration and Human Resources Committee; Electoral Reform Committee; Finance Committee – incorporating the fund raising committee; Public Relations and Communication Committee; Strategic Plan Implementation Committee and Voter Education and Voter Registration Committee. During elections there are the National Logistics and Polling Committee, the Accreditation Committee, a Multi-party Liaison Committee and a Media Monitoring Committee. When the Commission has a project running, three Commissioners are incorporated in the Project Board. For example, there were the ZEC-United Nations Development Programme (UNDP) and the ZEC–Electoral Institute of Sustainable democracy in Africa (EISA) Project Boards that were created and these met quarterly to review progress. The Committees made proposals for approval by the Commission in its sittings (ZEC Manual for Commissioners 2010). The Commission's Secretariat is headed by the Chief Election Officer, with four Deputy Chief Election Officers heading four divisions, viz. Administration (ICT, Human Resources, Stores and Transport), Operations (Polling and Logistics, Voter Education and Registration and Public Relations and Communication), the Inspectorate (Research, Monitoring and Evaluation) and Finance (Accounts). Under each division are directors and deputy

directors, officers and supporting staff. There is the Chief Auditor and supporting staff, who report directly to the Chief Election Officer. The ZEC is decentralised to the 10 provinces and 63 districts. Each province is manned by a Provincial Election Officer and a Deputy Provincial Election Officer and supporting staff, including District Election Officers in each district within the province.

The ZEC has a staff complement of 440, which should increase if the recommendations emanating from the job evaluation exercise, executed in 2012, are supported by Treasury. The attrition rate, caused by 2 employees who terminated employment with the Commission, was at 0.45 per cent in 2013, and in 2014, four deaths of senior personnel brought the attrition rate to 1.35 per cent

Table 1: ZEC staff profile

Age group	Male	Female	Total	Percentage
20-30	17	17	34	7.72%
31-40	65	74	139	31.59%
41-50	97	51	148	33.53%
51-60	82	24	106	24.09%
61-70	9	4	13	2.95%
Totals	270	170	440	100%

The table above shows the age and gender profile for the Commission staff. About 2.95 per cent of the employees will be due for normal retirement in the next five years. In 10 years many will be due for retirement and there is a need to rejuvenate the organisation for the purpose of skills transfer. In addition, 38.63 per cent of the ZEC employees are women and 31.80 per cent occupy senior management posts, these include positions as Provincial Election Officers; Directors and Deputy Chief Election Officers. The SADC Gender Protocol (2013) provides that member states should endeavour to ensure that 50 per cent of the decision-making positions in all public and private sectors are held by women including through the use of affirmative action measures. Although the Commissioners have 50 per cent representation, more needs to be done with the Secretariat.

A SADC EMB Capacity Assessment Report (June 2008), in its key findings, identified capacity constraints among electoral staff as being the greatest challenge to an EMB's ability to deliver on its mandate. Intrinsic to the ability to deliver such a mandate, is the quality of the personnel that works in the EMB. The report also alluded to the fact that an under-resourced EMB or an EMB resourced with people

that have inappropriate or negligible skills and expertise, will not be able to deliver on this key mandate. The goal of an EMB is to deliver a free, fair and credible election outcome. When the current Commission was engaged, it was appreciated that the majority of the Secretariat staff had come on board at the end of 2007, in time to manage the March 2008 Harmonized Elections, with minimum electoral knowledge and skills. The ZEC had to prepare itself for elections, as the Global Political Agreement was initially applicable for a stipulated period only; however, that period was extended to a full 5-year term. By then the donor community was more willing to support electoral governance. Through the ZEC-UNDP and ZEC–EISA projects, the ZEC was assisted in capacity building, stakeholder engagement and infrastructural development. After an induction course, the Commissioners embarked on internal stakeholder consultations in the various provinces in order to develop a strategic plan document that was to guide activities.

A desktop review on Commission functions revealed that the ZEC had a resonating leadership. The Commissioners had a total number of 381 sittings, for both Commission meetings and Committee meetings, from April 2010 to December 2012, in preparation for the Harmonised Elections (see table 1 below). On average, each of the 8 Commissioners had 47,625 sittings, some sat more frequently than others, depending on their circumstances. The law stipulates a minimum of 6 meetings annually. The Chairperson chaired Commission meetings and, in his absence, the Deputy Chairperson chaired them. It is noted here that Commissioners had to take leave from their formal engagements to do the ZEC business when their participation was necessary. As demonstrated in the tables below, and according to areas of expertise, Commissioners attended Staff Pensions, HIV and AIDS and ad hoc legal meetings. The coming on the scene of work by the new Commissioners was not a gesture that was welcomed by the Secretariat, who cited a contravention of corporate governance and they usually referred to the scenario as 'the helicopter landing', but they soon realised it was a change process they needed to manage. The professional approach to the ZEC business, which was goal-directed, helped the Commissioners to manage their relationship with the Secretariat. The transformational leadership skills, inherent in the team of Commissioners, helped inspire the staff to be innovative and creative. When a skills audit, in terms of educational qualifications and experience was conducted, what emerged was more of an attitudinal need for this partnership to bring the operations of the ZEC to the standard, which would enable the organisation to achieve its goal more competently.
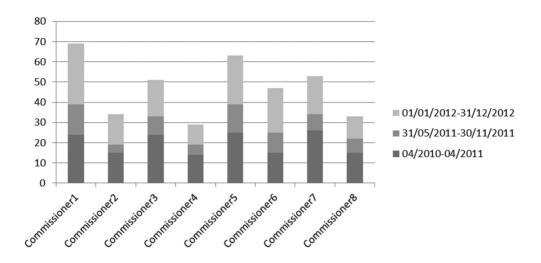
Figure 1: Sittings per Commissioner from April 2010 to 31 December 2012

Key: Depicting the bar chart colour codes

> Total sittings per Commissioner from April 2010 to April 2011 to include Commission and Committee Meetings – Darker Blue colour shade

> Total sittings per Commissioner from 31 May to November 2011 to include Commission and Committee Meetings – Blue colour shade

> Total sittings per Commissioner from 1 January 2012 to 31 December 2012 to include Commission and Committee Meetings- Light Blue colour shade

The first year realised more sittings (158), because of the need to craft the strategic plan, which was launched in October 2010, and some members of the Election Commission Forum of SADC attended. The 5-year Strategic Plan covers the period 1 October 2010 – 30 September 2015.

The period from 31 May to November 2011 was work in progress, the job evaluation induction workshop was conducted in August 2011. The Commission had 74 sittings.

The period 1 January 2012 to December 2012 realised 149 sittings, because the Commission, apart from its usual business, embarked on a job evaluation exercise.

Key: Depicting the nature of meeting

Deputy/Chair Com 1 Attended Commission meetings; chaired the Project
Board meetings; member of the Finance Committee,

	Administration and Human Resources Committee, Public Relations and Communication Committee and the ZEC Pensions Trustee meetings, HIV and AIDS meetings
Commissioner 2	Attended Commission meetings; chaired the Administration and Human Resources Committee; member of the Audit Committee and ZEC Pensions Fund Trustee meetings
Commissioner 3	Attended Commission meetings; chaired the Electoral Reform Committee; member of the Voter Education and Voter Registration Committee, Project Board meetings, Ad hoc legal meetings
Commissioner 4	Attended Commission meetings; chaired the Audit Committee; chaired Conflict Resolution meetings, Ad hoc legal meetings
Commissioner 5	Attended Commission meetings; chaired the Public Relations and Communication Committee; member of the Finance Committee, Strategic Plan Implementation Monitoring Committee, Project Boards meetings and HIV and AIDS meetings
Commissioner 6	Attended Commission meetings; chaired the Strategic Plan Implementation Monitoring Committee, member of the Voter Education and Voter Registration Committee, the Administration and Human Resources Committee and ZEC Pensions Fund Trustee meetings
Commissioner 7	Committee, member of the Voter Education and Voter Registration Committee and the Electoral Reform Committee
Commissioner 8	Attended Commission meetings; chaired the Voter Education and Voter Registration Committee, member of the Electoral Reform Committee and Ad hoc legal meetings

The impact of the meetings was such that the Commissioners gave policy direction in the execution of activities, as guided by the crafted strategic plan. The Commission was able to exercise its oversight function in matters concerning electoral reforms, the budget, policy formulation, performance appraisal in line with meeting the objectives of the strategic plan and stakeholder engagement, providing a good balance between its executive duties and the administrative function of the Commission. The diagnosis of shortcomings, for instance, inadequate resources and compromised capacity, helped the decision-making process in recommending

funding assistance to enable the Commission to meet its major goal, that of executing free, fair and credible referendum and elections.

Tables 2, 3, 4 and 5 below depict the engagement of the Commission in training and capacity building at regional and international forums. Tables 6, 7, and 8 depict engagement at local forums, with the aim of improving levels of execution of the electoral processes within the electoral cycle to levels that would enable the Commission to meet minimum standards of excellence in its implementation.

Table 2: Training outside the country in 2010

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Training6(15/12-18/12)								Workshop on Election Dispute Resolution. Lesotho(AU)				
Training5(7/12-10/12)								Workshop on Gender Forum(AU)				
Training4(5/12- 8/12)			Regional workshop on Gender and Elections. South Africa(UNDP/ECF/SADC)									
Training3(24/11-29/11)			Workshop on Election and Technology. South Africa(EISA)									
Training2(9/11 - 12/11)			Regional workshop on Election Instruments South Africa(ECF/SADC)									
Training1(14/03-20/03)			Development Course in Electoral Implementation. South Africa((IDEA/AU)									

Key

Training- International- 2010 List of Participants

Training 1 Director (D/) Voter Education (VE) & Deputy/D- Poling and Training (PT)

Training 2 D/Public Relations (PR)

Training 3 D/ Information Services (IS) and Deputy Director (D/D) IS

Training 4 Commissioner (Comm) 6

Training 5 Deputy Chairperson (D/Chair) Comm 1 & Comm 5

Training 6 Comm 3 & Comm 4

In 2010 there were very few activities outside the country: one (1) training session took place in April, 2 sessions in November and 3 sessions in December. The duration of exposure was very limited. Initially Commissioners and senior management staff were exposed to regional training opportunities, so that the Commission could benefit in terms of regional relevance in the execution of electoral activities.

Table 3: Training outside the country – 2011

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Training12(25/11-12/12)				Specialisation course on Voter Registration(Federal Institute of Mexico)								
Training11(18/11-29/11)			Study visit in Australia(Australia Electoral Commission)									
Training10(21/08-17/09)		Management of Democratic Rule in Africa(UNISA)										
Training9(3/08-5/08)		Financial Management in the Public Sector										
Training8(14/07-16/07)	Workshop on Models of Organisation and Management of Elections(ECA)											
Training7(26/06-02/07)								Mozambique workshop on Consultation on the African Charter(CHR)				
Training6(26/06-30/06)								Five day Bridge workshop(IDEA/AU)				
Training5(18/06-25/06)							Zambia workshop on Peer Review(UNDP)					
Training4(03/06-05/06)							Barcelona workshop on Elections Violence and Conflict Prevention(EC-UNDP/IDEA)					
Training3(31/05-4/06)					Siera Leone workshop on Operational Electoral Planning							
Training2(27/02-5/03)			Global Electoral Organization (GEO) workshop and study tour(GEO/IDEA)									
Training1(27/02-5/03)			Bridge workshop South Africa (EISA)									

Key

Training- International- 2011 List of Participants

Training 1 Comm 6 & D/Director PR

Training 2 Chairperson (Chair) & D/Chair

Training 3 DCEO (Admin)

Training 4 Comm 5

Training 5 Chair & DCEO (Ops) & Chief Legal Off

Training 6 Comm 8

Training 7 D/D- PT/ Registrar's Office (RO)

Training 8 D/Chair

Training 9 D/ Finance

Training 10 Chief Insp & D/ Human Resources (HR)

Training 11 Comm 8

Training 12 D/Director PT

In 2011 the training distribution outside the country was better than in 2010. It continued with limited periods of exposure to international training opportunities and again benefited Commissioners, the executive and senior staff, as they found their feet in managing ZEC activities, whilst bench-marking their performance to international requirements.

Table 4: Training outside the country in 2012

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Training14(03/12-05/12)				Fostering Effective EMB Stakeholder Relations(UNDP)								
Training13(23/11-08/12)				Study visit Australia								
Training12(03/11-25/01)				Advance course in Computer Networks(Indian Government)								
Training11(06/10-20/10)				Election Management Course								
Training10(01/10-06/10)				5 day Bridge workshop on Electoral Contestants								
Training9(25/09-29/09)			Orientation workshop of New Commission in South Africa UNDP									
Training8(16/09-21/09)			Workshop on Gender & Elections in Senegal									
Training7(16/09-20/09)			Refresher Election Observation Course									
Training6(15/07-11/08)		Management of Democratic Election in Africa										
Training5(08/07-11/07)							CEOs and EXCO Trainings DRC					
Training4(29/05-03/06)						Management of Democratic Election in Africa						
Training3(11/03-21/03)			Bridge Train the Trainer workshop									
Training2(04/03-10/03)			Workshop on IT and Election Mgt Kenya									
Training1(30/01-02/02)		Management of Democratic Elections(AU)										

Key

Training- International- 2012 List of Participants

Training 1 Chief Inspector

Training 2 Comm 8 & D/IS

Training 3 D/PT & Chief Legal Officer (CLO)

Training 4 Chief Inspector

Training 5 D/Chair & CEO & CLG

Training 6 D/PEO Mat North & Snr P/Officer

Training 7 DCEO (Ops) & Chief Insp

Training 8 D/D – HR

Training 9 Comm 2, Comm 5, Comm 6, Comm 7

Training 10 DEO Harare (Hre) & Registrar's Office

Training 11 Commission Secretary & D/Logistics

Training 12 IT Officer 1

Training 13 Commission Secretary (Comm Sec)

Training 14 Comm 5

In 2012 there was an increase in the number training opportunities outside the country. The ZEC-UNDP Project sponsored most of the training in 2012 and space was opening up for middle management to learn from their peers, which was

beneficial for the organisation, as it could utilise the knowledge and experience gained.

Table 5: Training outside the country -2013

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Training 5(15/04-21/04)					Tour of Tanzania EMB (EISA)							
Training4(07/04-14/04)					Tour of Ghana EMB (EISA)							
Training3(16/02-10/05)					Certification course in networking – India(Indian Government)							
Training2(03/02)		Bridge training Course Botswana(ECF)										
Training1(01/02)		Bridge training Course (ECF)										
Training3(-25/01)		Advance course in Computer Networks(Indian Government)										

Key

Training- International- 2013 List of Participants

Training 1 DCEO (Ops)

Training 2 DEO Bulawayo (Byo), DEO Chiredzi, D/D PR & Training Officer

Training 3 IT Officer 2

Training 4 D/Chair, 3 Commissioners, 4 Directors, 1 D/D PT, 1 Protocol Officer, 1 IT Officer, 1 Commission Secretary, 1Permanent Secretary Justice, 1 Registrar' Office, 3 Snr Staff

Training 5 D/Chair, 3 Commissioners, 4 Directors, 1 D/D PT, 1 Protocol Officer, 1 IT Officer, 1 Commission Secretary, 1Permanent Secretary Justice, 1 Registrar' Office, 3 Snr Staff

In 2013 the Harmonised Elections took place. After successfully conducting the March 16 Constitutional Referendum, EISA sponsored a study tour to Ghana and Tanzania's EMBs, as a final preparation for the Harmonised Elections. Seventeen members of the ZEC personnel went on the tour. One IT officer had meaningful training that was long enough for him to get a certificate and that experience could be shared with his peers.

Table 6: Local training in 2010

Training10(06/09-10/09)		Strategic Planning Workshop							
Training9(31/08)		Strategic Planning Consultative Workshop							
Training8(26/08-28/08)		Strategic Planning Consultative Workshop							
Training7(26/08-28/08)		Strategic Planning Consultative Workshop							

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Training6(24/08-26/08)		Strategic Planning Consultative Workshop										
Training5(24/08-26/08)		Strategic Planning Consultative Workshop										
Training4(24/08-26/08)		Strategic Planning Consultative Workshop										
Training3(23/08)		Strategic Planning Consultative Workshop										
Training2(20/08)		Strategic Planning Consultative Workshop										
Training1(15/08-19/08)		Strategic Planning Consultative Workshop										

Key

Training- Local - 2010 List of participants from the 10 provinces

Training 1 ZEC Head Office Staff

Training 2 The National Logistics Committee

Training 3 Civil Society Organizations

Training 4 ZEC Staff Manicaland & ½ Masvingo

Training 5 ZEC Staff Midlands & ½ Masvingo

Training 6 ZEC Staff Hre & Mashonaland East

Training 7 ZEC Staff Mash West & Central

Training 8 ZEC Staff Byo, Mat North & Mat South

Training 9 Political Parties

Training 10 Commissioners, Executive, Directors,

Training 10 cont. PEOs, DEOs & Staff Reps

In 2010 consultative meetings were conducted with both internal and external stakeholders, as the ZEC was preparing for its strategic plan, which was launched in October of that year.

Table 7: Local training in 2011

Training15(28/11-02/12)					Finance for Non-Finance Managers			
Training14(12/10-14/10)				Electoral Reforms Workshop				
Training13(26/09-7/10)				Managing Committee Work and Trainings				
Training12(19/09-24/09)	Decision Making and Problem solving, Effective Presentation , Change Mgt. & Team Building							
Training11(19/09-23/09)			Leadership and Change Management					
Training10(12/09-19/09)			NASHCO Sensitization Workshop					
Training9(12/09-16/09)			BRIDGE Train the Trainer					
Training8(15/08)			Job Evaluation Induction Workshop					

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Training7(09/08-12/08)		Conflict Management and Peace Building										
Training6(03/08-05/08)		Conference on Public Finance Management										
Training5(07/07-08/08)		Drafting Doc. & Report Writing										
Training4(07-08)								Defensive Driving Training				
Training3(29/06-01/07)							Secretarial Skills and Office Management					
Training2(15/06-19/06)						Leadership and Management Skills						
Training1(09/06-13/06)						Corporate Governance Workshop						

Key

Training- Local - 2011 List of Participants

Training 1 Commissioners (Comms), Executive, CLOs

Training 2 Executive & Snr Management

Training 3 Executive Assistants &Clerk/Typists

Training 4 Senior Management

Training 5 D/Finance

Training 6 All PEOs, Directors, D/D PR & VE

Training 7 Senior Management

Training 8 Comms, Executive, Directors & PEOs

Training 9 Middle Management

Training 10 Chief Legal Officers (CLOs)

Training 11 Drivers

Training 12 Comm 3 & CLOs

Training 13 PEOs & D/PEOs

Training 14 Comms, Executive & PEOs

Training 15 Senior Management

The ZEC-UNDP Project assisted in building capacity, even reaching out to the ZEC drivers, and assisted greatly in infrastructural development that comprised the procurement of a variety of equipment, including computers, which necessitated continued in-house training in computer literacy. The ZEC-EISA Project, which started in 2011, supported the ZEC's processes, which enabled the execution of stakeholder consultative meetings. These meetings were followed by training that enhanced stakeholders' interest and participation with improved understanding of the electoral processes within the electoral cycle.

Table 8: Local training - 2012

Training	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Oct	Nov
Training17(26/11-30/11)						Human Resources Training				
Training16(05/11-09/11)				Stores and Warehouse Management						
Training15(17/10-19/10)				Train The Trainer						
Training14(20/09-24/09)				NUST Election Management Course						
Training13(05/09-07/09)				Office Professionals						
Training12(01/09-04/09)				Website Development						
Training11(06/08-09/08)			Strategic Plan Review							
Training10(30/07-03/08)			Cyber Security Stage 1							
Training9(23/07-27/07)			Balanced Score-Card							
Training8(13/07-17/07)			NUST Election Management Course							
Training7(01/06-30/11)			Pastel Training							
Training6(26/03-30/03)			Bridge Workshop							
Training5(19/03-23/03)			Bridge Workshop							
Training4(05/03-09/03)			Balanced Score-Card							
Training3(27/02-02/03)			Workers' Committee							
Training2(27/02-02/03)			Finance For Non Finance Mgt							
Training1(20/02-24/02)		Finance For Non Finance Managers								

Key

<u>Training- Local - 2012 List of participants</u>

Commissioners (Comms); Executives (Exec); Directors (Dirs); Bulawayo (Byo); Matebeleland (Mat); Senior Officer (Snr Off)

Training 1 Job Evaluation Moderation Commit

Training 2 DEOs –Southern Region

Training 3 DEOs – Northern Region

Training 4 Worker's Committee, Works Council

Training 5 PEOs, D/Dirs, DPEOs, SPIC Members

Training 6 DPEOs & DEOs

Training 10 Comms, Exec, Dirs, PEOs, DPEOs, DEOs

Training 11 DCEO Ops, Snr Off, Byo&Mat, PEOs, DEO

Training 12 Executive Assistants

Training 13 All Personnel in Admin & Finance Depart

Training 14 Computer Technicians

Training 15 Analyst

	Programmers
Training 7 DPEOs & DEOs	Training 16 Stores Officers
Training 8 Snr Officers for Byo & Mat North	Training 17 Human Resource Officers
Training 9 Comms 1, 5&6, Executive, Dirs, Snr	Training 9 cont. Officers & Chief Security Officers

More training (in accounting systems) was executed from June to November 2012, encompassing the diverse nature of the ZEC staff complement.

OBSERVATION MISSIONS

The Commission, as an EMB and a member of the Electoral Commissions Forum of SADC, is involved in Observation Missions in the SADC region and internationally. Participation assists in the validation of elections observed, it also helps in benchmarking the Commission's performance against regional and international best practices and provides impetus to learn from other EMBs. Tables 9, 10, 11, 12 and 13 below illustrate the Commission's participation in Observation Missions in various countries, from 2010 to date, guided by the Principles for Election Management, Monitoring and Observation (2004).

Table 9: Election observation in the SADC region and beyond: 2010

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Mission 5 (21/10-4/11)			Presidential and Parliamentary elections in Tanzania.									
Mission 4(15/10-03/11)			Presidential and Parliamentary elections in Tanzania.									
Mission 3(16/05-28/05)						Election Observation Ethiopia						
Mission 2 (27/04-7/05)					National Assembly Elections Mauritius							
Mission 1 (27/04-7/05)						National Assembly Elections Mauritius						

Key

<u>Observation Mission – International - 2010 List of participants</u>

Mission 1 D/Chair Comm 1, Comm 5, CEO & Provincial Registrar

Mission 2 Comm 8, Director Logistics

Mission 3 DCEO Administration

Mission 4 Perm Secretary Justice Ministry, Comm 5, Comm 8, PEO Mash West, PEO Byo

Mission 5 Comm 2, Comm 7, Comm 6, D/Finance, Chief Legal Officer

Table 10: ZEC election observations in Africa: 2011

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Mission12(20/11-28/11)							Election Re-run in Gambia(AU)					
Mission11(18/11-01/12)							Election Observation in DRC(ECF/SADC)					
Mission10(15/11-25/11)						Election Observation in Gambia(Electoral Commission Gambia)						
Mission9(06/11-02/12)							Election Observation in DRC(SADC)					
Mission8(17/09-24/09)					Election Observation in Zambia(AU)							
Mission7(11/09-24/09)			Election Observation in Zambia(ECF/SADC)									
Mission606/09-24/09			Election Observation in Zambia(SEOM-SADC)									
Mission5(11/05-25/05)						Election in Seychelles(ECF/SADC)						
Mission4(05/05-24/05)						Seychelles election observation(SEOM-SADC)						
Mission3(01/05-21/05)						Local government elections South Africa(UNDP)						
Mission2(28/03-20/04)				Presidential and Parliamentary for Nigeria(AU)								
Mission1(14/02-22/02)			Uganda General election(AU)									

It is imperative to note that at the time the new Commission came on the scene there were no by-elections being conducted and, as such, Commissioners gained their experience on elections through participation in Observation Missions. Article XXI, sub-section 21.1 of the Global Political Agreement (2008) stated, "The Parties hereby agree that for a period of 12 months from the date of signing of this agreement, should any electoral vacancy arise in respect of a local authority or parliamentary seat, for whatever reason, only the party holding that seat prior to the vacancy occurring shall be entitled to nominate and field a candidate to fill the seat subject to that party complying with the rules governing its internal democracy." They arrived at this because they were "cognizant of the need to give the people some breathing space and a period to heal" (Ibid Section 21). The period was then extended from 12 months to 5 years, and the Harmonised Elections were eventually conducted on 31 July

2013.

Table 10: ZEC Election observation in Africa: 2011

Key

Observation Mission – International - 2011 List of participants

Mission 1 Comm 7	Mission 6 Comm 7
Mission 2 D/Chair Comm 1, Chief Inspector	Mission 7 Comm 2, Comm 5, D/Dir Admin, D/Dir Transport
Mission 3 Director Polling & Director Logistics	Mission 8 Comm 6
Mission 4 Comm 8 & D/Director Human Resources	Mission 9 Comm 5, Comm 6
Mission 5 Comm 3, Comm 6, D/Voter Educate	Mission 10 Comm 2, Comm 7, D/Dir PR
Mission 11 Chief Accountant, D/PEO Mash East	Mission 12 Chief Inspector

It is noted that with every Mission, a report is submitted to the Commission by the participants, highlighting the election process with its strengths and weaknesses. The purpose of the observer mission is to judge the credibility, legitimacy and transparency of the electoral process and drawing experience from lessons learnt in the practice.

Table 11: Election observation in the SADC region and beyond: 2012

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Mission3(01/12-10/12)						Presidential Elections Ghana(EISA)						
Mission2(20/08-03/09)			Election observation Angola(ECF/ SADC)									
Mission1(21/05-30/05)						Election Observation Lesotho(AU)						

Key

Observation Mission – International - 2012 List of participants

Mission 1 Comm 5   Mission 2 D/Chair, Comm 1   Mission 3 Comm 7

The uniformity in electoral management, brought about by the adherence of SADC countries to the SADC Principles and Guidelines Governing Democratic Elections, provides an enviably different platform for comparison with countries outside the SADC, because of its enhanced transparency. Be that as it may, the Election Observation Mission to Ghana, in 2012, noted that for the first time in the history of multiparty elections in Ghana, biometric voter registration was used to produce

a new voter register and voter identity. As much as the system was new, with a voter turnout of 79.42 per cent, the lesson learnt was to ensure that voters are not disenfranchised on the basis of their rejection by the biometric voter registration machine. The ZEC needed to appreciate the merits and demerits of the biometric voter registration system and a recommendation was made to understudy Ghana's system and this was honoured.

And yet, individual SADC countries will remain different to what obtains and is acceptable to the people in their countries, for instance, the concept of *Isikundla* in Swaziland (2013 Observation Mission) that includes the traditional aspect of how the people of Swaziland conceptualise electoral democracy.

Table 12: Election observation in the SADC region and beyond: 2013

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Mission 4(13/09-23/09)			Election observation in Swaziland(ECF/SADC)									
Mission 3(13/09-23/09)			Election observation in Swaziland(AU)									
Mission 2(10/09-20/09)			Legislative Election Rwanda (Government of Rwanda)									
Mission 1(03/09-12/09)			Parliamentary Elections Norway(Government of Norway)									
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec

Key

Observation Mission – International - 2013 List of participants

Mission 1 Chairperson, D/Chair Comm 1, Commission Secretary

Mission 2 Chairperson

Mission 3 Comm 5

Mission 4 Comm 2, Comm 6,

It is noted here that for the first time in the ZEC's history, the Chairperson of the ZEC was invited to observe elections in a European country and this was after the successful execution of the 2013 elections.

Table 13: Election observation in the SADC region and beyond: 2014

Mission 6(20/05-30/05)	Election observation in Egypt(AU)											
Mission 5(13/05-23/05)	Election observation in Malawi(ECF/SADC)											
Mission 4(13/05-23/05)	Election observation in Malawi(ECF/SADC)											

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Mission 3(06/05-30/05)					European Elections(EISA)							
Mission 2(30/04-10/05)					Election Observation South Africa(AU)							
Mission 1(29/04-10/05)					Election Observation South Africa(ECF/SADC)							

Key

Observation Mission – International - 2014 List of participants

Mission 1   Chair, D/Chair, PEO Manicaland, DEO Mat South, DEO Mash Central, DEO Hre, D/Dir PT

Mission 2   Commission Secretary

Mission 3   D/Chair Comm 1, D/Admin, D/Chief Inspector

Mission 4   Comm 6

Mission 5   Comm 7 & CEO

Mission 6   DCEO-Ops

As noted earlier, it is also noted here that for the first time a team of ZEC personnel, led by the Chairperson, observed the European Union Parliamentary Elections.

What is clear from information illustrated in the 5 tables, with regard to election observation, is that very few of the ZEC staff members participated, because of limited resources. Most of those who participated were invited by Observer Missions, who funded them, for example the African Union, and, as such, the Commission is not burdened financially.

THE IMPACT OF THE ZEC ON ELECTION ADMINISTRATION

The benefit of the above training and observation missions, undertaken by the ZEC, has managed to impact positively on the administration of elections in Zimbabwe. The 2013 Harmonised Elections provided a very different picture compared to those of 2008. The ZEC ensured that all its activities, as stipulated in its strategic plan and directed by the Constitution and the Electoral law, were executed transparently, impartially, professionally and with integrity. The ZEC carried out its mandate without any interference and maintained its independence, as provided for in the Constitution.

The skills acquired by the staff assisted in coordinating voter education, as it was given by trained seconded staff and approved civil society organisations before the elections. Utilising prepared manuals, the ZEC staff was able to train officers in their various categories, as required in election management. The conduct of robust stakeholder engagement, made the generality of the electorate to understand ZEC's obligations and the ZEC, in turn, was able to satisfy most of their expectations by skilfully managing the electoral process, throughout the electoral cycle. The scheduling and hosting of conflict resolution and conflict management seminars, coupled with multiparty liaison committee meetings, helped to encourage participation by stakeholders, which contributed to containing the emotive nature of elections. As a result of this intervention, amity prevailed in Zimbabwe. The relationship created between the ZEC and the political parties provided a positive difference that was witnessed by the genuine peace that prevailed before, during and after the election. Despite the polarised political terrain that existed at the time of elections; the media practitioners confessed that it was difficult to get the "real news" they were pursuing, for there was no incidents of violence to report on.

The collaboration of the national logistics team improved the administrative capability of the ZEC in ensuring that the election logistics needed were easily available. Despite challenges posed by the funding pattern and the tight time-frame, the Commission managed the elections artistically. The challenges that the ZEC had to contend with are those of deepening the understanding of electoral democracy, with particular attention to managing change, carrying out research and sustaining the reputation of running free, fair, peaceful and credible subsequent elections.

CONCLUSION

The capacity built through training and electoral observation engagements, has assisted the ZEC in organising the successful Constitutional Referendum of 16 March 2014, which received a first "yes" vote since 1923, and the free, fair and credible Harmonised Elections of 31 July, 2013, which gave the government in power the legitimacy to govern. The ZEC achieved these results notwithstanding a tight time-frame and financial constraints. The peaceful environment that prevailed was a product of the ZEC's ability to work to achieve objectivity in conducting the elections, supported by robust stakeholder engagement, a political will to maintain peace by the leaders of the political parties, a constant reminder to pray for peace by faith-based organisations and an educated citizenry that voted without coercion. The Commission attained the goal of its mandate. The ZEC achieved election administrative successes, assisted by the electorate, the internal and external stakeholders and cooperating partners. Without the ZEC, we would still be in an

election quagmire. The decision to create the ZEC, in line with SADC Principles and Guidelines Governing Democratic Elections, was a well-considered, positive move. The election review by the ZEC and a subsequent review at an international conference, together with national, regional and international stakeholders, identified both strengths and weaknesses in the system and recommendations were proffered, especially in voter registration. Electoral reforms were suggested and a strategic review identified gaps that required closing, especially in performance appraisal and the need for meaningful capacity building that would provide theoretical grounding in election management. Today, Zimbabwe is hailed as one of the most educated nations in Africa and as it continues the struggle to emancipate itself economically, it shall emerge as a powerful democratic nation. The aforementioned undertakings provide an impetus for consolidating electoral democracy in Zimbabwe and the ZEC is moving in the right direction.

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