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MITIGATING THE EFFECTS OF COVID-19 ON SIERRA LEONE'S 2023 ELECTIONS:

A SELF SCORING REPORT BY ELECTIONS MANAGEMENT BODIES

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1. Background

This report presents the results of a self-assessment conducted by Sierra Leone's Elections Management Bodies (EMBs) on the implications of COVID-19 on the upcoming general elections. The report also assesses progress on the implementation of some of the recommendations made by International Observer Missions (IOM) of the 2018 election and ask whether EMBs are on track for the upcoming elections.

As of May 2021, there were 4,100 confirmed COVID-19 cases and 79 deaths in Sierra Leone. In a number of countries, the negative implications arising from adjustments to governance processes during COVID have led to increased social anxieties, restive tensions and/or riots. Sierra Leone's experience mirrors a similar trends in other countries. Following the announcement of the country's COVID Index case on 31st March, 2020, the country's first governance adjustment move was a declaration of a State-of-Emergency by Government. The breadth of governance processes and norms affected by the State-of-Emergency declaration raised fears for the implications for the limits of executive authority, protection of fundamental human rights, service delivery contestations between central and local government, Parliament's law making and oversight roles, and social accountability. In the course of preparing this scorecard there were already squabbles over some of these issues; including opposition parties' contestation of the State-of-Emergency powers as well as Civil Society organisations' criticism of proposed regulations on the management of COVID-19 response funds.

Additionally, the measures to contain the spread of COVID-19, and treatment services entail protocols that restrict the movement and gathering of people, and forcible quarantine; clearly at variance with enshrined constitutional rights. Where these restrictions are seen as overly burdensome, they can have implications for uptake of government response policies as well as implications for peace and security. There were fears that Covid-19 will affect the implementation of key 2018 EOM recommendations before the next election as well as potentially upend electoral processes (including delays in electoral timelines and activities, limited electoral resources due to prioritization of the Covid-19, etc.). More alarm signals were raised after the announcement of the conduct of a mid-term population and housing census. The census data will be crucial for delineating constituencies and defining the new electoral map for the 2023 elections.

For a fledgling democracy with state institutions and governance processes still pursuing maturity and consolidation, it is critical that governance adjustments created by the pandemic are purposively tracked, so that their implications and ramifications are better managed. Funded by Irish Aid, this self-Scoring by EMBs is intended to support the government of Sierra Leone to work with civil society to mitigate possible overreach of the COVID-19 State of Emergency measures and

ensure that conditions for free, fair, peaceful and timely elections in 2023 are not derailed by the COVID response.

Moreover, following the 2018 general and parliamentary elections in Sierra Leone, International Election Observers Mission (EOM) released their final reports with recommendations for improving future elections in the country. The recommendations were comprehensive: addressing issues ranging from existing gaps in the regulatory framework, the electoral administration, voter registration, and candidate nomination, to electoral disputes, campaign environment and financing, media, participation of women, counting and tabulation, and issues of human rights.

Most EMBs have been working on these recommendations, which are largely seen as the gold standard for making the 2023 elections more credible, peaceful, transparent, and participatory. As such, the extent in which progress is being made on these recommendations provides an important marker in Sierra Leone's efforts to further deepen and consolidate democracy. Six EMBs engaged in self and shadow scoring to assess the response they have made to these recommendations as well as steps they are taking to mitigate the effects of COVID-19 on preparedness to conduct the 2023 elections. This scorecard details the state of preparedness of EMBs for the elections, notes the gaps and provides target recommendations on areas of focus for the next assessment to ensure that the next elections turn out well.

2. Summary

Overall, Elections Management Bodies (EMBs) say that COVID-19 will have little to no effect on the 2023 elections; the elections will go on as planned and they have made nearly 70 percent progress in meeting the 50 indicators assessed by this scorecard. While they receive high marks on key EOM requirements for readiness for transparency, acceptance of results and professionalism, they acknowledged that much more needs to be done to ensure women's effective participation, both as voters and contestants in the 2023 elections.

Overall preparedness to conduct the 2023 elections in the COVID context stands at 67%, pointing to a minimal effect of the pandemic and a general willingness among the six EMBs assessed to conduct timely elections. Below are other key Results and areas for improvement:

- Overall, Sierra Leone is 67% ready to go ahead with the 2023 elections. Experts' assessment were a little lower (61%) than inter-institutional scores (73%) and self-assessments (70%).

- Significant progress has been made in ensuring acceptance (81%), transparency (81%), professionalism (75%) and security (73%) of elections. These gains should be maintained.
- Participation of women and marginalised groups was ranked lowest (49%). Meaning, unless there is a deliberate action for an inclusive electoral process, all hopes for greater inclusion of women, youths and persons with disability in elections could not be realised by 2023. EMBs reported low progress (29%) in the realisation of women's 30% quota representation and there are no elections outreach programme in the school curricular.
- There are strong concerns about the professionalism of security officers in responding for elections related tensions and violence.
- Provision of timely and adequate resources to the EMBs was rated low, at 50%.
- Professionalism and fairness of ad-hoc electoral staff employed by EMBs and CSO monitors were flagged as a potential source of risk.
- EMBs reported that implementation of most of the recommendations of International Election Observer Missions will require legislative action by parliament which is slow at the moment.

Women's low participation in the electoral space has long been a cause for concern, with the numbers of women elected into public office declining over the last three electoral cycles. From a high of 15% in 2002, the numbers have dropped by one percentage point each subsequent election– 14% in 2007, 13% in 2012, to the current 12% in 2018. Without deliberate steps taken to safeguard and enhance women's participation, there is a strong chance that this trend will continue in the next election as well.

3.The Scorecard Methodology

The 50 scorecard indicators were drawn from two sources: a) from the EUOM recommendations relating to: Integrity, Participation, Lawfulness (rule of law) Impartiality and Fairness, Independence, Professionalism, Transparency, Timeliness and Regularity, Acceptance and Security; and b) from key conditions EMBs think should be in place to make 2023 elections timely and credible. We noted that most of the EOM recommendations were already integrated into strategic plans on EMBs; some will require legal reforms that may not be achieved in this electoral term. Each of the indicator had associated sub-indicators, for a total of fifty sub-indicators with progress assigned on a scale of one to ten, with one, being no action, and ten, indicating completion (table 1).

Table 1: Indicator Rating

Rating	Meaning/implications
1	No Action
2	Very weak progress
3	Weak progress
4	Below average
5	Average
6	Above average
7	Good progress
8	Very good progress
9	Almost completed
10	Completed

The indicators for the score-card were jointly designed and validated by the EMBs to ensure full ownership. A three-step process was followed: two meetings were held to discuss, develop and validate the score card with high-level representation of all EMBs, and a final meeting held to validate the scoring. Representation included the Chief Electoral Commissioner, Commissioners and the NEC Executive Secretary, the PPRC Chair and Executive Secretary as well as senior level staff from the Office of National Security (ONS), and National Elections Watch (NEW).

Similarly, scoring was a three-pronged process consisting of institutional self-assessments, scoring of colleague EMBs and independent assessments by election

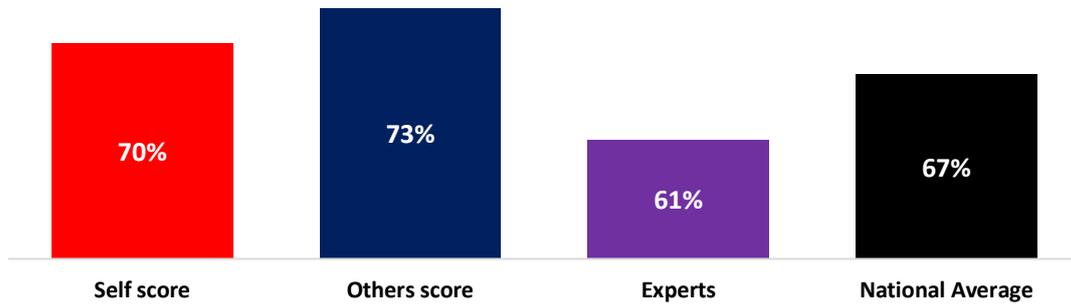
experts. Reported results are an average of these three scores. Scorers also had an opportunity to write comments explaining their ranking and detailing specific recommendations for improvement as well as the bodies responsible. The national average was computed as the average of the self-assessments, institutional scores and the expert ratings.

Another scoring session will be held in xx months, to assess progress made against identified weaknesses in this report.

4. Specific Findings

The EMBs reported an overall average score of 67% across all ten indicators, suggesting some level of preparedness for the elections. In the sections below, we discuss in more detail the various components that make up this aggregate score.

2023 Elections Readiness



4.1. Electoral Integrity

Integrity ahead of the 2023 elections is rated 6.83 or 68.3%. This means that nationally, EMBs have made 'good progress' to ensure the integrity of the 2023 elections. Sierra Leone has developed a legal framework which prevents the EMBs that organise and manage the electoral process from being captured, controlled and manipulated by government, whilst allowing them to operate in a manner that gains public confidence. Electoral integrity for this assessment covered five broad areas including the existence of ethical standards for NEC officials, whether EMB officials conduct themselves professionally, whether a credible system for cross checking results exists and whether there is a transparent and secure process for preventing, detecting, reporting and handling fraud during elections. EMBs were rated highest in terms of neutrality and systems in place for cross checking results; systems to handle electoral fraud and malpractices as well as around ethical requirements were lower (Table 2).

Table 2: Electoral Integrity Indicators

Sub-indicators	Score
3. Do EMB officials apply nomination guidelines and procedures to all political parties and candidates?	8.27
2. Do EMB officials conduct themselves in a professional manner to uphold neutrality in the processes?	7.36
4. Is there an open, reliable and transparent system put in place for cross-checking of results by stakeholders and the public?	6.81
1. Does the legal framework have ethical requirements for NEC officials on electoral processes?	6.19
5. transparent and secure process to handle fraud and malpractices	5.50

4.2. Independence of Elections Management Bodies

To assess the independence of EMBs in the processes leading up to the 2023 elections, we examined four sub-indicators. Independence of Elections Management Bodies received an average national rating of 6, indicating an 'above average' progress. The greatest challenges with the independence of EMBs relate to the timely and adequate provision of resources (rated 5 out of 10), and the lack or non-enforcement of prohibitions against government interference, also rated 5 out of 10.

Table 3: Independence of EMBs

Sub-indicators	Score
24. Is the Procedure for the recruitment of ad hoc electoral staff free from bias?	8.22
27. Is the independence of the EMBs guaranteed and work without political influence?	6.03
25. Clear prohibitions against governance interference	5.49
26. Provision of resources to EMBs timely and adequate?	4.83

4.3. Acceptance of Results

Overall, elections acceptance was measured by the five questions below. The average score for acceptance is 80% which is interpreted as Very Good progress. The basis for public acceptance of the election outcome is shaped by the wider political context in which elections take place; it is not just a function of the quality of the electoral process itself. It is not only election administrators who play a role in facilitating the acceptance of credible election results. According to the constitution, NEC is the principal body charged with running elections.

Table 4: Acceptance

Sub-indicator	Score
43. Do CSOs promptly report their findings on the electoral process?	8.22
44. Is there a clear acceptance of the role of NEC in electoral processes?	8.17
42. Are Codes of conduct subscribed to by contestants?	7.94
45. Are electoral guidelines applied evenly to political parties and candidates?	7.93

4.4. Transparency of the Electoral Process

Overall, EMBs have made a very good progress (8.1 which is 81%) on transparency, although website updates could be improved. Political parties have not complained about lack of transparency in the electoral process.

Table 5: Transparency

Sub-indicator	Score
33. Is the election process transparent & open to public participation?	9.28
34. Are Pre-electoral activities open to independent observers (domestic and international)?	8.82
37. Are the processes for accreditation of elections support agencies such as monitors and international institutions transparent?	8.07
35. Is the Recruitment of ad hoc staff open, transparent and impartial?	7.89
36. Is the Website updated regularly with decisions, procedures, planned measures?	6.24

4.5. Professionalism of Elections Management Bodies

EMBs scored high on engagement with party officials on electoral processes and decisions. However, on questions around recruitment of temporary staff (67.9%) and stakeholders understanding of the election and campaign guidelines (64.2%), they performed less well. More also needs to be done around efficiency of elections funding. For example, some experts believed that funds are not used efficiently. A case in point was on the issue of voter ID cards, which they felt should not be done every five years. Rather a single investment in a card meeting international standards would be preferable.

Table 6: Professionalism

Sub-indicator	Score
28. Do EMBs regularly brief party officials on electoral processes and decisions?	8.91
30. Do EMBs regularly engage party officials/candidates?	8.06
29. Are Funds provided for elections and election-related activities used efficiently and cost effectively?	7.18
32. Has the EMB institutionalised the criteria for recruitment of temporary staff?	6.79
31. Are the election and campaign guidelines understood by electoral stakeholders (political parties and observers)?	6.42

4.6. Security

Elections remain a main trigger of violence and insecurity, and security forces do play a key role in electoral processes in the region. There have been concerns above the conduct of security personnel in responding to political tensions and incidences of violence.

EMBs self-scoring and experts assessments shows a good progress (72%) in the readiness of security for the 2023 elections. Although there are regular consultations and collaboration among EMBs on (88%) on security issues, neutrality of security outfit (55%) and the absence of a strong conflict prevention mechanism (68%) are the greatest areas of concerns. NEC has established an election conflict prevention and mediation network, but the work of this outfit was not assessed in this scoring period. The EMBs together made a strong call for security personnel to show neutrality in providing security to all interest groups.

Table 7: Security

Sub-indicator	Score
47. Is there a Regular consultation and collaboration of EMBs on election security?	8.80
46. Has an election threat assessment been conducted and action plans agreed on to ensure a non-partisan response?	7.88
50. Is the Security provided adequate and suitable for NEC's electoral activities?	7.38
49. Is Conflict prevention and management mainstreamed into electoral activities?	6.76
48. Security outfits neutral in providing election security?	5.48

4.7. Impartiality and Fairness

Overall, EMBs have made 67% (above average) progress in ensuring impartiality and fairness in the 2023 elections. Sierra Leone has a good legal framework provides for the equal treatment of all participants in the electoral process, and includes specific institutional mechanisms to protect electoral integrity. The weakest areas on ensuring fairness and impartiality are the role of ad-hoc election staff in discharging duties (60%); fair application of elections laws to all parties (63%); vehicle movement on elections day (65%) and fairness and impartiality of CSOs monitoring elections (68%). All self-scorers agreed that improvement in the indicators will come from instilling professional conduct within the individual EMBs and the local CSO monitors.

Figure 8: Impartiality and Fairness

Sub-indicator	Score
22. Does the legal/electoral framework provide effective mechanisms and remedies for compliance of electoral laws?	7.56
19. Do the EMBs provide equal access to information on elections and campaign to political parties?	6.92
23. Is the CSO election monitoring structure fair, impartial and trusted by all players?	6.83
21. Are NEC and the police prepared to ensure free but regulated vehicular movement on Election Day?	6.49
20. Are election laws fairly applied to all contesting parties/candidates?	6.30
18. Does NEC ensure that Ad hoc electoral staff discharge their responsibilities in an impartial and fair manner without undue influence?	6.06

4.8. Lawfulness (Rule of Law)

Overall, the EMBs assessed lawfulness in elections as an area of serious concern. The lack of clear provision for elections complaints and queries (59.2%) and capacity of EMBs to enforce codes of ethics of campaigns (50%) were cited as the greatest risks for rule of law. Sierra Leone has an established electoral courts, however the speed in deciding elections disputes remains slow and this may have implications for trust in the electoral system and may give cause to the use of violence as a way of seeking redress.

Table 9: Lawfulness

Sub-indicator	Score
14. Are the powers and functions of EMBs on nominations and campaigns understood by electoral actors including political parties	6.69
15. Does a system exist for all amendments to Election laws, processes and directives including nominations, to be made at least a year before election?	6.65
16. Clear provision for the resolution of complaints and queries	5.92
17. EMBs equipped to ensure commitment to relevant code of ethics for campaigns?	5.08

4.9. Participation

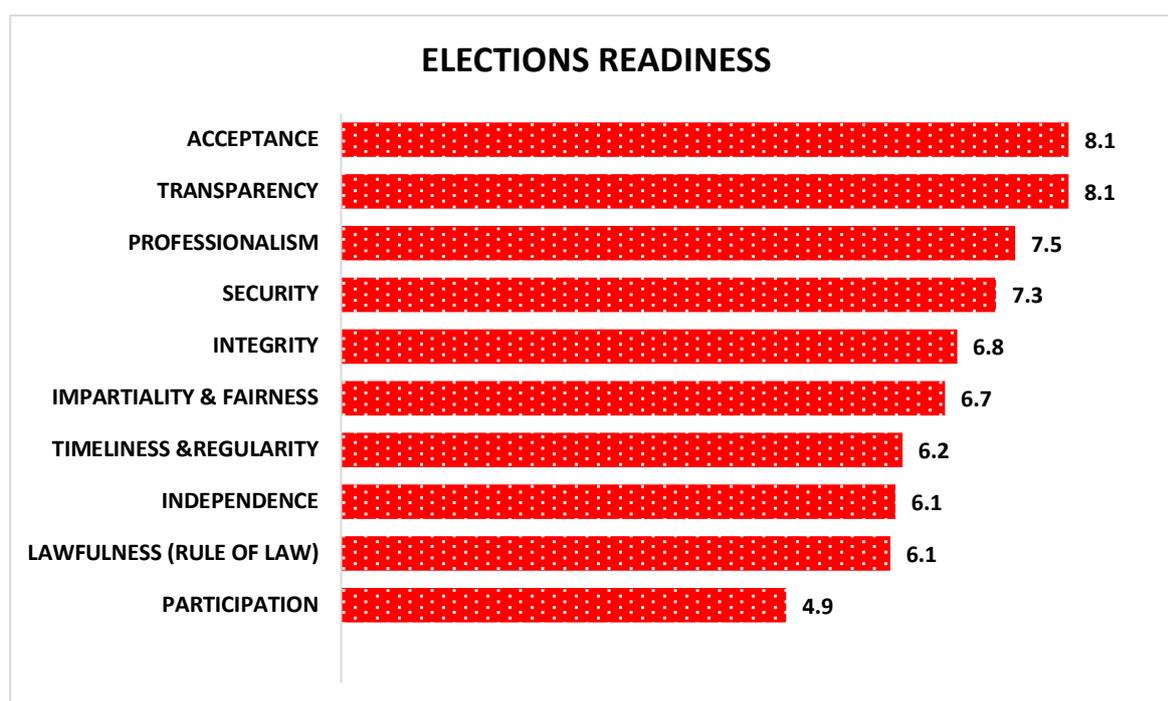
Under participation, EMBs were assessed on the extent in which citizens can participate in electoral processes, both as voters as well as aspirants and contenders. Questions tested EMBs on their inclusiveness of marginalised and under-represented groups, including women, youth and PWDs, as well as the monitoring of a range of processes on their openness to women's political participation.

Although EMBs scored relatively high (70.1%) in their efforts to ensure that electioneering programs reached disadvantaged groups, the monitoring of other processes to ascertain their openness to women's participation was less positive. Party nomination and campaign processes were not very well monitored (63.5%) by CSO groups, while systems tracking participation including that of women was relatively weak, at nearly 60%. Worse still was electoral processes in place to encourage women's political representation. The existence of nomination fees as well as the absence of any rules or laws to guarantee a minimum threshold for women's participation led to just under 30% score. Election outreach programmes for schools was also rated low at 26%.

Table 10: Participation

Sub-indicator	Score
11. Is there a deliberate targeting of disadvantaged groups (illiterate people, PWD, first-time voters, elderly and women) in electioneering programmes?	7.10
13. Is there a provision for monitoring of party nomination, campaign and other pre-electoral activities by local CSOs?	6.35
8. Promote the participation of youths & first time voters	5.88
9. System to track women's participation	5.81
6. System for distribution of ID cards satisfactory to all parties	5.75
10. Nomination fees realistic and affordable for the participation of less privileged groups?	2.97
7. Adequate process to ensure at least 30% nomination of women	2.97

4.10. Expert and Self Score average



5. Detailed Scoring and Areas for Improvement by Next Assessment

There are many ways to assess the preparedness of Election management bodies: the following are the elements that were assessed in the scorecard:

Sub-indicator	Score	Rating justification	Recommendations for improvement	Responsible
Is the election process transparent & open to public participation?	9.28	Frequent meetings are held with all stakeholders; decisions are owned by all; and there is sharing of documents	<ul style="list-style-type: none"> More observer groups should be encouraged to come on-board and observe the process and report independently 	All EMBs
Do EMBs regularly brief party officials on electoral processes and decisions?	8.91	There is a Bi-weekly platform All political parties are members of the PPLC	<ul style="list-style-type: none"> Political parties Liaison committee should be sustained and decentralized in the 16 electoral districts 	PPRC
Are Pre-electoral activities open to independent observers (domestic and international)?	8.82	An MOU has been signed with CSOs to observe the process at all stages within the circle	Make the process open so allow more CSO to be part of the process independently not necessarily through NEW	NEC
Is there a Regular consultation and collaboration of EMBs on election security?	8.80	Integrated Elections planning committee exists, met regularly for the 2018 election and devised codes of ethics for the security personnel with nationwide training	Meetings to be sustained even after elections	ONS
Do EMB officials apply nomination guidelines and procedures to all political parties and candidates?	8.27	This is a standard procedure for the conduct of free fair elections and this has been happening in the past	Parties and Candidates to conform with section 21 of the political parties act of 2002	PPRC
Do CSOs promptly report their findings on the electoral process?	8.22	Yes reports are forwarded to NEC at least a week after the election. Also reports findings are sent to PPRC.	Reports to be distributed across the country and disseminated for the information of the general public	NEW

Sub-indicator	Score	Rating justification	Recommendations for improvement	Responsible
Is the Procedure for the recruitment of ad hoc electoral staff free from bias?	8.22	NEC has a manual for recruitment and there has been no complains of bias recruitment in the past. NEC has a policy that all staff should abide to	CSO monitoring should also cover recruitment of ad hoc staff.	NEC
Is there a clear acceptance of the role of NEC in electoral processes?	8.17	NEC's role is legally defined in the constitutions and the electoral act, however, there has been concern over the lack of consultation in appointment of key personnel.	Guideline to be developed on how government can consult with other political parties in making key appointments	PPRC
Are the processes for accreditation of elections support agencies such as monitors and international institutions transparent?	8.07	Overall, there has been no widespread complaints about accreditation. NEC accreditation is done online and done at both national and district level. There were however complaints about some questionable accreditation of some local observers.	<ul style="list-style-type: none"> Names of agencies and organisations should be published in time far ahead of the electoral process. Accreditation criteria to be improved upon to avoid the proliferation of political party supported agencies being accredited 	NEC
Do EMBs regularly engage party officials/candidates?	8.06	Only when election are close but. They meet before and after the elections	Funds should be provided for regular meetings both at national and district levels	All EMBs
Are Codes of conduct subscribed to by contestants?	7.94	PPRC codes signed but not adhered to. Clearly the consequences for the breach of codes are not implemented so over time contestants do not take them seriously	<ul style="list-style-type: none"> Subscribers should be made accountable for breach of the codes of conducts. 	PPRC
Are electoral guidelines applied evenly to political parties and candidates?	7.93	EMBs treat all on an equal basis	<ul style="list-style-type: none"> Guidelines to be monitored by EMBs Process needs to be more open and transparent 	CSOs And PPRC

Sub-indicator	Score	Rating justification	Recommendations for improvement	Responsible
Is the Recruitment of ad hoc staff open, transparent and impartial?	7.89	Set rules and procedures are followed with regards the recruitment of staff	Guidelines for recruitment of NEC and NEW ad-hoc staff to be open with the display of names of applicants. Politically exposed persons should not be recruited.	NEC and NEW
Has an election threat assessment been conducted and action plans agreed on to ensure a non-partisan response	7.88	Security strategy underfunded.	<ul style="list-style-type: none"> Security threat assessment to be conducted in 2021 as part of the early warning response system. 	ONS
Does the legal/electoral framework provide effective mechanisms and remedies for compliance of electoral laws?	7.56	Strong laws but compliance is a problem	<ul style="list-style-type: none"> Enforcement of the law when culprits are found wanting. 	Judiciary
Are the provisions for setting campaign timelines followed?	7.41	It is done in a stakeholder meeting in a democratic manner by balloting to decide who goes first. Small and fringe parties sell their campaign slots.	<ul style="list-style-type: none"> Ensure a strict compliance of campaign timetables. PPRC to take steps to discipline smaller parties who sell campaign slots. 	PPRC NEC
Is the Security provided adequate and suitable for NEC's electoral activities?	7.38	Security deployment follows threat assessment. If concerns of violence increases, this may increase demand on security which will lead to thin deployment.	<ul style="list-style-type: none"> Timely funding to be made available to the security forces for threat assessment and deployment. 	ONS
Do EMB officials conduct themselves in a professional manner to uphold neutrality in the processes?	7.36	Over the years officials of EMBs have successfully conducted elections nationwide. The EMBs have guiding principles which guide the conduct of their staff	<ul style="list-style-type: none"> Regular and independent monitoring of staff performance Training programmes. Entrenched codes to ensure professionalism required 	All EMBs

Sub-indicator	Score	Rating justification	Recommendations for improvement	Responsible
Are Funds provided for elections and election-related activities used efficiently and cost effectively?	7.18	A basket fund exists for elections financing. However, there should be value for money considerations in some investments. A good example is the ID cards we got an inferior card in 2018 compared to what we had in 2012. Printing of cards every election is a waste of funds we should have cards that are fit for purpose.	<ul style="list-style-type: none"> Monitoring and audit of election expenditure should be carried out regularly and made public 	NEC
Do we have adequate time for the preparation of an accurate Voters' Register in line with the legal provision?	7.10	Yes. It is done a year to the election in line with the legal framework	<ul style="list-style-type: none"> Clarity to be made between a civil registration and a voter register 	NEC
Is there a deliberate targeting of disadvantaged groups (illiterate people, PWD, first-time voters, elderly and women) in electioneering programmes?	7.10	Yes there is, the use of tactile ballots. The NEC, SP has programs that targets inclusion and participation women, youth and other marginalised groups.	<ul style="list-style-type: none"> Improvement in the accessibility of the voting canter to accommodate people with disability 	NEC
Do the EMBs provide equal access to information on elections and campaign to political parties?	6.92	There is a political party liaison office but leadership of political parties do not attend.	<ul style="list-style-type: none"> EMBs to be more open and transparent all political parties, and ensure that no one political party is favoured 	NEC
Is the CSO election monitoring structure fair, impartial and trusted by all players?	6.83	Accreditation is given to as many CSOs that apply for it. There are complaints that CSOs report on electoral violence but to not help address the incidences.	<ul style="list-style-type: none"> CSO election monitoring outfits to carry themselves in a non-partisan and impartial manner to gain the trust and respect of all stakeholder 	NEW and other CSOs
Is there an open, reliable and transparent system put in place for cross-checking of results by stakeholders and the public?	6.81	Tallying is mostly done regionally far removed from voting areas. Examples Bi-elections local context is lost	<ul style="list-style-type: none"> Website must be updated throughout the electoral cycle 	NEC

Sub-indicator	Score	Rating justification	Recommendations for improvement	Responsible
			<ul style="list-style-type: none"> Stakeholders need to have unimpeded access to the process Localise the tallying of results at constituency level. 	Parliament – law reform
Has the EMB institutionalised the criteria for recruitment of temporary staff?	6.79	Policy available. It is part of the guiding principle and standing orders of NEC	<ul style="list-style-type: none"> Standing orders to be reviewed and monitored for strict compliance Change the laws to provide for tallying of results at constituency level. 	NEC Parliament AG
Is Conflict prevention and management mainstreamed into electoral activities?	6.76	Threat assessment is conducted but security sector lacks funding for implementations. There is an absence of network of citizen community level mediators to address incidences of violence	<ul style="list-style-type: none"> Conflict prevention and mitigation group to be empowered and expanded to act nationwide Independent panel to be set up to look into conflict prevention and management 	NEC and PPRC
Are the powers and functions of EMBs on nominations and campaigns understood by electoral actors including political parties	6.69	Citizens understanding of the function and mandates of EMBs especially PPRC and the IPCB is low	<ul style="list-style-type: none"> A sustained joint media engagement of EMBs on roles and responsibilities 	All EMBs
Does a system exist for all amendments to Election laws, processes and directives including nominations, to be made at least a year before election?	6.65	The NEC, SP has electoral legal reform as a key strategic pillar with laid down timelines way in advance for the conduct of electoral activities. However some of the processes can be stalled due to availability of funds	<ul style="list-style-type: none"> Develop appropriate timelines for review relevant electoral laws and ensure there is a lead institution to monitor the reform 	NEC

Sub-indicator	Score	Rating justification	Recommendations for improvement	Responsible
Are NEC and the police prepared to ensure free but regulated vehicular movement on Election Day?	6.49	Non-vehicle movement has helped minimise violence in elections. However the system has been subject to abuse	<ul style="list-style-type: none"> • Collaborative security strategies with all EMBs • NEC should ensure that all parties contesting have the same number of accreditation 	NEC
Is there adequate time allocated for campaigning taking into account the type, size & context of the election?	6.44	There is a clear law guiding the timeline for campaign. The time usually given is not enough.	<ul style="list-style-type: none"> • Adequate and sufficient time to be given for campaigning what is provided for over the years is not enough 	NEC
Are the election and campaign guidelines understood by electoral stakeholders (political parties and observers)?	6.42	This has been a challenge and has generated conflicts. Citizens don't understand. Chief are very political and favour one party against the other	<ul style="list-style-type: none"> • Hard copies of the guidelines should be made available to all political parties and stakeholders for reference purposes 	NEC PPRC
Is there a provision for monitoring of party nomination, campaign and other pre-electoral activities by local CSOs?	6.35	NEC has laid down rules and regulations for stakeholders to observe the various electoral processes pursuant to the election Act 2012 PPRC is mandated to monitor the conduct of political parties. However, there is weak capacity for monitoring.	<ul style="list-style-type: none"> • Standardize operating system for all political parties to ensure that CSOs monitor their electioneering activities 	NEC PPRC
Are election laws fairly applied to all contesting parties/candidates?	6.30	NEC and PPRC Act provides for impartial treatment of all parties. Delays in deciding election cases and unfair treatment of opposition supporters has been reported	<ul style="list-style-type: none"> • Judiciary should not serve the government of the day and righting wrongs. 	Judiciary NEC PPRC
Is the Website updated regularly with decisions, procedures, planned measures?	6.24	Website officer available. Not regularly updated	<ul style="list-style-type: none"> • The website should be updated on real time. It should be the most credible source of information by the public 	All EMBs

Sub-indicator	Score	Rating justification	Recommendations for improvement	Responsible
Does the legal framework have ethical requirements for NEC officials on electoral processes?	6.19	The NEC law is clear for professionalism of officials. The difficulty has been to manage ad-hoc staff.	<ul style="list-style-type: none"> Review the PPRC Act to include Regulatory Powers and an adequate legal framework 	PPRC NEC
Does NEC ensure that Ad hoc electoral staff discharge their responsibilities in an impartial and fair manner without undue influence?	6.06	There are guidelines for recruitment and conduct of ad-hoc staff.	<ul style="list-style-type: none"> Ensure stringent vetting of Ad Hoc staff before recruitment Systems should be put in place to weed out partisan staff at recruitment stage 	NEC
Is the independence of the EMBs guaranteed and work without political influence?	6.03	Previous NEC Chairs served their full tenure and there has been upward mobility and succession planning for junior staff.	<ul style="list-style-type: none"> Save guard the tenure of office of the NEC board of commissioners so they can perform their duties without fear or favour 	PPRC Parliament
Is there a clear provision for the resolution of complaints and queries of the electioneering process?	5.92	Avenues for redress of election cases are centralised and can be slow.	<ul style="list-style-type: none"> Develop adequate conflict resolution and redress mechanisms that will effectively resolve and address electoral complaints and queries 	Judiciary IPCB
Are there Interventions employed to promote the participation of youths including first time voters?	5.88	A decline in structured political party involvement in the process e.g. APPYA	<ul style="list-style-type: none"> Establishment of Voter Education School Clubs across the country Establish programs for out of school youth groups 	NEC PPRC
Is there a system a place to track women's participation across the electoral process?	5.81	There is a gender unit in NEC and the gathering of sex disaggregated data is a major activity	<ul style="list-style-type: none"> A tracker be introduced, to track nomination, voting and overall participation of women in elections . 	NEC and CSOs

Sub-indicator	Score	Rating justification	Recommendations for improvement	Responsible
Is the system for distribution of ID cards and other related processes satisfactory to all parties and candidates?	5.75	It is unclear what the framework is for distribution of ID cards.	<ul style="list-style-type: none"> Improve the registration process and distribution of standardised the voter cards. Have a staff specially assigned to distribute IDs at the district offices IDs not collected taken to voting centres on election day Develop procedures for the distribution and production of unclaimed and lost voters ID 	NEC
Is there a transparent and secure process that prevents, detects, reports and handles fraud and malpractices in the elections?	5.50	NEC has administrative manuals on staff performance and laid down rules and regulations with electoral offences pursuant to election Act 2012	<ul style="list-style-type: none"> Electoral courts should be operational right through the electoral cycle Repeal of the laws to provide for stringent penalty for electoral fraud 	Judiciary NEC Parliament
Are there Clear prohibitions against interference by government/individuals in the electoral process?	5.49	Not within the legal framework	<ul style="list-style-type: none"> Guide for political consultations be laid out for key decisions bothering on elections 	NEC PPRC & All EMBs
Are Security outfits neutral in providing election security?	5.48	Suspicious of partisanship by some security personnel from the public	<ul style="list-style-type: none"> Constant refresher training roles and responsibilities in elections and enforcement of disciplinary procedures required Effective monitory mechanism by CSOs 	ONS CSOs
Are NEC, PPRC and Security forces equipped to ensure there	5.08	The PPRC laws are weak, no intermediary processes, monitoring processes are weak	<ul style="list-style-type: none"> Reform the 2004 Act 	PPRC

Sub-indicator	Score	Rating justification	Recommendations for improvement	Responsible
is commitment to relevant code of ethics for campaigns?				
Is the Provision of resources to EMBs timely and adequate?	4.83	Provision of resources is often very inadequate and late	<ul style="list-style-type: none"> • Single account purely meant for election should be established ahead of the electoral process. • Government to ensure adequate and timely disbursement of resources. 	NEC to coordinate with Ministry of Finance
Is the electoral adjudication and appeals handled in a timely manner?	3.93	Most of the cases handed over to the police but not prosecuted We still have 2008 cases in the courts Electoral offence courts have a short timeframe and this hampers outcome Adjudication processes are delayed	<ul style="list-style-type: none"> • Prosecutors are to be allowed to come forward with evidences to help speed up the process. • Provide timelines for adjudications 	Judiciary PPRC
Are current nomination fees realistic and affordable for the participation of less privileged groups?	2.97	The nomination fees are prohibitive	<ul style="list-style-type: none"> • Put a cap on campaign financing. • Reduce nomination fees across the board to allow the less privileged to contest elections. 	NEC PPRC
Is there an adequate process in place for to ensure at least 30% nomination of women by political parties?	2.97	Gender Equality and Women's Empowerment policy has be produced by government. However Parties are still reluctant to award symbols to women. No mandatory process is in place to ensure this 30% of nomination of women	<ul style="list-style-type: none"> • Pass the 30% quota system into law to make it mandatory on political parties through enforcement regulations 	PPRC NEC CSOs
Are the Election outreach programs included in school curricula?	2.67	Not yet; no sustained engagement in schools	<ul style="list-style-type: none"> • Establish electoral educational programs that will be included in the curricula of secondary schools across the country 	NEC