

ZIMBABWE ELECTION  
SUPPORT NETWORK

# Zimbabwe Harmonised Elections

30 July 2018

Compendium of Election Observers'  
Recommendations

Promoting  
Democratic  
Elections in  
Zimbabwe





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ZESN is deeply indebted to a consultant who assisted in coming up with this compendium as well as the entire ZESN staff who worked tirelessly to ensure that the compendium has been compiled and produced. Without their sterling cooperation, this compendium would not have been published

## About the Zimbabwe Election Support Network

ZESN is currently a coalition of 36 Non-Governmental Organizations (NGOs) formed to co-ordinate activities pertaining to elections. Its mission is to promote democratic elections in Zimbabwe, good governance in general and free and fair elections in particular, whilst adhering to internationally acceptable standards. ZESN was also established to standardize the NGOs' election-related activities and methodology, as well as to ensure wider geographical coverage and co-ordination of activities.

The vision of ZESN is a Zimbabwe where a democratic electoral environment and processes are upheld.

The objectives of ZESN are:

- To enhance citizen participation in issues of governance and democracy;
- To promote democratic free and fair electoral processes through objectively and impartially monitoring and observing elections;
- To promote the creation of a legal framework and an election culture for free and fair elections; and
- To effectively gather, disseminate and communicate objective information about elections and other democratic processes.

ZESN's core programme areas are:

- Monitoring and Observation;
- Advocacy for Electoral Reforms and Media and Information;
- Electoral Education and Capacity Building; and
- Monitoring, Evaluation, Accountability and Learning.

## Foreword

ZESN is pleased to publish the Zimbabwe 2018 harmonized elections compendium of the elections observers' recommendations which reviews the legislative and electoral framework in line with the supreme law of the country, regional, and international principles and standards governing the conduct of democratic elections.

The compendium brings to the fore 223 recommendations that were proffered by the various local, regional, and international EOMs that observed the July 30 2018 harmonized elections. Of the 223 recommendations, 115 have been streamlined in order to enable the highlighting in depth of electoral and legislative framework, election administration, media coverage, the conducting of civic and voter education, holding of inclusive elections, polling, election observation, results management and electoral justice.

In addition to this compendium, ZESN has developed a tracking tool that will enable the organisation to have an oversight role on the implementation of some of these recommendations. Results from the tracking process will be shared with key stakeholders working on elections and policy in Zimbabwe and beyond.

ZESN hopes that the recommendations by various EOMs to the Zimbabwe polls contained in this compendium which set the tone for the electoral reforms agenda will help build trust, improve policy making and facilitate accountability and transparency to ensure fairness, freeness as well as credibility of future elections and electoral processes.



Andrew Makoni  
ZESN Chairman

## Zimbabwe Harmonised General Elections, 30 July 2018: Compendium of Election Observer Recommendations

In line with the Declaration of Principles for International Election Observation, endorsed in 2005 under the UN's auspices, election observers can offer recommendations aimed at improving a country's electoral process. These recommendations are usually framed within the context of international and regional legal obligations and political commitments to which a country has committed through being party to various international and regional legal instruments, political declarations and 'good practices' defined by experience and on which there is broad agreement. The list of relevant instruments is included at the end of this compendium.

Election observer groups offer recommendations with the aim of improving the integrity and effectiveness of electoral and related processes. The following organisations deployed election observers or experts to observe the 2018 elections in Zimbabwe:

- The African Union Election Observer Mission (AUEOM)
- The Carter Center (Election Expert Mission)
- Catholic Commission for Justice and Peace in Zimbabwe (CCJP)
- Common Market for Eastern and Southern Africa Election Observation Mission (COMESA EOM)
- The Commonwealth Observer group (COG)
- Election Support Network – Southern Africa (ESN-SA)
- European Union Election Observation Mission (EU EOM)
- International Republican Institute & National Democratic Institute International (joint) (IRI/NDI EOM)
- Southern Africa Development Community Election Observation Mission (SEOM)
- Southern Africa Development Community – Parliamentary Forum Election Observation Mission (SADC-PF EOM)
- Zimbabwe Council of Churches (ZCC)
- Zimbabwe Election Support Network (ZESN)

This compendium has been prepared by ZESN. It lists all election-related recommendations made by election observer groups<sup>1</sup> that, at the time of compiling, had issued final reports or preliminary statements on the 2018 Zimbabwean Harmonised Elections. The main purpose of the compendium is to facilitate consideration of the recommendations by the Zimbabwean authorities and organisations, including the Government, the Parliament, the Zimbabwe Electoral Commission and other Independent Commissions, Political Parties, Civil Society Organisations, oversight and regulatory bodies and the media, by making them available in a single document.

The election observation reports and statements published to date make, collectively, over 200 recommendations. For ease of navigation, the recommendations are grouped in fourteen thematic areas and are colour coded. Column 4 presents the original text of the recommendations. Column 5 presents a suggested reformulation of the recommendations to combine similar recommendations, and to group into a smaller number (115) of recommendations. The last two columns set out the 'change path' and, should they decide to act on the recommendation, the authorities that will have the leading roles in their implementation. Recommendations in italics require a change to Zimbabwe's legislation. ZESN has endeavoured to faithfully represent the meaning of the recommendations. Any errors or omissions in this regard are unintentional.

In the period leading up to the next elections, ZESN will monitor the degree to which the recommendations have been considered and the steps that would have been put in place to address shortcomings noted during the 2018 electoral process. ZESN stands ready to provide input to discussions on electoral reform, which will hopefully take place in the coming months and years so that the 2023 elections are fully in line with Zimbabwe's regional and international commitments and fulfill the aspirations of the people of Zimbabwe.

<sup>1</sup>Some recommendations relating to the wider political environment, the role of elected officials and policy agendas have been omitted on the grounds that they are not directly 'election-related'

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	Change Through	Responsible Body
1	Electoral Framework	Addressing flaws, gaps and inadequacies. Establishment of a Committee on Electoral Reform	Institute comprehensive and timeous electoral law reform ( <b>ZESN</b> ). [The Government should] establish an all-inclusive electoral reform committee [...] to deliberate on political, administrative and legal reforms that are needed to enhance the credibility of Zimbabwe's electoral processes ( <b>ZESN</b> ).	[There is a] need for a comprehensive review of Zimbabwe's electoral framework that addresses existing flaws, gaps and/or inadequacies in the administration of elections. The Government should establish an all-inclusive electoral reform committee to deliberate on political, administrative and legal reforms that are needed to enhance the credibility of Zimbabwe's electoral processes.	Formation of Committee on Electoral Reform (CER)	Government, Parliament, Political Parties, CSOs and other Stakeholders
2	Legal Framework	Harmonisation of Electoral Law with the Constitution	There is need to align and harmonise the electoral laws to comply with the Constitution (AUEOM). The Electoral Act should be amended to align it with the Constitution to prevent disenfranchisement (COG). The Electoral Act should be aligned with the 2013 Constitution, in particular those provisions related to the constitutional right to vote (including postal voting for homebound voters and those in hospitals and penitential institutions), reinforcement of the independence of ZEC in relation to responsibility for its own regulations, voter registration, and accreditation of observers, as well as the required approval of regulations (EU EOM). Continue to align the Electoral Act with the 2013 Constitution (IRI/NDI EOM). The Mission urges the Government of Zimbabwe to consider expediting alignment of outstanding aspects the Electoral Law to new Constitution (SEOM). The new government which will come into office following the holding of elections should prioritise and promote the alignment of laws with the constitution and entrenchment of the spirit of constitutionalism (ZCC).	<i>The Electoral Act and other legislation that relates to the electoral process should be harmonised (aligned) with Zimbabwe's Constitution, in particular to:</i> <ul style="list-style-type: none"> <li>• <i>Prevent disenfranchisement of homebound persons, hospitalised persons and detained persons who have not been sentenced for a serious crime;</i></li> <li>• <i>Protect the constitutional right to vote, and</i></li> <li>• <i>Reinforce the independence of the ZEC in relation to responsibility for its own regulations, voter registration, and accreditation of observers, as well as the required approval of regulations.</i></li> </ul>	Revision of Electoral Act (including s.18, s.23 s.9(5), s.12(1)(e), s.56(1) as read with s.72, s.40H, .192(4)	Government (drafting amendments), CER, Parliamentary Committees (scrutiny), Parliament (debate and adoption), President (promulgation)  In consultation with Stakeholders
3	Legal Framework	Timeframe for Legislative Reform	To avoid operational or implementation delays, confusion and potentially conflicting provisions, international good electoral practice advocates that there should not be substantive changes to the legal and electoral framework 6 to 12 months prior to an election ( <b>COG</b> ).	Reforms should be legislated, regulated and implemented in a timely manner i.e. that substantive changes to the legal and electoral framework should be finalised no later than 6 to 12 months prior to an election.	Efficient Decision-Making	Government CER, Parliament



No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	Change Through	Responsible Body
4	Election Administration	Independence of ZEC	To guarantee the independence of the ZEC, the Electoral Act should be aligned with Section 235 of the Constitution, with the effect that the ZEC reports directly to the National Assembly and secures its own funding from the Consolidated Fund (COG). The Independence of the ZEC should be reinforced in relation to responsibility for its own regulations, voter registration, and accreditation of observers, as well as the required approval of regulations (EU EOM). ZECs independence needs to be strengthened, free from governmental oversight in the approval of its regulations (EU EOM). [...] Secure the status of ZEC as a fully independent constitutional commission. Amend the Electoral Act in such a manner that the ZEC has expanded responsibilities to regulate its own affairs as an independent authority and in accordance with international covenants including for voter registration processes and accreditation of observers and to remove the minister of justice, legal, and parliamentary affairs from responsibility for representing ZEC before parliament (IRI/NDI EOM).	<i>In accordance with international covenants, the status of the ZEC as a fully independent commission should be strengthened, including through amending the Electoral Act such that:</i> <ul style="list-style-type: none"> <li><i>It is fully aligned with Section 235 of the Constitution, with the effect that the ZEC reports directly to the National Assembly and secures its own funding from the Consolidated Fund;</i></li> <li><i>ZEC represents itself before Parliament rather than the Minister for Justice, Legal and Parliamentary Affairs, and</i></li> <li><i>The requirement for governmental approval of ZEC regulations is removed, and the ZEC has an expanded responsibility for regulating voter registration and the accreditation of election observers.</i></li> </ul>		
5	Election Administration	Multi-Party Liaison Committees (MPLCs)	Institutionalize MPLCs as forums for dialogue and dispute resolution among and between political parties and the ZEC. MPLCs should provide political parties with the opportunity to raise concerns and for the ZEC to offer clear direction for redressing concerns at the national and local levels. Given the importance of MPLCs as a forum for dialogue and as a form of Alternative Dispute Resolution (ADR)—which can be essential to reducing conflict and defusing tension—it is important to clarify and expand within the law a specific timeline for MPLCs to regularly meet [...] (IRI/NDI EOM). Make Multi-Party Liaison Committees a permanent feature in Zimbabwe's electoral processes (ZESN).	<i>Multi-Party Liaison Committees (MPLCs) should be made a permanent feature in Zimbabwe's electoral processes. This can be achieved through introducing provisions to the Electoral Act to institutionalize the MPLCs as forums for dialogue and dispute resolution among and between political parties and the ZEC. The legislation should establish a specific timeline for MPLCs to regularly meet.</i>	Revision of Electoral Act	Government, CER, Parliamentary Committees, Parliament President
6	Election Administration	Performance Review	At the conclusion of the electoral period, a review of policies, procedures and staff capacity is recommended to identify the successes, challenges and lessons that can be learned to build and strengthen the capacity of the Zimbabwe Electoral Commission for future elections (COG).	At the conclusion of the electoral period, a review of policies, procedures and staff capacity is recommended to identify the successes, challenges and lessons that can be learned to build and strengthen the ZEC's capacity for future elections.	Post-election Lessons Learned events (internal and external), Update Strategic Plan	ZEC (in consultation with Stakeholders)
7	Election Administration	Alignment of ZEC Procedures with Constitution	The ZEC should review its procedures and practices, especially for Election Day, to align them with Section 156(b) of the Constitution, to ensure the voting, counting and aggregation of results 'is simple, verifiable, secure and transparent' (COG).	The ZEC should review its procedures and practices, especially for Election Day, to align them with Section 156(b) of the Constitution, to ensure the voting, counting and aggregation of results 'is simple, verifiable, secure and transparent'.	Review of Regulations and Manuals	ZEC

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	Change Through	Responsible Body
8	Election Administration	ZEC Communication Strategy	[...] The ZEC should employ a proactive communications strategy to provide critical information to stakeholders and that reinforces public confidence in its impartiality throughout the electoral process ( <b>IRI/NDI EOM</b> ). The need for ZEC to improve on its communication strategy for purposes of confidence building with stakeholders ( <b>SADC PF EOM</b> ). Given the concerns raised by certain stakeholders on the alleged partiality of the ZEC, the mission calls on ZEC to consider adopting a proactive communication strategy ( <b>SEOM</b> ). The ZEC needs to establish an effective communication strategy ( <b>ZESN</b> ).	With the aim of strengthening trust and confidence among election stakeholders, creating a greater sense of 'ownership' and ensuring an informed electorate, the ZEC should review its approach to external communication and develop a comprehensive Communication and Information Strategy.	Needs Assessment, Adoption of ZEC Policy on Information and Communications	ZEC (in consultation with Stakeholders)
9	Election Administration	ZEC Communications (Principles)	Adopt more transparent and consultative procedures to build public trust in the ZEC and ensure the ZEC is widely perceived to be a credible institution [...]. To build public confidence, the ZEC should also go beyond a "legalistic" approach to sharing information with political parties and other groups. While the law does not require specific actions, the ZEC should concern itself with building public confidence in its impartiality through provision of timely and accurate public communication about the ZEC's work and strengthen its capacity to anticipate and rapidly respond to concerns and issues as they arise. ( <b>IRI/NDI EOM</b> ). Election administration should conform to open data principles ( <b>ZESN</b> ).	The ZEC's Communication and Information Strategy should adhere to international principles for 'open data' and the accessibility to information held by public bodies and commit the ZEC to providing information and data of public interest in a responsive, proactive and timely manner even where there is no specific legal requirement to do so.  See for example: <a href="https://www.ndi.org/open-election-data-initiative">https://www.ndi.org/open-election-data-initiative</a>	Inclusion of Principles in Policy/Strategy Documents,  Effective Implementation	ZEC (in consultation with Stakeholders)
10	Election Administration	Access to Information (Transparency)	CSOs play a critical role in ensuring a credible election. Their contribution to promoting a culture of democratic governance in Zimbabwe is historical. The Group encourages the ZEC to provide these organisations with greater access to electoral information to enable them to fully perform their functions (COG). ZEC should offer effective information on all steps of the electoral preparations with full transparency, making all information of public interest immediately and easily accessible, including resolutions and complete and timely publication of polling station results (EU EOM). Provide data on participation of marginalized groups in electoral processes. To increase participation by marginalized populations and to address barriers to electoral participation, the ZEC should systematically collect and publicly release data on the participation of men, women, youth, and disabled voters in the electoral process including voters, candidates, poll workers, observers, and party agents (IRI/NDI EOM). ZEC should publish audit reports on expenditure on elections administration (ZESN). Where extra polling stations are added towards an election, ZEC should widely publicize them (ZESN).	The ZEC should provide information on all stages of the electoral process in an easily-accessible form, including: <ul style="list-style-type: none"> <li>• ZEC Resolutions;</li> <li>• Data on the process of removing duplicates from the Voters Roll (see recommendation No. 24);</li> <li>• All Polling Station results in a tabulated format, including the original V11 and V23a/b returns (see recommendation No. 103);</li> <li>• Parties' and candidates' asset statements and financial reports on their election income and spending (see recommendation No. 53);</li> <li>• Data on participation of marginalized groups (women, youth, PWD) in electoral processes (as candidates, registered voters, voters, polling officials, party agents and observers);</li> <li>• Audit reports on ZEC expenditure;</li> </ul> Details of all Polling Stations, including those added close to the election.	Adoption of ZEC Policy and/or Regulation on Access to Information  Effective Implementation	ZEC

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	Change Through	Responsible Body
11	Election Administration	Consultation and engagement	ZEC should foster dialogue and consultation with stakeholders to enhance confidence in the electoral process [...] (AUEOM). Dialogues and engagements between ZEC and political parties, CSOs and FBOs should continue and become more commonplace without – anger, wrath, malice, slander, and abusive speech [...] (CCJP). To promote transparency and a level playing field, the ZEC should consider adopting a more communicative and collaborative approach with the various election stakeholders. Opportunities and aspects of the electoral process that do not contravene the legal framework, such as stakeholder comments on the design of ballot papers prior to printing, should be seen as a constructive and positive means for engagement (COG). [The ZEC's communication should] engage stakeholders at every relevant stage of the electoral process in order to build confidence and a sense of ownership amongst key stakeholders and the general public (SEOM). The need for ZEC to engage political parties and stakeholders to establish consensus on measures to enhance transparency in the management of elections in particular the printing, storage and transportation of ballot papers (SADCPF EOM).	The ZEC should strengthen its engagement (consultation and dialogue) with stakeholders throughout the electoral process, in particular political parties and CSOs, including on: <ul style="list-style-type: none"> <li>• Election boundary delimitation (see recommendation No. 34)</li> <li>• The design of the ballot paper (see recommendation No. 94)</li> <li>• The size of the nomination fees (see recommendation No. 16)</li> </ul>	Needs Assessment, Adoption of ZEC Policy on Stakeholder Consultation e.g. through a Strategic Plan	ZEC (in consultation with Stakeholders)
12	Election Administration	MPLC (Frequency and Effectiveness)	ZEC should [...] put measures in place to efficiently operationalise the Multi-Party Liaison Committee meetings to improve communication with stakeholders (AUEOM). Measures to enhance the effectiveness of both national and local multi-party liaison committees during the election campaign should be considered (COG). There needs to be more frequent MPLC meetings throughout the entire electoral process, so that it is an effective conflict resolution tool for political parties and provides an effective forum for reporting on non-compliance with the Code and for exchanges of views and information with ZEC (EU EOM). [...] Officials with the authority to make decisions, such as the ZEC chairperson and the commissioner general of the police, should attend the MPLC meetings to hear the parties' concerns, expedite resolution for any issues raised, and increase trust in both the MPLC as an important tool to prevent conflict and as a means of including all parties in the electoral process (IRI/NDI EOM).	ZEC should explore measures to improve the effectiveness of the Multi-Party Liaison Committees (MPLCs) meetings at national and local levels. For example: <ul style="list-style-type: none"> <li>• MPLC meetings should take place frequently throughout the entire electoral process, so that it is an effective conflict resolution tool for political parties and provides an effective forum for reporting on non-compliance with the Code of Conduct for Political Parties and Candidates and for exchanges of views and information with ZEC.</li> <li>• Officials with the authority to make decisions, such as the ZEC chairperson and the Commissioner General of the Police, could attend the MPLC meetings to hear the issues raised and, where necessary, expedite a resolution.</li> <li>• Issues of violence against women in elections (VAWIE) should be discussed at MPLCs (see recommendation No. 15).</li> </ul>	Review of MPLC Functioning, Adoption of MPLC Procedural Rules	ZEC (in consultation with Political Parties)
13	Election Administration	ZEC Procurement (Technology)	Invest in procurement of integrated systems that allow for one gadget to be used for multiple purposes such as enrolling voters, voter verification on election day and transmission of results (ZESN).	Invest in procurement of integrated systems that allow for one gadget to be used for multiple purposes such as enrolling voters, voter verification on election day and transmission of results. Refer also to Recommendation No. 104	Needs Assessment, consulting stakeholders, Planning, Testing, Procurement	ZEC

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	Change Through	Responsible Body
14	Election Administration	ZEC Training	Invest in comprehensive training for its officials on disability and inclusion (COG). To ensure greater consistency in the application of electoral procedures, strengthening and lengthening the duration of the training for polling officials is recommended (COG). Capacity building for ZEC, especially on Statistical/Data collation and data Management in line with Section 110(3) (a-f) of the Electoral Act (CCJP).	The ZEC should invest in comprehensive training for its officials on disability and inclusion; statistics, data collection and data management, and lengthen the duration for the training for polling officials.	Review of Training Curriculum(s) and Manuals	ZEC (in consultation with Stakeholders)
15	Election Administration	Facilitation for Participation of Women	A conducive environment needs to be created to ensure participation of women. The ZEC [...] should put in place measures to facilitate the increase in the participation of women in elections (ESN SA EOM). We further endorse the recommendations by some civil society groups that issues of violence against women in elections (VAWIE) are discussed at the multi-party liaison committees (COG).	A conducive environment needs to be created to ensure participation of women. The ZEC [...] should put in place measures to facilitate the increase in the participation of women in elections.	Review and Revision of ZEC Policy on Women's Participation in Consultation with Stakeholders	ZEC, Government, Political Parties, Independent Commissions, CSOs
16	Election Administration	Nomination Fees	[...] Noting the effect of the increase of candidate nomination fees on certain groups, we urge the Electoral Commission to review the impact of such measures on the inclusiveness of the candidate nomination process in the 2018 harmonised elections, in order to guide the formulation and implementation of future policies or measures (COG). Noting the effect of the increased candidate nomination fees on certain groups, the ZEC should consult youth groups to review the impact of such measures on youth participation in the 2018 Harmonised Elections in order to guide the formulation and implementation of such future measures (COG). There is need to involve youth as candidates and in decision making (ZESN).	<i>There is need to involve women, youth and Persons with Disabilities as election candidates and in decision-making. To this end, the ZEC should, in consultation with groups representing these persons, review the impact of the increased candidate nomination fees on their participation in the 2018 Harmonised Elections in order to guide the formulation and implementation of such future measures.</i>	Stakeholder Consultation, Revision of Electoral Act	Government, CER, Parliamentary Committees, Parliament President (in consultation with Stakeholders)
17	Election Administration	Removal of Accreditation Fees for Election Observers	CSOs expressed concern about the high accreditation fees for citizen observers. The Group urges the ZEC to ensure that fees for citizen observer groups are not prohibitive, given their important role: citizen observers often have the numbers on ground, as well as local knowledge that international observers may lack (COG). To promote and enable greater participation, it is recommended that consideration be given to waiving the fees for citizen observers (COG). Facilitate easier accreditation process by removing the requirement for accreditation fees to be paid as well as the requirement for observers to physical present themselves at accreditation centers (ZESN).	Facilitate easier accreditation process by removing the requirement for accreditation fees to be paid as well as the requirement for observers to physical present themselves at accreditation centers.	ZEC Regulations	ZEC
18	Election Administration	Ensuring the Secrecy of the Vote for Persons with a Visual Impairment	The ZEC should establish the number of voters' who are visually impaired and will require braille ballot papers, this will reduce the number of voters' needing assistance (ESN SA EOM). The ZEC [is] urged to [provide] braille ballot papers (SEOM). The ZEC should ensure mechanisms are put in place to facilitate voting by people with disabilities and to do so in secrecy (ZESN).	To enhance the secrecy of the vote, the ZEC should establish procedures for persons with a visual disability to vote without requiring the assistance of others, such as providing braille ballot papers / ballot sleeves.	Needs Assessment, Consultation, Revise Regulations and Manuals, Procurement	ZEC (in consultation with Stakeholders)
19	Voter Registration	Timeframe to Avail the Voters Roll	ZEC should avail the final voters register to political parties, candidates and other relevant stakeholders within a reasonable time to allow for a comprehensive voter audit and verification, as well as facilitate effective participation in the process (AU EOM). The ZEC should avail the voters roll to stakeholders in time to enhance transparency. The Electoral Laws should be amended to include specific timelines when the voters' roll ought to be made available to stakeholders (ESN SA EOM). The ZEC should establish clear timelines for the production and distribution of the preliminary and final voter rolls, which provide meaningful opportunities for a serious audit of the quality of the voters list and which should be made available prior to the nominations process (IRI/NDI EOM). The Mission urges ZEC to endeavour to avail the voters' roll, as and when, required by stakeholders to allow enough time for inspection and verification (SEOM). Amend the Electoral Law to ensure that it provides a specific timeframe for the final voters' roll to be availed to the political contestants (ZESN).	<i>The electoral legislation should be amended to provide a specific timeframe for the preliminary (provisional) voters roll to be availed to the political parties and other designated stakeholders e.g. during the inspection period. The final voters roll should be availed to the political parties and other designated stakeholders as soon as it is concluded. Candidates should be given a copy of the voters' roll for the constituency in which they are contesting the election at the point that their nomination is confirmed.</i>	Revision of Electoral Act and ZEC Regulations.	Government, CER, Parliamentary Committees, Parliament, President and ZEC

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	Change Through	Responsible Body
20	Voter Registration	Requirement to Notify	Notify persons that are put on the exclusion list and provide a less cumbersome provisions for redress ( <b>ZESN</b> ).	<i>The electoral legislation should be amended to require that persons that are put on the 'exclusion list' are notified in a timely manner and that legal provisions are revised to make seeking redress for wrongful exclusion less cumbersome.</i>	Revision of Electoral Act and ZEC Regulations.	Government, CER, Parliamentary Committees, Parliament, President, ZEC
21	Voter Registration	Requirement to Notify	Amend the electoral law to instruct the ZEC to inform registrants who are removed from the roll ( <b>ZESN</b> ).	<i>The electoral legislation should be amended to require the ZEC to inform registrants who are removed from the voters roll.</i>	Revision of Electoral Act and Regulations.	Government, CER, Parliamentary Committees, Parliament, President, ZEC
22	Voter Registration	Copy of Voters Roll to Party Agents	Provide copies of the polling station voters' roll to party agents at the polling stations ( <b>ZESN</b> ).	<i>The electoral legislation should be amended to afford party agents the right to receive copies of the polling station extract of the voters' roll at polling stations.</i>	Revision of Electoral Act and ZEC Regulations.	Government, CER, Parliamentary Committees, Parliament, President, ZEC.
23	Voter Registration	Cleaning of Voters Roll, Amendment of ZEC Regulations	[...] Conduct/finalize a comprehensive new deduplication process including whole voters' roll (EU EOM). Engage in regular cleaning and deduplication of the voter roll. In alignment with international best practices that ensure the principle of universal suffrage, the ZEC should amend its regulations for voter registration and undertake routine deduplication and data cleaning exercises for the existing voters roll to eliminate the problems identified by the audits completed before the July elections, including repeated addresses, similar ID numbers, and similar data for two different voters (IRI/NDI EOM). ZEC to focus on continuous voter registration and cleaning of the voters' roll (ZESN)	During the inter-election period, ZEC should focus on continuous voter registration and cleaning the voters' roll data (to remove entries with repeated addresses, similar ID numbers, and similar data for two different voters). ZEC regulations should be amended accordingly.	ZEC Regulations and Planning Documents	
24	Voter Registration	Publication of Data	[...] Publish results of deduplication process conducted by ZEC [...] (EU EOM). The results of the de-duplication process need to be publicized (ZESN).	Data on the 'de-duplication' process should be made publicly available.	ZEC Regulations and Policy	ZEC
25	Voter Registration	Independent Audit	Independent external audits should be commissioned by the ZEC to assess the quality of the voters' roll, these will go a long way in building public confidence ( <b>ESN SA</b> ). Clarify and resolve anomalies identified in voters' roll (additionally by official audit and research of voters' roll) (EU EOM).	In order to build public confidence, the ZEC should commission independent external audits to assess the quality of the voters' roll.	ZEC Regulations and Policy	ZEC
26	Voter Registration	Address System	In order to ensure universal and equal suffrage as well as the right to vote, there is a need to review procedures for the identification of voter addresses (lessening the over-use of pre-commissioned affidavits), to ensure the correct allocation of polling station / ward / constituency for each voter, and to ensure a consistent format for the capturing and registering of voter addresses ( <b>EU EOM</b> ).	In order to ensure universal and equal suffrage as well as the right to vote, there is a need to review procedures for the identification of voter addresses (lessening the over-use of pre-commissioned affidavits), to ensure the correct allocation of polling station / ward / constituency for each voter, and to ensure a consistent format for the capturing and registering of voter addresses.	ZEC Regulations	ZEC
27	Voter Registration	Form of Data	Publish preliminary and final voters roll in an analyzable format that allows for an independent audit and verification in a timely manner. The ZEC should release a provisional voter roll during the inspection process in an electronic analyzable format [...] (IRI/NDI EOM).	The preliminary (provisional) and final voters roll should be made available to contestants and other relevant stakeholders electronically and in a form that allows the data to be analysed/sorted easily and enables an audit/verification of the accuracy of the roll.	ZEC Regulations and Policy	ZEC
28	Voter Registration	Location of	The ZEC should continue to enhance citizen access to the inspection process through more localized inspection centers or list of registered voters at specific polling stations ( <b>IRI/NDI EOM</b> ).	The ZEC should enhance citizen access to the voters roll inspection process through more localized inspection centers or by placing lists of registered voters at specific polling stations.	Planning	ZEC

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	Change Through	Responsible Body
29	Voter Registration	Targeting of Under-Registered Groups	Concerted efforts are required to ensure an increased number of youths are registered as voters and participate in the electoral process (COG). The ZEC should consider targeted voter registration drives for young people and those residing in the urban areas. Even though more youth registered compared to 2013, their registration rate is low compared to the older age categories (ESN SA). Ensure enhanced voter registration in "under registered" districts of the country to ensure universal and equal suffrage (EU EOM). Facilitate ease of registration in urban areas in view of lowest registration statistics in Harare and Bulawayo in particular and urban areas in general compared to rural areas (ZESN).	To address the relative under-inclusion in the voters roll of certain segments of the population, during future voter registration drives, the ZEC should undertake specific actions targeting: <ul style="list-style-type: none"> <li>• Persons living in urban areas (particularly Harare and Bulawayo)</li> <li>• Young adults</li> <li>• "Under registered" districts</li> </ul> People with Disabilities	ZEC Regulations and Policy, Preparation of Information Materials	ZEC
30	Constituency Boundary Delimitation	Legal Framework for Boundary Delimitation	[...] An Act of Parliament could be adopted developing and elaborating the legal framework for boundary delimitation, to also include provisions for consultations with political parties and civil society and a complaints and appeals mechanism before the parliamentary approval process (EU EOM). There should be stakeholder consultation on delimitation and the process needs to comply with international standards of equal voting strength, representativeness, and community of interest (ZESN).	<i>The Electoral Act should be amended to include provisions developing and elaborating the legal framework for boundary delimitation. It could include provisions requiring consultations (with political parties, civil society and other interested stakeholders) on ensuring equal voting strength, representativeness, and community of interest and establishing a complaint and appeal mechanism.</i>	Revision of Electoral Act and ZEC Regulations.	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders)
31	Constituency Boundary Delimitation	Mandate for Boundary Delimitation	To ensure inclusive consultation to increase public confidence in the boundary delimitation process, an independent, ad hoc, or permanent commission in charge of drawing the electoral constituency boundaries could be established (IRI/NDI EOM).	<i>To ensure inclusive consultation to increase public confidence in the boundary delimitation process, an independent (ad hoc or permanent) commission in charge of drawing the electoral constituency boundaries could be established.</i>	Adoption of Legislation	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders)
32	Constituency Boundary Delimitation	Equality of the Vote and adherence to	The variance in population size across Zimbabwe's constituencies remained an issue of concern to some stakeholders. To ensure fairness and equal access, [...] a review of the boundaries should be undertaken [...] with a view to standardising the numbers of voters across constituencies to ensure fair and equal representation (COG). According to the 2013 Constitution, no constituency should have more than 20 percent variation in registered voters (IRI/NDI EOM). There is a need to rationalize constituencies that are too big and those that are too small (ZESN).	<i>According to the 2013 Constitution, no constituency should have more than 20 percent variation in registered voters. The election boundaries should be rationalised in order to comply with the Constitution and international standards i.e. that the boundaries of those constituencies whose electorates are too big or too small are revised to ensure broadly equal 'voting strength' and thus broadly equal representation.</i>	Implementation of Article 161 of the Constitution	ZEC
33	Constituency Boundary Delimitation	General Principles for Delimitation Process	A review of the boundaries should be undertaken [...] in an inclusive, non-partisan and transparent process (COG). Constituency delimitation must be carried out in good time prior to the next elections to ensure equal suffrage in accordance with the Constitution (EU EOM). Complete boundary delimitation exercise no less than one year prior to the next election (IRI/NDI EOM).	The election boundary review should be conducted: <ul style="list-style-type: none"> <li>• Transparently;</li> <li>• Inclusively;</li> <li>• Impartially (in a non-partisan manner), and in a timely manner (being concluded no less than one year prior to the next election)</li> </ul>	Implementation, Review Current Boundaries, Development of Proposals for revision, Approval of Changes	ZEC



No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	Change Through	Responsible Body
34	Civic Awareness and Voter Education	CVE (Objectives)	[There needs to be] transformative civic reflection and learning experiences for voters on constitutional rights/responsibilities (CCJP). To continue to strengthen voter confidence in the electoral process, a more robust civic awareness and voter education programme – designed and implemented by the ZEC, political parties and all relevant stakeholders – is encouraged (COG). Voter education efforts [should] educate citizens on their rights and responsibilities in a participatory democracy. The ZEC should refine the regulations governing voter literacy such that education initiatives are implemented on a continual basis and in line with international covenants on citizens' right to information, including access for those who are disabled or illiterate (IRI/NDI EOM). The gap between elected officials and the electorate should be drastically minimised to avoid the entrenchment of mistrust and disengagement from political/national processes by citizens. This intervention should be supported by consistent public education on the role of public officials, by civil society organizations (ZCC). Voter education should deliberately emphasise the importance of other elections, apart from the presidential election, particularly local government elections (ZESN). Voter education should be linked to the secrecy of the ballot and other misinformation by electoral stakeholders (ZESN).	<i>In order to better fulfil Zimbabwe's international obligations on the right to access information, the Electoral Act should be reviewed to expand the ZEC's mandate to require it to deliver programs covering both civic awareness <u>and</u> voter education with the following objectives (outcomes):</i> <ul style="list-style-type: none"> <li>• Improve voter literacy;</li> <li>• Counter misinformation and eliminating negative perceptions about elections;</li> <li>• Strengthen public confidence in the electoral process;</li> <li>• Improve understanding of the function of elected offices, including local government and reducing 'the gap' between elected officials and the electorate;</li> <li>• Deepen awareness of rights and responsibilities in a participatory democracy, and</li> <li>• Increase participation in elections, particularly for special needs/interest groups.</li> </ul>	Revision of Electoral Act	Government, CER, Parliamentary Committees, Parliament President (in consultation with Stakeholders)
35	Civic Awareness and Voter Education	Continuity of Civic Awareness Program	There needs to be a longer and more comprehensive implementation of voter education activities ( <b>EU EOM</b> ). Voter education should be provided on a continuous basis and expand reach to institutions of higher learning and secondary schools and to target first-time voters ( <b>ZESN</b> ).	<i>The civic awareness program should take place on a continual basis throughout the election cycle and voter education needs to take place over a longer period.</i>	Revision of Electoral Act, Planning and Resourcing	ZEC (in consultation with Stakeholders)
36	Civic Awareness and Voter Education	CVE Strategy Regulations, Planning Documents	Develop an ongoing, comprehensive voter education strategy [...]. The ZEC should refine the regulations governing voter literacy such that education initiatives are implemented on a continual basis and in line with international covenants on citizens' right to information, including access for those who are disabled or illiterate ( <b>IRI/NDI EOM</b> ). Political parties, civil society and relevant government ministries and institutions should focus on dissemination of standardized, accurate and timely information about the electoral process ( <b>ZCC</b> ).	The ZEC should conduct a review its regulations, policy/strategy documents, manuals and planning documents related to civic and voter education (CVE) to ensure a robust and appropriate approach is taken regarding the accuracy, consistency (standardisation) and comprehensiveness of the program content/messages and a systematic program roll-out and delivery.		
37	Civic Awareness and Voter Education	Partnership with CSOs	Consideration should be given to the development of a co-ordinated partnership arrangement, which would enable civil society to support the ZEC through a more targeted and systematic approach in fulfilling its voter education and outreach mandate, especially to reach rural and more remote places in the country ( <b>COG</b> ). Voter education efforts conducted by the ZEC must incorporate and liberalize its regulation of the complementary efforts of civil society [...] ( <b>IRI/NDI EOM</b> ). Political parties, civil society and relevant government ministries and institutions should focus on dissemination of standardized, accurate and timely information about the electoral process ( <b>ZCC</b> ). Voter education should be provided on a continuous basis and expand reach to institutions of higher learning and secondary schools and to target first-time voters ( <b>ZESN</b> ).	<i>The ZEC should, within the framework of a coordinated partnership agreement, deepen its cooperation with CSOs and institutions of learning (secondary and higher), and government ministries in the design and delivery of civic and voter education. Political parties should also be involved in election-related awareness-raising activities.</i>	Revision of Electoral Act, Consultation, Conclusion of a Partnership Agreement	ZEC (in consultation with Stakeholders)

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	Change Through	Responsible Body
38	Civic Awareness and Voter Education	CVE Targeting	The Commonwealth Observer Group encourage CSOs to continue engaging in voter education with all segments of the population, with an emphasis on marginalised groups. The Group commends the ongoing civic education campaigns, especially those targeting women, youth and people who are illiterate. We recommend the prioritisation of such campaigns to ensure increased participation of these groups (COG). It is recommended that CSOs and the ZEC engage in voter education programmes throughout the electoral cycle, targeting young voters from age 16. This could increase electoral literacy (COG). Voter education should [...] expand reach to institutions of higher learning and secondary schools and to target first-time voters (ZESN).	While the CVE program should address the needs of all electors, the information needs of the following should be prioritised: <ul style="list-style-type: none"> <li>• Women;</li> <li>• Young adults;</li> <li>• Students (in secondary and higher education);</li> <li>• First-time voters;</li> <li>• Persons with Disabilities (PWD);</li> <li>• The unlettered (illiterate), and Rural and remote communities</li> </ul>	Revision of CVE Strategy and Documents (to prioritise target groups)	ZEC (in consultation with Stakeholders)
39	Civic Awareness and Voter Education	Development of CVE materials for Persons with Disabilities (PWD)	As Zimbabwe's democracy and its economy evolve, for future elections, the <b>Commonwealth Observer Group</b> encourages Zimbabwe to develop effective electoral information, education and communication materials tailored for PWDs, using various formats including braille, closed caption and audio. The country could learn from other electoral jurisdictions. For example, South Africa prints larger ballot paper templates for its visually impaired voters.	[The ZEC should] develop effective electoral information, education and communication materials tailored for PWDs, using various formats including braille, closed caption and audio. The country could learn from other electoral jurisdictions.	Revision of CVE Strategy and Documents (development of materials), Procurement	ZEC (in consultation with Stakeholders)
40	Civic Awareness and Voter Education	CVE Messaging and Content	Political parties, civil society and relevant government ministries and institutions should focus on dissemination of standardized, accurate and timely information about the electoral process including the BVR system and the actual voting process in order to eliminate negative perceptions about elections ( <b>ZCC</b> ). Voter education should be linked to the secrecy of the ballot and other misinformation by electoral stakeholders ( <b>ZESN</b> ). The Mission urges ZEC to conduct sensitisation programs regarding postal voting particularly related to its modalities and management ( <b>SEOM</b> ).	The ZEC should review its voter education materials to reinforce messages on the BVR system, the actual voting process emphasising the secrecy of the vote and better explain the modalities and management of the postal voting system. Voter education should be delivered in a timely manner and accessible to all parts of Zimbabwean society.	Revision of CVE Strategy and Documents (development of materials), Procurement, Distribution	Government, ZEC, Political Parties, CSOs
41	Participation and Representation (PWD)	Domestication of CPRD	Incorporate the Convention on the Rights of Persons with Disabilities into domestic law ( <b>EU EOM</b> ). Align domestic law with the Convention on the Rights of Persons with Disabilities to ensure the right of all citizens to participate in political life ( <b>IRI/NDI EOM</b> ). Government [...] should make their structures more inclusive for PWDs. Particular attention should be paid to women with disabilities, who suffer multiple discrimination ( <b>COG</b> ). The positive legal provisions for the participation of PWDs in Zimbabwe should be followed by adequate resources and effective enforcement ( <b>COG</b> ).	<i>To better ensure the right of all citizens to participate in political life, the Convention on the Rights of Persons with Disabilities should be incorporated into domestic law.</i>	Revision of Disabled Persons Act (DPA) and Electoral Act, Adoption of Policy, Implementation of Policy, Resource Allocation, Monitoring	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders)
42	Participation and Representation (PWD)	Participation by Persons with Disabilities (PWD) in all Aspects of Elections	It is not enough to support persons with disabilities to cast their vote on Election Day. Deliberate efforts should be made to facilitate their participation as candidates for elective office, as well as participate as polling officials, local observers, party agents, media monitors and so forth (COG).	Efforts should be made by the competent authorities and organisations to facilitate the participation of Persons with Disabilities as: <ul style="list-style-type: none"> <li>• candidates for elective office;</li> <li>• party agents;</li> <li>• polling officials, and</li> <li>• media monitors, and local observers.</li> </ul>	Adoption of Policy, Implementation of Policy	ZEC, Political Parties, CSOs



No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	Change Through	Responsible Body
43	Participation and Representation (PWD)	Inclusivity of PWD in Planning of Programs	PWDs should be directly and actively involved in any plans and programmes related to their active participation ( <b>COG</b> ).	Persons with Disabilities should be directly and actively involved in any plans and programmes related to their active participation [in elections].	Consultation	ZEC
44	Participation and Representation (PWD)	Accessibility of Public Buildings and Polling Stations	In line with previous recommendations, as Zimbabwe's economy evolves, the Group hopes that efforts will be made to address accessibility challenges, physical and visual, on Election Day and in the pre-election period at the polling station and voter registration sites ( <b>COG</b> ). Polling stations should be located in places that are easily accessible for the physically challenged ( <b>ESN SA EOM</b> ). [...] the Government and ZEC are urged to continue to establish user-friendly polling stations to cater for people with disabilities ( <b>SEOM</b> ). Public buildings should be made accessible to all citizens ( <b>ZESN</b> ).	Public buildings should be made accessible to all citizens. The ZEC should ensure mechanisms are put in place to facilitate voting by people with disabilities including locating polling stations and registration centres in places that are easily accessible for persons with a physical disability.	Improve Infrastructure and Identification of Polling/Registration locations	Government, ZEC
45	Participation and Representation (Gender)	Compliance with SADC Protocol on Gender and Development	The need to develop strong legal [...] mechanisms to encourage and support the adoption of women as candidates so as to ensure gender parity in political and decision-making positions in line with the SADC Protocol on Gender and Development ( <b>SADCPF EOM</b> ).	<i>[Zimbabwe should] develop strong legal mechanisms to encourage and support the adoption of women as candidates so as to ensure gender parity in political and decision-making positions in line with the SADC Protocol on Gender and Development.</i>	Revision of Electoral Act (and other legislation as necessary)	Government, CER, Parliamentary Committees, Parliament, President
46	Participation and Representation (Gender)	Representation Quotas for Women	Consider putting in place mechanisms to increase women's participation in the electoral process, particularly as candidates ( <b>AUEOM</b> ). Consideration should be given to the creation of women-only seats. The 60 seats could be contested as safe constituencies by women, similar to the situation that pertains in jurisdictions such as Bangladesh and Uganda ( <b>COG</b> ). The Commonwealth Observer Group recommends the quotas prescribed for women under Section 124 of the 2013 Constitution should be negotiated by the new parliament before its expiration in 2023. For example, in Uganda and Bangladesh, quotas for women are negotiated in parliament every five years before their expiration ( <b>COG</b> ). Legally-binding quotas and enforcement mechanisms should be enacted by Parliament ( <b>ESN SA EOM</b> ). Institute appropriate provisions in electoral law that makes it mandatory for parties to observe quotas for women ( <b>ZESN</b> ).	<i>The Electoral Act should include appropriate provisions that makes it mandatory for parties to observe quotas for women candidates i.e. the quotas should be legally-binding and compliance enforced. Consideration should be given to the creation of women-only seats. The 60 seats could be contested as safe constituencies by women, similar to the situation that pertains in jurisdictions such as Bangladesh and Uganda.</i>	Revision of Electoral Act	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders)
47	Participation and Representation (Gender)	Quotas in other elections	Given the low participation of women in contested seats in this election, consideration should be given to extending the quota system to the Senate and local authorities ( <b>COG</b> ).	<i>Consideration should be given to extending the quota system to the Senate and local authorities.</i>	Revision of Electoral Act	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders)
48	Participation and Representation (Gender)	SADC Protocol on Gender and Development	The need to develop strong [...] administrative mechanisms to encourage and support the adoption of women as candidates so as to ensure gender parity in political and decision-making positions in line with the SADC Protocol on Gender and Development ( <b>SADCF EOM</b> ). In line with the Constitution of Zimbabwe, and the SADC Protocol on Gender and Development of 2008, the SEOM encourages all stakeholders to review the political and social environment, with a view to promoting women and gender balance in positions of political leadership ( <b>SEOM</b> ). Ensure that there is gender parity in all key decision-making positions and institutions ( <b>ZESN</b> ).	In line with the Constitution of Zimbabwe, and the SADC Protocol on Gender and Development of 2008 [Zimbabwe should] review the political and social environment and develop strong administrative mechanisms to encourage and support the adoption of women as candidates with a view to achieving gender parity in positions of political leadership and all key decision-making positions and institutions.	Review of Political and Social Environment, and Policy (Administrative Mechanisms)	Government, Political Parties, ZEC, other State Institutions, CSOs

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	Change Through	Responsible Body
49	Participation and Representation (Youth)	Quota for Youth	The Group urges the consideration of a quota system for youth representatives (aged 18 to 35) to the Local Authority and National Assembly Elections, similar to other jurisdictions like Rwanda (COG).	<i>[Zimbabwe should] give consideration [to introducing] a quota system for youth representatives (aged 18 to 35) to the Local Authority and National Assembly Elections, similar to other jurisdictions like Rwanda.</i>	Revision of Constitution and subsequently Electoral Act	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders)
50	Participation and Representation (Youth)	Peaceful Participation of Youth	Noting the participation of young people in electoral and political violence, and/or their susceptibility to be used in such situations, the Commonwealth Observer Group encourages the greater use of peace pledges by CSOs and youth organisations to encourage young people to shun political violence (COG).	Noting the participation of young people in electoral and political violence, and/or their susceptibility to be used in such situations, the competent authorities and organisations [should make] greater use of peace pledges by CSOs and youth organisations to encourage young people to shun political violence.	Development of Programs, Engagement	Government, State Institutions, Political Parties, CSOs
51	Political Party Functioning	Political Party Act	Consideration should be given to the adoption of a Political Party Act (COG). The need to promulgate the law to govern the regulation of political parties in Zimbabwe (SADC PF 53EOM). There is need for regulation of political parties (ZESN).	Zimbabwe should adopt a Political Party Act to regulate the activities of political parties.	Adoption of New Legislation (Political Party Act)	Government, CER, Parliamentary Committees, Parliament, President (Consultation with Parties & CSOs)
52	Political Party Functioning	Political Party and Campaign Financing	Legislation capping electoral expenditure should be enacted before the next elections (COG). To promote transparency and ensure greater accountability, consideration should be given to strengthening the Political Parties (Finance) Act through the inclusion of provisions regarding the declaration of assets by parties, candidates and Members of Parliament (COG). Promote accountability and transparency of campaign finance and expenditure by introducing explicit regulations on campaign expenditure, including reporting requirements before the nomination process and shortly after the declaration of results. In order for this to be effective there also needs to be a clear mandate for an independent institution – possibly ZEC – to oversee respect for such regulations and to undertake campaign finance audits (EU EOM). Amend the Political Parties (Finance) Act to promote transparency in political party financing. This includes regulations on reporting and expenditures and that are in line with international conventions (IRI/NDI EOM). The law should provide for disclosure and audits of parties' sources and use of campaign funding (ZESN).	<i>To promote transparency and accountability in political party financing in line with international conventions., the Political Parties (Finance) Act should be amended to include provisions:</i> <ul style="list-style-type: none"> <li><i>• To require declaration of assets by political parties, candidates and Members of Parliament;</i></li> <li><i>• To require reporting on donations received by political parties' and candidates' and other sources of funds and electoral expenditures prior to approval of nomination and shortly after the declaration of election results;</i></li> <li><i>• Setting ceilings on electoral expenditure by parties and candidates;</i></li> <li><i>• Requiring the auditing of political parties' and candidates' electoral accounts (sources and expenditures);</i></li> <li><i>• Conferring an independent institution (possibly the ZEC) with the legal mandate to regulate and oversee electoral finance issues and undertake verification of the contestants' financial reports.</i></li> </ul>	Revision of Political Parties (Finance) Act	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Political Parties and CSOs)

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	Change Through	Responsible Body
53	Political Party Functioning	Legal Measures to Curb Misuse of State Resources in Election Campaigning (Change to Legislation)	Formulation of a policy or legislation with guidelines or framework for humanitarian distribution of aid. Food is a fundamental right. Those who deny others their right to food on the basis of political affiliation-and therefore right to life-should be prosecuted (CCJP). Legislative measures, including effective and dissuasive sanctions, should be introduced to mitigate abuse of state resources and misuse of the advantage of incumbency, such as use of government vehicles, property and funds and the involvement of public officials in political activities, in order to guarantee the free expression of the will of electors and help create a more level playing field (EU EOM). Create enforcement mechanisms for ensuring government resources do not serve partisan interests. The ZEC, in accordance with international covenants and principles of equality, should ensure clear distinction between activities of the party in power and activities of the government to avoid abuse of state resources. The ZEC should be legally empowered to enforce provisions within the Electoral Act that strictly prohibit the politicization of food aid, agricultural inputs, and other social welfare benefits including penalties for misuse of state resources and the involvement of public officials in political activity. The ZEC and relevant bodies should also reinforce that the distribution of land titles, food aid, and farm implements by traditional leaders must be done through bureaucratic means and away from any campaign-related activity through intensive and continuous educational outreach about the limits of traditional leadership in the political environment (IRI/NDI EOM).	<i>In order to guarantee free expression and a level playing field for election campaigning and to mitigate the 'advantages of incumbency', legislative measures should be introduced prohibiting the use of state resources, notably government-owned vehicles, property and funds) for partisan purposes such as election campaigning by contestants and/or their supporters. The legislation should also be revised to:</i> <ul style="list-style-type: none"> <li>• Provide clear rules on the involvement of public officials in political activities;</li> <li>• Prohibit the distribution of food aid, agricultural inputs and other social/welfare benefits during the campaign period in a politically partisan manner e.g. by conducting distribution during a campaign event or by a candidate or their supporters;</li> <li>• Establish effective and dissuasive sanctions for violation of the provisions, and</li> <li>• Confer the ZEC with the authority to enforce to the provisions.</li> </ul>	Revision Electoral Act (new Provisions)	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Political Parties and CSOs)
54	Political Party Functioning	Revision of Code of	The ZEC should incorporate a code of conduct for the use of social media into the Electoral Code of Conduct for Political Parties (COG).	<i>The Code of Conduct for Political Parties and Candidates and Other Stakeholders should contain provisions for the use of social media.</i>	Consultation, Revision of Code of Conduct	Government, CER, Parliamentary Committees, Parliament, President (in consultation Parties & CSOs)
55	Political Party Functioning	Culture of Non-Violence	Continue to maintain the current open and free political environment, and all stakeholders must refrain from acts that may undermine the integrity of the electoral process or threaten the country's peace and stability (AUEOM). Political parties and other electoral stakeholders should embrace principles of inclusivity, non-violence and conflict sensitivity before, during and after elections, in the interest of peace and the aspirations of the citizenry. Inclusivity partly implies that divisive politics should be done away with e.g. the politicization of identity (ZCC).	In the interest of peace and the aspirations of the citizenry, political parties and other electoral stakeholders should embrace principles of inclusivity, non-violence and conflict sensitivity before, during and after elections. Inclusivity partly implies that divisive politics should be done away with e.g. the politicization of identity.	Popularisation of the Code of Conduct	Government, ZEC, Political Parties, CSOs
56	Political Party Functioning	Political Party Strengthening	Build capacity of political parties to effectively compete in elections and participate in governance processes. Build the capacity of political party leaders in the areas of campaign techniques, data analysis and planning, internal democracy, constituent engagement, and policy development (including the role of opposition parties in governance) while broadening parties' knowledge of electoral rules and rights to ensure that political parties, both ruling and opposition, fulfill their roles as democratic institutions (IRI/NDI EOM). Political parties should focus their campaigns on demonstrating their respective policy capabilities particularly on service delivery issues. The campaigns should be viewed and experienced as competition of ideas on how the country can move forward on political, social and economic fronts (ZCC). Support the strengthening of political parties to enable them to effectively campaign for public office and when in parliament to effectively play their legislative and over oversight roles (ZESN).	The strengthening of political parties should be supported with the objectives of enabling them to fulfil their roles as democratic institutions, through: <ul style="list-style-type: none"> <li>• Develop policy (particularly on service delivery issues);</li> <li>• Strengthen internal-party democracy;</li> <li>• Broaden their knowledge of electoral rules and political rights;</li> <li>• Campaign effectively for public office;</li> <li>• Engage with constituents, and</li> <li>• Participate effectively in governance processes including fulfilling their legislative and over oversight roles in parliament;</li> </ul>	Development of Support Programs to Political Parties and MPs, Training,	Political Parties, MPs (Parliament), Development Partners, CSOs

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	Change Through	Responsible Body
57	Political Party Functioning	Measures to Facilitate Women's Participation	Consider putting in place mechanisms to increase women's participation in the electoral process, particularly as candidates (AUEOM). Noting the important role political parties can play in addressing gender imbalance in political leadership, we urge political parties to adopt and implement special measures, such as voluntary quotas, to achieve gender balance within their own decision-making structures and processes (COG). To alleviate the weight of the financial burden on women seeking to contest elections and to encourage more women to run for office in Zimbabwe, we urge political parties to consider ways of supporting women candidates, including through the establishment of special funds (COG). [...] political parties should consider establishing intra-party referral systems that allow women to report cases of violence within political parties to the police and law courts, without fear of reprisals. (COG). A conducive environment needs to be created to ensure participation of women. [...] Political parties should put in place measures to facilitate the increase in the participation of women in elections (ESN SA). Political parties should devote resources to women candidates to encourage their participation (ESN SA). Create an environment in which women can participate equally in the electoral process, without fear of intimidation and harassment. This includes the greater acceptance and promotion of female candidates and in all aspects of governance. Parties should aspire to mainstream women in the party hierarchy and facilitate their recruitment, training, and support as candidates for elected office (IRI/NDI EOM). Political parties should be accountable for the pledges they make in support of female participation in political processes (ZESN).	[Political parties should endeavour to] create an environment in which women can participate equally in the electoral process, including as candidates, without fear of intimidation and harassment. This includes: <ul style="list-style-type: none"> <li>• The greater acceptance and promotion of female candidates and in all aspects of governance.</li> <li>• Aspiring to mainstream women in the party hierarchy and facilitate their recruitment, training, and support as candidates for elected office.</li> <li>• Adopting and implement special measures, such as voluntary quotas, to achieve gender balance within their own decision-making structures and processes.</li> <li>• Improving internal democratic structures and rules governing the selection of leaders and candidates, including the conduct of party primaries.</li> <li>• Devoting resources to women candidates e.g. through the establishment of special funds.</li> <li>• Establish an intra-party referral system that allow women to report cases of violence within political parties to the police and law courts, without fear of reprisals.</li> <li>• Establishing a mechanism such that political parties are held accountable for the pledges they make in support of female participation in political processes.</li> </ul>	Consultation, Revision of Party Statutes, Development of Policies  Possible Introduction of Legal Obligations (in Political Party Act)	Political Parties (in consultation with Stakeholders)  If legally-binding obligations are created: Government, CER, Parliamentary Committees, Parliament, President
58	Political Party Functioning	Primary Elections	Political parties should improve internal democratic structures and rules governing the selection of leaders and candidates, including the conduct of party primaries (IRI/NDI EOM). Political parties should have legal frameworks for candidate nomination and processes for conducting primary elections. Political parties should have voters' rolls for primary elections. For transparency purposes, political parties could invite external observers to observe their primary elections (CCJP).	Political parties should be required by law to conduct primary elections to select candidates. Political parties should have voters' rolls for primary elections. For transparency purposes, political parties could invite external observers to observe their primary elections	Adoption of New Legislation (Political Party Act)	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Political Parties and CSOs)
59	Political Party Functioning	Accessibility of Political Parties to Persons with Disabilities (PWDs)	[...] political parties should make their structures more inclusive for PWDs. Particular attention should be paid to women with disabilities, who suffer multiple discrimination (COG).	Political parties should make their structures more inclusive for Persons with Disabilities. Particular attention should be paid to women with disabilities, who suffer multiple discrimination.	Consultation, Revision of Party Statutes, Development of Policies  Possible Introduction of Legal Obligations (in Political Party Act)	Political Parties (in consultation with Stakeholders)  If legally-binding obligations are created: Government, CER, Parliamentary Committees, Parliament, President

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	Change Through	Responsible Body
60	Political Party Functioning	Party Agents	Build capacity of political parties to institutionalize processes for monitoring elections. Ensure the effective recruitment and training of party agents with emphasis on developing mechanisms for the conduct of effective parallel vote tabulations and the party agent's role in obtaining copies of tally sheets following the completion of the counting process at polling stations ( <b>IRI/NDI EOM</b> ). Political parties should comprehensively deploy agents to observe key electoral processes ( <b>ZESN</b> ).	The capacity of political parties to institutionalize processes for monitoring elections should be built to enable them to deploy agents in a comprehensive manner to observe key electoral processes. Political parties should ensure the effective recruitment and training of their agents and emphasize the development of mechanisms for the conduct of effective parallel vote tabulations and the party agents' role in obtaining copies of tally sheets following the completion of the counting process at polling stations.	Policy, Programmes, Training	Political Parties (in consultation with Stakeholders)
61	Fundamental Freedoms	Ratify ACDEG (Change to Legislation)	Ratify and domesticate international legal frameworks that relate to electoral processes, for example The African Charter on Democracy, Elections and Governance (ACDEG) ( <b>ZESN</b> ).	<i>Ratify and domesticate international legal frameworks that relate to electoral processes, for example The African Charter on Democracy, Elections and Governance (ACDEG)</i>	Revision of Legislation	Government, CER, Parliamentary Committees, Parliament, President
62	Fundamental Freedoms	Amendment of POSA and AIPPA (Change to Legislation)	Amend the Public Order and Security Act to guarantee that if it is invoked it must be ensured that legitimate political freedoms are not denied and that powers afforded to security forces are limited to reasonable and proportionate measures respecting human rights. Further, the excessive use of force must not be tolerated ( <b>EU EOM</b> ). Eliminate laws that impede constitutionally protected freedoms. Relevant bodies should initiate legal reforms to eliminate laws such as the Access to Information and Protection of Privacy Act (AIPPA) and the Public Order and Security Act (POSA) that contravene the provisions in the 2013 Constitution guaranteeing freedom of expression and assembly, free media, and access to information ( <b>IRI/NDI EOM</b> ).	<i>Repeal provisions of laws that impede freedoms (expression, assembly, media freedoms and access to information) protected by the Constitution, such as those contained in the Access to Information and Protection of Privacy Act (AIPPA) and the Public Order and Security Act (POSA). Specifically, the POSA should be amended to guarantee that if it is invoked it must be ensured that legitimate political freedoms are not denied and that powers afforded to security forces are limited to reasonable and proportionate measures respecting human rights.</i>	Revision of Protection of Privacy Act (AIPPA) and the Public Order and Security Act (POSA)	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders)
63	Fundamental Freedoms	Penalties for 'Hate Speech' (Change to Legislation)	The ZEC should take firm action against those involved in hate speech in its many forms, such as disqualifications or suspensions ( <b>COG</b> ).	<i>The Electoral Act should be amended to include penalties for any candidate that engages in 'hate speech' in its many forms.</i>	Revision of Electoral Act	
64	Fundamental Freedoms	Strengthening Independence of Independent Commissions	The government should initially consider local, independent commissions established under Chapter 12 of the Constitution of Zimbabwe Amendment (No.20) Act 2013 ( <b>CCJP</b> ). Independent Commissions should be strengthened, especially the National Peace and Reconciliation Commission (NPRC) and the Zimbabwe Human Rights Commission (ZHRC) to effectively execute their respective roles in electoral matters ( <b>ZESN</b> ). Strengthen independence of the Chapter 12 Institutions and remove all forms of executive interference ( <b>ZESN</b> ).	<i>Independent Commissions should be strengthened, especially the National Peace and Reconciliation Commission (NPRC) and the Zimbabwe Human Rights Commission (ZHRC) to effectively execute their respective roles in electoral matters and to free them from supervision by the Executive.</i>	Revision of Constitution and Legal Acts	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders)
65	Electoral Justice	Judicial Appointments	In order to address any perceptions of partiality, consideration should be given to amending the Constitution to stipulate appointments of the judiciary and its funding are free from political influence ( <b>COG</b> ).	<i>In order to address any perceptions of partiality, consideration should be given to amending the Constitution to stipulate appointments of the judiciary and its funding are free from political influence.</i>	Propose amend to Constitution	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders)



No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	Change Through	Responsible Body
66	Electoral Justice	Harmonisation of Laws	Revise the Electoral Act Applications, Appeals and Petition Rules of 1995 and align them with the Electoral Act ( <b>EU EOM</b> ).	<i>Align the Electoral Act Applications, Appeals and Petition Rules of 1995 with the provisions of the Electoral Act.</i>	Revision of Applications, Appeals and Petition Rules of 1995 in line with Electoral Act (s.165)	Government, CER, Parliamentary Committees, Parliament, President
67	Electoral Justice	Mechanism for Administrative Complaints	Incorporate provisions for an administrative complaint mechanism within ZEC which will enable voters to seek protection of their rights ( <b>EU EOM</b> ). Strengthen the Electoral Act to provide effective complaints mechanisms. This should enable citizens and civil society organizations to file petitions with the ZEC challenging the results of the elections and administrative complaints beyond voter registration issues, in accordance with regional and international conventions on citizens' right to effective remedy ( <b>IRI/NDI EOM</b> ).	<i>To enable voters to seek protection of their rights, and in accordance with regional and international conventions on citizens' right to effective remedy, the Electoral Act should establish, within ZEC, a mechanism to receive and adjudicate administrative complaints beyond voter registration issues.</i>	Revision of Electoral Act (s.190)	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders)
68	Electoral Justice	Legal Standing to File Complaints	Introduce provisions allowing citizens and civil society organisations to file petitions against the results under reasonable conditions ( <b>EU EOM</b> ). Strengthen the Electoral Act to provide effective complaints mechanisms. This should enable citizens and civil society organizations to file petitions with the ZEC [...] ( <b>IRI/NDI EOM</b> ).	<i>The legal framework should permit, under reasonable conditions, provisions allowing citizens and civil society organisations to file petitions against the results of the elections.</i>	Revision of Electoral Act (s.167)	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders)
69	Electoral Justice	Timeframe for Adjudicating Pre-election Complaints and Appeals	Establish reasonable and appropriate time limits in the legal framework for the proceedings, hearing and determination of pre-election applications filed at the High and the Electoral Courts, in order for matters to be completed and court decisions rendered well in advance of election day ( <b>EU EOM</b> ). Establish time limits for the adjudication of pre-election petitions and a framework for proceedings that are filed at the High Court and Electoral Courts for judgments to be rendered before Election Day ( <b>IRI/NDI EOM</b> ).	<i>In order for pre-election disputes (complaints and appeals) to be resolved expeditiously and well in advance of election day, the legal framework should establish reasonable and appropriate time limits for court hearings, concluding proceedings, and determination of pre-election applications filed at the High and the Electoral Courts.</i>	Revision of Legislation, Courts' Procedural Rules	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders)
70	Electoral Justice	Timeframe for Adjudicating Post-election Complaints and Appeals	The law should set a timeframe for the finalization of petitions filed with the court on electoral issues, particularly for the National Assembly and local government elections ( <b>ZESN</b> ).	<i>The law should set a timeframe for the finalization of [post-election] petitions filed with the court on electoral issues, particularly for the National Assembly and local government elections.</i>	Revision of Electoral Act	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders)
71	Electoral Justice	Timeframe for Issuing Judgments	Electoral petitions should be fully adjudicated (including all appeals) in a timely fashion with written explanations of court decisions ( <b>IRI/NDI EOM</b> ). The law should set a timeframe that compels the Judiciary to promptly avail full judgments on electoral court cases ( <b>ZESN</b> ).	<i>The legal framework should set a reasonable timeframe that compels the Judiciary to avail full judgments on election-related court cases.</i>	Revision of Legislation	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders)
72	Electoral Justice	Funding of Judiciary, Training	In order to ensure expeditious treatment of disputes, adequate funding of judicial and non-judicial dispute resolution mechanisms should be assured [...] ( <b>COG</b> ). Funding for the judiciary, notably for its training on elections, should be assured, including for the Judicial College as foreseen by law ( <b>COG</b> ).	In order to ensure expeditious treatment of disputes, adequate funding of judicial and non-judicial dispute resolution mechanisms should be assured, notably for judicial training on elections, including for the Judicial College as foreseen by law.	Provision of Funding	Government
73	Electoral Justice	Management of Caseloads, Recourses	Judicial caseloads should be managed appropriately, and appropriate use of available recourses should be proactively promoted ( <b>COG</b> ).	Judicial caseloads related to elections should be managed appropriately, and appropriate use of available recourses should be proactively promoted.	Policy, Planning, Awareness Raising	Government, Judiciary, CSOs

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	Change Through	Responsible Body
74	Electoral Justice	Independence of the Judiciary	Foster an independent judiciary that endeavors to adjudicate fairly and justly through due process of law. To combat perceptions of political bias, the judiciary should implement reforms in line with the Bangalore Principles adopted in 2002. These principles provide standards for ethical conduct for judges and guidance to courts in developing frameworks for regulating judicial conduct. (IRI/NDI EOM).	Foster an independent judiciary that endeavors to adjudicate fairly and justly through due process of law. To combat perceptions of political bias, the judiciary should implement reforms in line with the 2002 Bangalore Principles.	Training, Implementation of the Bangalore Principles	Judiciary
75	Electoral Justice	Alternative EDR Mechanism	Other electoral dispute resolution mechanisms should be put in place to ensure peaceful resolution of election related disputes throughout the electoral cycle, including dealing with cases of postelection retribution (ZESN).	Other electoral dispute resolution mechanisms should be put in place to ensure peaceful resolution of election related disputes throughout the electoral cycle, including dealing with cases of post-election retribution, such as strengthening the MPLC by giving a legal basis (See recommendation No 5).	ZEC and MPLC (Policy)	ZEC
76	Accountability (Election Offences)	Traditional Leaders and Civil Servants	Effective mechanisms should be introduced for [...] sanctioning of partisan behaviour by traditional leaders and civil servants, to help ensure the impartiality of state structures in the election (EU EOM). Introduce effective mechanisms to enforce the constitutional provision prohibiting traditional leaders from engaging in partisan activities. New provisions in the Electoral Act should be introduced to penalize traditional leaders and civil servants who transgress the Constitution, including fines and potentially the loss of traditional leader status (IRI/NDI EOM).	<i>Constitutional and legislative provisions requiring the political neutrality of (i) traditional leaders and (ii) civil servants should be enforced. To this end, effective legal mechanisms should be established to sanction partisan behaviour by traditional leaders and civil servants including fines and potentially the loss of traditional leader status. Similar legislation should be adopted to penalise civil servants that engage in politically partisan activity.</i>	Revision of Electoral Act (Add New Provisions) and Revision of Code of Conduct	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders)
77	Accountability	Legal Enforceability of Code of Conduct	Enforce the Electoral Code of Conduct for Political Parties and Candidates. The inclusion of an expanded Code of Conduct was a notable improvement to the Electoral Law under the May 2018 amendments. However, to support a more level playing field for political aspirants and an environment where citizens are free to vote without undue influence or coercion, enforcement of the Code of Conduct is essential (IRI/NDI EOM). Add and enforce punitive measures for those who contravene the electoral Code of Conduct (ZESN).	<i>To support a more level playing field for political aspirants and an environment where citizens are free to vote without undue influence or coercion, and enhance accountability, legislation should include provision for punitive measures for those who contravene the Code of Conduct for Political Parties and Candidates and ensure enforcement.</i>	Revision of Code of Conduct	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders)
78	Accountability	Monitoring and Prosecution of Offences	Effective mechanisms should be introduced for monitoring [...] of partisan behaviour by traditional leaders and civil servants, to help ensure the impartiality of state structures in the election (EU EOM). Ensure that allegations of electoral malpractice are investigated promptly, thoroughly, and effectively (IRI/NDI EOM).	<i>[The competent authorities should] put in place a system to monitor electoral malpractice and ensure that they are investigated promptly, thoroughly, and effectively, and where appropriate prosecuted, including as regards traditional leaders and civil servants.</i>	Establishment of Monitoring Mechanism, Disciplinary Hearing System, Referral System	Police, Prosecutor, Civil Service Commission (CSC), Judicial Bodies
79	Accountability	Prosecution for Political Violence and Coercion	Demilitarisation of civic processes and avoiding the use of live ammunition in controlling civic expressions [...] (CCJP). Prosecute perpetrators of violence and other forms of political coercion. This includes the individuals responsible for the August 1 shootings of protesters. The chief of police should be required to report on the steps taken to ensure that full investigations are conducted in response to complaints of politically motivated violence, threats, and acts of retribution [...] (IRI/NDI EOM).	The security and law enforcement authorities should avoid the use of live ammunition in controlling civic expressions. Prosecute perpetrators of violence and other forms of political coercion. This includes the individuals responsible for the August 1 shootings of protesters. The chief of police should be required to report on the steps taken to ensure that full investigations are conducted in response to complaints of politically motivated violence, threats, and acts of retribution.	Investigation, Prosecution,	Police, Prosecutor, Judiciary

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	Change Through	Responsible Body
80	Accountability	Independent Complaints Mechanism (Security services)	Activate the provisions for an Independent Complaints Mechanism as enshrined in the Constitution to allow citizens to have a pathway for recourse if affected by the unprofessional conduct of the security services ( <b>IRI/NDI EOM</b> ).	Activate the provisions for an Independent Complaints Mechanism as enshrined in the Constitution to allow citizens to have a pathway for recourse if affected by unprofessional conduct of the security services.	Operationalise Independent Complaints Mechanism	Police (Security Services), Independent Complaint Authority
81	Suffrage	Homebound, Hospitalised and Imprisoned Voters	Provisions related to the constitutional right to vote (including postal voting for homebound voters and those in hospitals and penitential institutions) should be aligned with the Constitution ( <b>EU EOM</b> ). Institute mechanisms in the electoral laws that ensure that the right to vote is extended to all citizens including those imprisoned [...] ( <b>ZESN</b> ).	<i>Legal provisions related to the constitutional right to vote (including postal voting for homebound voters and those in hospitals and penitential institutions) should be aligned with the Constitution.</i>	Revision of Electoral Act	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders)
82	Suffrage	Voting by Diaspora	The inclusion of the diaspora in the voting process will be a positive development taking into consideration that the Constitution stipulates that all Zimbabweans have the right to vote ( <b>COMESA EOM</b> ). Foster a national debate regarding the issue of voting by Zimbabweans living outside the country. This debate should incorporate the experiences of other countries that have recently considered this issue ( <b>IRI/NDI EOM</b> ). The Mission advises that, consideration should be given to permit voting by Zimbabweans in the diaspora ( <b>SEOM</b> ). Institute mechanisms in the electoral laws that ensure that the right to vote is extended to all citizens including those imprisoned and in the diaspora ( <b>ZESN</b> ).	<i>Given that the Constitution stipulates that all Zimbabweans have the right to vote, The Electoral Act should incorporate provisions for voting by eligible Zimbabweans in the diaspora.</i>	Revision of Electoral Act	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders)
83	Suffrage	Age to Stand for Elective Office	The Commonwealth Observer Group urges the relevant authorities in Zimbabwe to consider setting the age to stand for office at Local Authority, National Assembly and Senate Elections as the same as the age to vote (18 years), similar to other Southern African countries ( <b>COG</b> ).	<i>[The authorities should] consider setting the age to stand for office at Local Authority, National Assembly and Senate Elections as the same as the age to vote (18 years), similar to other Southern African countries.</i>	Revision of the Constitution	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders)
84	Suffrage	Special Voting Facility	Special vote should be re-instated to ensure that those unable to vote on election day are not disenfranchised ( <b>ZESN</b> ).	<i>'Special voting' should be re-instated to ensure that those unable to [attend the polling station where they are registered] on election day are not disenfranchised.</i>	Revision of the Electoral Act	Government, CER, Parliamentary Committees, Parliament, President, ZEC
85	Polling	Timeframe to Announce Election Results (Change to Legislation)	Consideration should be given to the amendment of the Electoral Act to align it with the Constitution, by requiring declaration of the results of the Presidential Election without undue delay ( <b>COG</b> ).	<i>Consideration should be given to the amendment of the Electoral Act to align it with the Constitution, by requiring declaration of the results of the Presidential Election without undue delay.</i>	Revision of Electoral Act	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders)
86	Polling	Measures to Prevent Misuse of Assisted Voting Facility	Prohibit the misuse of assisted voting ( <b>IRI/NDI EOM</b> ).	<i>The legislation should prohibit the misuse of assisted voting and specify penalties for abuse of the assisted voting facility.</i>	Revision of Electoral Act	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders)
87	Polling	Training	To ensure greater consistency in the application of electoral procedures, strengthening and lengthening the duration of the training for polling officials is recommended ( <b>COG</b> ).	To ensure greater consistency in the application of electoral procedures, the ZEC should strengthen the training of polling officials by lengthening its duration.	Review Training Materials and Manuals, Planning (scheduling)	ZEC



No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	Change Through	Responsible Body
88	Polling	Polling Station Identification	Implement steps to facilitate identification of polling stations on Election Day. In order to ensure voters can easily and quickly identify, queue, and vote at the correct polling or sub-polling station, the ZEC should post the voter roll specific to each polling and sub-polling station in an accessible location, including outside of the polling station on Election Day, for easy voter reference. The posting of the voter roll will mitigate unnecessary confusion, frustration, and high voter rejection rates on Election Day, particularly in urban areas with polling stations very near each other or where sub-polling stations are present ( <b>IRI/NDI</b> ). Where extra polling stations are added towards an election, ZEC should widely publicize them ( <b>ZESN</b> ).	In order to mitigate frustration, and high voter rejection rates caused by confusion among voters as to their correct polling station, the ZEC should adopt measures to ensure that voters can easily and quickly identify, queue, and vote at the correct polling or sub-polling station. To this end, the ZEC should post the voter roll specific to each polling and sub-polling station in an accessible location, including outside of the polling station on Election Day. Where extra polling stations are added towards an election, ZEC should widely publicize them.	ZEC Regulations	ZEC
89	Polling	Maximum No. of Voters per Polling Stations	Whereas the capping of votes at polling stations to 1,000 is a positive development, ZEC may consider increasing efficiency in casting of ballots by further reducing the number of voters per polling station ( <b>COMESA EOM</b> ).	The ZEC should consider measures to increase efficiency in casting of ballots by further reducing the maximum permitted number of voters per polling station.	ZEC Regulations	ZEC
90	Polling	Polling Station Infrastructure	The Group notes some of the infrastructural challenges observed, such as polling station locations without basic facilities (e.g. inadequate lighting or water) to enable the smooth and efficient management the elections. These are issues which are not exclusive to Zimbabwe, but familiar in a number of developing democracies. As they impact inclusivity and access, as well as the transparency of the process, it is the Group's hope that as Zimbabwe prospers, the infrastructure for elections, which is often the same as that for development, such as schools and community centres, will be given due consideration (COG). Need to improve lighting in polling stations especially in temporary structures (SADC PF EOM).	The ZEC should seek, where possible, to ensure that the infrastructure at places designated as Polling Stations meets minimum requirements including the need for lighting in temporary structures.	ZEC Regulations, Review of Infrastructure at Locations designated as Polling Stations	ZEC
91	Polling	Conformity of Ballot Design with Legal Framework	Ensure ballot design and production is consistent with legal and regulatory framework. The presidential ballot is required by law to be arranged alphabetically, and regulations require that the candidates' names appear in a single column. The ZEC must ensure that ballot design is within the law [...] do not provide a clear advantage to any single candidate ( <b>IRI/NDI EOM</b> ).	Ensure ballot design and production is consistent with legal and regulatory framework. In order to avoid any perception that any candidate has been advantaged by the design of the ballot, the ZEC should ensure that ballot design complies with the legal requirement that the names of presidential candidates are arranged alphabetically and the regulatory requirement that the candidates' names appear in a single column.	Compliance with Law and Regulations	ZEC
92	Polling	Consultation on Ballot Design	The ZEC must ensure that [...] changes to the design of the ballot are done in a consultative, transparent manner ( <b>IRI/NDI EOM</b> ). Ensure transparency in ballot paper designing and printing by engaging with electoral stakeholders ( <b>ZESN</b> ).	The ballot design and any changes to the ballot design should be done in a transparent manner, e.g. by ensuring consultation with contestants and stakeholders.	ZEC Regulations, Consultation	ZEC and Stakeholders
93	Polling	Ballot Papers Printed in Colour	To enhance the clarity of ballot papers, ZEC may consider printing the ballot papers in colour. As was the case with the Biometric Voters Roll ( <b>COMESA EOM</b> ).	To enhance the clarity of ballot papers, ZEC may consider printing the ballot papers in colour. As was the case with the Biometric Voters Roll.	ZEC Regulations	ZEC

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	Change Through	Responsible Body
94	Polling	Security of Ballot	The security of the ballot from printing, deployment to polling stations and on Election Day should be reviewed and procedures clearly announced for future elections ( <b>EU EOM</b> ). The ZEC should also permit the meaningful observation of ballot printing, storage, and distribution processes ( <b>IRI/NDI EOM</b> )	The security of the ballot from printing, distribution to Polling Stations and on Election Day should be reviewed and clearly announced for future elections e.g. in a ZEC Regulation. The ZEC Regulation should allow for the meaningful observation by contestants and accredited election observers of the ballot printing, storage, and distribution processes.	ZEC Regulations	ZEC
95	Polling	Assisted Voting	To ensure consistency in the application of procedures, while maintaining the dignity and the secrecy of their vote, a review of the procedures and approach for assisted voters should be conducted by the ZEC ( <b>COG</b> ). Whilst the law is clear as to whom can be a confidante for an assisted voter, the rules need to be applied procedurally so as not to violate the secrecy of the vote. The ZEC Election Manual should provide adequate details on the procedure for assisted voters, so as not to compromise the secrecy of the vote. The ZEC can also consider other measures to reduce the numbers of assisted voters', including comprehensive voter education, use of braille ballot papers for the visually impaired and more vigilance in determining who can be assisted ( <b>ESN SA EOM</b> ). [...] While actions to record instances of assisted voting to allow for an assistant of the voter's choice were positive developments in the 2018 elections, challenges to the secrecy of the vote and concerns over misuse of the accommodation remain. The ZEC should review and refine the regulations and procedures for assisted voting to limit the practice to very specific circumstances (such as for the visually-impaired) where assisted voting is permitted ( <b>IRI/NDI EOM</b> ).	To ensure consistency in the application of procedures, while maintaining the dignity and the secrecy of their vote, the ZEC should review the Regulations and elaborate detailed procedures (in the ZEC Election Manual) for assisted voting to lessen the scope for abuse and enhance secrecy during voting. The ZEC can also consider other measures to reduce the numbers of assisted voters', including comprehensive voter education, use of braille ballot papers for the visually impaired and more vigilance in determining who can be assisted.	Review ZEC Regulations and Polling Manual, Training, CVE, Materials	ZEC
96	Polling	Voting by those on Official Duty	Clarify and publicize the process for voting for those on official duty on Election Day. The ZEC should ensure that the process for voting, before or on Election Day, by individuals required to be on official duty (i.e. police, election workers, diplomats, and other government officials) are clearly outlined, including publicizing timelines and processes for requesting and completing postal ballots ( <b>IRI/NDI EOM</b> ).	Clarify and publicize the process for voting for those on official duty on Election Day. The ZEC should ensure that the process for voting, before or on Election Day, by individuals required to be on official duty (i.e. police, election workers, diplomats, and other government officials) are clearly outlined, including publicizing timelines and processes for requesting and completing postal ballots.	Review of ZEC Regulations to reinstate Special Voting	ZEC
97	Polling	Postal Voting Procedures	Consideration should be given to a review of the process for casting and counting postal votes, to ensure efficiency while guaranteeing the secrecy of the vote ( <b>COG</b> ). A review of the current Secrecy Declaration should be conducted, as it seems too broad in scope ( <b>COG</b> ). Ensure that postal voting adheres to the principles of free choice and secrecy of the vote ( <b>ZESN</b> ).	The procedures for casting and counting postal votes should be reviewed to guarantee the voters' free choice, the secrecy of the vote and ensure efficiency.	Review Regulations, Procedures, Manuals, Training	ZEC
98	Polling	Valid Votes vs Total Votes	ZEC should consider total valid votes cast rather than total votes cast in the counting of election votes and avoid errors that may necessitate the revision of announced results ( <b>ZESN</b> ).	The ZEC should consider total valid votes cast rather than total votes cast in the counting of election votes and avoid errors that may necessitate the revision of announced results.	Review of ZEC Regulations	ZEC

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	Change Through	Responsible Body
99	Polling	Counting Procedures	The Group encourages the ZEC to consider streamlining the counting, collation and tabulation process to reduce redundancy and to minimise human errors, without compromising the integrity and accuracy of the process ( <b>COG</b> ). To avoid fatigue and thereby minimise human errors, it is recommended that the ZEC considers deploying its officials in shifts, whereby the presiding officer and polling officials hand over the counting process to a counting officer and counting staff. In addition, it is suggested that consideration be given to reducing the volume of paperwork used at the polling station ( <b>COG</b> ). The need to streamline the counting process to make it less tedious ( <b>SADCPF EOM</b> ).	The ZEC [should] consider introducing measures aimed at streamlining the counting, collation and tabulation process to reduce redundancy and to minimise human errors, without compromising the integrity and accuracy of the process. For example, to avoid human errors caused by fatigue the ZEC should consider deploying its officials in shifts, whereby the presiding officer and polling officials hand over the counting process to a counting officer and counting staff. The ZEC should could also consider reducing the currently required volume of paperwork.	Review Regulations, Procedures, Manuals, Training	ZEC
100	Polling	Transparency of Results	Changes to results should be made in the presence of observers and party agents ( <b>ZESN</b> ).	Any changes to results (required as a result of mathematical or other clear errors) should be made in the presence of observers and party agents.	Review Regulations, Procedures, Manuals, Training	ZEC
101	Polling	Procedures for Transmission, Tabulation and Announcement of Results	The Group recommends that the ZEC ensures that underlying information from each polling station, which enables the tabulation of results for Ward, Constituency and Presidential Elections, are available throughout the process such that the aggregation of results is carried out in a transparent manner ( <b>COG</b> ). The results management process must be coherent and better explained to all stakeholders in order to enhance the transparency, verifiability and integrity of the election. This could include publishing the original V11 and V23a/b returns ( <b>EU EOM</b> ). Adopt and publicize transparent procedures for the tabulation, transmission, and announcement of results. In order to enhance public confidence in the transmission and tabulation process, the ZEC should articulate the results management process in a fully transparent manner, verify the provisional results in real-time and release results in a timely fashion according to international standards. This should be complemented by political party and non-partisan observation of the results tabulation process. The ZEC should also establish clear procedures to permit transmission of polling site forms directly to Harare and publish polling station-level results for all elections, including the publication of V11 and V23a/b forms for presidential elections ( <b>IRI/NDI EOM</b> ). Need for a more transparent results transmission system where presidential results from each polling station are transmitted directly to the nation results collations center ( <b>ZESN</b> ). ZEC should pursue an open data policy that includes the prompt displaying of election results forms at polling stations, for each polling station, disaggregated by demographic variables and post those forms on its website ( <b>ZESN</b> ).	The ZEC should adopt and publicize transparent procedures for the transmission, tabulation, and announcement of results, e.g. in the form of a Regulation and elaborating detailed procedures in the Election Manual. The Regulations should, among other things: <ul style="list-style-type: none"> <li>Afford the contesting political parties and accredited election observers the right to observe all stages of the results tabulation process;</li> <li>Require the ZEC to verify the provisional results in real-time and release results in a timely fashion;</li> <li><i>Require the prompt posting on the ZEC's website of polling station-level results for all elections, including the publication of V11 and V23a/b forms for presidential elections, and</i></li> <li><i>Require data, disaggregated by demographic variables to be posted on the ZEC website.</i></li> </ul>	Revision of Electoral Act (on requirement to publish) Adopt Regulations, Review Procedures, Manuals, Training	Government, CER, Parliamentary Committees, Parliament, President, ZEC
102	Polling	Results Management System (Technology)	The mode of transmission of results from the polling to the national results centre should also be reviewed to speed up the release of election results to maintain credibility. The Commission should consider establishing an electronic results transmission system to promote accuracy in the results announced and transparency ( <b>ESN SA</b> ). ZEC should invest in a results transmission system that can transmit results in real-time ( <b>ZESN</b> ).	The ZEC should review the mode of transmission of election results with the aim of ensuring transparency and speeding up the release of election results and thereby to enhance confidence in the accuracy of the processing of election results. To this end, the ZEC should invest in an electronic results transmission system that has the capability to transmit results from each polling station directly to the nation results collations centre in real-time.	Review Procedures, Procurement	ZEC

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	Change Through	Responsible Body
103	Media	Harmonise Legislation with Constitution	There needs to be comprehensive legal reform in order to harmonise current media regulations with the Constitution, in order to adequately safeguard freedom of expression ( <b>EU EOM</b> ).	<i>In order to adequately safeguard freedom of expression, the current media legislation and regulations should be harmonised with the Constitution.</i>	Revision of Legislation (Access to Information and Protection of Privacy Act, Broadcasting Services Act (BSA), Public Order and Security Act (POSA) and the Criminal Law (Codification and Reform)	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Media and Stakeholders), Zimbabwe Media Commission (ZMC), Broadcasting Authority of Zimbabwe (BAZ)
104	Media	Strengthen Legislation to Ensure Balanced (fair) Coverage	In light of the partisan and polarised nature of the media in Zimbabwe, consider full implementation of the Broadcasting Service Act and ensure equal access to the State Broadcaster to all contestants during elections ( <b>AUEOM</b> ). Foster a diverse, independent media environment representing a variety of political perspectives. To fulfil Section 160J of Zimbabwe's Electoral Act, which states that broadcasters and print publishers must ensure that all political parties and candidates are afforded equal media coverage during an election period, adequate [...] enforcement mechanisms must be established and implemented ( <b>IRI/NDI EOM</b> ). The ZEC Media Monitoring Committee, the Zimbabwe Media Commission (ZMC) and the BAZ, and self-regulating bodies, such as the Voluntary Media Council of Zimbabwe (VMCZ) must exercise their respective authorities to sanction offending media outlets ( <b>IRI/NDI EOM</b> ). The Mission advises the ZEC and the Media Commission to ensure that the Constitution and Electoral Law are enforced with respect to the conduct of the media ( <b>SEOM</b> ). The need to strengthen the legal framework governing media coverage of elections in order to enhance fair, balanced and responsible reporting by the media especially the public media ( <b>SADC PF EOM</b> ). Enforce legal provisions of the existing laws that regulate the conduct of state-owned media ( <b>ZESN</b> ).	<i>The legal framework governing media coverage of elections (notably the Electoral Act and Broadcasting Service Act) should be strengthened with the objective of achieving fair, balanced and responsible reporting by the media, especially the public media in practice and fully implemented. The public broadcaster should ensure fair and balanced coverage of all contestants, as well as the different geographical regions in the country. To this end, the ZEC's legal obligation to ensure that political parties, candidates, broadcasters, print publishers and journalists observe the provisions of Part XXIB of the Electoral Act should be strengthened by conferring the ZEC and/or the Zimbabwe Media Commission (ZMC) with the authority to enforce the legal provisions i.e. to adopt measures that compel broadcasters, print publishers and journalists to comply with their legal obligations.</i>	Revision of Electoral Act and BSA  Implementation (ZBC)  Oversight (ZMC and ZEC)	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Media and Stakeholders), Zimbabwe Broadcasting Corporation (ZBC), BAZ, ZMC and ZEC
105	Media	Independence of BAZ	Zimbabwe Broadcasting Authority should be transformed into a truly independent institution that effectively and impartially regulates public, private and community broadcasters ( <b>ZESN</b> ).	<i>The Broadcasting Authority of Zimbabwe (BAZ) should be transformed into a truly independent institution that effectively and impartially regulates public, private and community broadcasters.</i>	Revision of Broadcasting Services Act	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders), BAZ and ZMC
106	Media	Reform of ZBC	ZBC needs to be reformed into a truly independent public service broadcaster ( <b>EU EOM</b> ).	<i>ZBC should be reformed into a truly independent public service broadcaster.</i>	Revision of Broadcasting Services Act	Government, CER, Parliamentary Committees, Parliament, President (in consultation with Stakeholders), BAZ, ZBC and ZMC

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	Change Through	Responsible Body
107	Media	Ensuring Fair and Balanced Coverage on ZBC	The public broadcaster should ensure fair and balanced coverage of all contestants, as well as the different geographical regions in the country ( <b>ESN SA</b> ). State-owned media must abide by their legal obligation to be impartial and provide equitable treatment to all political parties and candidates ( <b>EU EOM</b> ).	The public broadcaster must abide by their legal obligation to be impartial and provide equitable treatment to all political parties and candidates, as well as the different geographical regions in the country	Strengthen ZBC Internal Rules, Enforcement of Legislation	ZBC, BAZ, ZMC and ZEC
108	Media	Media Monitoring	The ZEC's capacity to monitor the media and ensure balanced coverage should be strengthened, including through the creation of an immediate mechanism to enforce balanced election coverage by broadcast and print media ( <b>COG</b> ). Given that media monitoring reverts to ZEC after proclamation, it is recommended that ZEC considers putting in place a strategy to ensure balanced media coverage for all parties and candidates on public owned media (electronic and print) ( <b>COMESA EOM</b> ). The ZEC should enhance mechanisms for monitoring the media and its reports or updates should be publicised ( <b>ESN SA</b> ). To fulfill Section 160J of Zimbabwe's Electoral Act [...] adequate media monitoring must be established and implemented. [...] The ZEC must be provided with the resources for and be held accountable to establishing an effective Media Monitoring Committee to fairly assess media coverage of political parties and candidates in the election period ( <b>IRI/NDI EOM</b> ). ZEC should ensure timely media monitoring in future elections and set up adequate mechanisms to ensure compliance with provisions that promote fair, equitable and balanced coverage of political players ( <b>ZESN</b> ).	The ZEC's should develop a strategy to ensure that all contestants are afforded balanced media coverage and establish an appropriate framework for monitoring the media. To this end, the ZEC's capacity to monitor the media during election periods should be strengthened and the ZEC should be provided with the resources necessary for carrying out this activity.	Development of Media Monitoring Policy (Strategy), Planning, Operationalisation	ZEC (in consultation with media monitoring experts)
109	Media	Requirement to Publish	The ZEC should enhance mechanisms for monitoring the media and its reports or updates should be publicised ( <b>ESN SA</b> ). The ZEC media monitoring report should be shared widely ( <b>ZESN</b> ).	The ZEC's media monitoring reports should be public documents and distributed widely.	Publishing of Reports	ZEC
110	Media	Combatting Hate Speech	The media should desist from perpetuating hate speech and fake news ( <b>ESN SA</b> ). There is need to put in place mechanisms of monitoring hate speech and fake news on social media around the electoral cycle ( <b>ZESN</b> ).	The media should desist from perpetuating hate speech and fake news. ZMC should establish a system to monitor 'hate speech' and fake news on social media around the electoral cycle.	Code of Conduct for Media, Monitoring System	Government, ZEC, ZMC
111	Media	Liberalisation of Media Licensing	Liberalise the electronic media sector, including issuing licenses for community radio stations ( <b>EU EOM</b> ). Within the electoral period and beyond, relevant governing authorities should liberalize the framework for the licensing of radio and television stations, especially licenses for community radio stations by the Broadcasting Authority of Zimbabwe (BAZ) ( <b>IRI/NDI EOM</b> ).	The competent governing authorities should liberalize the licensing framework for the electronic media sector (radio and television stations), especially licenses for community radio stations issued by the Broadcasting Authority of Zimbabwe (BAZ).	Policy	Government, BAZ
112	Media	Journalist Training	The development community should provide training to Zimbabwean journalists to encourage less polarised coverage of election issues ( <b>COG</b> ). [The relevant governing authorities] should support the capacity development and professionalism of Zimbabwean journalists and editors in objective and investigative reporting ( <b>IRI/NDI EOM</b> ).	The competent authorities and development community should support the development of Zimbabwean journalists' and editors' capacity and professionalism to conduct investigative journalism and provide objective reporting.	Policy, Training	ZMC, Development Partners, CSOs, Media Experts
113	Media	Establishment of Self-regulatory Body	Media outlets should establish an independent, self-regulatory authority to set out standards and codes of behaviour for their organisations, which can rule on complaints from the public about biased news coverage during election campaigns. The self-regulatory authority should also operate independently of the Zimbabwe Media Commission (ZMC) ( <b>COG</b> ).	Media outlets should establish an independent, self-regulatory authority to set out standards and codes of behaviour for their organisations. The self-regulatory authority should also operate independently of the ZMC.	Establishment of Self-Regulatory Body	Media Outlets
114	Election Observation	Timeframe to Publish Reports	Election observation mission reports should be published timeously, at least within three months after an election and should be made public ( <b>ZESN</b> ).	Election observation mission reports should be published timeously, at least within three months after an election and should be made public.	Timely Publishing of Reports	Election Observer Organisations / Missions
115	Election Observation	Monitoring Implementation of Recommendations	Election observer missions should closely monitor implementation of recommendations to ensure that they are effected before the next elections ( <b>ZESN</b> ).	Election observer missions should closely monitor implementation of recommendations to ensure that they are effected before the next elections.	Monitoring	Election Observer Organisations / Missions

## International legal standards and political commitments for elections

### United Nations

- United Nations General Assembly (2006) *Convention on the Rights of Persons with Disabilities*.
- United Nations General Assembly (2003) *United Nations Convention Against Corruption*.
- United Nations General Assembly (1990) *International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families*.
- United Nations General Assembly (1989) *Convention Concerning Indigenous and Tribal Peoples in Independent Countries*.
- United Nations General Assembly (1979) *Convention on the Elimination of all Forms of Discrimination Against Women*.
- United Nations General Assembly (1966) *International Convention on the Elimination of Racial Discrimination*.
- United Nations General Assembly (1966) *The International Covenant on Civil and Political Rights*.
- United Nations General Assembly (1952) *Convention on the Political Rights of Women*.
- United Nations Human Rights Committee (2011) *General Comment No. 34 on Freedoms of Opinion and Expression*.
- United Nations Human Rights Committee. 1996. *General Comment No. 25: The Right to Participate in Public Affairs, Voting Rights and the Right of Equal Access to Public Service*.

## Regional standards and commitments for elections

### Africa Union

- African Union (2007) *African Charter on Democracy, Elections and Governance*.
- African Youth Charter (2006)
- African Union (2003) *Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa*.
- African Union (2003) *African Union Convention on Preventing and Combating Corruption*.
- African Union (2002) *The New Partnership for Africa's Development Declaration on Democracy, Political, Economic and Corporate Governance Signed by Heads of State and Government of the Member States of the African Union*.
- African Union (2002) *Declaration on the Principles Governing Democratic Elections in Africa*.
- Organization of African Unity (1998) *Protocol to the African Charter on Human and Peoples' Rights on the Establishment of an African Court on Human and Peoples' Rights*.
- Organization of African Unity (1981) *African Charter on Human and Peoples' Rights*.

### Southern Africa Development Community (SADC)

- SADC (2015) *Principles and Guidelines Governing Democratic Elections*
- SADC (2008) *Protocol on Gender and Development*
- SADC (2001) *Protocol against Corruption*
- SADC (2001) *Protocol on Culture, Information and Sport*



## Acronyms used in table

**AUEOM:** African Union Election Observation Mission

**CC-EEM:** Carter Center International Election Expert Mission

**COMESA EOM:** Common Market for Eastern and Southern Africa Election Observation Mission

**COG:** Commonwealth Observer Group

**ESN-SA EOM:** Election Support Network – Southern Africa Eminent Persons Observation Mission

**EU EOM:** European Union Election Observation Mission

**IRI/NDI EOM:** International Republican Institute (IRI) and National Democratic Institute International Election Observation Joint International Election Observation Mission

**SEOM:** Southern Africa Development Community (SADC) Election Observation Mission

**SADC PF EOM:** Southern Africa Development Community – Parliamentary Forum (SADC-PF) Election Observation Mission

**ZCC:** Zimbabwe Council of Churches

**ZESN:** Zimbabwe Election Support Network

## References: final reports and preliminary statements

African Union Election Observation Mission to Zimbabwe, 30 July 2018 Harmonised Elections, Preliminary Statement, Harare 1 August 2018.

Common Market for Eastern and Southern Africa Election Observation Mission, Preliminary Statement, Harare 1 August 2018.

Report of the Commonwealth Observer Group, 30 July 2018 Harmonised Elections.

Election Support Network - Southern Africa, Eminent Persons Observer Mission Report to the Zimbabwe Harmonised Elections 2018.

European Union Election Observation Mission (EU EOM), Final Report on the Harmonised Elections, 2018.

IRI/NDI Zimbabwe International Election Observation Mission, Final Report, October 2018.

SADC Election Observation Mission (SEOM) to the Republic of Zimbabwe, Preliminary Statement, 1 August 2018.

Preliminary Mission Statement by the SADC Parliamentary Forum Election Observation Mission to the 2018 Zimbabwe Harmonised Elections, 1 August 2018.

Zimbabwe Council of Churches (ZCC), 2018 Harmonized Elections: Prospects for Democratic Transition in Zimbabwe.

Zimbabwe Election Support Network (ZESN) Report on the 30 July 2018 Harmonised Elections.

## Annexure 1 - International and Regional Standards Governing the Conduct of Democratic Elections

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
1	Electoral Framework	Addressing flaws, gaps and inadequacies. Establishment of Electoral Reform Committee	Institute comprehensive and timeous electoral law reform (ZESN). [The Government should] establish an all-inclusive electoral reform committee [...] to deliberate on political, administrative and legal reforms that are needed to enhance the credibility of Zimbabwe's electoral processes (ZESN).	[There is a] need for a comprehensive review of Zimbabwe's electoral framework that addresses existing flaws, gaps and/or inadequacies in the administration of elections. The Government should establish an all-inclusive electoral reform committee to deliberate on political, administrative and legal reforms that are needed to enhance the credibility of Zimbabwe's electoral processes.	Art. 7.3.1 (d-f)	SADC Consolidated Treaty (Art. 23)	Art. 13				There is no specific standard relating to the form that post-election reviews should take.
2	Legal Framework	Harmonisation of Electoral Law with the Constitution	There is need to align and harmonise the electoral laws to comply with the Constitution (AUEOM). The Electoral Act should be amended to align it with the Constitution to prevent disenfranchisement (COG). The Electoral Act should be aligned with the 2013 Constitution, in particular those provisions related to the constitutional right to vote (including postal voting for homebound voters and those in hospitals and penitential institutions), reinforcement of the independence of ZEC in relation to responsibility for its own regulations, voter registration, and accreditation of observers, as well as the required approval of regulations (EU EOM). Continue to align the Electoral Act with the 2013 Constitution (IRI/NDI EOM). The Mission urges the Government of Zimbabwe to consider expediting alignment of outstanding aspects the Electoral Law to new Constitution (SEOM). The new government which will come into office following the holding of elections should prioritise and promote the alignment of laws with the constitution and entrenchment of the spirit of constitutionalism (ZCC).	<i>The Electoral Act and other legislation that relates to the electoral process should be harmonised (aligned) with Zimbabwe's Constitution, in particular to:</i>	Art. 2.1.2		Art. 10(1)		GC 25, paras.7 and 9		
				<ul style="list-style-type: none"> <li><i>Prevent disenfranchisement of homebound persons, hospitalised persons and detained persons who have not been sentenced for a serious crime;</i></li> </ul>			Art 4(2)	ACHPR Art. 13(1)	Art. 25 (right and opportunity to universal and equal suffrage), GC 25, paras.11 and 14		
				<ul style="list-style-type: none"> <li><i>Protect the constitutional right to vote, and</i></li> </ul>	Art. 5.1.8		Art 4(2)	ACHPR Art. 13(1)	GC 25 paras. 10, 13 and 19		
				<ul style="list-style-type: none"> <li><i>Reinforce the independence of the ZEC in relation to responsibility for its own regulations, voter registration, and accreditation of observers, as well as the required approval of regulations.</i></li> </ul>	Arts. 4.1.9, 5.1.3 and 5.1.5		Art 17(1)		GC 25, para.20		
3	Legal Framework	Timeframe for Legislative Reform	To avoid operational or implementation delays, confusion and potentially conflicting provisions, international good electoral practice advocates that there should not be substantive changes to the legal and electoral framework 6 to 12 months prior to an election (COG).	Reforms should be legislated, regulated and implemented in a timely manner i.e. that substantive changes to the legal and electoral framework should be finalised no later than 6 to 12 months prior to an election.							The ECOWAS Protocol On Democracy and Good Governance (art 2.1) provides a specific timelimit on changes to electoral laws, but there is nothing in international standards or applicable regional standards obliging adherence to this recommendation.



No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
4	Election Administration	Independence of ZEC	To guarantee the independence of the ZEC, the Electoral Act should be aligned with Section 235 of the Constitution, with the effect that the ZEC reports directly to the National Assembly and secures its own funding from the Consolidated Fund (COG). The Independence of the ZEC should be reinforced in relation to responsibility for its own regulations, voter registration, and accreditation of observers, as well as the required approval of regulations (EU EOM). ZECs independence needs to be strengthened, free from governmental oversight in the approval of its regulations (EU EOM). [...] Secure the status of ZEC as a fully independent constitutional commission. Amend the Electoral Act in such a manner that the ZEC has expanded responsibilities to regulate its own affairs as an independent authority and in accordance with international covenants including for voter registration processes and accreditation of observers and to remove the minister of justice, legal, and parliamentary affairs from responsibility for representing ZEC before parliament (IRI/NDI EOM).	In accordance with international covenants, the status of the ZEC as a fully independent commission should be strengthened, including through amending the Electoral Act such that: <ul style="list-style-type: none"> <li>It is fully aligned with Section 235 of the Constitution, with the effect that the ZEC reports directly to the National Assembly and secures its own funding from the Consolidated Fund;</li> <li>ZEC represents itself before Parliament rather than the Minister for Justice, Legal and Parliamentary Affairs, and</li> <li>The requirement for governmental approval of ZEC regulations is removed, and the ZEC has an expanded responsibility for regulating voter registration and the accreditation of election observers.</li> </ul>	Arts. 4.1.9, 5.1.3 and 5.1.5		Art 17(1)		GC 25, para. 20		
5	Election Administration	Multi-Party Liaison Committees (MPLCs)	Institutionalize MPLCs as forums for dialogue and dispute resolution among and between political parties and the ZEC. MPLCs should provide political parties with the opportunity to raise concerns and for the ZEC to offer clear direction for redressing concerns at the national and local levels. Given the importance of MPLCs as a forum for dialogue and as a form of Alternative Dispute Resolution (ADR)—which can be essential to reducing conflict and defusing tension—it is important to clarify and expand within the law a specific timeline for MPLCs to regularly meet [...] (IRI/NDI EOM). Make Multi-Party Liaison Committees a permanent feature in Zimbabwe's electoral processes (ZESN).	<i>Multi-Party Liaison Committees (MPLCs) should be made a permanent feature in Zimbabwe's electoral processes. This can be achieved through introducing provisions to the Electoral Act to institutionalize the MPLCs as forums for dialogue and dispute resolution among and between political parties and the ZEC. The legislation should establish a specific timeline for MPLCs to regularly meet.</i>			Arts 2(6) 13, 17(2)				There is no international or regional standard specifically regarding multi-party liaison in election processes, although ACDEG Art. 13 is relevant in a general sense, and this can be applied to MPLCs.
6	Election Administration	Performance Review	At the conclusion of the electoral period, a review of policies, procedures and staff capacity is recommended to identify the successes, challenges and lessons that can be learned to build and strengthen the capacity of the Zimbabwe Electoral Commission for future elections (COG).	At the conclusion of the electoral period, a review of policies, procedures and staff capacity is recommended to identify the successes, challenges and lessons that can be learned to build and strengthen the ZEC's capacity for future elections.							There is no international or regional standard specifically regarding ex-post reviews of elections although SADC PGGDE Art 7.3.1(d-f) may be relevant
7	Election Administration	Alignment of ZEC Procedures with Constitution	The ZEC should review its procedures and practices, especially for Election Day, to align them with Section 156(b) of the Constitution, to ensure the voting, counting and aggregation of results 'is simple, verifiable, secure and transparent' (COG).	The ZEC should review its procedures and practices, especially for Election Day, to align them with Section 156(b) of the Constitution, to ensure the voting, counting and aggregation of results 'is simple, verifiable, secure and transparent'.	Art. 2.1.2		Art. 10(1)		GC 25, paras.7 and 9		One can apply the principle of constitutional supremacy and legality.

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
8	Election Administration	ZEC Communication Strategy	[...] The ZEC should employ a proactive communications strategy to provide critical information to stakeholders and that reinforces public confidence in its impartiality throughout the electoral process (IRI/NDI EOM). The need for ZEC to improve on its communication strategy for purposes of confidence building with stakeholders (SADC PF EOM). Given the concerns raised by certain stakeholders on the alleged partiality of the ZEC, the mission calls on ZEC to consider adopting a proactive communication strategy (SEOM). The ZEC needs to establish an effective communication strategy (ZESN).	With the aim of strengthening trust and confidence among election stakeholders, creating a greater sense of 'ownership' and ensuring an informed electorate, the ZEC should review its approach to external communication and develop a comprehensive Communication and Information Strategy.	Definitions (credible elections encompasses 'public confidence'), Arts 4.1.6, 4.1.9, 11.4.2		Arts 2(10), 3(4), 3(8), 12(1), 17, and 27(7)	ACHPR Arts. 9 and 13(2)	GC 25, paras.11, 12, 20 and 25. ICCPR, Article 19 and GC 34, paras. 18 and 19		There are no specific standards related to communication by EMBs, but the African Instruments do require transparency and access to information held by public bodies. Other standards apply if voter information is included in the obligations. Paragraph 19 of GC34 creates a specific obligation of public bodies to place information of public interest in the public domain.
9	Election Administration	ZEC Communications (Principles)	Adopt more transparent and consultative procedures to build public trust in the ZEC and ensure the ZEC is widely perceived to be a credible institution [...]. To build public confidence, the ZEC should also go beyond a "legalistic" approach to sharing information with political parties and other groups. While the law does not require specific actions, the ZEC should concern itself with building public confidence in its impartiality through provision of timely and accurate public communication about the ZEC's work and strengthen its capacity to anticipate and rapidly respond to concerns and issues as they arise. (IRI/NDI EOM). Election administration should conform to open data principles (ZESN).	The ZEC's Communication and Information Strategy should adhere to international principles for 'open data' and the accessibility to information held by public bodies and commit the ZEC to providing information and data of public interest in a responsive, proactive and timely manner even where there is no specific legal requirement to do so. See for example: <a href="https://www.ndi.org/open-election-data-initiative">https://www.ndi.org/open-election-data-initiative</a>	Definitions (credible elections encompasses 'public confidence'), Arts 4.1.6, 4.1.9, 11.4.2		Arts 2(10), 3(4), 3(8), 12(1), 17, and 27(7)	ACHPR Arts. 9 and 13(2)	GC 25, paras.11, 12, 20 and 25. ICCPR, Article 19 and GC 34, paras. 18 and 19		
10	Election Administration	Access to Information (Transparency)	CSOs play a critical role in ensuring a credible election. Their contribution to promoting a culture of democratic governance in Zimbabwe is historical. The Group encourages the ZEC to provide these organisations with greater access to electoral information to enable them to fully perform their functions (COG). ZEC should offer effective information on all steps of the electoral preparations with full transparency, making all information of public interest immediately and easily accessible, including resolutions and complete and timely publication of polling station results (EU EOM). Provide data on participation of marginalized groups in electoral processes. To increase participation by marginalized populations and to address barriers to electoral participation, the ZEC should systematically collect and publicly release data on the participation of men, women, youth, and disabled voters in the electoral process including voters, candidates, poll workers, observers, and party agents (IRI/NDI EOM). ZEC should publish audit reports on expenditure on elections administration (ZESN). Where extra polling stations are added towards an election, ZEC should widely publicize them (ZESN).	The ZEC should provide information on all stages of the electoral process in an easily-accessible form, including: <ul style="list-style-type: none"> <li>• ZEC Resolutions;</li> <li>• Data on the process of removing duplicates from the Voters Roll (see recommendation No. 24);</li> <li>• All Polling Station results in a tabulated format, including the original V11 and V23a/b returns (see recommendation No. 103);</li> <li>• Parties' and candidates' asset statements and financial reports on their election income and spending (see recommendation No. 53);</li> <li>• Data on participation of marginalized groups (women, youth, PWD) in electoral processes (as candidates, registered voters, voters, polling officials, party agents and observers);</li> <li>• Audit reports on ZEC expenditure;</li> <li>• Details of all Polling Stations, including those added close to the election.</li> </ul>	Definitions (credible elections encompasses 'public confidence'), Arts 4.1.6, 4.1.9, 11.4.2		Arts 2(10), 3(4), 3(8), 12(1), 17, and 27(7)	ACHPR Arts. 9 and 13(2)	GC 25, paras.11, 12, 20 and 25. ICCPR, Article 19 and GC 34, paras. 18 and 19		
									Art. 19, GC 34, para. 19		
									Art. 19, GC 34, para. 20		
									Art. 19, GC 34, para. 21		
								AU CPCC Art 2(5)	Art. 19, GC 34, para. 21	UNCAC Art. 7(4)	
									Art. 19, GC 34, para. 21		
								AU CPCC Art 2(5)	Art. 19, GC 34, para. 21		
									Art. 19, GC 34, para. 21		

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
11	Election Administration	Consultation and engagement	ZEC should foster dialogue and consultation with stakeholders to enhance confidence in the electoral process [...] (AUEOM). Dialogues and engagements between ZEC and political parties, CSOs and FBOs should continue and become more commonplace without – anger, wrath, malice, slander, and abusive speech [...] (CCJP). To promote transparency and a level playing field, the ZEC should consider adopting a more communicative and collaborative approach with the various election stakeholders. Opportunities and aspects of the electoral process that do not contravene the legal framework, such as stakeholder comments on the design of ballot papers prior to printing, should be seen as a constructive and positive means for engagement (COG). [The ZEC's communication should] engage stakeholders at every relevant stage of the electoral process in order to build confidence and a sense of ownership amongst key stakeholders and the general public (SEOM). The need for ZEC to engage political parties and stakeholders to establish consensus on measures to enhance transparency in the management of elections in particular the printing, storage and transportation of ballot papers (SADC PF EOM).	<p>The ZEC should strengthen its engagement (consultation and dialogue) with stakeholders throughout the electoral process, in particular political parties and CSOs, including on:</p> <ul style="list-style-type: none"> <li>• Election boundary delimitation (see recommendation No. 34)</li> <li>• The size of the nomination fees (see recommendation No. 16)</li> </ul>	Art. 7.3.1 (d-f)	SADC Consolidated Treaty (Art. 23)	Art. 13				In addition, one could cite the standards related to transparency and access to information (see recommendations 8-10)
12	Election Administration	MPLC (Frequency and Effectiveness)	ZEC should [...] put measures in place to efficiently operationalise the Multi-Party Liaison Committee meetings to improve communication with stakeholders (AUEOM). Measures to enhance the effectiveness of both national and local multi-party liaison committees during the election campaign should be considered (COG). There needs to be more frequent MPLC meetings throughout the entire electoral process, so that it is an effective conflict resolution tool for political parties and provides an effective forum for reporting on non-compliance with the Code and for exchanges of views and information with ZEC (EU EOM). [...] Officials with the authority to make decisions, such as the ZEC chairperson and the commissioner general of the police, should attend the MPLC meetings to hear the parties' concerns, expedite resolution for any issues raised, and increase trust in both the MPLC as an important tool to prevent conflict and as a means of including all parties in the electoral process (IRI/NDI EOM).	<p>ZEC should explore measures to improve the effectiveness of the Multi-Party Liaison Committees (MPLCs) meetings at national and local levels. For example:</p> <ul style="list-style-type: none"> <li>• MPLC meetings should take place frequently throughout the entire electoral process, so that it is an effective conflict resolution tool for political parties and provides an effective forum for reporting on non-compliance with the Code of Conduct for Political Parties and Candidates and for exchanges of views and information with ZEC.</li> <li>• Officials with the authority to make decisions, such as the ZEC chairperson and the Commissioner General of the Police, could attend the MPLC meetings to hear the issues raised and, where necessary, expedite a resolution.</li> <li>• Issues of violence against women in elections (VAWIE) should be discussed at MPLCs (see recommendation No. 15).</li> </ul>			Arts 2(6), 13, 17(2)				These are very detailed recommendations and there are no specific standards relating to them.

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
13	Election Administration	ZEC Procurement (Technology)	Invest in procurement of integrated systems that allow for one gadget to be used for multiple purposes such as enrolling voters, voter verification on election day and transmission of results (ZESN).	Invest in procurement of integrated systems that allow for one gadget to be used for multiple purposes such as enrolling voters, voter verification on election day and transmission of results. Refer also to Recommendation	Art. 5.1.5		Art. 15(4), 27(5), 32(1), 33(1)				This is a very specific recommendation, that may be covered by the ACDEG articles relating to 'efficiency'.
14	Election Administration	ZEC Training	Invest in comprehensive training for its officials on disability and inclusion (COG). To ensure greater consistency in the application of electoral procedures, strengthening and lengthening the duration of the training for polling officials is recommended (COG). Capacity building for ZEC, especially on Statistical/Data collation and data Management in line with Section 110 (3) (a-f) of the Electoral Act (CCJP).	The ZEC should invest in comprehensive training for its officials on disability and inclusion; statistics, data collection and data management, and lengthen the duration for the training for polling officials.	References to inclusion: Definitions (democracy), Art. 2.1.7 and 5.1.3. Reference persons with disabilities, Art. 1.9	SADC Protocol on Health, Art. 15	References to PWD: Arts 8(2) and 31(1)			CRPD Art. 4.1(i), 8.2(d), 9.2(c)	General provisions related to efficiency in SADC PGGDE (Art. 5.1.3) and ACDEG (Arts. 51.1, 27.5, 32.1 and 33.1) may also be relevant.
15	Election Administration	Facilitation for Participation of Women	A conducive environment needs to be created to ensure participation of women. The ZEC [...] should put in place measures to facilitate the increase in the participation of women in elections (ESN SA EOM). We further endorse the recommendations by some civil society groups that issues of violence against women in elections (VAWIE) are discussed at the multi-party liaison committees (COG).	A conducive environment needs to be created to ensure participation of women. The ZEC [...] should put in place measures to facilitate the increase in the participation of women in elections.	Art. 1.9, 13.2.4(c)	SADC PGD Arts. 2, 3, 5, 7, 12, 13, 29, 30 (2 and 3), 32, 33 and 35	Arts. 8(2), 29(1, 2 and 3)	ACHPR, Art. 18(3); ACHPR PW Arts. 2, 8, 9	Arts. 2, 3 and 25	CEDAW Arts. 1, 2, 3, 4, 5(a), 7 and 24	As the state body, ZEC has the obligations of the State party as well as specific obligations as set out in SADC PGD (Art. 13)
16	Election Administration	Nomination Fees	[...] Noting the effect of the increase of candidate nomination fees on certain groups, we urge the Electoral Commission to review the impact of such measures on the inclusiveness of the candidate nomination process in the 2018 harmonised elections, in order to guide the formulation and implementation of future policies or measures (COG). Noting the effect of the increased candidate nomination fees on certain groups, the ZEC should consult youth groups to review the impact of such measures on youth participation in the 2018 Harmonised Elections in order to guide the formulation and implementation of such future measures (COG). There is need to involve youth as candidates and in decision making (ZESN).	<i>There is need to involve women, youth and Persons with Disabilities as election candidates and in decision-making. To this end, the ZEC should, in consultation with groups representing these persons, review the impact of the increased candidate nomination fees on their participation in the 2018 Harmonised Elections in order to guide the formulation and implementation of such future measures.</i>	Art. 1.9, 13.2.4(c)	SADC PGD Arts. 5, 9, 12(1)	Arts. 8(2), 29, and 31	ACHPR, (Art. 18(3 and 4); ACHPR PW (Arts. 2, 8, 9); African Youth Charter (Arts. 11.2 and 12(b and c) and 26)	Arts. 2, 3 and 25, and GC 25, para. 16	CEDAW Arts. 7 in conjunction with Art. 4 and Recommendation No. 25 and CRPD Preamble (o) and Arts. 4(3)	There is no specific international or regional standard on nomination fees except for GC 25, para. 16 but the provision on temporary special measures (as elaborated by General Recommendation No. 25: "The term 'measures' encompasses a wide variety of legislative, executive, administrative and other regulatory instruments, policies and practices, such as outreach or support programmes; allocation and/or reallocation of resources; preferential treatment; targeted recruitment, hiring and promotion; numerical goals connected with time frames; and quota systems.") This allows for differential nomination fees to be paid by men and women. It may be possible that this principle can be extended to youth and persons with disabilities.

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
17	Election Administration	Removal of Accreditation Fees for Election Observers	CSOs expressed concern about the high accreditation fees for citizen observers. The Group urges the ZEC to ensure that fees for citizen observer groups are not prohibitive, given their important role: citizen observers often have the numbers on ground, as well as local knowledge that international observers may lack (COG). To promote and enable greater participation, it is recommended that consideration be given to waiving the fees for citizen observers (COG). Facilitate easier accreditation process by removing the requirement for accreditation fees to be paid as well as the requirement for observers to physical present themselves at accreditation centers (ZESN).	Facilitate easier accreditation process by removing the requirement for accreditation fees to be paid as well as the requirement for observers to physical present themselves at accreditation centers.	Arts. 2.1.4, 5.1.7		Arts. 12.3, 27.2 and 28		GC 25, para 20		GC 25, para 20 states that: "there should be independent scrutiny of the ballot box". SADC PGGDE 5.1.7 Covers timeliness of accreditation. ACDEG 12.3 requires state parties to create conducive conditions for CSOs. The DoGP para. 18(b) is relevant, but it is not binding on states.
18	Election Administration	Ensuring the Secrecy of the Vote for Persons with a Visual Impairment	The ZEC should establish the number of voters' who are visually impaired and will require braille ballot papers, this will reduce the number of voters' needing assistance (ESN SA EOM). The ZEC [is] urged to [provide] braille ballot papers (SEOM). The ZEC should ensure mechanisms are put in place to facilitate voting by people with disabilities and to do so in secrecy (ZESN).	To enhance the secrecy of the vote, the ZEC should establish procedures for persons with a visual disability to vote without requiring the assistance of others, such as providing braille ballot papers / ballot sleeves.	Art 1.9	SADC Protocol on Health, Art. 15 in conjunction with SADC PGD Art.9	Arts. 8 and 31.1		Art. 25 (secret ballot) GC 25, para 20	CRPD Arts 5.3, 9.1, 26, 29	ICCPR requires a secret ballot (for all citizens). GC 25, para 20 provides that assistance to PWD should be independent. CRPD (art 5.3) provides for reasonable accommodation to the needs of PWD and art. 29 provides that state parties shall undertake to use "facilitating the use of assistive and new technologies where appropriate".
19	Voter Registration	Timeframe to Avail the Voters Roll	ZEC should avail the final voters register to political parties, candidates and other relevant stakeholders within a reasonable time to allow for a comprehensive voter audit and verification, as well as facilitate effective participation in the process (AU EOM). The ZEC should avail the voters roll to stakeholders in time to enhance transparency. The Electoral Laws should be amended to include specific timelines when the voters' roll ought to be made available to stakeholders (ESN SA EOM). The ZEC should establish clear timelines for the production and distribution of the preliminary and final voter rolls, which provide meaningful opportunities for a serious audit of the quality of the voters list and which should be made available prior to the nominations process (IRI/NDI EOM). The Mission urges ZEC to endeavour to avail the voters' roll, as and when, required by stakeholders to allow enough time for inspection and verification (SEOM). Amend the Electoral Law to ensure that it provides a specific timeframe for the final voters' roll to be availed to the political contestants (ZESN).	<i>The electoral legislation should be amended to provide a specific timeframe for the preliminary (provisional) voters roll to be availed to the political parties and other designated stakeholders e.g. during the inspection period. The final voters roll should be availed to the political parties and other designated stakeholders as soon as it is concluded. Candidates should be given a copy of the voters' roll for the constituency in which they are contesting the election at the point that their nomination is confirmed.</i>	Arts. 5.1.8 and 13.4		Art. 4.2		Art. 25 and GC 25, paras 11. and 20		There are very few standards related to voter registration. But all of the main treaties establish the principle of universal and equal suffrage. Para 11 of GC 25 requires that "States must take effective measures to ensure that all persons entitled to vote are able to exercise that right" while para 20 provides for 'independent scrutiny'. Standards related to transparency / freedom to access information are also relevant (see recommendations 8 and 9) and also standards related to efficiency of EMB (see recommendations 13 and 14)



No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
20	Voter Registration	Requirement to Notify	Notify persons that are put on the exclusion list and provide a less cumbersome provisions for redress ( <b>ZESN</b> ).	<i>The electoral legislation should be amended to require that persons that are put on the 'exclusion list' are notified in a timely manner and that legal provisions are revised to make seeking redress for wrongful exclusion less cumbersome.</i>	5.1.4, 5.1.5, 5.1.8 and 13.4		Arts. 4.2, 12.1, 17.2, 32.1 and 44.1(a)		Arts. 2.3(a) and 25. GC25 paras. 11, 14, 20 and GC34 para. 18 and 19		There is no standard which requires notification per se, but it is an implicit obligation of the state if it relates to a fundamental right (the right to vote). There are clear obligations relating to providing an effective remedy.
21	Voter Registration	Requirement to Notify	Amend the electoral law to instruct the ZEC to inform registrants who are removed from the roll ( <b>ZESN</b> ).	<i>The electoral legislation should be amended to require the ZEC to inform registrants who are removed from the voters roll.</i>	5.1.4, 5.1.5, 5.1.8 and 13.4		Arts. 4.2, 12.1, 17.2, 32.1 and 44.1(a)		Arts. 2.3(a) and 25. GC25 paras. 11, 14, 20 and GC34 para. 18 and 19		See recommendation 20.
22	Voter Registration	Copy of Voters Roll to Party Agents	Provide copies of the polling station voters' roll to party agents at the polling stations ( <b>ZESN</b> ).	<i>The electoral legislation should be amended to afford party agents the right to receive copies of the polling station extract of the voters' roll at polling stations.</i>	Definition of 'free elections' and Arts. 4.1.6 and 5.1.8		Arts. 4.2, 12.1, 17.2, 32.1 and 44.1(a)		Arts. 2.3(a) and 25. GC25 paras. 11, 14, 20 and GC34 para. 18 and 19		There is no standard which requires notification per se, but it is an implicit obligation of the state if it relates to a fundamental right (the right to vote). There are clear obligations relating to providing an effective remedy.
23	Voter Registration	Cleaning of Voters Roll, Amendment of ZEC Regulations	[...] Conduct/finalize a comprehensive new deduplication process including whole voters' roll (EU EOM). Engage in regular cleaning and deduplication of the voter roll. In alignment with international best practices that ensure the principle of universal suffrage, the ZEC should amend its regulations for voter registration and undertake routine deduplication and data cleaning exercises for the existing voters roll to eliminate the problems identified by the audits completed before the July elections, including repeated addresses, similar ID numbers, and similar data for two different voters (IRI/NDI EOM). ZEC to focus on continuous voter registration and cleaning of the voters' roll (ZESN)	During the inter-election period, ZEC should focus on continuous voter registration and cleaning the voters' roll data (to remove entries with repeated addresses, similar ID numbers, and similar data for two different voters). ZEC regulations should be amended accordingly.	Definition of 'free elections' and Arts. 5.1.5 and 5.1.8		Art 4.2, 15.4, 27.5, 32.1 and 33.1		Art. 25 and GC 25, para 11		There is no standard obliging continual voter registration. State parties are obliged to ensure universal (every eligible person) and equal suffrage (one person one vote). State parties are also obligated to provide efficient public administration. The recommendation relates to the manner (methodology) in which the competent authority of the state party fulfils its obligations. There may be other ways of fulfilling the obligation.
24	Voter Registration	Publication of Data	[...] Publish results of deduplication process conducted by ZEC [...] (EU EOM). The results of the de-duplication process need to be publicized (ZESN).	Data on the 'de-duplication' process should be made publicly available.	Definition of 'free elections' 4.1.6 and 5.1.8		Art 4.2, 15.4, 27.5, 32.1 and 33.1	ACHPR Art 9.1	Arts 19(2) and GC34 para. 18 and Art. 25 and GC 25, para 11		Standards related to transparency / freedom to access information are relevant (see standards for recommendations 8 and 9) and also standards related to efficiency of EMB (see recommendations 13 and 14)
25	Voter Registration	Independent Audit	Independent external audits should be commissioned by the ZEC to assess the quality of the voters' roll, these will go a long way in building public confidence (ESN SA). Clarify and resolve anomalies identified in voters' roll (additionally by official audit and research of voters' roll) (EU EOM).	In order to build public confidence, the ZEC should commission independent external audits to assess the quality of the voters' roll.	Arts. 5.1.5 and 5.1.8		Art 4.2, 15.4, 27.5, 32.1 and 33.1	ACHPR Art 9.1	Arts 19(2) and GC34 para. 18 and Art. 25 and GC 25, para 11		Standards related to transparency / freedom to access information are relevant (see standards for recommendations 8 and 9) and also standards related to efficiency of EMB (see recommendations 13 and 14)

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
26	Voter Registration	Address System	In order to ensure universal and equal suffrage as well as the right to vote, there is a need to review procedures for the identification of voter addresses (lessening the over-use of pre-commissioned affidavits), to ensure the correct allocation of polling station / ward / constituency for each voter, and to ensure a consistent format for the capturing and registering of voter addresses (EU EOM).	In order to ensure universal and equal suffrage as well as the right to vote, there is a need to review procedures for the identification of voter addresses (lessening the over-use of pre-commissioned affidavits), to ensure the correct allocation of polling station / ward / constituency for each voter, and to ensure a consistent format for the capturing and registering of voter addresses.	Arts. 5.1.5 and 5.1.8		Art 4.2, 15.4, 27.5, 32.1 and 33.1		Art. 25 and GC 25, para 11		There is no standard for address systems, but EMBs do have an obligation to ensure universal and equal suffrage and to carry out their tasks transparently and efficiently. The recommendation relates to the manner (methodology) in which the competent authority of the state party fulfils these obligations. There may be other ways of fulfilling the obligation.
27	Voter Registration	Form of Data	Publish preliminary and final voters roll in an analyzable format that allows for an independent audit and verification in a timely manner. The ZEC should release a provisional voter roll during the inspection process in an electronic analyzable format [...] (IRI/NDI EOM).	The preliminary (provisional) and final voters roll should be made available to contestants and other relevant stakeholders electronically and in a form that allows the data to be analysed/sorted easily and enables an audit/verification of the accuracy of the roll.	Definition of 'free elections' 4.1.6 and 5.1.8		Arts. 2.10	ACHPR Art 9.1	Art 19(2) and GC34 para. 18 and 19		This is a very specific recommendation, that may be covered by provisions related to transparency and free access to information.
28	Voter Registration	Location of Inspection Centres	The ZEC should continue to enhance citizen access to the inspection process through more localized inspection centers or list of registered voters at specific polling stations (IRI/NDI EOM).	The ZEC should enhance citizen access to the voters roll inspection process through more localized inspection centers or by placing lists of registered voters at specific polling stations.	Arts. 5.1.4, 5.1.5, 5.1.8 and 13.4		Arts. 4.2, 12.1, 15.4, 17.2, 32.1 and 44.1(a)	ACHPR Art 9.1	Art.25. GC25 para. 11 and GC34 para. 18 and 19		This is a specific recommendation that is covered by GC 34, paras. 18 and 19
29	Voter Registration	Targeting of Under-Registered Groups	Concerted efforts are required to ensure an increased number of youths are registered as voters and participate in the electoral process (COG). The ZEC should consider targeted voter registration drives for young people and those residing in the urban areas. Even though more youth registered compared to 2013, their registration rate is low compared to the older age categories (ESN SA). Ensure enhanced voter registration in "under registered" districts of the country to ensure universal and equal suffrage (EU EOM). Facilitate ease of registration in urban areas in view of lowest registration statistics in Harare and Bulawayo in particular and urban areas in general compared to rural areas (ZESN).	<p>To address the relative under-inclusion in the voters roll of certain segments of the population, during future voter registration drives, the ZEC should undertake specific actions targeting:</p> <ul style="list-style-type: none"> <li>• Persons living in urban areas (particularly Harare and Bulawayo)</li> <li>• Young adults</li> <li>• "Under registered" districts</li> <li>• People with Disabilities</li> </ul>	Arts. 5.1.5 and 5.1.8		Arts. 4.2, 15.4, 32.1 and 44.1(a)		Art 25 and GC25, para. 11		Recommendation targets the fulfilment of the obligation to ensure universal and equal suffrage.

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCP)	UN (Other)	Comment
30	Constituency Boundary Delimitation	Legal Framework for Boundary Delimitation	[...] An Act of Parliament could be adopted developing and elaborating the legal framework for boundary delimitation, to also include provisions for consultations with political parties and civil society and a complaints and appeals mechanism before the parliamentary approval process (EU EOM). There should be stakeholder consultation on delimitation and the process needs to comply with international standards of equal voting strength, representativeness, and community of interest (ZESN).	<i>The Electoral Act should be amended to include provisions developing and elaborating the legal framework for boundary delimitation. It could include provisions requiring consultations (with political parties, civil society and other interested stakeholders) on ensuring equal voting strength, representativeness, and community of interest and establishing a complaint and appeal mechanism.</i>	Art 5.1.4 and 5.1.8		Art 17.2		Arts. 2.3(a) 25 and GC25, para. 21		The requirement to 'equal' suffrage provides a strong basis for ensuring that there should be an approximately equal number of citizens per election district. GC 25, para 21 provides that "[...] the vote of one elector should be equal to the vote of another. The drawing of electoral boundaries and the method of allocating votes should not distort the distribution of voters or discriminate against any group [...]." However, there are no international standards requiring consultation or on requiring the preservation of communities of interest. There are established requirements as regards effective remedy and resolving disputes.
31	Constituency Boundary Delimitation	Mandate for Boundary Delimitation	To ensure inclusive consultation to increase public confidence in the boundary delimitation process, an independent, ad hoc, or permanent commission in charge of drawing the electoral constituency boundaries could be established (IRI/NDI EOM).	<i>To ensure inclusive consultation to increase public confidence in the boundary delimitation process, an independent (ad hoc or permanent) commission in charge of drawing the electoral constituency boundaries could be established.</i>	Arts 5.1.3 and 5.1.5		Art 15.4 and 17.1		GC25, paras. 20 and 21		There is no international standard regarding which body should have the mandate for boundary delimitation, but which ever body is afforded the mandate should conform with the requirements (principles) set out in the standards.
32	Constituency Boundary Delimitation	Equality of the Vote and adherence to Constitution	The variance in population size across Zimbabwe's constituencies remained an issue of concern to some stakeholders. To ensure fairness and equal access, [...] a review of the boundaries should be undertaken [...] with a view to standardising the numbers of voters across constituencies to ensure fair and equal representation (COG). According to the 2013 Constitution, no constituency should have more than 20 percent variation in registered voters (IRI/NDI EOM). There is a need to rationalize constituencies that are too big and those that are too small (ZESN).	<i>According to the 2013 Constitution, no constituency should have more than 20 percent variation in registered voters. The election boundaries should be rationalised in order to comply with the Constitution and international standards i.e. that the boundaries of those constituencies whose electorates are too big or too small are revised to ensure broadly equal 'voting strength' and thus broadly equal representation.</i>	Definition of Free elections, Arts 2.1.2, 2.2 and 5.1.8		Arts. 2.2, 5, 10.1, 15		Art. 25 and GC25, para. 21		The requirement to 'equal' suffrage provides a strong basis for ensuring that there should be an approximately equal number of citizens per election district. GC 25, para 21 provides that "[...] the vote of one elector should be equal to the vote of another. The drawing of electoral boundaries and the method of allocating votes should not distort the distribution of voters or discriminate against any group [...].".
33	Constituency Boundary Delimitation	General Principles for Delimitation Process	A review of the boundaries should be undertaken [...] in an inclusive, non-partisan and transparent process (COG). Constituency delimitation must be carried out in good time prior to the next elections to ensure equal suffrage in accordance with the Constitution (EU EOM). Complete boundary delimitation exercise no less than one year prior to the next election (IRI/NDI EOM).	The election boundary review should be conducted: <ul style="list-style-type: none"> <li>• Transparently;</li> <li>• Inclusively;</li> <li>• Impartially (in a non-partisan manner), and</li> <li>• in a timely manner (being concluded no less than one year prior to the next election)</li> </ul>	References to transparency (definitions, 2.1.3, and 4.1.6) Reference to 'inclusive' in definitions of 'democracy' and 'democratic elections'. Reference to impartial in Arts. 4.1.5, 4.1.9 and 5.1.3		Preamble, 2.10, 3.4, 3.8, 12.1, 17, 17.1 and 38		GC25, para 20.		SADC PGGDE and ACDEG make numerous references to transparency, inclusiveness and impartiality in administration of elections or public affairs. However, there is no specific obligation to timeliness, although this can be inferred from references to efficiency contained in PGGDE (art. 5.13) and ACDEG (Arts 15.4, 27.5, 32.1 and 33.1)



No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCP)	UN (Other)	Comment
34	Civic Awareness and Voter Education	CVE (Objectives)	[There needs to be] transformative civic reflection and learning experiences for voters on constitutional rights/responsibilities (CCJP). To continue to strengthen voter confidence in the electoral process, a more robust civic awareness and voter education programme – designed and implemented by the ZEC, political parties and all relevant stakeholders – is encouraged (COG). Voter education efforts [should] educate citizens on their rights and responsibilities in a participatory democracy. The ZEC should refine the regulations governing voter literacy such that education initiatives are implemented on a continual basis and in line with international covenants on citizens' right to information, including access for those who are disabled or illiterate (IRI/NDI EOM). The gap between elected officials and the electorate should be drastically minimised to avoid the entrenchment of mistrust and disengagement from political/national processes by citizens. This intervention should be supported by consistent public education on the role of public officials, by civil society organizations (ZCC). Voter education should deliberately emphasise the importance of other elections, apart from the presidential election, particularly local government elections (ZESN). Voter education should be linked to the secrecy of the ballot and other misinformation by electoral stakeholders (ZESN).	<i>In order to better fulfil Zimbabwe's international obligations on the right to access information, the Electoral Act should be reviewed to expand the ZEC's mandate to require it to deliver programs covering both civic awareness and voter education with the following objectives (outcomes):</i> <ul style="list-style-type: none"> <li>• Improve voter literacy;</li> <li>• Counter misinformation and eliminating negative perceptions about elections;</li> <li>• Strengthen public confidence in the electoral process;</li> <li>• Improve understanding of the function of elected offices, including local government and reducing 'the gap' between elected officials and the electorate;</li> <li>• Deepen awareness of rights and responsibilities in a participatory democracy, and</li> <li>• Increase participation in elections, particularly for special needs/interest groups.</li> </ul>	Definition of 'free elections', definition of 'fair elections' Arts. 4.1.6 and 4.1.10		Arts. 2.10, 12.4, 27.7 and 31	ACHPR Art. 9.1	Article 19.2 GC34, paras 18 and 19; Article 25 and GC25, paras. 11, 12 and 20		
35	Civic Awareness and Voter Education	Continuity of Civic Awareness Program	There needs to be a longer and more comprehensive implementation of voter education activities (EU EOM). Voter education should be provided on a continuous basis and expand reach to institutions of higher learning and secondary schools and to target first-time voters (ZESN).	The civic awareness program should take place on a continual basis throughout the election cycle and voter education needs to take place over a longer period.	Definition of 'free elections', definition of 'fair elections' Arts. 4.1.6 and 4.1.10		Arts. 2.10, 12.4, 27.7 and 31	ACHPR Art. 9.1	Article 19.2 GC34, paras 18 and 19; Article 25 and GC25, paras. 11, 12 and 20		This recommendation is about the mode of implementation of the CVE programme to ensure that the EMB fulfils its obligations. The text of the instruments (standards) does not require CVE to be continuous, but it is through this approach that the obligations set out in PGGDE 4.1.10, ACDEG 2.10 and 12.4 can be fulfilled.
36	Civic Awareness and Voter Education	CVE Strategy Regulations, Planning Documents	Develop an ongoing, comprehensive voter education strategy [...]. The ZEC should refine the regulations governing voter literacy such that education initiatives are implemented on a continual basis and in line with international covenants on citizens' right to information, including access for those who are disabled or illiterate (IRI/NDI EOM). Political parties, civil society and relevant government ministries and institutions should focus on dissemination of standardized, accurate and timely information about the electoral process (ZCC).	The ZEC should conduct a review its regulations, policy/strategy documents, manuals and planning documents related to civic and voter education (CVE) to ensure a robust and appropriate approach is taken regarding the accuracy, consistency (standardisation) and comprehensiveness of the program content/messages and a systematic program roll-out and delivery.	Definition of 'free elections', definition of 'fair elections' Arts. 4.1.6 and 4.1.10		Arts. 2.10, 12.4, 27.7 and 31	ACHPR Art. 9.1	Article 19.2 GC34, paras 18 and 19; Article 25 and GC25, paras. 11, 12 and 20	CRPD, Preamble (v), Art 2 (definitions, 1st para), Arts. 4.1(g), 9, 21, 24 and 29(a)i	The same standards apply to previous recommendations, but additional standards added to address the recommendation related to PWD.

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
37	Civic Awareness and Voter Education	Partnership with CSOs	[Consideration should be given to the development of a co-ordinated partnership arrangement, which would enable civil society to support the ZEC through a more targeted and systematic approach in fulfilling its voter education and outreach mandate, especially to reach rural and more remote places in the country (COG). Voter education efforts conducted by the ZEC must incorporate and liberalize its regulation of the complementary efforts of civil society [...] (IRI/NDI EOM). Political parties, civil society and relevant government ministries and institutions should focus on dissemination of standardized, accurate and timely information about the electoral process (ZCC). Voter education should be provided on a continuous basis and expand reach to institutions of higher learning and secondary schools and to target first-time voters (ZESN).	<i>The ZEC should, within the framework of a coordinated partnership agreement, deepen its cooperation with CSOs and institutions of learning (secondary and higher), and government ministries in the design and delivery of civic and voter education. Political parties should also be involved in election-related awareness-raising activities.</i>	Definition (stakeholders)	SADC Treaty Art. 23	Arts. 12.3, 12.4, 27.2 and 28				There is no clear standard requiring the participation of CSOs in CVE programmes but the ACDEG provides a reasonable basis (27.2 and 28) to encourage the ZEC to do so.
38	Civic Awareness and Voter Education	CVE Targeting	The <b>Commonwealth Observer Group</b> encourage CSOs to continue engaging in voter education with all segments of the population, with an emphasis on marginalised groups. The Group commends the ongoing civic education campaigns, especially those targeting women, youth and people who are illiterate. We recommend the prioritisation of such campaigns to ensure increased participation of these groups (COG). It is recommended that CSOs and the ZEC engage in voter education programmes throughout the electoral cycle, targeting young voters from age 16. This could increase electoral literacy (COG). Voter education should [...] expand reach to institutions of higher learning and secondary schools and to target first-time voters (ZESN).	While the CVE program should address the needs of all electors, the information needs of the following should be prioritised: <ul style="list-style-type: none"> <li>• Women;</li> <li>• Young adults;</li> <li>• Students (in secondary and higher education);</li> <li>• First-time voters;</li> <li>• Persons with Disabilities (PWD);</li> <li>• The unlettered (illiterate), and</li> <li>• Rural and remote communities</li> </ul>	Definition of 'free elections', definition of 'fair elections' Arts. 4.1.6 and 4.1.10	SADC PGD, Art. 31	Arts. 2.10, 12.4, 27.7 and 31	ACHPR Art. 9.1; ACHPR PW Arts. 2.2 and 12; African Youth Charter, Arts. 4.2, 10.3, 13.2, 13.3, 17.1, 20.2(a) and 24.1	Article 19.2 GC34, paras 18 and 19; Article 25 and GC25, paras. 11, 12 and 20	CRPD, Preamble (v), Art 2 (definitions, 1st para), Arts. 4.1(g), 9, 21, 24 and 29(a); CEDAW 14.2(d)	The standards relating to education and access to information are comprehensive, but there is no specific requirement to target first-time voters and rural communities (although the latter exists in CEDAW for women - see Art. 14.2)
39	Civic Awareness and Voter Education	Development of CVE materials for Persons with Disabilities (PWD)	As Zimbabwe's democracy and its economy evolve, for future elections, the Commonwealth Observer Group encourages Zimbabwe to develop effective electoral information, education and communication materials tailored for PWDs, using various formats including braille, closed caption and audio. The country could learn from other electoral jurisdictions. For example, South Africa prints larger ballot paper templates for its visually impaired voters.	[The ZEC should] develop effective electoral information, education and communication materials tailored for PWDs, using various formats including braille, closed caption and audio. The country could learn from other electoral jurisdictions.	Reference persons with disabilities, Art 1.9	SADC Protocol on Health Art. 15	Reference s to PWD: Arts 8(2) and 31(1)			CRPD, Preamble (v), Art 2 (definitions, 1st para), Arts. 4.1(g), 5, 9, 21, 24, 26 and 29;	CRPD (art 5.3) provides for reasonable accommodation to the needs of PWD and art. 29 provides that state parties shall undertake to use "facilitating the use of assistive and new technologies where appropriate".

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
40	Civic Awareness and Voter Education	CVE Messaging and Content	Political parties, civil society and relevant government ministries and institutions should focus on dissemination of standardized, accurate and timely information about the electoral process including the BVR system and the actual voting process in order to eliminate negative perceptions about elections (ZCC). Voter education should be linked to the secrecy of the ballot and other misinformation by electoral stakeholders (ZESN). The Mission urges ZEC to conduct sensitisation programs regarding postal voting particularly related to its modalities and management (SEOM).	The ZEC should review its voter education materials to reinforce messages on the BVR system, the actual voting process emphasising the secrecy of the vote and better explain the modalities and management of the postal voting system. Voter education should be delivered in a timely manner and accessible to all parts of Zimbabwean society.	Definition of 'free elections', definition of 'fair elections' Arts. 4.1.6 and 4.1.10		Arts. 2.10, 12.4, 27.7 and 31	ACHPR Art. 9.1	Article 19.2 GC34, paras 18 and 19; Article 25 and GC25, paras. 11, 12 and 20		The recommendation focusses on the content of CVE messages. There are no specific standards on this with the exception of GC25, para 20 (relating to the need to inform the population about the secrecy of the vote). It is assumed that the issues identified are the areas where voters are most need information, and under the standards, it is the obligation of the competent bodies to provide the information which enables voters to exercise their rights.
41	Participation and Representation	Domestication of CRPD	Incorporate the Convention on the Rights of Persons with Disabilities into domestic law (EU EOM). Align domestic law with the Convention on the Rights of Persons with Disabilities to ensure the right of all citizens to participate in political life (IRI/NDI EOM). Government [...] should make their structures more inclusive for PWDs. Particular attention should be paid to women with disabilities, who suffer multiple discrimination (COG). The positive legal provisions for the participation of PWDs in Zimbabwe should be followed by adequate resources and effective enforcement (COG).	<i>To better ensure the right of all citizens to participate in political life, the Convention on the Rights of Persons with Disabilities should be incorporated into domestic law.</i>		SADC Protocol on Health, Art. 15 in conjunction with SADC Protocol on Gender and Development, Art. 9					The necessity to domesticate international law for it to have effect is a complex issue. Some countries take a 'monist approach' where international law is automatically considered as part of the legal framework of the state. Others take a 'dualist' approach, whereby two systems exist separately and domestication is always required for international treaties to have legal effect. Many states take a 'middle path' between the two systems. Section 34 of the Constitution of Zimbabwe requires that "The State must ensure that all international conventions, treaties and agreements to which Zimbabwe is a party are incorporated into domestic law." While section 327(2) states that "An international treaty which has been concluded or executed by the President or under the President's authority— (a) does not bind Zimbabwe until it has been approved by Parliament; and (b) does not form part of the law of Zimbabwe unless it has been incorporated into the law through an Act of Parliament. Article 27 of the VCLT, Art 6(5) of the SADC Treaty and Article 33 of the CRPD are also relevant.

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
42	Participation and Representation	Participation by Persons with Disabilities (PWD) in all Aspects of Elections	It is not enough to support persons with disabilities to cast their vote on Election Day. Deliberate efforts should be made to facilitate their participation as candidates for elective office, as well as participate as polling officials, local observers, party agents, media monitors and so forth (COG).	Efforts should be made by the competent authorities and organisations to facilitate the participation of Persons with Disabilities as: <ul style="list-style-type: none"> <li>• candidates for elective office;</li> <li>• party agents;</li> <li>• polling officials, and</li> <li>• media monitors, and local observers.</li> </ul>		SADC Treaty Art 6(2), SADC Protocol on Health, Art. 15	Arts. 8 and 31		ICCPR Arts 2 and 25	CRPD Art 29	PGGDE Art. 1.9(c) states that part of the need to update the Protocol was "to respond to the demands of disadvantaged groups such as women, youth and people with disabilities who are, often, unintentionally excluded from participating in decision-making processes due to cultural, structural and other barriers". However, the PGGDE does not elaborate any additional right/obligations for PWD. CRPD Art 29, provides the strongest standard for action by governments, political parties, EMBs and NGOs/CSOs to facilitate the participation of PWDS in electoral processes.
43	Participation and Representation	Inclusivity of PWD in Planning of Programs	PWDs should be directly and actively involved in any plans and programmes related to their active participation (COG).	Persons with Disabilities should be directly and actively involved in any plans and programmes related to their active participation [in elections].			Arts 8 and 31.1			CRPD 4.3	
44	Participation and Representation	Accessibility of Public Buildings and Polling Stations	In line with previous recommendations, as Zimbabwe's economy evolves, the Group hopes that efforts will be made to address accessibility challenges, physical and visual, on Election Day and in the pre-election period at the polling station and voter registration sites (COG). Polling stations should be located in places that are easily accessible for the physically challenged (ESN SA EOM). [...] the Government and ZEC are urged to continue to establish user-friendly polling stations to cater for people with disabilities (SEOM). Public buildings should be made accessible to all citizens (ZESN).	Public buildings should be made accessible to all citizens. The ZEC should ensure mechanisms are put in place to facilitate voting by people with disabilities including locating polling stations and registration centres in places that are easily accessible for persons with a physical disability.		SADC Protocol on Health, Art. 15	Arts 8 and 31.1			CRPD Preamble (v), 3(f), 5.3, 9, 29	CRPD (art 5.3) provides for reasonable accommodation to the needs of PWD
45	Participation and Representation	Compliance with SADC Protocol on Gender and Development	The need to develop strong legal [...] mechanisms to encourage and support the adoption of women as candidates so as to ensure gender parity in political and decision-making positions in line with the SADC Protocol on Gender and Development (SADC PF EOM).	<i>[Zimbabwe should] develop strong legal mechanisms to encourage and support the adoption of women as candidates so as to ensure gender parity in political and decision-making positions in line with the SADC Protocol on Gender and Development.</i>		SADC PGD, Arts. 2.1, 5, 12, 13 and 32.	Art 8 and 29	ACHPR, Art 18(3): ACHPR PW Arts. 2, 8(f), 9	Arts. 2, 3 and 25 and GC25, para. 26	CEDAW Arts. 1, 2, 3, 4, 7 and 24 and Recommendation No. 25	Under GC25, Para 26 "States should ensure that, in their internal management, political parties respect the applicable provisions of article 25 in order to enable citizens to exercise their rights thereunder." Art 25. establishes the right and opportunity to be elected and applies equally to all citizens. Therefore, states must compel political parties to offer women an equal opportunity to be elected.

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
46	Participation and Representation	Representation Quotas for Women	Consider putting in place mechanisms to increase women's participation in the electoral process, particularly as candidates (AUEOM). Consideration should be given to the creation of women-only seats. The 60 seats could be contested as safe constituencies by women, similar to the situation that pertains in jurisdictions such as Bangladesh and Uganda (COG). The Commonwealth Observer Group recommends the quotas prescribed for women under Section 124 of the 2013 Constitution should be negotiated by the new parliament before its expiration in 2023. For example, in Uganda and Bangladesh, quotas for women are negotiated in parliament every five years before their expiration (COG). Legally-binding quotas and enforcement mechanisms should be enacted by Parliament (ESN SA EOM). Institute appropriate provisions in electoral law that makes it mandatory for parties to observe quotas for women (ZESN).	<i>The Electoral Act should include appropriate provisions that makes it mandatory for parties to observe quotas for women candidates i.e. the quotas should be legally-binding and compliance enforced. Consideration should be given to the creation of women-only seats. The 60 seats could be contested as safe constituencies by women, similar to the situation that pertains in jurisdictions such as Bangladesh and Uganda.</i>		SADC PGD Arts, 5 in conjunction with 12 and 13	Arts. 8 and 29	ACHPR PW Arts. 2, 8(f), 9	Arts. 2, 3 and 25 and GC25, para. 26	CEDAW, Arts. 4 in conjunction with Art. 7 and Recommendation 25	
47	Participation and Representation	Quotas in other elections	Given the low participation of women in contested seats in this election, consideration should be given to extending the quota system to the Senate and local authorities (COG).	<i>Consideration should be given to extending the quota system to the Senate and local authorities.</i>		SADC PGD Arts, 5 in conjunction with 12 and 13	Arts. 8 and 29	ACHPR PW Arts. 2 and 9	Arts. 2, 3 and 25 and GC25, para. 26	CEDAW, Arts. 4 in conjunction with Art. 7 and Recommendation 25	The applicable standards are equally applicable to all elections to multi-member bodies.
48	Participation and Representation	SADC Protocol on Gender and Development	The need to develop strong [...] administrative mechanisms to encourage and support the adoption of women as candidates so as to ensure gender parity in political and decision-making positions in line with the SADC Protocol on Gender and Development (SADC PF EOM). In line with the Constitution of Zimbabwe, and the SADC Protocol on Gender and Development of 2008, the SEOM encourages all stakeholders to review the political and social environment, with a view to promoting women and gender balance in positions of political leadership (SEOM). Ensure that there is gender parity in all key decision-making positions and institutions (ZESN).	In line with the Constitution of Zimbabwe, and the SADC Protocol on Gender and Development of 2008 [Zimbabwe should] review the political and social environment and develop strong administrative mechanisms to encourage and support the adoption of women as candidates with a view to achieving gender parity in positions of political leadership and all key decision-making positions and institutions.		SADC PGD Arts. 1.2 (definition of affirmative action and gender mainstreaming), 2, 3, 5 in conjunction with 12 and 13	Arts. 8 and 29	ACHPR PW Arts. 2 and 9	Arts. 2, 3 and 25 and GC25, para. 26	CEDAW, Arts. 1, 2, 3, 4, 5(a) and 7	
49	Participation and Representation	Quota for Youth	The Group urges the consideration of a quota system for youth representatives (aged 18 to 35) to the Local Authority and National Assembly Elections, similar to other jurisdictions like Rwanda (COG).	<i>[Zimbabwe should] give consideration [to introducing] a quota system for youth representatives (aged 18 to 35) to the Local Authority and National Assembly Elections, similar to other jurisdictions like Rwanda.</i>			Art. 31	African Youth Charter, Art 11.2(a)			

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
50	Participation and Representation	Peaceful Participation of Youth	Noting the participation of young people in electoral and political violence, and/or their susceptibility to be used in such situations, the Commonwealth Observer Group encourages the greater use of peace pledges by CSOs and youth organisations to encourage young people to shun political violence (COG).	Noting the participation of young people in electoral and political violence, and/or their susceptibility to be used in such situations, the competent authorities and organisations [should make] greater use of peace pledges by CSOs and youth organisations to encourage young people to shun political violence.	Art. 2.1.3 and 5.1.6		Art. 11, 12, 13, 17.4, 31 and 38.1	African Youth Charter Arts. 13.3(c) and 17.1	GC25, para. 19		
51	Political Party Functioning	Political Party Act	Consideration should be given to the adoption of a Political Party Act (COG). The need to promulgate the law to govern the regulation of political parties in Zimbabwe (SADC PF EOM). There is need for regulation of political parties (ZESN).	<i>Zimbabwe should adopt a Political Party Act to regulate the activities of political parties.</i>			Arts. 2.6, 3.11, 12.2, 13, 17.4, 27, 32.6	ACHPR, Art. 10	Art. 22 and GC25, para. 26		International standards contain few provisions regarding political parties, although under ACDEG states should put in place measures to consolidate pluralism and adopting legislation is arguably the best way to protect the rights to political association and to establish the obligations of parties.
52	Political Party Functioning	Political Party and Campaign Financing	Legislation capping electoral expenditure should be enacted before the next elections (COG). To promote transparency and ensure greater accountability, consideration should be given to strengthening the Political Parties (Finance) Act through the inclusion of provisions regarding the declaration of assets by parties, candidates and Members of Parliament (COG). Promote accountability and transparency of campaign finance and expenditure by introducing explicit regulations on campaign expenditure, including reporting requirements before the nomination process and shortly after the declaration of results. In order for this to be effective there also needs to be a clear mandate for an independent institution – possibly ZEC – to oversee respect for such regulations and to undertake campaign finance audits (EU EOM). Amend the Political Parties (Finance) Act to promote transparency in political party financing. This includes regulations on reporting and expenditures and that are in line with international conventions (IRI/NDI EOM). The law should provide for disclosure and audits of parties' sources and use of campaign funding (ZESN).	<p><i>To promote transparency and accountability in political party financing in line with international conventions., the Political Parties (Finance) Act should be amended to include provisions:</i></p> <ul style="list-style-type: none"> <li><i>• To require declaration of assets by political parties, candidates and Members of Parliament;</i></li> <li><i>• To require reporting on donations received by political parties' and candidates' and other sources of funds and electoral expenditures prior to approval of nomination and shortly after the declaration of election results;</i></li> <li><i>• Setting ceilings on electoral expenditure by parties and candidates;</i></li> <li><i>• Requiring the auditing of political parties' and candidates' electoral accounts (sources and expenditures);</i></li> <li><i>• Conferring an independent institution (possibly the ZEC) with the legal mandate to regulate and oversee electoral finance issues and undertake verification of the contestants' financial reports.</i></li> </ul>		SADC Protocol Against Corruption, Arts. 3 and 4, SADC PF, Norms and Standards for Elections in the SADC Region Part 3 (6)	Arts. 2.10, 3.8, 27.5 and 33.3	African Union Convention on Preventing and Combating Corruption, Arts. 2, 5, 7 and 10	GC25, para. 19	UN Convention against Corruption, Art. 7	There are few provisions in the international and regional treaties that specifically require scrutiny of political party accounts and campaign finances. However there are a variety of provisions related to transparency and accountability and anti-corruption which are applicable and can be implemented (given effect) through the recommendation.



No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
53	Political Party Functioning	Legal Measures to Curb Misuse of State Resources in Election Campaigning (Change to Legislation)	Formulation of a policy or legislation with guidelines or framework for humanitarian distribution of aid. Food is a fundamental right. Those who deny others their right to food on the basis of political affiliation and therefore right to life should be prosecuted (CCJP). Legislative measures, including effective and dissuasive sanctions, should be introduced to mitigate abuse of state resources and misuse of the advantage of incumbency, such as use of government vehicles, property and funds and the involvement of public officials in political activities, in order to guarantee the free expression of the will of electors and help create a more level playing field (EU EOM). Create enforcement mechanisms for ensuring government resources do not serve partisan interests. The ZEC, in accordance with international covenants and principles of equality, should ensure clear distinction between activities of the party in power and activities of the government to avoid abuse of state resources. The ZEC should be legally empowered to enforce provisions within the Electoral Act that strictly prohibit the politicization of food aid, agricultural inputs, and other social welfare benefits including penalties for misuse of state resources and the involvement of public officials in political activity. The ZEC and relevant bodies should also reinforce that the distribution of land titles, food aid, and farm implements by traditional leaders must be done through bureaucratic means and away from any campaign-related activity through intensive and continuous educational outreach about the limits of traditional leadership in the political environment (IR/NDIEOM).	<i>In order to guarantee free expression and a level playing field for election campaigning and to mitigate the 'advantages of incumbency', legislative measures should be introduced prohibiting the use of state resources, notably government-owned vehicles, property and funds) for partisan purposes such as election campaigning by contestants and/or their supporters. The legislation should also be revised to:</i> <ul style="list-style-type: none"> <li>• <i>Provide clear rules on the involvement of public officials in political activities;</i></li> <li>• <i>Prohibit the distribution of food aid, agricultural inputs and other social/welfare benefits during the campaign period in a politically partisan manner e.g. by conducting distribution during a campaign event or by a candidate or their supporters;</i></li> <li>• <i>Establish effective and dissuasive sanctions for violation of the provisions, and</i></li> <li>• <i>Confer the ZEC with the authority to enforce to the provisions.</i></li> </ul>		SADC Protocol Against Corruption, Arts. 3 and 4, SADC PF, Norms and Standards for Elections in the SADC Region Part 3 (6)	Arts. 2.10, 3.8, 27.5 and 33.3	African Union Convention on Preventing and Combating Corruption, Arts. 2, 5, 7, 9 and 10 and ACHPR Arts 13.2 and 13.3	GC25, para. 19	UN Convention against Corruption, Art. 7 and 17	
54	Political Party Functioning	Revision of Code of Conduct	The ZEC should incorporate a code of conduct for the use of social media into the Electoral Code of Conduct for Political Parties (COG).	<i>The Code of Conduct for Political Parties and Candidates and Other Stakeholders should contain provisions for the use of social media.</i>	4.1.11		Art. 17.4		GC25, para 19 and GC34, para 43		This is a very complex area to regulate and currently there are almost no clear international standards on social media. However, social media users are also bound by Codes of Conduct and legal provisions on defamation etc. There may be scope to interpret some provisions of GC25 and apply them to social media: "Voters should be able to form opinions independently, free of violence or threat of violence, compulsion, inducement or manipulative interference of any kind."

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
55	Political Party Functioning	Culture of Non-Violence	Continue to maintain the current open and free political environment, and all stakeholders must refrain from acts that may undermine the integrity of the electoral process or threaten the country's peace and stability (AUEOM). Political parties and other electoral stakeholders should embrace principles of inclusivity, non-violence and conflict sensitivity before, during and after elections, in the interest of peace and the aspirations of the citizenry. Inclusivity partly implies that divisive politics should be done away with e.g. the politicization of identity (ZCC).	In the interest of peace and the aspirations of the citizenry, political parties and other electoral stakeholders should embrace principles of inclusivity, non-violence and conflict sensitivity before, during and after elections. Inclusivity partly implies that divisive politics should be done away with e.g. the politicization of identity.	Definitions (fair, non-violence and peaceful elections), 2.1.3, 2.1.7, 4.1.4, 4.1.11, 5.1.6, 5.1.9		Art. 11, 12, 13, 17.4, and 38.1		Art. 25 and GC25, para.19 and 25		
56	Political Party Functioning	Political Party Strengthening	Build capacity of political parties to effectively compete in elections and participate in governance processes. Build the capacity of political party leaders in the areas of campaign techniques, data analysis and planning, internal democracy, constituent engagement, and policy development (including the role of opposition parties in governance) while broadening parties' knowledge of electoral rules and rights to ensure that political parties, both ruling and opposition, fulfill their roles as democratic institutions (IRI/NDI EOM). Political parties should focus their campaigns on demonstrating their respective policy capabilities particularly on service delivery issues. The campaigns should be viewed and experienced as competition of ideas on how the country can move forward on political, social and economic fronts (ZCC). Support the strengthening of political parties to enable them to effectively campaign for public office and when in parliament to effectively play their legislative and over oversight roles (ZESN).	The strengthening of political parties should be supported with the objectives of enabling them to fulfil their roles as democratic institutions, through: <ul style="list-style-type: none"> <li>• Develop policy (particularly on service delivery issues);</li> <li>• Strengthen internal-party democracy;</li> <li>• Broaden their knowledge of electoral rules and political rights;</li> <li>• Campaign effectively for public office;</li> <li>• Engage with constituents, and</li> <li>• Participate effectively in governance processes including fulfilling their legislative and over oversight roles in parliament;</li> </ul>	Definitions (free and fair), Art 2.1.7		Arts. 2.6, 3.11, 12.2, 13, 17.4, 27, 32.6		GC25, para. 26		

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
57	Political Party Functioning	Measures to Facilitate Women's Participation	Consider putting in place mechanisms to increase women's participation in the electoral process, particularly as candidates (AUEOM). Noting the important role political parties can play in addressing gender imbalance in political leadership, we urge political parties to adopt and implement special measures, such as voluntary quotas, to achieve gender balance within their own decision-making structures and processes (COG). To alleviate the weight of the financial burden on women seeking to contest elections and to encourage more women to run for office in Zimbabwe, we urge political parties to consider ways of supporting women candidates, including through the establishment of special funds (COG). [...] political parties should consider establishing intra-party referral systems that allow women to report cases of violence within political parties to the police and law courts, without fear of reprisals. (COG). A conducive environment needs to be created to ensure participation of women. [...] Political parties should put in place measures to facilitate the increase in the participation of women in elections (ESN SA). Political parties should devote resources to women candidates to encourage their participation (ESN SA). Create an environment in which women can participate equally in the electoral process, without fear of intimidation and harassment. This includes the greater acceptance and promotion of female candidates and in all aspects of governance. Parties should aspire to mainstream women in the party hierarchy and facilitate their recruitment, training, and support as candidates for elected office (IRI/NDI EOM). Political parties should be accountable for the pledges they make in support of female participation in political processes (ZESN).	[Political parties should endeavour to] create an environment in which women can participate equally in the electoral process, including as candidates, without fear of intimidation and harassment. This includes: <ul style="list-style-type: none"> <li>• The greater acceptance and promotion of female candidates and in all aspects of governance.</li> <li>• Aspiring to mainstream women in the party hierarchy and facilitate their recruitment, training, and support as candidates for elected office.</li> <li>• Adopting and implement special measures, such as voluntary quotas, to achieve gender balance within their own decision-making structures and processes.</li> <li>• Improving internal democratic structures and rules governing the selection of leaders and candidates, including the conduct of party primaries.</li> <li>• Devoting resources to women candidates e.g. through the establishment of special funds.</li> <li>• Establish an intra-party referral system that allow women to report cases of violence within political parties to the police and law courts, without fear of reprisals.</li> <li>• Establishing a mechanism such that political parties are held accountable for the pledges they make in support of female participation in political processes.</li> </ul>		SADC PGD Arts. 2, 3, 5, 7, 12, 13, 32, and 33	Arts. 8 and 29	ACHPR PW Art. 9	GC25, Para. 26	CEDAW Arts. 3, 4 and 7	
58	Political Party Functioning	Primary Elections	Political parties should improve internal democratic structures and rules governing the selection of leaders and candidates, including the conduct of party primaries (IRI/NDI EOM). Political parties should have legal frameworks for candidate nomination and processes for conducting primary elections. Political parties should have voters' rolls for primary elections. For transparency purposes, political parties could invite external observers to observe their primary elections (CCJP).	Political parties should be required by law to conduct primary elections to select candidates. Political parties should have voters' rolls for primary elections. For transparency purposes, political parties could invite external observers to observe their primary elections					GC 26, para. 26	CEDAW Arts. 3, 4 and 7	The international standards do not cover party primary elections. GC 25, para 26. provides that "Political parties and membership in parties play a significant role in the conduct of public affairs and the election process. States should ensure that, in their internal management, political parties respect the applicable provisions of article 25 in order to enable citizens to exercise their rights thereunder". However, this is not a particularly strong basis to claim that parties should be required to hold primary elections or to recommend how they should be organised.

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
59	Political Party Functioning	Accessibility of Political Parties to Persons with Disabilities (PWDs)	[...] political parties should make their structures more inclusive for PWDs. Particular attention should be paid to women with disabilities, who suffer multiple discrimination (COG).	Political parties should make their structures more inclusive for Persons with Disabilities. Particular attention should be paid to women with disabilities, who suffer multiple discrimination.		SADC PGD Arts. 5, 9, 12 and 13 and Protocol on Health, Art. 15	Arts. 8 and 31	ACHPR PW Arts. 9, 23	GC25, para. 26	CRPD, Arts. 6 and 29	
60	Political Party Functioning	Party Agents	Build capacity of political parties to institutionalize processes for monitoring elections. Ensure the effective recruitment and training of party agents with emphasis on developing mechanisms for the conduct of effective parallel vote tabulations and the party agent's role in obtaining copies of tally sheets following the completion of the counting process at polling stations (IRI/NDI EOM). Political parties should comprehensively deploy agents to observe key electoral processes (ZESN).	The capacity of political parties to institutionalize processes for monitoring elections should be built to enable them to deploy agents in a comprehensive manner to observe key electoral processes. Political parties should ensure the effective recruitment and training of their agents and emphasize the development of mechanisms for the conduct of effective parallel vote tabulations and the party agents' role in obtaining copies of tally sheets following the completion of the counting process at polling stations.							There are no international standards on this issue although, some of the provisions related to recommendation No. 56 could be applicable in a general sense.
61	Fundamental Freedoms	Ratify ACDEG (Change to Legislation)	Ratify and domesticate international legal frameworks that relate to electoral processes, for example The African Charter on Democracy, Elections and Governance (ACDEG) (ZESN).	<i>Ratify and domesticate international legal frameworks that relate to electoral processes, for example The African Charter on Democracy, Elections and Governance (ACDEG)</i>							There is no standard requiring states to ratify international treaties and thereafter to domesticate them. However, once ratified the Constitution of Zimbabwe is applicable. See Recommendation No. 41
62	Fundamental Freedoms	Amendment of POSA and AIPPA (Change to Legislation)	Amend the Public Order and Security Act to guarantee that if it is invoked it must be ensured that legitimate political freedoms are not denied and that powers afforded to security forces are limited to reasonable and proportionate measures respecting human rights. Further, the excessive use of force must not be tolerated (EU EOM). Eliminate laws that impede constitutionally protected freedoms. Relevant bodies should initiate legal reforms to eliminate laws such as the Access to Information and Protection of Privacy Act (AIPPA) and the Public Order and Security Act (POSA) that contravene the provisions in the 2013 Constitution guaranteeing freedom of expression and assembly, free media, and access to information (IRI/NDI EOM).	<i>Repeal provisions of laws that impede freedoms (expression, assembly, media freedoms and access to information) protected by the Constitution, such as those contained in the Access to Information and Protection of Privacy Act (AIPPA) and the Public Order and Security Act (POSA). Specifically, the POSA should be amended to guarantee that if it is invoked it must be ensured that legitimate political freedoms are not denied and that powers afforded to security forces are limited to reasonable and proportionate measures respecting human rights.</i>	Definitions (free and peaceful), 4.1.2			ACHPR, Art. 11	Arts. 19 and 21 in conjunction with Art 25; GC 25, paras. 8, 12 and 25, and GC 34, paras 20, 31, 34, 35,		The UN Human Rights Committee (HRC) is in the process of drafting a General Comment on the Right to Peaceful Assembly. This is likely to provide a comprehensive interpretation of Art 21 of the ICCPR.
63	Fundamental Freedoms	Penalties for 'Hate Speech' (Change to Legislation)	The ZEC should take firm action against those involved in hate speech in its many forms, such as disqualifications or suspensions (COG).	<i>The Electoral Act should be amended to include penalties for any candidate that engages in 'hate speech' in its many forms.</i>	Definitions (fair), Arts 4.1.4, 4.1.11		Arts. 2.6, 8, 17.4, 39	ACHPR, Art. 28	Art. 2.1, 20.2 Art 25 and 26 and GC25, para. 19		

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
64	Fundamental Freedoms	Strengthening Independence of Independent Commissions	The government should initially consider local, independent commissions established under Chapter 12 of the Constitution of Zimbabwe Amendment (No.20) Act 2013 (CCJP). Independent Commissions should be strengthened, especially the National Peace and Reconciliation Commission (NPRC) and the Zimbabwe Human Rights Commission (ZHRC) to effectively execute their respective roles in electoral matters (ZESN). Strengthen independence of the Chapter 12 Institutions and remove all forms of executive interference (ZESN).	<i>Independent Commissions should be strengthened, especially the National Peace and Reconciliation Commission (NPRC) and the Zimbabwe Human Rights Commission (ZHRC) to effectively execute their respective roles in electoral matters and to free them from supervision by the Executive.</i>	Arts 2.1.7 and 5.1.5		Arts. 2.6 and Article 15	ACHPR, Art. 26			
65	Electoral Justice	Judicial Appointments	In order to address any perceptions of partiality, consideration should be given to amending the Constitution to stipulate appointments of the judiciary and its funding are free from political influence (COG).	<i>In order to address any perceptions of partiality, consideration should be given to amending the Constitution to stipulate appointments of the judiciary and its funding are free from political influence.</i>	Art. 4.1.9 and 5.1.4		Arts 2.5, 17.2 and 32	ACHPR, Art. 26	Arts. 2.3(a), 14 and GC25, para. 20 and GC32, paras 15, 18, 19 and 20		
66	Electoral Justice	Harmonisation of Laws	Revise the Electoral Act Applications, Appeals and Petition Rules of 1995 and align them with the Electoral Act (EU EOM).	<i>Align the Electoral Act Applications, Appeals and Petition Rules of 1995 with the provisions of the Electoral Act.</i>			Art 17.2	ACHPR, Art. 7.1	Art 2.3(a)		
67	Electoral Justice	Mechanism for Administrative Complaints	Incorporate provisions for an administrative complaint mechanism within ZEC which will enable voters to seek protection of their rights (EU EOM). Strengthen the Electoral Act to provide effective complaints mechanisms. This should enable citizens and civil society organizations to file petitions with the ZEC challenging the results of the elections and administrative complaints beyond voter registration issues, in accordance with regional and international conventions on citizens' right to effective remedy (IRI/NDIEOM).	<i>To enable voters to seek protection of their rights, and in accordance with regional and international conventions on citizens' right to effective remedy, the Electoral Act should establish, within ZEC, a mechanism to receive and adjudicate administrative complaints beyond voter registration issues.</i>	Definition (free elections), Art 5.1.4		Art 17.2	ACHPR, Art. 7.1	Art 2.3(a) GC31, para. 15 and GC25, para. 20		There is no international or regional standard requiring the EMB to adjudicate administrative complaints, but the state IS obliged to provide a system that provides remedy and that system and the remedy must be effective. The recommendation proposes a means to enhance the effectiveness of the remedy system for complaints of an administrative nature, but there may be alternative ways of achieving the same objective i.e. so long as there is an effective and impartial system in place, it need not be under the ZEC's mandate.
68	Electoral Justice	Legal Standing to File Complaints	Introduce provisions allowing citizens and civil society organisations to file petitions against the results under reasonable conditions (EU EOM). Strengthen the Electoral Act to provide effective complaints mechanisms. This should enable citizens and civil society organizations to file petitions with the ZEC [...] (IRI/NDIEOM).	<i>The legal framework should permit, under reasonable conditions, provisions allowing citizens and civil society organisations to file petitions against the results of the elections.</i>	Art 5.1.4		Art. 10.3 and 17.2	OAU/AU Declaration on the Principles Governing Democratic Elections in Africa, IV (6), ACHPR, Art. 7.1	Art 2.3(a) GC31, para. 15		

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCP)	UN (Other)	Comment
69	Electoral Justice	Timeframe for Adjudicating Pre-election Complaints and Appeals	Establish reasonable and appropriate time limits in the legal framework for the proceedings, hearing and determination of pre-election applications filed at the High and the Electoral Courts, in order for matters to be completed and court decisions rendered well in advance of election day (EU EOM). Establish time limits for the adjudication of pre-election petitions and a framework for proceedings that are filed at the High Court and Electoral Courts for judgments to be rendered before Election Day (IRI/NDI EOM).	<i>In order for pre-election disputes (complaints and appeals) to be resolved expeditiously and well in advance of election day, the legal framework should establish reasonable and appropriate time limits for court hearings, concluding proceedings, and determination of pre-election applications filed at the High and the Electoral Courts.</i>	Art 4.1.5, 5.1.4		Art. 10.3 and 17.2	OAU/AU Declaration on the Principles Governing Democratic Elections in Africa, IV (6), ACHPR, Art. 7.1	Art 2.3(a) GC31, para. 15		
70	Electoral Justice	Timeframe for Adjudicating Post-election Complaints and Appeals	The law should set a timeframe for the finalization of petitions filed with the court on electoral issues, particularly for the National Assembly and local government elections (ZESN).	<i>The law should set a timeframe for the finalization of [post-election] petitions filed with the court on electoral issues, particularly for the National Assembly and local government elections.</i>	Art 5.1.4		Art. 10.3 and 17.2	OAU/AU Declaration on the Principles Governing Democratic Elections in Africa, IV (6), ACHPR, Art. 7.1	Art 2.3(a) GC31, para. 15		
71	Electoral Justice	Timeframe for Issuing Judgments	Electoral petitions should be fully adjudicated (including all appeals) in a timely fashion with written explanations of court decisions (IRI/NDI EOM). The law should set a timeframe that compels the Judiciary to promptly avail full judgments on electoral court cases (ZESN).	<i>The legal framework should set a reasonable timeframe that compels the Judiciary to avail full judgments on election-related court cases.</i>	Art 5.1.4		Art. 10.3 and 17.2	OAU/AU Declaration on the Principles Governing Democratic Elections in Africa, IV (6), ACHPR, Art. 7.1	Art 2.3(a) GC31, para. 15		
72	Electoral Justice	Funding of Judiciary, Training	In order to ensure expeditious treatment of disputes, adequate funding of judicial and non-judicial dispute resolution mechanisms should be assured [...] (COG). Funding for the judiciary, notably for its training on elections, should be assured, including for the Judicial College as foreseen by law (COG).	In order to ensure expeditious treatment of disputes, adequate funding of judicial and non-judicial dispute resolution mechanisms should be assured, notably for judicial training on elections, including for the Judicial College as foreseen by law.	Arts 4.1.5, 4.1.9 and 5.1.4		Arts 15.4 and 17.2	ACHPR, Art. 7.1 and 26	Art 2.3(a) and 14; GC 32, Paras. 15, 18, 19 and 20; GC31, para. 15		ZESN is not aware of any international standards dealing with funding/resourcing of the judiciary. This could however be covered by standards relating to the independence of the judiciary (see recommendations Nos. 65 and 66). Art 15.4 of the ACDEG may be applicable of the judiciary is one of the institutions covered by art 15.
73	Electoral Justice	Management of Caseloads, Recourses	Judicial caseloads should be managed appropriately, and appropriate use of available recourses should be proactively promoted (COG).	Judicial caseloads related to elections should be managed appropriately, and appropriate use of available recourses should be proactively promoted.	Art 4.1.5, 5.1.4		Arts 15.4 and 17.2		Art 2.3(a) GC31, para. 15		This recommendation is about the efficiency of the judiciary and so it can be linked to the need to have an effective remedy, which implies proper caseload handling and resourcing.
74	Electoral Justice	Independence of the Judiciary	Foster an independent judiciary that endeavors to adjudicate fairly and justly through due process of law. To combat perceptions of political bias, the judiciary should implement reforms in line with the Bangalore Principles adopted in 2002. These principles provide standards for ethical conduct for judges and guidance to courts in developing frameworks for regulating judicial conduct. (IRI/NDI EOM).	Foster an independent judiciary that endeavors to adjudicate fairly and justly through due process of law. To combat perceptions of political bias, the judiciary should implement reforms in line with the 2002 Bangalore Principles.	Arts 4.1.5, 4.1.9 and 5.1.4		Arts 2.5, 10.3, 17.2 and 32.3	ACHPR, Art. 3.2 and 26	Art. 14 GC 32, Paras. 15, 18, 19 and 20; GC 31, para 15		



No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
75	Electoral Justice	Alternative EDR Mechanism	Other electoral dispute resolution mechanisms should be put in place to ensure peaceful resolution of election related disputes throughout the electoral cycle, including dealing with cases of postelection retribution (ZESN).	Other electoral dispute resolution mechanisms should be put in place to ensure peaceful resolution of election related disputes throughout the electoral cycle, including dealing with cases of post-election retribution, such as strengthening the MPLC by giving a legal basis (See recommendation No 5).	Art 5.1.4		Art. 17.2		Art 2.3(a) and GC 31, para 15.		This recommendation refers to alternative dispute resolution mechanisms. Therefore, standards relating to the courts and effective remedy may not be applicable.
76	Accountability (Election Offences)	Traditional Leaders and Civil Servants	Effective mechanisms should be introduced for [...] sanctioning of partisan behaviour by traditional leaders and civil servants, to help ensure the impartiality of state structures in the election (EU EOM). Introduce effective mechanisms to enforce the constitutional provision prohibiting traditional leaders from engaging in partisan activities. New provisions in the Electoral Act should be introduced to penalize traditional leaders and civil servants who transgress the Constitution, including fines and potentially the loss of traditional leader status (IRI/NDI EOM).	<i>Constitutional and legislative provisions requiring the political neutrality of (i) traditional leaders and (ii) civil servants should be enforced. To this end, effective legal mechanisms should be established to sanction partisan behaviour by traditional leaders and civil servants including fines and potentially the loss of traditional leader status. Similar legislation should be adopted to penalise civil servants that engage in politically partisan activity.</i>	Art 4.1.4	SADC Protocol Against Corruption, Art 3.1(a) and 4.1(a)	Arts. 2.10, 10.3, 12.1, 15.3, 27.9 and 35	ACHPR, Art 13(2) and 13(3); AU CPCC, Art 7.2 and 7.5	Art. 2.3(a), 25; CG25, Para 19	UN CAC, Art 17	
77	Accountability	Legal Enforceability of Code of Conduct	Enforce the Electoral Code of Conduct for Political Parties and Candidates. The inclusion of an expanded Code of Conduct was a notable improvement to the Electoral Law under the May 2018 amendments. However, to support a more level playing field for political aspirants and an environment where citizens are free to vote without undue influence or coercion, enforcement of the Code of Conduct is essential (IRI/NDI EOM). Add and enforce punitive measures for those who contravene the electoral Code of Conduct (ZESN).	<i>To support a more level playing field for political aspirants and an environment where citizens are free to vote without undue influence or coercion, and enhance accountability, legislation should include provision for punitive measures for those who contravene the Code of Conduct for Political Parties and Candidates and ensure enforcement.</i>	Definitions (free, peaceful elections), Arts 4.1.2 and 4.1.11		Arts. 6, 10.3, 17.4		Arts. 19, 2, 22 and 25 and GC25, paras. 19, 20 and 25		
78	Accountability	Monitoring and Prosecution of Offences	Effective mechanisms should be introduced for monitoring [...] of partisan behaviour by traditional leaders and civil servants, to help ensure the impartiality of state structures in the election (EU EOM). Ensure that allegations of electoral malpractice are investigated promptly, thoroughly, and effectively (IRI/NDI EOM).	<i>[The competent authorities should] put in place a system to monitor electoral malpractice and ensure that they are investigated promptly, thoroughly, and effectively, and where appropriate prosecuted, including as regards traditional leaders and civil servants.</i>	Art 4.1.4		Arts. 2.2, 2.10, 3.2, 4, 12.1, 15.3, 17, 32.8 and 35		Art. 2.3(a), 25; CG25, Para 19, 20 and 25		
79	Accountability	Prosecution for Political Violence and Coercion	Demilitarisation of civic processes and avoiding the use of live ammunition in controlling civic expressions [...] (CCJP). Prosecute perpetrators of violence and other forms of political coercion. This includes the individuals responsible for the August 1 shootings of protesters. The chief of police should be required to report on the steps taken to ensure that full investigations are conducted in response to complaints of politically motivated violence, threats, and acts of retribution [...] (IRI/NDI EOM).	The security and law enforcement authorities should avoid the use of live ammunition in controlling civic expressions. Prosecute perpetrators of violence and other forms of political coercion. This includes the individuals responsible for the August 1 shootings of protesters. The chief of police should be required to report on the steps taken to ensure that full investigations are conducted in response to complaints of politically motivated violence, threats, and acts of retribution.	Art. 4.1.4		Arts. 11, 12, 14.1	ACHPR, Art. 3.2 and Art. 11	Art. 2.3(a), 6, 21		

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
80	Accountability	Independent Complaints Mechanism (Security services)	Activate the provisions for an Independent Complaints Mechanism as enshrined in the Constitution to allow citizens to have a pathway for recourse if affected by the unprofessional conduct of the security services ( <b>IRI/NDI EOM</b> ).	Activate the provisions for an Independent Complaints Mechanism as enshrined in the Constitution to allow citizens to have a pathway for recourse if affected by unprofessional conduct of the security services.			Art 12, 14.1		Art 2.3(a)		
81	Suffrage	Homebound, Hospitalised and Imprisoned Voters	Provisions related to the constitutional right to vote (including postal voting for homebound voters and those in hospitals and penitential institutions) should be aligned with the Constitution (EU EOM). Institute mechanisms in the electoral laws that ensure that the right to vote is extended to all citizens including those imprisoned [...]( <b>ZESN</b> ).	<i>Legal provisions related to the constitutional right to vote (including postal voting for homebound voters and those in hospitals and penitential institutions) should be aligned with the Constitution.</i>	Arts. 4.1.7 and 5.1.8		Art. 4.2	ACHPR Art. 13.1	Art 25 and GC 25 paras. 11 and 14		ICCPR establishes that every citizen shall have the right and the opportunity to elect and be elected.
82	Suffrage	Voting by Diaspora	The inclusion of the diaspora in the voting process will be a positive development taking into consideration that the Constitution stipulates that all Zimbabweans have the right to vote ( <b>COMESA EOM</b> ). Foster a national debate regarding the issue of voting by Zimbabweans living outside the country. This debate should incorporate the experiences of other countries that have recently considered this issue ( <b>IRI/NDI EOM</b> ). The Mission advises that, consideration should be given to permit voting by Zimbabweans in the diaspora ( <b>SEOM</b> ). Institute mechanisms in the electoral laws that ensure that the right to vote is extended to all citizens including those imprisoned and in the diaspora ( <b>ZESN</b> ).	<i>Given that the Constitution stipulates that all Zimbabweans have the right to vote, The Electoral Act should incorporate provisions for voting by eligible Zimbabweans in the diaspora.</i>	Arts. 4.1.7, 4.1.8 and 5.1.8		Art. 4.2	ACHPR Art. 13.1	Art 25 and GC 25 paras. 11 and 14	ICRMW Art 41.	ICCPR establishes that every citizen shall have the right and the opportunity to elect and be elected.
83	Suffrage	Age to Stand for Elective Office	The Commonwealth Observer Group urges the relevant authorities in Zimbabwe to consider setting the age to stand for office at Local Authority, National Assembly and Senate Elections as the same as the age to vote (18 years), similar to other Southern African countries ( <b>COG</b> ).	<i>[The authorities should] consider setting the age to stand for office at Local Authority, National Assembly and Senate Elections as the same as the age to vote (18 years), similar to other Southern African countries.</i>	Arts. 4.1.7 and 5.1.8		Art 4.2	ACHPR Art. 13.1, African Youth Charter, Art 11	Art. 25 and GC 25, Paras. 4 and 15		
84	Suffrage	Special Voting Facility	Special vote should be re-instated to ensure that those unable to vote on election day are not disenfranchised ( <b>ZESN</b> ).	<i>'Special voting' should be re-instated to ensure that those unable to [attend the polling station where they are registered] on election day are not disenfranchised.</i>	Art 4.2		Art 4.2	Arts 2.3(a) and 25			ICCPR establishes that every citizen shall have the right and the opportunity to elect and be elected.
85	Polling	Timeframe to Announce Election Results (Change to Legislation)	Consideration should be given to the amendment of the Electoral Act to align it with the Constitution, by requiring declaration of the results of the Presidential Election without undue delay ( <b>COG</b> ).	<i>Consideration should be given to the amendment of the Electoral Act to align it with the Constitution, by requiring declaration of the results of the Presidential Election without undue delay.</i>							ZESN is not aware of any standard which requires a timeframe for declaration of election results.
86	Polling	Measures to Prevent Misuse of Assisted Voting Facility	Prohibit the misuse of assisted voting ( <b>IRI/NDI EOM</b> ).	<i>The legislation should prohibit the misuse of assisted voting and specify penalties for abuse of the assisted voting facility.</i>					Art. 25 and GC25, paras. 19 and 20	CRPD, Art. 29(a)	

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87	Polling	Training	To ensure greater consistency in the application of electoral procedures, strengthening and lengthening the duration of the training for polling officials is recommended <b>(COG)</b> .	To ensure greater consistency in the application of electoral procedures, the ZEC should strengthen the training of polling officials by lengthening its duration.	Art 5.1.3		Art. 15.4, 17.1, 27.5, 32.1 and 33.1				There is no specific standard for training polling officials, but this can be inferred from references to efficiency in public administration.
88	Polling	Polling Station Identification	Implement steps to facilitate identification of polling stations on Election Day. In order to ensure voters can easily and quickly identify, queue, and vote at the correct polling or sub-polling station, the ZEC should post the voter roll specific to each polling and sub-polling station in an accessible location, including outside of the polling station on Election Day, for easy voter reference. The posting of the voter roll will mitigate unnecessary confusion, frustration, and high voter rejection rates on Election Day, particularly in urban areas with polling stations very near each other or where sub-polling stations are present <b>(IRI/NDI)</b> . Where extra polling stations are added towards an election, ZEC should widely publicize them <b>(ZESN)</b> .	In order to mitigate frustration, and high voter rejection rates caused by confusion among voters as to their correct polling station, the ZEC should adopt measures to ensure that voters can easily and quickly identify, queue, and vote at the correct polling or sub-polling station. To this end, the ZEC should post the voter roll specific to each polling and sub-polling station in an accessible location, including outside of the polling station on Election Day. Where extra polling stations are added towards an election, ZEC should widely publicize them.	Art. 4.1.6 and 5.1.3		Art 2.10 and 31.2		GC25, para. 11		This recommendation is too detailed/specific to be covered by international standards. However, it is covered in a general sense by standards related to information and civic/voter education.
89	Polling	Maximum No. of Voters per Polling Stations	Whereas the capping of votes at polling stations to 1,000 is a positive development, ZEC may consider increasing efficiency in casting of ballots by further reducing the number of voters per polling station <b>(COMESA EOM)</b> .	The ZEC should consider measures to increase efficiency in casting of ballots by further reducing the maximum permitted number of voters per polling station.	Arts. 4.1.5 and 5.1.3		Art 15.4, 32.1 and 33.1				There are no international standards regarding the number of voters per polling place, but standards related to efficiency may be relevant.
90	Polling	Polling Station Infrastructure	The Group notes some of the infrastructural challenges observed, such as polling station locations without basic facilities (e.g. inadequate lighting or water) to enable the smooth and efficient management the elections. These are issues which are not exclusive to Zimbabwe, but familiar in a number of developing democracies. As they impact inclusivity and access, as well as the transparency of the process, it is the Group's hope that as Zimbabwe prospers, the infrastructure for elections, which is often the same as that for development, such as schools and community centres, will be given due consideration <b>(COG)</b> . Need to improve lighting in polling stations especially in temporary structures <b>(SADC PF EOM)</b> .	The ZEC should seek, where possible, to ensure that the infrastructure at places designated as Polling Stations meets minimum requirements including the need for lighting in temporary structures.	Arts. 4.1.5 and 5.1.3		Art 15.4, 32.1 and 33.1				There are no international standards regarding the resourcing of polling places, but standards related to efficiency may be relevant.
91	Polling	Conformity of Ballot Design with Legal Framework	Ensure ballot design and production is consistent with legal and regulatory framework. The presidential ballot is required by law to be arranged alphabetically, and regulations require that the candidates' names appear in a single column. The ZEC must ensure that ballot design is within the law [...] do not provide a clear advantage to any single candidate <b>(IRI/NDI EOM)</b> .	Ensure ballot design and production is consistent with legal and regulatory framework. In order to avoid any perception that any candidate has been advantaged by the design of the ballot, the ZEC should ensure that ballot design complies with the legal requirement that the names of presidential candidates are arranged alphabetically and the regulatory requirement that the candidates' names appear in a single column.	Arts. 4.1.4 and 5.1.8				Art. 25		Reference to equal suffrage, strongly implies the right to equal treatment.

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92	Polling	Consultation on Ballot Design	The ZEC must ensure that [...] changes to the design of the ballot are done in a consultative, transparent manner ( <b>IRI/NDI EOM</b> ). Ensure transparency in ballot paper designing and printing by engaging with electoral stakeholders ( <b>ZESN</b> ).	The ballot design and any changes to the ballot design should be done in a transparent manner, e.g. by ensuring consultation with contestants and stakeholders.	Art 4.1.6		Arts 2.10 and 12.1		Art. 25 GC25, para. 12		International standards do not cover ballot design or require consultation on the ballot design. GC 25, para 12, may by extension be relevant as it aims at making the ballot intelligible. In addition, there is a general obligation to transparency and as noted above to equal treatment of election subjects.
93	Polling	Ballot Papers Printed in Colour	To enhance the clarity of ballot papers, ZEC may consider printing the ballot papers in colour. As was the case with the Biometric Voters Roll ( <b>COMESA EOM</b> ).	To enhance the clarity of ballot papers, ZEC may consider printing the ballot papers in colour. As was the case with the Biometric Voters Roll.	Art 4.1.6		Art 2.10 and 12.1		Art. 25; GC25, para. 12		GC 25, para 12, may by extension be relevant as it aims at making the ballot intelligible.
94	Polling	Security of Ballot Papers	The security of the ballot from printing, deployment to polling stations and on Election Day should be reviewed and procedures clearly announced for future elections ( <b>EU EOM</b> ). The ZEC should also permit the meaningful observation of ballot printing, storage, and distribution processes ( <b>IRI/NDI EOM</b> ).	The security of the ballot from printing, distribution to Polling Stations and on Election Day should be reviewed and clearly announced for future elections e.g. in a ZEC Regulation. The ZEC Regulation should allow for the meaningful observation by contestants and accredited election observers of the ballot printing, storage, and distribution processes.	Art 5.1.6		Art 2.10, 3.8, 12.1		GC25, para. 20		
95	Polling	Assisted Voting	To ensure consistency in the application of procedures, while maintaining the dignity and the secrecy of their vote, a review of the procedures and approach for assisted voters should be conducted by the ZEC ( <b>COG</b> ). Whilst the law is clear as to whom can be a confidante for an assisted voter, the rules need to be applied procedurally so as not to violate the secrecy of the vote. The ZEC Election Manual should provide adequate details on the procedure for assisted voters, so as not to compromise the secrecy of the vote. The ZEC can also consider other measures to reduce the numbers of assisted voters', including comprehensive voter education, use of braille ballot papers for the visually impaired and more vigilance in determining who can be assisted ( <b>ESN SA EOM</b> ). [...] While actions to record instances of assisted voting to allow for an assistant of the voter's choice were positive developments in the 2018 elections, challenges to the secrecy of the vote and concerns over misuse of the accommodation remain. The ZEC should review and refine the regulations and procedures for assisted voting to limit the practice to very specific circumstances (such as for the visually-impaired) where assisted voting is permitted ( <b>IRI/NDI EOM</b> ).	To ensure consistency in the application of procedures, while maintaining the dignity and the secrecy of their vote, the ZEC should review the Regulations and elaborate detailed procedures (in the ZEC Election Manual) for assisted voting to lessen the scope for abuse and enhance secrecy during voting. The ZEC can also consider other measures to reduce the numbers of assisted voters', including comprehensive voter education, use of braille ballot papers for the visually impaired and more vigilance in determining who can be assisted.					Art. 25 and GC25, paras. 19 and 20	CRPD, Art. 29(a)	

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96	Polling	Voting by those on Official Duty	Clarify and publicize the process for voting for those on official duty on Election Day. The ZEC should ensure that the process for voting, before or on Election Day, by individuals required to be on official duty (i.e. police, election workers, diplomats, and other government officials) are clearly outlined, including publicizing timelines and processes for requesting and completing postal ballots ( <b>IRI/NDI EOM</b> ).	Clarify and publicize the process for voting for those on official duty on Election Day. The ZEC should ensure that the process for voting, before or on Election Day, by individuals required to be on official duty (i.e. police, election workers, diplomats, and other government officials) are clearly outlined, including publicizing timelines and processes for requesting and completing postal ballots.	Art 5.1.8				Art. 25		There are no specific international standards on this recommendation, but the EMB must guarantee the opportunity to vote for all eligible citizens.
97	Polling	Postal Voting Procedures	Consideration should be given to a review of the process for casting and counting postal votes, to ensure efficiency while guaranteeing the secrecy of the vote ( <b>COG</b> ). A review of the current Secrecy Declaration should be conducted, as it seems too broad in scope ( <b>COG</b> ). Ensure that postal voting adheres to the principles of free choice and secrecy of the vote ( <b>ZESN</b> ).	The procedures for casting and counting postal votes should be reviewed to guarantee the voters' free choice, the secrecy of the vote and ensure efficiency.	Art. 5.1.8				Art. 25; GC25, para. 20		International standards require the secrecy of the vote under all balloting systems.
98	Polling	Valid Votes vs Total Votes	ZEC should consider total valid votes cast rather than total votes cast in the counting of election votes and avoid errors that may necessitate the revision of announced results ( <b>ZESN</b> ).	The ZEC should consider total valid votes cast rather than total votes cast in the counting of election votes and avoid errors that may necessitate the revision of announced results.					Art. 25		There is no specific international standard dealing with this issue, but the election results must be based on 'the will of the electors' as expressed in genuine elections. Therefore, the means of determining the 'will of the electors' should be clearly set out in law.
99	Polling	Counting Procedures	The Group encourages the ZEC to consider streamlining the counting, collation and tabulation process to reduce redundancy and to minimise human errors, without compromising the integrity and accuracy of the process ( <b>COG</b> ). To avoid fatigue and thereby minimise human errors, it is recommended that the ZEC considers deploying its officials in shifts, whereby the presiding officer and polling officials hand over the counting process to a counting officer and counting staff. In addition, it is suggested that consideration be given to reducing the volume of paperwork used at the polling station ( <b>COG</b> ). The need to streamline the counting process to make it less tedious ( <b>SADC PF EOM</b> ).	The ZEC [should] consider introducing measures aimed at streamlining the counting, collation and tabulation process to reduce redundancy and to minimise human errors, without compromising the integrity and accuracy of the process. For example, to avoid human errors caused by fatigue the ZEC should consider deploying its officials in shifts, whereby the presiding officer and polling officials hand over the counting process to a counting officer and counting staff. The ZEC should also consider reducing the currently required volume of paperwork.							There are no specific standards dealing with this recommendation, but standards related to efficiency may be applicable in a general sense.
100	Polling	Transparency of Results	Changes to results should be made in the presence of observers and party agents ( <b>ZESN</b> ).	Any changes to results (required as a result of mathematical or other clear errors) should be made in the presence of observers and party agents.					GC25, para.20		

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
101	Polling	Procedures for Transmission, Tabulation and Announcement of Results	The Group recommends that the ZEC ensures that underlying information from each polling station, which enables the tabulation of results for Ward, Constituency and Presidential Elections, are available throughout the process such that the aggregation of results is carried out in a transparent manner ( <b>COG</b> ). The results management process must be coherent and better explained to all stakeholders in order to enhance the transparency, verifiability and integrity of the election. This could include publishing the original V11 and V23a/b returns ( <b>EU EOM</b> ). Adopt and publicize transparent procedures for the tabulation, transmission, and announcement of results. In order to enhance public confidence in the transmission and tabulation process, the ZEC should articulate the results management process in a fully transparent manner, verify the provisional results in real-time and release results in a timely fashion according to international standards. This should be complemented by political party and non-partisan observation of the results tabulation process. The ZEC should also establish clear procedures to permit transmission of polling site forms directly to Harare and publish polling station-level results for all elections, including the publication of V11 and V23a/b forms for presidential elections ( <b>IRI/NDI EOM</b> ). Need for a more transparent results transmission system where presidential results from each polling station are transmitted directly to the nation results collations center (ZESN). ZEC should pursue an open data policy that includes the prompt displaying of election results forms at polling stations, for each polling station, disaggregated by demographic variables and post those forms on its website ( <b>ZESN</b> ).	<p>The ZEC should adopt and publicize transparent procedures for the transmission, tabulation, and announcement of results, e.g. in the form of a Regulation and elaborating detailed procedures in the Election Manual. The Regulations should, among other things:</p> <ul style="list-style-type: none"> <li>Afford the contesting political parties and accredited election observers the right to observe all stages of the results tabulation process;</li> <li>Require the prompt posting on the ZEC's website of polling station-level results for all elections, including the publication of V11 and V23a/b forms for presidential elections, and</li> <li>Require data, disaggregated by demographic variables to be posted on the ZEC website.</li> </ul>	Art 4.1.6 and 5.1.4		Art 2.10, 3.4, 3.8, 12.1 and 17		GC34, paras 18 and 19, GC 25, para. 20		
102	Polling	Results Management System (Technology)	The mode of transmission of results from the polling to the national results centre should also be reviewed to speed up the release of election results to maintain credibility. The Commission should consider establishing an electronic results transmission system to promote accuracy in the results announced and transparency ( <b>ESN SA</b> ). ZEC should invest in a results transmission system that can transmit results in real-time ( <b>ZESN</b> ).	The ZEC should review the mode of transmission of election results with the aim of ensuring transparency and speeding up the release of election results and thereby to enhance confidence in the accuracy of the processing of election results. To this end, the ZEC should invest in an electronic results transmission system that has the capability to transmit results from each polling station directly to the nation results collations centre in real-time.							Standards relating to transparency, as for recommendation 102. There are no treaty standards related to public procurement (but there may be ISO standards).



No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
103	Media	Harmonise Legislation with Constitution	There needs to be comprehensive legal reform in order to harmonise current media regulations with the Constitution, in order to adequately safeguard freedom of expression ( <b>EU EOM</b> ).	<i>In order to adequately safeguard freedom of expression, the current media legislation and regulations should be harmonised with the Constitution.</i>	Definitions (Free), Art 4.1.2		Art. 27.8	ACHPR, Art 9	Art 19.2, GC 34 (whole document, in particular paras. 13 and 25), GC25, para. 25		Standards relating to the supremacy of the Constitution also apply (see recommendation No. 7)
104	Media	Strengthen Legislation to Ensure Balanced (fair) Coverage	In light of the partisan and polarised nature of the media in Zimbabwe, consider full implementation of the Broadcasting Service Act and ensure equal access to the State Broadcaster to all contestants during elections ( <b>AUEOM</b> ). Foster a diverse, independent media environment representing a variety of political perspectives. To fulfill Section 160J of Zimbabwe's Electoral Act, which states that broadcasters and print publishers must ensure that all political parties and candidates are afforded equal media coverage during an election period, adequate [...] enforcement mechanisms must be established and implemented ( <b>IRI/NDI EOM</b> ). The ZEC Media Monitoring Committee, the Zimbabwe Media Commission (ZMC) and the <b>BAZ</b> , and self-regulating bodies, such as the Voluntary Media Council of Zimbabwe (VMCZ) must exercise their respective authorities to sanction offending media outlets ( <b>IRI/NDI EOM</b> ). The Mission advises the ZEC and the Media Commission to ensure that the Constitution and Electoral Law are enforced with respect to the conduct of the media ( <b>SEOM</b> ). The need to strengthen the legal framework governing media coverage of elections in order to enhance fair, balanced and responsible reporting by the media especially the public media ( <b>SADC PF EOM</b> ). Enforce legal provisions of the existing laws that regulate the conduct of state-owned media ( <b>ZESN</b> ).	<i>The legal framework governing media coverage of elections (notably the Electoral Act and Broadcasting Service Act) should be strengthened with the objective of achieving fair, balanced and responsible reporting by the media, especially the public media in practice and fully implemented. The public broadcaster should ensure fair and balanced coverage of all contestants, as well as the different geographical regions in the country. To this end, the ZEC's legal obligation to ensure that political parties, candidates, broadcasters, print publishers and journalists observe the provisions of Part XXIB of the Electoral Act should be strengthened by conferring the ZEC and/or the Zimbabwe Media Commission (ZMC) with the authority to enforce the legal provisions i.e. to adopt measures that compel broadcasters, print publishers and journalists to comply with their legal obligations.</i>	Arts. 4.1.6, 5.1.10	Protocol on Culture, Information and Sport, Arts. 17 and 20	Arts. 17.3 and 27.8		GC34, para. 16 and GC 25, para 25		
105	Media	Independence of BAZ	Zimbabwe Broadcasting Authority should be transformed into a truly independent institution that effectively and impartially regulates public, private and community broadcasters ( <b>ZESN</b> ).	<i>The Broadcasting Authority of Zimbabwe (BAZ) should be transformed into a truly independent institution that effectively and impartially regulates public, private and community broadcasters.</i>		Protocol on Culture, Information and Sport, Arts. 17(a) and 20			GC34, paras. 14, 16 and 39		
106	Media	Reform of ZBC	ZBC needs to be reformed into a truly independent public service broadcaster ( <b>EU EOM</b> ).	<i>ZBC should be reformed into a truly independent public service broadcaster.</i>		Protocol on Culture, Information and Sport, Arts. 17(a) and 20			GC34, paras. 14, 16 and 39		
107	Media	Ensuring Fair and Balanced Coverage on ZBC	The public broadcaster should ensure fair and balanced coverage of all contestants, as well as the different geographical regions in the country ( <b>ESN SA</b> ). State-owned media must abide by their legal obligation to be impartial and provide equitable treatment to all political parties and candidates ( <b>EU EOM</b> ).	The public broadcaster must abide by their legal obligation to be impartial and provide equitable treatment to all political parties and candidates, as well as the different geographical regions in the country	Arts. 4.1.6, 5.1.10	Protocol on Culture, Information and Sport, Arts. 17(d and e)	Art 17.3		GC34, para. 7		

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCP)	UN (Other)	Comment
108	Media	Media Monitoring	The ZEC's capacity to monitor the media and ensure balanced coverage should be strengthened, including through the creation of an immediate mechanism to enforce balanced election coverage by broadcast and print media ( <b>COG</b> ). Given that media monitoring reverts to ZEC after proclamation, it is recommended that ZEC considers putting in place a strategy to ensure balanced media coverage for all parties and candidates on public owned media (electronic and print) ( <b>COMESA EOM</b> ). The ZEC should enhance mechanisms for monitoring the media and its reports or updates should be publicised ( <b>ESN SA</b> ). To fulfill Section 160J of Zimbabwe's Electoral Act [...] adequate media monitoring must be established and implemented. [...] The ZEC must be provided with the resources for and be held accountable to establishing an effective Media Monitoring Committee to fairly assess media coverage of political parties and candidates in the election period ( <b>IRI/NDI EOM</b> ). ZEC should ensure timely media monitoring in future elections and set up adequate mechanisms to ensure compliance with provisions that promote fair, equitable and balanced coverage of political players ( <b>ZESN</b> ).	The ZEC's should develop a strategy to ensure that all contestants are afforded balanced media coverage and establish an appropriate framework for monitoring the media. To this end, the ZEC's capacity to monitor the media during election periods should be strengthened and the ZEC should be provided with the resources necessary for carrying out this activity.	Arts. 4.1.6, 5.1.10		Arts. 15.4 and 17.3		GC 25, para. 25		There are standards relating to equal access for contestants to the public media, but I am not aware of any standard requiring media monitoring. The obligations of privately owned media are less elaborated than for public media. The standards relating to resourcing of public bodies (ACDEG 15.4), and access to effective remedy may be applicable (see for example recommendation No. 67)
109	Media	Requirement to Publish	The ZEC should enhance mechanisms for monitoring the media and its reports or updates should be publicised ( <b>ESN SA</b> ). The ZEC media monitoring report should be shared widely ( <b>ZESN</b> ).	The ZEC's media monitoring reports should be public documents and distributed widely.							Standards relating to transparency and access to information may apply, although this depends on whether media monitoring is conducted (which is not per se, an international standard). See recommendation No. 9
110	Media	Combatting Hate Speech	The media should desist from perpetuating hate speech and fake news ( <b>ESN SA</b> ). There is need to put in place mechanisms of monitoring hate speech and fake news on social media around the electoral cycle ( <b>ZESN</b> ).	The media should desist from perpetuating hate speech and fake news. ZMC should establish a system to monitor 'hate speech' and fake news on social media around the electoral cycle.	Definitions (fair), Arts 4.1.4, 4.1.11		Arts. 2.6, 8, 17.4, 39	ACHPR, Art. 28, The OAU/AU Declaration on the Principles Governing Democratic Elections, IV.9 and 11	Art. 2.1, 20.2 Art 25 and 26 and GC25, para. 19		
111	Media	Liberalisation of Media Licensing Framework	Liberalise the electronic media sector, including issuing licenses for community radio stations ( <b>EU EOM</b> ). Within the electoral period and beyond, relevant governing authorities should liberalize the framework for the licensing of radio and television stations, especially licenses for community radio stations by the Broadcasting Authority of Zimbabwe ( <b>BAZ</b> ) ( <b>IRI/NDI EOM</b> ).	The competent governing authorities should liberalize the licensing framework for the electronic media sector (radio and television stations), especially licenses for community radio stations issued by the Broadcasting Authority of Zimbabwe ( <b>BAZ</b> ).	Definitions (Free), Art 4.1.2	Protocol on Culture, Information and Sport, Arts. 17 and 20	Art. 27.8	ACHPR, Art 9	Art 19.2, GC 34 (whole document, in particular paras. 13 and 25), GC25, para. 25		General standards on freedom and independence of the media apply. The liberalisation of licensing is one of the ways that these obligations can be realised in practice.
112	Media	Journalist Training	The development community should provide training to Zimbabwean journalists to encourage less polarised coverage of election issues ( <b>COG</b> ). [The relevant governing authorities] should support the capacity development and professionalism of Zimbabwean journalists and editors in objective and investigative reporting ( <b>IRI/NDI EOM</b> ).	The competent authorities and development community should support the development of Zimbabwean journalists' and editors' capacity and professionalism to conduct investigative journalism and provide objective reporting.			Art. 27.8		GC34, para. 44		

No.	Main Theme	Sub-Themes	EOM Recommendation	Proposed revised recommendation	SADC PGGDE	SADC (Other)	ACDEG	AU (Other)	UN (ICCPR)	UN (Other)	Comment
113	Media	Establishment of Self-regulatory Body	Media outlets should establish an independent, self-regulatory authority to set out standards and codes of behaviour for their organisations, which can rule on complaints from the public about biased news coverage during election campaigns. The self-regulatory authority should also operate independently of the Zimbabwe Media Commission (ZMC) <b>(COG)</b> .	Media outlets should establish an independent, self-regulatory authority to set out standards and codes of behaviour for their organisations. The self-regulatory authority should also operate independently of the ZMC.							This recommendation targets independence of the media and obligations of the media (enforcement of ethics) but may not provide an effective remedy. Standards relating to professionalism of the media (ACDEG 27.8 and GC34, para 44) may apply as well as standards related to independence of the media (see recommendation No. 106)
114	Election Observation	Timeframe to Publish Reports	Election observation mission reports should be published timeously, at least within three months after an election and should be made public <b>(ZESN)</b> .	Election observation mission reports should be published timeously, at least within three months after an election and should be made public.							No applicable standards
115	Election Observation	Monitoring Implementation of Recommendations	Election observer missions should closely monitor implementation of recommendations to ensure that they are effected before the next elections (ZESN).	Election observer missions should closely monitor implementation of recommendations to ensure that they are effected before the next elections.							No applicable standards

## Annexure 2: Indicative Timeline for Actioning Recommendations

KEY

	Government
	Committee on Electoral Reform
	ZEC
	Parliament
	MoJ / Judicial Bodies
	Media outlets / organisations
	Political Parties
	Election Observers
	Undefined

No.	Recommendation	2019				2020				2021				2022				2023	
		1Q	2Q	3Q	4Q	1Q	2Q	3Q	4Q	1Q	2Q	3Q	4Q	1Q	2Q	3Q	4Q	1Q	2Q
Recommendations Related to Amending The Constitution																			
49, 65, 83	Formation and work of the Committee on Electoral Reform (CER)																		
	CER initiates hearings/consultations on reforming Constitution																		
	CER completes hearings																		
	CER presents proposals to Parliament and Government																		
	Government prepares a Bill to amend the Constitution																		
	Notice published in Gazette																		
	Paliament conducts public hearings																		
	Bill is scheduled in the parliamentary calendar																		
	Parliament (plenum of both houses) debates amendments																		
	Parliament approves Bill by 2/3 majority																		
	The legislation receives presidential assent (and promulgation)																		
Recommendations Related to Amending Electoral Act (except for provisions related to Boundary Delimitation) and Code of Conduct																			
1, 3	Formation and work of the Committee on Electoral Reform (CER)																		
2, 4, 5, 16, 19-22, 30, 34, 35, 37, 41, 45-47, 53, 54, 63, 67-71, 76, 77, 81, 82, 84-86, 101, 104	CER holds hearings/consultations on reforming various legal acts																		
	CER completes hearings																		
	CER presents proposals to Parliament and Government																		
	ZEC is consulted and gives opinion on proposals																		
	Government prepares a Bill to reform each of the 11 separate Legal Acts																		
	Paliament conducts scrutiny of draft Bills																		
	Bills are scheduled in the parliamentary calendar																		
	Parliament (plenum of both houses) deliberates on the Bills																		
	The legislation (Act) is passed																		
	The legislation receives presidential assent (and promulgation)																		

No.	Recommendation	2019				2020				2021				2022				2023	
		1Q	2Q	3Q	4Q	1Q	2Q	3Q	4Q	1Q	2Q	3Q	4Q	1Q	2Q	3Q	4Q	1Q	2Q
Revision of Electoral Act on Boundary Delimitation (with mandate remaining with ZEC)																			
30	Formation and work of the Electoral Reform Committee (CER)																		
	CER holds hearings/consultations on Election Boundary Law (or amending EA)																		
	CER completes hearings																		
	CER presents proposals to Parliament and Government																		
	ZEC is consulted and gives opinion on proposals																		
	Government prepares a Bill on Electoral Boundaries (or amendments to EA)																		
	Parliament conducts scrutiny of draft Bills																		
	Bills are scheduled in the parliamentary calendar																		
	Parliament (plenum of both houses) deliberates on the Bills																		
	The legislation (Act) is passed																		
	The legislation receives presidential assent (and promulgation)																		
Boundary Delimitation (Implementation) with Mandate remaining with the ZEC																			
32, 33	Secure financial appropriation																		
	Procure specialist equipment/technology																		
	Recruit Staff (if required)																		
	Train Staff and develop capacity																		
	Adopt Regulations and Work Plans																		
	Conduct consultations with stakeholders and communities																		
	Conduct boundary change review																		
	Approve boundary changes (Commission)																		
	Possible appeals																		
	Approve boundary changes (Parliament)																		
	Publish officially new boundaries																		
Recommendations Related to Acts other than the Electoral Act (Assuming that outside the mandate of the CER)																			
41, 61, 62, 64, 76, 103-106	Parliamentary Committees holds hearings on reforming various legal acts																		
	Committees complete hearings																		
	CER presents proposals to Parliament and Government																		
	ZEC is consulted and gives opinion on proposals																		
	Government prepares a Bill to reform each of the 11 separate Legal Acts																		
	Parliament conducts scrutiny of draft Bills																		
	Bills are scheduled in the parliamentary calendar																		
	Parliament (plenum of both houses) deliberates on the Bills																		
	The legislation (Act) is passed																		
	The legislation receives presidential assent (and promulgation)																		

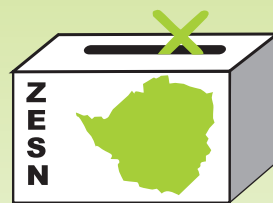
No.	Recommendation	2019				2020				2021				2022				2023	
		1Q	2Q	3Q	4Q	1Q	2Q	3Q	4Q	1Q	2Q	3Q	4Q	1Q	2Q	3Q	4Q	1Q	2Q
New Act on Political Parties																			
51, 53, 54  (52) if Politittical Party Finance Act in rolled into the PPA  (57 and 61) if it is decided to create legal obligations.	Adoption of Act on Political Parties (Same timeline as amendments)																		
	CER/ Parl Committees holds hearings/consultations on reforming various legal acts																		
	CER/Parl Committees completes hearings																		
	CER/Parl Committees presents proposals to Parliament and Government																		
	ZEC is consulted and gives opinion on proposals																		
	Government prepares a Bill																		
	Paliament conducts scrutiny of draft Bills																		
	Bills are scheduled in the parliamentary calendar																		
	Parliament (plenum of both houses) deliberates on the Bills																		
	The legislation (Act) is passed																		
	The legislation receives presidential assent (and promulgation)																		
Amendments to ZEC Regulations and/or Statutory instruments (SI) and New Regulations and/or SIs																			
	Changes to Regulations (or SIs) without need to change NEL																		
23-29	on Voter Registration																		
	a. Consultation with Stakeholders																		
	b. Revision of Regulations																		
12	on MPLC (Rules of Procedure)																		
	a. Consultation with Stakeholders																		
	b. Adoption of Rules of Procedure																		
17	on Election Observation (early in cycle to allow observation of VR)																		
54	Align Applications, Appeals and Petition Rules with the p Electoral Act.																		
91-94	on Ballot Papers																		
	a. Consultation with Stakeholders																		
	b. Adoption of Regulation																		
18, 44, 88-90, 95-101	on Polling Procedures																		
	a. Review of polling premises to ensure accessibility																		
	b. Consultation with Stakeholders																		
	c. Adoption of Regulation																		
	d. Update Polling Manual																		



No.	Recommendation	2019				2020				2021				2022				2023	
		1Q	2Q	3Q	4Q	1Q	2Q	3Q	4Q	1Q	2Q	3Q	4Q	1Q	2Q	3Q	4Q	1Q	2Q
	<i>Updating Regulations (or SIs) following changes to the Electoral Act</i>																		
16, 45 - 47, 49, 53, 63	<i>on Candidate Nomination (and enforcement of rules/application of penalties)</i>																		
5	<i>on MPLC (Rules of Procedure)</i>																		
19-22	<i>on Voter Registration</i>																		
34, 35, 37	<i>on Civic and Voter Education (to formalise policy after changes to law)</i>																		
67	<i>on Hearing and Adjudicating Complaints of an Administrative Nature</i>																		
52	<i>on Financing of Electoral Campaigns</i>																		
104	<i>on Media Monitoring by ZEC and ZMC (Joint Regulation)</i>																		
81, 84, 86	<i>on Polling Procedures</i>																		
82	<i>on Diaspora Voting (incl. voter registration procedures)</i>																		
85, 101	<i>on Results Management and Announcement (if separate to polling reg.)</i>																		
	<b>Adoption or Revision of Policies (ZEC)</b>																		
6	<i>Lessons learned and priorities reflected in ZEC Strategic Plan</i>																		
	<i>a. internal and external workshops</i>																		
	<i>b. Preparation of Strategic Plan and Action Plan</i>																		
8-11	<i>Policy on Communication and Access to Information</i>																		
	<i>a. Consultation with Stakeholders</i>																		
	<i>b. Development and Approval of Policy</i>																		
36, 38-40	<i>Policy on Civic Awareness and Voter Education</i>																		
	<i>a. Consultation with Stakeholders</i>																		
	<i>b. Development and Approval of Policy</i>																		
42, 43, 48, 50	<i>Policy on Participation of women, PWD, youth and special needs voters</i>																		
	<i>a. Consultation with Stakeholders</i>																		
	<i>b. Development and Approval of Policy</i>																		
108, 109	<i>Strategic and Work Plan on Media Monitoring</i>																		
	<i>a. Consultation with Stakeholders</i>																		
	<i>b. Development and Approval of Policy</i>																		
	<b>Improving Implementation (ZEC)</b>																		
13, 102	<i>Procurement of multi-purpose technology</i>																		
14	<i>Training for ZEC on disability and inclusion</i>																		
14	<i>Plan to enhance training of Polling Officials</i>																		
75	<i>ZEC plan on 'other' electoral dispute resolution mechanisms</i>																		

No.	Recommendation	2019				2020				2021				2022				2023	
		1Q	2Q	3Q	4Q	1Q	2Q	3Q	4Q	1Q	2Q	3Q	4Q	1Q	2Q	3Q	4Q	1Q	2Q
Non-ZEC Issues																			
	Regulations (or Equivalent)																		
73	Review of judicial procedures (caseloads) (MoJ, Judicial Services Commission)																		
74	Incorporate Bangalore principles into procedures (MoJ/JSC))																		
80	Activate the Independent Complaints Mechanism for Police (MoI)																		
	Policy (or Equivalent)																		
110	ZMC establishes system to monitor 'Hate Speech' in elections (ZMC)																		
50	Policy on peaceful participation of youth (actors to be defined)																		
72	Judicial training on elections and funding (MoJ, JSC, Ministry of Finance)																		
113	Self-reg. media body est. and produces Code of Conduct (Non-ZEC)																		
	Improving Implementation																		
56	Strengthening Role of Political Parties																		
60	Strengthening Role of Party Agents																		
50, 55, 57, 59	Parties improve participation of women, PWD, youth in structures (pre new law)																		
42, 45-48, 49	Parties select candidates (women, PWD, youth) inclusively																		
106, 107	ZBC compliance with legislation on presenting candidates equally (ZBC)																		
112	Training of journalists on ethics and elections (media, dev. Partners, CSOs)																		
111	Improving licensing of independent media (BAZ)																		
53, 55, 78	System to monitor illegal campaigning (Police, Prosecutor)																		
79. 80	Police training, prosecution for illegal use of force (Police, Prosecutor)																		
114	Election Observers Reports on 2018 elections published																		
115	Election observer groups conduct EO Follow-up on recommendations																		

# ZIMBABWE ELECTION SUPPORT NETWORK



ZIMBABWE ELECTION  
SUPPORT NETWORK

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