
Policy Workshop: Managing Elections in Fragile Societies
WWS591C_F2006
Syllabus
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Preparatory Readings for Opening Session – an Introduction to Elections, Fragile States, and International Initiatives in Democracy Promotion

“The Backlash Against Democracy Promotion,” *Foreign Affairs Magazine*, March/April 2006, Thomas Carothers.

Electoral Management Bodies as Institutions of Governance, United Nations Development Programme, 2000, Rafael Lopez Pintor, reading assignments - Introduction, the Scope of this Paper and Chapter 2 Classifying Electoral Management Bodies Worldwide.

“Fragile States Strategy,” United States Agency for International Development, January 2005 – http://www.usaid.gov/policy/2005_fragile_states_strategy.

“The Global Ballot Box,” *Foreign Policy Magazine*. Prime Numbers, May/June 2001, Jeff Fischer.

International Encyclopedia of Elections, Richard Rose, editor in Chief, CQ Press, 2000, “Technical Assistance in Elections,” J. Ray Kennedy, and Jeffrey W. Fischer.

“Introduction to Elections and Peace Operations, 1989 – 2001,” or
“Elections and Peace Operations: Analysis and Case Studies” Jeff Fischer - <http://www.un.org/Depts/dpko/lessons/>.

Electoral Study – Namibia, United National Transitional Assistance Group (UNTAG), 1989.

Policy Working Group Project – Kosovo, United Nations Assistance Mission in Kosovo (UNMIK), 2000 to current.

A Reading List for independent study will be provided in a separate document.

Approach to Policy Topic

Electoral processes are shaped by policy decisions on the form, function, and focus of their elements. These policy elements must be combined in ways that allow electoral processes to be administered in fair, credible, and transparent manners. In fragile political and security environments, policy element decisions take on enhanced importance because of the consequences of political failure that could result from a flawed electoral process. Because of their fragility, these electoral processes are often the object of international interventions and, as a result, are significantly influenced by policy decisions of the international community.

Although electoral policy elements can be configured in different ways, the six ones in focus for this Policy Workshop are the following:

1. Selection of a system of executive election and systems of representation at the national and local levels;
2. Determination of electoral districts and geographical units of representation.
3. Level and focus of international and national financial investment in the electoral process;
4. Protection of electoral processes, participants, facilities, materials, and information;
5. Regulation of party and political campaign funding and expenditures;
6. Role of diasporas and enfranchisement of forced migrants; and

These elements will be examined as standalone topics and in relevant case studies. With knowledge of the features and options that these elements offer, they can be used as building blocks in electoral process design and planning for the Group Project.

September 15, 2006

Session Description

This session will provide an introduction to the concept of fragile states and the basic elements of electoral process at the national and local levels. The discussion will cover the modes of international intervention and the policy issues that underlie the decision to select one form of intervention over another.

There will be three PowerPoint presentations to a focus on certain issues and topics. These PowerPoint presentations are:

- Elections and Peace Operations (to complement the paper on the DPKO web site);
- Non Governmental Organizations in Complex Political Emergencies; and
- International Initiatives in Standards for Elections.

In this session, there will be decision of the electoral case for Group Presentation and Policy Paper. The recommended case is the electoral process in Kosovo. The Working Group will produce a policy paper that can be used as a resource in the status negotiations on the future of the province. The policy paper will focus on defining how the elements of the post-negotiation electoral process should be configured for fair representation, effective governance, and peaceful political process. The team will divide international travel among three groups - one group in Pristina; one group in Mitrovica and northern Kosovo; and one group in Belgrade. This case will be described in more detail in a separate document.

The alternative cases are for Albania and Mauritania, both of which are holding election in 2007. In those cases, the Group Project would be a pre-election assessment and recommendations for international assistance.

There will be at least two assignments to student to begin research on the Group Project and report on the information obtained at the next session. This research will be used to develop the outline for the Group Project.

Also in this session, there will a selection cases for the electoral intervention scenarios, five-page paper to be completed by each student. A list of scenario locations and the methodology for the intervention scenario will be provided in a separate document. The scenario papers will be due on October 6.

During this session, the following administrative issues for the Working Group will be discussed and decided.

- Identification of Working Group clients;
- Explanation of the system of grading;
- Assignment of responsibilities: Liaison with WWS Administration, Budget Director, Travel Coordinator, Liaison with Working Group Client; Field Work Coordinator; and report drafting assignments; and
- Working Group Travel Budgets.

September 22, 2006

Preparatory Readings

“State Structure and Electoral Systems in Post-Conflict Situations,” Norwegian Ministry of Foreign Affairs, 2006, Jarrett Blanc, Aanund Hylland, and Kare Vollan - reading assignments - Chapters I.1 and 2; and II.3, 7, 8, 9, 10, and 11.

“Electoral System Design,” New International IDEA Handbook, 2005 – reading assignments - Chapter 1 – Overview.

Electoral Case Study – Sudan (State Structure and Electoral Systems in Post-Conflict Situations).

Session Description

This discussion in this session will be directed at the electoral policy element of systems of representation and governance. The policy decisions on representation and governance are influential on the outcomes of an electoral process and can be used to skew election results. This session will explore the options, deliberation processes, and impact of systems of representation and executive selection.

The case study of Sudan will be discussed in the context of policy decisions representation and governance.

There will be at least two assignments to continue research on the Group Project and report on the information obtained at the next session. The presentations from previous session assignments will be given. Development continues on the outline for the Group Project.

Discussion time will be reserved for the Group Project and the electoral scenario papers.

September 29, 2006

Preparatory Reading

“Delimitation Equity Project Resource Guide,” IFES and United States Agency for International Development, (2006), Lisa Handley, Lead Writer – reading assignment - Chapter 1; Towards Developing International Standards and Chapter 17: Observing Delimitation - <http://www.ifes.org/publications-detail.html?id=292> .

Administration and Cost of Elections (ACE) Project, United Nations Secretariat, United Nations Development, International IDEA, IFES, Elections Canada, Instituto Federal Electoral, and the Electoral Instituto of Southern Africa – Delimitation section - background information - <http://www.aceproject.org/ace-en/topics/bd/bd10/?searchterm=Delimitation> .

Session Description

The apportionment of seats and the allocation of seats to delimited districts is the political and numerical outcome of the system of governance selected in the legal framework. This session will examine the issues surrounding delimitation exercises in fragile states.

The Electoral Studies of Georgia and Nigeria (Delimitation Equity Project web site) will be discussed in the context delimitation issues.

There will be at least two assignments to continue research on the Group Project and report on the information obtained at the next session. The presentations from previous session assignments will be given. Development continues on the outline for the Group Project.

Discussion time will be reserved for the Group Project and the electoral scenario papers.

October 6, 2006

Preparatory Reading

“Getting to the CORE, a Global Survey on the Cost of Registration and Elections,” United Nations Development Programme (2005), Rafael Lopez Pintor and Jeff Fischer – reading assignments - Introduction, Part One – Comparative Costs and Cost Management Case Studies Report and Part Three – Election Cost Survey Results - http://content.undp.org/go/cms-service/stream/asset/?asset_id=472992 .

The Electoral Studies will be for Cambodia and Haiti (CORE publication web site).

Elections and Peace Operations electoral study papers – Cambodia and Haiti.

Session Objectives

International assistance and national resources are used to fund electoral processes in fragile states. The policy decisions on the levels and direction of election financing are fundamental determinants of the timing, credibility, and quality of the processes. In this session, there will be

an analysis of the kinds of costs associated with elections held in fragile states. There will be a PowerPoint presentation on election costs. This background will be used for the development of a cost projection on the implementation of recommendations in the Group Project.

The Electoral Studies of Cambodia and Haiti will be discussed in the context of budgets and costs.

There will be at least two assignments to continue research on the Group Project and report on the information obtained at the next session. The presentations from previous session assignments will be given. Development continues on the outline for the Group project

Discussion time will be reserved for the Group Project and the electoral scenario papers.

The travel budget for the field research is due.

A budget report on general Working Group expenses is due.

October 13, 2006

Preparatory Readings

“Elections and International Civilian Policing: History Practice in Peace Operations,” IFES White Paper Series, 2002, Jeff Fischer - <http://www.ifes.org/publications-detail.html?id=264> .

“Electoral Conflict and Violence: A Strategy for Study and Prevention,” IFES White Paper Series, 2002, Jeff Fischer - <http://www.ifes.org/publications-detail.html?id=265> .

Electoral Study – Guyana.

Session Description

In fragile electoral processes, the protection of participants, facilities, materials, and information may be complicated by a post-conflict environment other general weaknesses in administration of justice and the rule of law. In this session, a methodology will be introduced that provide a structure for the analysis, comparison, and archiving of information about electoral conflict and violence. Examples of electoral security planning documents will be distributed for review and discussion.

The Electoral Study will be Guyana and the discussion will include a review of the Electoral Study and a Guyanese-produced video on the electoral violence in 1992.

The electoral intervention scenario paper is due.

There will be at least two assignments to begin research on the Group Project and report on the information obtained at the next session. The presentations from previous session assignments will be given.

Discussion time will be reserved for the Group Project.

October 20, 2006

Preparatory Reading

“Political Finance in Post-Conflict Societies,” IFES and United States Agency for International Development (2006), editors Jeff Fischer, Marcin Walecki, and Jeffrey Carlson – reading assignments - Introduction and Conclusion -

<http://www.ifes.org/publications-detail.html?id=295> .

“Money and Politics Program - Guide to Applying Lessons Learned,” IFES and United States Agency for International Development (2006), Jeffrey Carlson and Marcin Walecki – general review -

<http://www.ifes.org/publications-detail.html?id=293> .

Afghanistan and Liberia Electoral Studies -

<http://www.ifes.org/publications-detail.html?id=295> .

Elections and Peace Operations Study Papers – Afghanistan and Liberia.

Session Description

The financing of political parties and campaigns is often opaque in elections conducted in fragile societies. The election organizers cite the difficulties with enforcement of serious crimes as evidence that the enforcement capacity does not exist for political finance law to be effective. Nevertheless, embedding the precedent of political finance accountability in the process in its early transitional stages give it a better chance of remaining with the process over the long term. Fragile political environment are susceptible to illicit funding practices to obtain governance and the introduction of a regulatory framework to establish ground rules and disclosure requirements.

Electoral Studies will be Afghanistan and Liberia where processes will be examined from the standpoint of political finance issues.

The presentations from previous session assignments will be given.

The outline for the Group Project is due.

Discussion time will be reserved for the Group Project.

October 27, 2006

Preparatory Reading

“Enfranchising Conflict-Forced Migrants – Issues, Standards, and Best Practices,” (2003), International Organization for Migration and United States Agency for International Development, Jeremy Grace and Jeff Fischer – general review of section -

<http://www.geneseo.edu/~iompress/LeftNav/PressPepOutputs.htm> .

“The Electoral Rights of Conflict Forced Migrants: A Review of Relevant Legal Norms and Instruments,” (2003), International Organization for Migration United States and Agency for International Development, Jeremy Grace – general review of section -

<http://www.geneseo.edu/~iompress/LeftNav/PressPepOutputs.htm> .

The Electoral Studies of Bosnia and Herzegovina and Western Sahara will be discussed and can be found “PEP Case Studies on Participation of Conflict Forced-Migrants in Elections (2003), International Organization for Migration and United States Agency for International Development, (2003), Jeremy Grace – reading assignments - <http://www.geneseo.edu/~iompress/LeftNav/PressPepOutputs.htm> .

Session Description

Fragile societies experience displacement of people related to conflict, economics, and other factors that have a bearing on electoral process. In many fragile societies, this displacement represents political cleavages that must be closed in the electoral process for the outcomes to be widely accepted. This session will explore the kinds of programming that has been conducted for the enfranchisement of Internally Displaced Persons (IDPs), refugees, asylum seekers, and diasporas.

There will be four Power Point presentations on the topic of force migration and elections: 1) Framing the Inequality; 2) International Covenants on Migration and Elections; and 3) Standards for the Political Rights of Persons Displaced by Conflict.

Electoral Studies will be Bosnia and Herzegovina and Western Sahara where the issues of personal identity, forced migration, and electoral rights converge and are managed in different manners.

Discussion time will be reserved for the Group presentation.

A general budget report for the Working Group is due.

November 3, 2006

The objective of this session is to discuss the integration of electoral policy decisions into an electoral process. This exercise will examine the policy options in the context of the Group Project and initiate the process of assembling these decisions into a coherent and operational electoral process that can achieve its political and governance objectives.

There will be a review and discussion of election planning documents.

November 10, 2006

Field work on Group Project.

November 17, 2006

Reports from the field and preparation of presentation for Client.

The expense reporting and budget impact report of the field work is due.

November 24, 2006

Thanksgiving Break.

December 1, 2006

Simulated presentation of draft report: critiques and revisions.

A general budget report for the Working Group is due.

December 8, 2006

Presentation of Group Project to Client.

December 15, 2006

Discussion and feedback from client and preparation of final Blue Ribbon Panel Report.

January 2007 (date open)

Presentation of Group Project to Blue Ribbon Panel.

Final budget report and other final reporting.