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LIST OF ACRONYMS

AFIS  Automatic Finger Print Identification System
APP  All People’s Party
CDV  Christian Democratic Voice party
CERC  Central Elections Results Centre
COD  Congress of Democrats
DPN  Democratic Party of Namibia
DTA  Democratic Turhalle Alliance
AU  African Union
CATS  Citizens for an Accountable and Transparent Society
CSOs  Civil Society Organisations
ECF  Electoral Commissions Forum of the SADC Region
EMB  Electoral Management Body
ECN  Electoral Commission of Namibia
EVM  Electronic Voting Machine
FPTP  First Past the Post (FPTP)
IPPR  Institute for Public Policy Research
MAG  Monitor Action Group
MISA  Media Institute of Southern Africa
MPs  Members of Parliament
NA  National Assembly
NAM RIGHTS  Namibia Human Rights
<table>
<thead>
<tr>
<th>Abbreviation</th>
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<td>NAMSO</td>
<td>Namibia Student Organisation</td>
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<td>NANGOF</td>
<td>Namibia Non-governmental Organisations Forum</td>
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<td>NBC</td>
<td>Namibia Broadcasting Corporation</td>
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<td>Namibia Economic Freedom Fighters</td>
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<td>NGOs</td>
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<td>NID</td>
<td>Namibia Institute for Democracy</td>
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<td>NUDO</td>
<td>National Unity Democratic Organization</td>
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<td>PLC</td>
<td>Parry Liason Committees</td>
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<td>RDP</td>
<td>Rally for Democracy and Progress</td>
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<td>RP</td>
<td>Republican Party</td>
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<td>SADC</td>
<td>Southern African Development Community</td>
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<td>SADC-PF</td>
<td>Southern African Development Community Parliamentary Forum</td>
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<td>SWANU</td>
<td>South West African National Union (Swanu of Namibia)</td>
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<td>SWAPO</td>
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<td>UDF</td>
<td>United Democratic Front</td>
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<td>United People’s Movement</td>
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<td>UN</td>
<td>United Nations</td>
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<td>VVD</td>
<td>Voter Verification Device</td>
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<td>VVPAT</td>
<td>Voter Verified Paper Audit Trail</td>
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<td>WRP</td>
<td>Workers Revolutionary Party</td>
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Dear Secretary-General,

Following your invitation to observe the 2014 Presidential and Parliamentary Elections in Namibia, we have completed the final report of our observations and have pleasure in submitting it to you. We wish to extend our deepest thanks and appreciation for having been afforded the opportunity to observe these elections, the fifth held since Namibia’s Independence in 1990.

We noted the historical significance of the 2014 Presidential and Parliamentary Elections, as the first in which electronic voting machines (EVMs) were used in national elections in Africa. We also recognised that the Electoral Commission of Namibia (ECN) took the unprecedented step of adopting this technological innovation, along with others, with the intention of speeding up the voting process. We commended the spirit of their intention. It was unfortunate, however, that Election Day was marred by a number of technical glitches, which added to the overall burden on voting staff, thereby causing significant delays in the overall voting process. This had a deleterious effect on the overall management of Election Day, and this, in turn, undermined the ECN’s stated objective. It also therefore had an impact on the conclusion of the results process. We do, however, commend the ECN for its speedy acknowledgment of the problems it encountered, and its candid efforts at overcoming them. We must also acknowledge, and laud, the large numbers of voters who turned out to vote for exercising their franchise, and despite the difficulties which were encountered, nevertheless displayed considerable enthusiasm in exercising their franchise.

We have had the opportunity to assess all aspects of the electoral process, including its administrative arrangements, the impact of technology on the voting process, the prevailing environment in the run-up to Election Day, and our assessment has been widely consulted with election officials, political parties, civil society organisations, diplomats and members of the public.

We congratulate the ECN and people of Namibia on what was, overall, peaceful, credible and transparent elections. These elections were competitive and met key democratic benchmarks, providing for freedom of association, expression, assembly and movement, as well as equal, and universal suffrage. Voters were free to express their will. Despite the challenges faced on Election Day, it was generally well managed.

Despite any shortcomings highlighted in our report, on balance we are of the considered view that these did not affect the overall integrity of the process. We trust that our recommendations will be received in the constructive spirit with which they are intended, and are confident that, with appropriate technical support, the ECN and other stakeholders will be able to address the issues which arose in these elections. We call upon the Commonwealth Secretariat and other Commonwealth institutions, to remain ready to offer any technical support as necessary.

We would like to express our heartfelt thanks and appreciation to the people of Namibia for having received us with warmth and for their generosity throughout our mission. Our heartfelt thanks as well to the Commonwealth Secretariat staff team for their unfailing support and dedication to the task at hand.

[Signatures]

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Electoral & Governance Consultant &
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Electoral Institute for Sustainable Democracy in
Africa (EI绥A)

Artemis Farndale
Executive Director
Centre for Human Rights & Development
& former Commissioner,
National Electoral Commission of Namibia (NECN)
Chapter 1

INTRODUCTION

In response to an invitation from the Electoral Commission of Namibia (ECN), the Commonwealth Secretary-General constituted an Expert Team for the Presidential and Parliamentary Elections of 28 November 2014.

The Commonwealth Expert Team was led by Ms Artemisa Franco, Executive Director, Centre for Human Rights and Development, and former Commissioner, National Electoral Commission of Mozambique. The team also included Dr Victor Shale, Electoral and Governance consultant and former Zimbabwe Country Director for the Electoral Institute for Sustainable Democracy in Africa (EISA). The Biographies are at Annex 1. Two staff members from the Commonwealth Secretariat, Mr Linford Andrews, Political Adviser, and Mrs Lindiwe Maleleka, Political Officer, supported the Team.

The Team was tasked with determining whether the elections were conducted according to the standards for democratic elections to which Namibia had committed itself.

Activities

The Team arrived in Namibia on 23 November 2014. During three days of briefings, the Team met with a range of stakeholders including the Electoral Commission of Namibia (ECN), representatives of political parties, civil society organisations, media, diplomats and national, regional and international election observer missions. (A full list of meetings is at Annex 2).

For Election Day, the Team was deployed in two locations, Windhoek (Ms Franco and Mr Andrews) and Walvis Bay (Dr Shale and Mrs Maleleka).
Chapter 2

POLITICAL ENVIRONMENT

Background

Namibia has held four National Assembly elections in 1994, 1999, 2004 and in 2009 since its epoch making 1989 independence elections which ended many decades of South African rule over Namibia since the end of World War 1. Notwithstanding the many years of apartheid South African rule, Namibia has successfully natured its embryonic multiparty dispensation and has been enjoying relative political stability. It has developed a culture of peaceful alternation of power. Of the political parties which remain active in Namibia today, only the Swapo Party (Swapo) and Democratic Turnhalle Alliance (DTA) are products of political formations that were at the forefront of Namibian politics albeit from opposing ends of the political spectrum in the years leading to Namibia’s independence in 1990. Swapo has dominated all elections with its support ranging from 60% in 1989 to 74.28% in 2009 despite suffering splits in 1999 and 2007.1 The support of the opposition parties has on the other hand eroded with every election since 1994.

The November 2014 Presidential and National Assembly (NA) elections in Namibia were historical not only for the country but for the entire African continent as they were the first elections to entirely use electronic voting. The elections also saw the election of the third president of the Republic, Dr. Hage Geingob after Mr. Hifikepunye Pohamba served his constitutional two terms from 2004 to 2014. Dr. Geingob was also the first Swapo party presidential candidate of non-Ovambo ethnic origin. The elections were also conducted within a few months after the amendment of the constitution for the third time as well as enactment of the Electoral Act 2014 which ushered in the electronic voting system and the use of the Electronic Voting Machines (EVMs). Over 40 amendments were made to the constitution. These included among others: the introduction of the post of vice president to be appointed by the president from among Members of Parliament (MPs); enlargement of the elective National Assembly (NA) seats from 72 seats to 96; provision of a run-off between the two leading candidates in a

1 The CoD in broke away from Swapo in 1999 while the RDP split from Swapo in 2007. Other parties like the DTA have also experience splits. For instance, the DTA and the CoD produced NUDO and APP respectively.
presidential election within 60 days; change on the election of regional governor position to elected position; increase of presidential appointments in the NA from six to eight people; establishment of the Namibia Central Intelligence Service and empowerment of the State President to appoint the head of the intelligence agency, who will also become a part of the Security Commission; granting full administrative and financial independence to the judiciary.

Another legal amendment in the Constitutions and the electoral Act was the replacement of the Delimitation Commission with the Boundaries Delimitation and Demarcation Commission which is a permanent body and not only brought about every five years as was the case with the Delimitation Commission.

The Electoral Act 2014 was published in the Government Gazette On 8th October and came into operation on 17 October 2014, a few weeks before the elections. The Electoral Act No.5 of 2014 also effectively repealed the Electoral Act 24 of 1992 as amended. Besides the provisions on the establishment of the election management body (EMB), its term of office and functions (see chapter 2 of this report), the Electoral Act 2014 introduced the use of electronic voting machines in elections. Although the Electoral Act No.5 2014 came into force in October 2014, Section 97 (3) on the simultaneous use of paper trail was saved in line with Section 209(2) which states that different dates may be determined in respect of different provisions of the Act.

Against this background, the proximity of the constitutional and electoral reforms to the November 2014 Presidential and National Assembly elections triggered an outcry from some political parties and civil society organisations who lamented that the amendments to the constitution were procedurally flawed and that they were rushed through Parliament without sufficient public consultations. The use of EVMs was criticised by some political parties alleging the lack of a paper trail (a Voter Verified Paper Audit Trail - VVPAT) as provided for in the Electoral Act of 2014 would make it impossible for them to audit and or recount votes in the event of a dispute. The political parties also expressed concerns that:

i. In the event of a legal challenge, and a case having to go to Court, there would be no proof without a backup paper trail.

ii. Some political parties were not part of the multi-party parliamentary scoping mission to India in 2006 to assess the feasibility of adopting EVMs, as some were not yet formed. Some also queried why it had taken so long for the EVM to be introduced, considering that it was already acquired more than three years prior to the 2014 elections.
iii. Though the issue of a lack of paper trail was raised in Parliament, the ruling party as the majority nevertheless endorsed that EVMs be adopted.

iv. Voter education on the usage of the machines only commenced three months prior to the elections. In addition, the ECN was the only one conducting voter education campaigns on how to use the EVMs with the actual machines, while political parties were only provided hard copies of sample ballot papers to demonstrate its usage to their supporters.

In reaction to these complaints, the ECN stated that it had successfully used the EVMs in five by-elections, and that were no objections on their use. The ECN felt that the use of the EVMs in these by-elections provided sufficient testing ground of the technology and in turn it gave voters and political parties confidence in the use of this new method of voting.

However, on 21st November 2014 the African Labour and Human Rights Centre, its director Mr August Maletzky, together with two political parties namely, the Rally for Democracy and Progress (RDP) and the Workers Revolutionary Party (WRP) made an urgent application in the High Court of Namibia in a bid to stop the elections from taking place on 28 November 2014. In the court papers they sought the setting aside of the third constitutional amendment; declaration of the saving of provisions of the Electoral Act 2014 as unconstitutional; directing the ECN to postpone Presidential and National Assembly elections till February 2015; directing the ECN to stop using the EVMs without the simultaneous use of a verifiable paper trail and; nullification of all the by-elections of 2014 where EVMs were used. In his judgment, the Acting Judge of the High Court Justice P.J Miller could not find substantive arguments for the court application and therefore dismissed it with costs.

**Recommendation:**

- The Constitutional and legal amendments should have taken place at an earlier stage, to allow sufficient time for all stakeholders to familiarize themselves with the changes.
- We recommend that the ECN, the political parties and other electoral stakeholders must engage in dialogue on how to resolve the issue of the lack of a verifiable paper trial for future elections.

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2 Case No: A 326/2014

3 Cited as (A 326/2014 [2014] NAHCMD 365 (26 November 2014)
The Campaign Environment

Political party campaigns in Namibia are regulated under the Electoral Act No.5 2014. The legal framework in Namibia provides for equality of opportunity among candidates and it protects the fundamental rights including freedom of expression and of information, freedom of assembly and of demonstration. Section 145 of the Act provides for a code of conduct to be issued by the ECN and to be complied with by parties as a mechanism to ensure peaceful election campaigns and a free and fair democratic election. The Electoral Act 2014 gives the ECN punitive powers including deregistration of the offending political party in the event that the code of conduct is violated. All the 16 political parties which participated in the elections signed and undertook to honour the code of conduct and abide by the legal framework.

Although the Commonwealth Expert Team (hereafter referred to as “The Team”) arrived in the capital Windhoek towards the end of the campaign period, it noted with satisfaction that the final political campaign rallies in and around the city were peaceful. Isolated cases of defacing of other political parties’ posters were only reported in the northern regions of the country. The campaign environment within which the elections were held enabled both election candidates and party supporters to canvass freely without hindrance. Thus, political parties largely observed the code of conduct. This was also corroborated by the Police who indicated that there were no reports of violence except isolated incidents of defacing of posters mentioned above. Human Rights groups also indicated that compared to the 2009 elections where about 50 cases of violence were recorded, the 2014 elections were less violent and only ten minor cases were reported. Final campaign rallies (Star rallies) were held on the weekend before the elections by most political parties (22-23 November, 2014).

The campaign paraphernalia of the ruling party was visible in various parts of the country, while smaller parties had a lower level of visibility which was attributed to fewer resources. Billboards of the ruling party and the DTA were erected in Windhoek city and other towns while very few posters were put up on street lamp posts and buildings. In some places like Windhoek, many vehicles branded in Swapo colours were seen on the streets. The parties employed various campaign strategies including rallies and door-to-door campaigns. Most political parties informed the Team that they were able to conduct their elections campaign peacefully despite limited funds. The Team was informed by some opposition parties that the State President appealed to all parties

---

4 Unlike the repealed Electoral Act which clearly indicated that election campaigns were to end 24 hours before polling, the Electoral Act No. 5 is not specific on the official campaign period.

5 It has become a tradition in most countries for competing parties to organise their final rallies, called “star rallies” in the cities on the last weekend before polling as a “show of force”.
to conduct campaigns in peace, to tolerate each other and to desist from acts of violence.

Although the Team did not observe the abuse of state resources, stakeholders consulted ahead of the Election Day raised concerns that the ruling party was using state resources for election related activities. They mentioned that the Swapo presidential candidate flew on the army helicopter and used other state resources including vehicles for his campaigns.

**Recommendation**

*There should be a clear separation of state and political party activities to avoid the abuse of state resources.*

**Campaign Finance**

There is no election campaign finance in Namibia. The Electoral Act only provides for funding of parliamentary parties on a proportional basis. Sections 154 to 161 of the Electoral Act make provisions for the funding of represented parties mainly for the running of their constituencies. It provides that parties disclose and declare their assets and how they should account for the allocated funds. The electoral law also allows for the private funding of parties. Yet, it does not require them to disclose their sources of funding nor places caps on donations or spending thereof (refer to Chapter 3 of this report).

**Recommendation**

*As there is no provision for campaign finance in Namibia but parties are allowed to seek private funding, the regulation should however be revised to place a ceiling on donations and the expenditure on campaigns.*

**Media**

Namibia has limited private media with the Namibia Broadcasting Corporation (NBC) being the largest. During stakeholder consultations, the Team was informed that there are no specific media laws in Namibia. However, the country’s Constitution provides and protects freedom of expression including freedom of the press. The media is also guided by the Namibia Code of Ethics and SADC Media Laws. There is also the media ombudsman. The ECN provided training to the media houses on election, the electoral processes and on reporting with the view to improve on the quality of election information. The Media Institute for Southern Africa (MISA) was also involved in the dialogue and planning on the distribution of airtime.
Following criticism of biased state media coverage of election campaigns in the 2009 elections, the state broadcaster, the NBC in accordance with the regional and sub-regional norms and standards pertaining to media resolved to provide equal airtime coverage to contesting political parties for the 2014 elections. The ECN and the state media put together a programme where all parties contesting the 2014 elections were allocated equal airtime of five minutes on NBC and Radio Namibia taking turns to talk to the population about their party’s manifestos. Each party was given two rounds of free air time. The parties were also free to buy airtime over and above the free slots provided for by the state media. As the ruling party was better resourced than other political parties, it was more visible in the media, as they could afford to buy more airtime. Access to Radio Namibia became a huge opportunity for all parties to reach their supporters and members throughout the country because the radio station frequency reaches the whole country. Most importantly, it broadcasts in eight languages. The parties were allowed to package their messages as they saw fit and the anchors of these programmes asked very few questions for clarity.

The Team observed however that the NBC did not cover the star rallies of all parties. The only rally which received live coverage by the NBC TV was the Swapo rally which was held at the Sam Nujoma Stadium in Katutura. The star rally of RDP which was at the same settlement of Katutura and not far from the Sam Nujoma Stadium was not covered. There were reports that the NBC cancelled live Presidential Debates a week prior to the elections without giving reasons to the parties. Although this is not mandatory and not commonly practiced in Namibia, most stakeholders consulted by the Team felt that, as a best practice, the state broadcaster has to host these debates.

Some stakeholders expressed concern that despite the significant improvement in the coverage of the election activities of the different parties, the NBC was still biased in favour of the ruling party. The Institute for Public Policy Research (IPPR) also noted that Swapo received a lion’s share of the airtime from the NBC. For instance, during the week from 2 to 8 November 2014, the IPPR reported that “the NBC dedicated 26 minutes to Swapo as compared to 22 minutes for eight of the 15 opposition contesting the National Assembly elections. The IPPR also stated that not all the opposition

6 Article 17 (3) of the African Charter on Democracy, Elections and Governance commits AU member states to ensure free and equitable access by contesting parties and candidates to state controlled media during elections. Equally, the SADC Principles and Guidelines Governing Democratic Elections state that there should be equal opportunity for all political parties to access the state media.

7 The NBC radio stations include: National Radio; German Service; Ovambo service; Damara Nam; Afrikaans service; Rukavango service; Herero service and Lozi service

parties’ stories conveyed a positive message. Reporting on the National Democratic Party (NDP) the NBC chose to talk about the absence of people at the NDP rally in Okuryangava instead of the party’s message. Similarly, the NBC reported that the Christian Democratic Voice (CDV) party’s list included at least two people who had not given permission for their names to be put forward.

Stakeholders reported to the Team that the NBC conflated party political activities and state activities. This resulted in an unlimited coverage of Swapo presidential candidate and incumbent President’s activities by the NBC, claiming they were covering these leaders as government officials and not Swapo leaders. The NBC’s coverage of Swapo events made the first item on the prime time news while the news on the opposition tended to be featured tangentially or in the late hours.

During the period leading up to the polling, the state president was seen on TV opening government buildings and handing over houses in different parts of the country. Television coverage of these and other activities by the executive gave Swapo an advantage over the opposition parties which had no similar benefits to appear on television.

The print public and private media also carried election related news which provided a lot of useful information to the voters. The main daily and weekly newspapers were however not necessarily neutral in their reporting. The Team noted patterns where the state owned newspapers published more news about the ruling party while the private newspapers were more accessible to all parties and clearly critical of government. This state of affairs is also exacerbated by the fact that there is currently no law that governs and regulates the media except the code of ethics as indicated earlier in this report.

**Recommendations**

- State media, especially the national broadcaster, should ensure equal coverage of all political parties in the campaign.
- There should be enactment of laws to ensure ethical conduct of the media and to promote freedom of expression, as enshrined in the Constitution.
Youth engagement

The Team noted youth involvement in the electoral process both during the campaign period and on Election Day. The youth seemed to be proactively involved in political and electoral issues. For instance, the leader of the Swapo youth league spearheaded an unprecedented yet illegal land repossession campaign in the outskirts of the city of Windhoek, citing corruption related to land distribution which affects the prospects of allocation of land to the youth who comprise the majority of the voting population in Namibia. Although the authorities moved swiftly to thwart this campaign, the land issue was brought to the centre of campaign issues as a result of the youth activity. Consulted stakeholders indicated that actions of the Swapo youth leader were a sign of a general frustration that the young working class felt and therefore it resonated well with young people. The land issue therefore had a huge influence in the way in which young people viewed elections.

The youth were also actively involved in dialogue and debates through the structures such as the Namibia Student Organisation (NAMSO). During the Swapo General Conference in 2012 the youth within Swapo had their preferred candidate and they lobbied support through social media, sparking debate among young people countrywide. Similarly, the nomination of the 37 year old DTA presidential candidate attracted youth attention to politics and there was a lot of discussion on the social media platform regarding this. This discussion generated a lot of interest to such an extent that a link between the performance of the DTA presidential candidate in the 2014 elections and the pre-election social media hype around him can be established.

The youth also participated in the electoral process as voters and polling staff. As voters, the youth used the social media to influence each other to vote. The majority of voters in the visited polling stations were young people. The three main political parties namely Swapo, DTA and the RDP also lured many young people to support them through social media. On voting day, the youth posted their thumbs marked with an indelible ink accompanied by messages challenging the would-be recipients to go and vote. The Team also observed that the majority of polling staff were young people.

Recommendation:

Encourage the involvement of youth in the electoral process and that they continue to play an active role in the electoral process.

Women’s participation

Participation of women in the electoral process in Namibia has been notably high. In the two rallies observed, the Team saw a high participation of women. We also noted,
however, that Namibia does not have legislative provisions for the inclusion of women in decision making powers. Participation of women as party candidates was therefore low and, out of the nine presidential candidates, none was a female. For the National Assembly elections only Swapo had 50% female candidates. The other parties, although having between 30 and 47% females in their party lists, placed women lower in the lists where they had no chance of being elected based on the previous election performance of the opposition parties. Thus, this defeated the purpose of enhancing the equal participation of women in the political process.

There were generally a high number of women among the ECN polling staff. We noted an average of three women out of the six polling staff in each of the visited polling stations. In some polling stations Presiding Officers were female. Women also constituted a high number of party agents. The Namibian police had also deployed both female and male police officers at the visited polling stations.

**Recommendation**

While we commend the steps taken to promote the political participation of women through deliberate inclusion on party lists, efforts in this regard need to be enhanced.

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9 The Official opposition secured 8 out 72 seats while 4 the other opposition parties had 1 seat each and the other 3 had 2 seats each.
Chapter 3

CONSTITUTIONAL AND ELECTORAL FRAMEWORK

The Constitution and the Electoral Act

Namibia is a multiparty democracy with a constitutional and legal framework based on the Constitution of the Republic of Namibia. The country’s first Electoral Act was promulgated in 1992 (Act 24 of 1992) as per Article 56 of the Constitution of 1990. It adopted a framework for a semi-presidential representative democratic republic, whereby the President of Namibia is both head of state and head of government.

The 1992 Electoral Act established an electoral commission and its powers, duties and functions; the registration of voters and of political parties; the conduct of elections and others.

A number of constitutional and legal reforms were introduced in advance of the 2014 elections, including amendments to the Constitution; the consolidation of all laws relating to the electoral process into a single Act; the strengthening of the independence of the ECN in terms of its recruitment procedures, appointment, funding and accountability; the introduction of several technological innovations, including electronic voting machines (EVMs); and the creation of separate Electoral Tribunals and Courts to handle election-related disputes.

The 2014 Presidential and Parliamentary Elections thus took place within a reformed legal framework, including the Constitution as amended in the Third Constitutional Amendment of 2014 (passed by Parliament in August 2014), and the Electoral Act, 2014 (Act No 5 of 2014) (enacted in October 2014), the latter formally repealing the 1992 Electoral Act. These were the fifth elections since Namibia’s independence in 1990.

The Constitution of Namibia also provides for fundamental rights and freedoms, including freedom of speech and expression; freedom of the press and the media; freedom of thought, conscience and belief; freedom of assembly; freedom of association and freedom of movement. It also guarantees the voting rights of all

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10 The Third Constitutional Amendment Bill was passed in Parliament on 27th August 2014, and the Electoral Act, 2014 (Act No 5 of 2014) was promulgated on 7th October 2014 and enacted on 17th October.

11 Chapter 3, Constitution of the Republic of Namibia, Article 21. Articles 5 to 25 provide for protection of liberty, respect for human dignity, equality and freedom from discrimination and the right to participate in peaceful political activity.
Namibians aged 18 years and over, and also provides the right for all Namibian citizens of at least 21 years of age to be elected to public office other than that of the President of the Republic\textsuperscript{12}.

On 27\textsuperscript{th} August 2014, Parliament passed the Third Constitutional Amendment Bill, which increased seats in National Assembly from 72 to 96; created the post of vice president; provided for a run-off; and allowed the increase of presidential appointments in the National Assembly from six to eight. The President has the power under the Third Amendment to the Constitution to appoint an additional maximum of eight persons by virtue of their special expertise, status, skill or experience, with full voting rights in the National Assembly (an increase from six persons, who in the past did not enjoy full voting rights)\textsuperscript{13}. The Third Constitutional Amendment Act also created a Vice President to be appointed by the President, as his/her deputy, from elected members of National Assembly\textsuperscript{14}.

The Electoral Act, 2014 provides the general framework for the organization and conduct of elections. It outlines the powers and functions of the ECN, the production and certification of the Voter Register, the nomination of candidates, the procedures for voting, counting, tabulation and certification of results, and the process for the resolution of disputes.

\textit{Recommendation}

\textit{We recommend that future constitutional and/or legal amendments be enacted timeously, so as to allow sufficient time for adequate implementation and voter education on the new provisions to take place, to build confidence in the electoral process.}

\textbf{The Electoral System}

The constitutional and legal framework provides for the elections of the President, who is the Head of State and of Government, to exercise national executive powers. The President is elected under a First-Past-the-Post (FPTP) system. The Constitution provides that the President is directly elected through direct universal and equal suffrage, and a run-off within 60 days in the event that no presidential candidate

\begin{footnotesize}
\textsuperscript{12} Article 17(2), ibid.
\textsuperscript{13} Articles 32(5)(c) and 46(1)(b) of the Constitution
\textsuperscript{14} Article 28(1A), Third Constitutional Amendment Act
\end{footnotesize}
obtains more than 50 percent of votes cast in the first ballot. The President is elected for a five-year mandate and can serve a maximum of two terms in office.

Members of the National Assembly are elected on the basis of a closed list proportional representation (PR) electoral system for five-year terms. Political parties make submissions of their nominated candidates to the ECN, in line with the relevant provisions in the Electoral Act 2014. After the elections, the ECN uses a three-stage formula to determine the number of seats for each party. In the first stage, the total number of valid votes each party obtains, are divided by the total number of seats in the National Assembly to obtain a quota of votes. In the second stage, each party’s valid votes are divided by the quota, to determine its number of seats. In the event that a party has a surplus of votes not absorbed by the number of seats allocated, then the allocation is further made in line with Schedule 4 to the Constitution. For Local Authority Council Elections, the FPTP electoral system is applied.

**The Electoral Commission of Namibia (ECN)**

The Third Amendment to the Constitution made the ECN a constitutional body, mandating it to organize, direct, supervise, manage and control the conduct of elections and referenda, therefore underscoring its autonomy and independence. Its powers and duties are provided for in Electoral Act, 2014 (Act No 5 of 2014), which also includes the preparation, publication and maintenance of a National Voters’ Register and Local Authority Voters’ Register; the conduct of civic and voter education; registration of observers; the nomination of candidates for Presidential elections; the conduct of election of members of National Assembly; the conduct of elections of members of regional councils and local authority; voting at polling stations; the determination of results provided for the registration of political parties; and to provide for incidental matters. It is also mandated to register and regulate the conduct of political parties, through a code of conduct. The ECN also engages with registered political parties through a Political Liaison Committee (PLC).

The ECN comprises five Commissioners, including the Chairperson, who are appointed by the President with the approval of the National Assembly. At least two of the commissioners are to be women. The Commissioners serve a five-year term, renewable only once. The recruitment of the extant Commission involved an independent Selection Committee which was required to present not less than five suitable candidates and not more than eight names for appointment by the President. The ECN

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15 In a closed list system, the order of candidates on the list cannot be changed.

16 Sections 77 and 78, Electoral Act, 2014, *op cit*.
is only accountable to Parliament.

The Electoral Act also provides that the Chairperson is full-time, while the four other Commissioners only serve part-time. The Commission is supported by a Secretariat, headed by the Chief Electoral and Referenda Officer, and further supported by 46 full-time staff members.

Polling Staff recruitment and training

The ECN is comprised of 46 permanent staff, and temporary staff employed during the election period. For the conduct of the 2014 elections, the ECN recruited 12,400 officials, and commenced the training on 19th November 2014, including political party agents in the training. The ECN operated 1,255 fixed and 2,711 mobile polling stations, with a total of 3,966 across the country. It deployed 1,255 fixed teams and 825 teams to serve the 2,711 mobile stations, comprising a total of 2,080 teams across 121 constituencies. The ECN also appointed 42 Regional Coordinators and Assistant Coordinators as well as 121 Returning Officers17.

Boundary delimitation

The third constitutional amendment establishes the Boundaries Delimitation and Demarcation Commission whose function is to:
(a) Delimit and demarcate the boundaries of Namibia subject to Article 1(4);
(b) Recommend the determination of the boundaries and names of regions, constituencies and local authorities in accordance with this Constitution and the provisions of an Act of Parliament, and shall report thereon to the President.

In terms of Article 30, Section 2 of the constitution amendment, the Boundaries Delimitation and Demarcation Commission shall consist of a full-time Chairperson and other part-time Commissioners as may be appointed by the President with the approval of the National Assembly. As indicated earlier in this report, the Boundaries Delimitation and Demarcation Commission replaced the Delimitation Commission which was a temporary body. Prior to its replacement, the Delimitation Commission had been commissioned on 7 January 2013 to determine new boundaries. It submitted its report to the President of Namibia in June 2013. Based on the Delimitation report, the number of regions was increased from 13 to 14 and boundaries were adjusted in 11 constituencies. In addition, there were name changes to some regions, constituencies and areas. The report of the Delimitation Commission was not made public, which some

stakeholders expressed concern about. These stakeholders complained that the report should have been publicised, and that the decision to increase the number of regions and constituencies should have enjoyed wider consultation. There was also an issue with the lack of availability of maps during the elections. Although the Electoral Act No.5 2014 came into force in October 2014, Section 97 (3) on the simultaneous use of paper trail was saved in line with Section 209(2) which states that different dates may be determined in respect of different provisions of the Act.

**Nomination of candidates**

The Electoral Act provides for the procedures and requirements for the nomination of Presidential, National assembly and local authority candidates. For the 2014 elections, nominations took place from 13th to 29th October 2014. A total of 16 Political Parties were nominated and submitted their candidate lists for Parliament while nine candidates were nominated to contest the Presidential Election (see Annex 3).

**Voter Registration**

The Electoral Act (2014) provides for General Registration of Voters (GRV) for local and overseas citizens at a time proclaimed by the President and at intervals of not more than ten years\(^\text{18}\). The final Register must be prepared and certified before a writ of elections is issued. To be eligible to vote, a person must be a citizen of Namibia, be registered to vote, attained the age of 18 years, of sound mind and not mentally ill\(^\text{19}\). The Third GRV commenced on 15th January 2014 and concluded on 2nd March 2014. It was marked by the introduction of a Biometric Voter Registration System (BVRS), following disputes on the accuracy of the voter register used in the 2009 elections. Within a period of 54 days, the ECN registered a turnout of 93 percent of eligible voters, capturing all ten fingerprints of each voter, including their digital images and signatures. The ECN also issued a new, more durable Voter Card to all voters. The law also provides for a supplementary registration of voters to take place. This supplementary registration was indeed undertaken from 8th to 20th September 2014, following which the provisional Voter Register was publicly displayed nation-wide for claims and objections from 1st to 3rd October 2014.

The entire voter registration process was conducted under the now-repealed Electoral Act No.24 of 1992. The final register was gazetted on 7th November 2014, with a total

\(^{18}\) Section 25, Electoral Act, *Ibid*.

\(^{19}\) Article 17(2), Constitution of the Republic of Namibia and Section 22, Electoral Act, 2014 (Act No 5 of 2014).
of 1,241,194 voters\textsuperscript{20}. The majority of people registered were young people between the ages of 18-32 (45.50\%)\textsuperscript{21}. Consulted stakeholders informed the Team that there was a high number of would-be voters who registered with sworn affidavits, as they did not have the national identity cards. This led the voter registration process open to potential manipulation with falsified affidavits. The ECN made the Voter Register available for collection by political parties, but some political parties alleged that the ECN had not communicated this properly and timeously before Election Day.

**Recommendation**

*We recommend that the ECN, in liaison with relevant government departments, should seek to have national identification cards issues to all eligible voters, to enhance the credibility of the voter registration exercise.*

**Electronic Voting Machines (EVMs)**

Aside from the BVRS, two other technological innovations were adopted by the ECN namely the use of EVMs and a voter verification device (VVD).\textsuperscript{22} The former was gazetted on 1\textsuperscript{st} August 2014 under the 1992 Electoral Act.\textsuperscript{23}

Relevant regulations of EVMs were published on 9th October 2014 (Government Gazette No. 5593), under the Electoral Act No. 5 of 2014, and came into force excluding a Voter Verified Paper Audit Trail (VVPAT). Parallel to the EVMs an Automatic Finger Print Identification System (AFIS) was also put in place, which has the ability to any duplicate entries appearing on the voters register.

**Civic and Voter Education**

The ECN is tasked by law with supervising, directing, controlling and promoting civic and voter education\textsuperscript{24}. On 21\textsuperscript{st} October 2014, the ECN developed and adopted a National Voter Education Policy, aimed at delivering comprehensive, standardised and impartial voter education to eligible voters. The ECN is also mandated to accredit any natural or

\begin{footnotesize}
\textsuperscript{20}After the supplementary registrations of voters, the amount of registered voters stood at 1,277,578 of which 36,384 were removed because they were duplications or had died, when then brought the amount of registered voters to 1,241,194.

\textsuperscript{21} This statistic according to Election Watch - \url{http://www.electionwatch.org.na/?q.taxonomy/term/25}


\textsuperscript{23} As per Sections 79B and 130 of the Electoral Act, 1992 (Act No 24 of 1992), in Government Gazette No. 5524.

\textsuperscript{24} Sections 49 to 54, Electoral Act, 2014, *op cit.*
\end{footnotesize}
juristic person to promote civic and voter education. The Team was informed that the ECN focused its voter education primarily on the EVM and other technologies adopted for these elections. The approach adopted was “touch and feel”, with the slogan “EVMs making Voting Easier”. Outreach campaigns through media (e.g. radio shows in various local languages, television), voter education road shows, participation in trade fairs, and use of social media were employed.

A total of 100 EVMs were made available for voter education purposes. The ECN increased the number of voter educators and teams to expand its reach, also involving other stakeholders, such as political parties, civil society organisations, youth ambassadors and people of disabilities. It also targeted remote communities through the use of helicopters, and used other approaches including braille and sign language voter education material. However, stakeholders expressed concern that specific voter education on the use of EVMs was late.

**Recommendation**

*We recommend that civic and voter education on the use of EVMs should commence at an earlier timeframe. It should also be strengthened considerably in terms of content, stakeholder engagement and outreach to allow more sufficient time for greater impact, in particular among the elderly and rural communities.*

**Advance Voting**

To facilitate the franchise of individuals with responsibilities on Election Day, Section 64(2) of the Electoral Act provides for advance voting. For the 2014 elections, advance voting occurred on 14 November, though exclusively for the Namibian diaspora (at diplomatic missions) and sea-going personnel. The law does not make provision for advance voting of ordinary citizens who may be unable to vote on Election Day due to work commitments or travel abroad. The Team was informed by the ECN that, except for the delay in opening of polling at the embassy in Moscow (due to customs formalities) the voting abroad proceeded smoothly. Voting for sea-going personnel took place in Walvis Bay and Lüderitz, with no problems reported. The diaspora and sea going voters were also marked with an indelible ink and therefore were not able to vote for a second time on 28 November 2014. We were also informed that the ECN took the decision to release early results from advance voting.

**Recommendations:**

- Voting for security personnel, polling staff, and others who may be required to work on Election Day, should all take place simultaneously along with that of the diaspora and sea-going personnel, on a special date set aside in advance of Election Day.
As a best practice, provision has to be made for ordinary citizens other than the ones prescribed in the law, to facilitate their franchise.

The ECN should consider revising its policy of releasing early results from advance voting and instead include these in the final results.

Conflict Resolution Mechanisms and Electoral Dispute and Appeals Processes

As part of the electoral reform process, the ECN has established Political Party Liaison Committees (PLCs) as a conflict resolution mechanism. The PLCs comprise two representatives appointed by all registered political parties and the Directors at the ECN Secretariat. The ECN also conducted regular consultations with stakeholders such as civil society organisations including the media, to jointly plan and resolve any issues which could arise during the elections.

On the other hand, the Electoral Act makes provision for the settlement of disputes through statutory structures such as the Electoral Tribunals and Electoral Courts. Electoral Tribunals are to adjudicate in all matters prior to Election Day, while the Electoral Court, consisting of the Judge President of the High Court and two other judges assigned by the Judge President. The Electoral Court is mandated to hear and determine appeals against decisions of electoral tribunals and adjudicate on any matters concerning contravention of the Electoral Act.

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26 Section 167, Ibid.
Chapter 4

ELECTION DAY

Election Day in Namibia was 28 November 2014. Polling was scheduled to take place from 07.00 to 21.00 hrs. Fixed polling stations were mostly located in public facilities such as schools, with some in temporary tent structures. Mobile and open space polling stations were also provided for.

Each polling station was equipped with two EVMs, each for the Presidential and National Assembly Elections. For each EVM, a separate control unit was also provided. Polling stations were managed by a Presiding Officer who was supported by five other polling staff. For the purpose of providing security at the polling stations at least two police officers were deployed to each polling station. On Election Day, the Team visited the Erongo and Khomas regions.

Voting procedure

Upon entering a polling station:

1. A voter would have his/her hands checked by an Ultra-Violet Controller, to screen whether the voter had any traces of invisible and indelible ink.

2. The voter would then proceed to have his/her voter ID card verified by a voter verifier. The voter verifier would verify that the Voter ID card belonged to the voter; verify that the identity of the voter is not questionable; and would then use a voter verification device (VVD) to record on the electronic voter register the name of the voter, to register as proof that the voter has voted. If the VVD was unable to verify the ID card, the voter would then fill in the Elect 27 form to enable him/her to cast a ballot. Manual checks would also be carried out if needed. The voter ID card would be returned to the voter and s/he would be directed to the inker.

3. The inker assists the voter to dip his/her finger tips (of both hands) in the invisible ink in the bowl. Indelible ink would then be applied to the left thumb of the voter, at the tip where the fingernail meets the cuticle or any other applicable finger if the voter has no left thumb. The voter would then proceed to the Ballots Issuer for the Presidential Election.

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27 There was also an E23 form which was filled for people who were not voting in the constituencies in which they were registered.
4. The Ballots Issuer for the Presidential Election would obtain the signature or thumbprint and voter ID number of each voter. The Ballots Issuer would then issue a ballot by pressing the ballot button on the control unit, ensuring that the red busy light is on before directing the voter to the polling booth.

5. The voter would then vote by selecting the candidate of his/her choice with the green button, then registering the vote with the red registration button. The voter would then proceed to the Ballot Issuer for the National Assembly Election, following the same procedure as completed with the Ballots Issuer for the Presidential Election. Once the voter has voted, s/he was free to leave the polling station.

Assessment of Opening and Voting

Before polling stations were due to open for voting, polling staff were to conduct a pre-poll test in the presence of party agents and the police at 06.00 hrs. This occurred in polling stations visited. Most of the polling stations in the constituencies where the Team was deployed opened on time. However, in a number of cases the actual voting was delayed for various reasons. These included the failure of the VVDs and EVMs. For instance, the Team observed cases where the VVDs refused to scan the barcode of the voter’s ID card or to recognise the fingerprints of the voter. The Team observed one case where voting was delayed for almost two hours because the EVM control unit could not link with the ‘voting panel.’ The polling staff tried two more control units but they still could not establish a link between the control unit and the ‘voting panel.’ It was only after the third EVM Control Unit and a voting panel were replaced that voting started.

The general voting process in all visited polling stations was slow mainly due to the malfunctioning of the VVDs. To overcome this challenge most polling stations resorted to manual verification of voters using the hard copies of the voters’ register. However in some stations, the voter registration copies were not complete thereby causing temporary interruption of voting as the polling staff waited for the Returning Officers to deliver the missing copies. In other cases voting was interrupted at regular intervals in order for the polling staff to reboot the VVDs. There was also too much paperwork at various steps of the voting process which inevitably slowed down voting.

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28 The key difference for the National Assembly Election is that two EVMs were placed in the polling booth, as each EVM could only accommodate a maximum names of 15 political parties. Hence, a second EVM, which contained the registration button, was linked to the first with the name of the 16th political party.
Voting was further slowed down by the prioritisation of the police and other members of the security forces as well as essential workers such as nurses in the queues. In visited polling stations, this group of voters was allowed to vote before the general public irrespective of their arrival time at the polling stations. In some stations they were placed in a separate queue while in others they simply went straight to the front of the queue in a group. The Team received complaints from some voters as many of them had waited for hours in the queue.

Despite the delays and slowness of the voting process, the people of Namibia must be commended as they turned out in large numbers generally displaying a high degree of calmness, tolerance and patience as they waited in the long queues. We noted with satisfaction the ECN’s effort to resolve long queues in some stations by supplying extra voting materials and creating polling streams. The ECN also issued a statement on Election Day, indicating that the mobile voting stations were inundated with huge numbers of voters, mainly those who were not supposed to be voting at the mobile stations. This delayed the movement of mobile stations to other locations.

The Team noted with satisfaction the ECN’s arrangement where pregnant women, mothers with babies, the elderly and the disabled either had separate queues or were given priority to vote. Although this is a best practice, it tended to slow down voting in some polling stations as the voting staff dedicated more time facilitating voting for these categories of voters.

The Team observed that in most polling stations, voters were generally familiar with the voting procedure as described above. However the Team noted inconsistencies in the application of the voting procedures by the polling staff. In some cases voters were inked before they were verified either manually or by the VVDs. In others voters were not always asked to fill the E27 Form as required by the law. The Team observed instances where some voters had to be assisted by the Presiding Officer because they either did not understand or had forgotten the voting procedure. In instances where voters were assisted, the Team observed the high level of professionalism by polling staff which ensured the secrecy of the ballot. It was observed that most assisted voters were young people, suggesting that they may have not attended the ECN voter education or did not pay attention to the instructions.

There were also inconsistencies in the roles of the police and the polling staff where some police officers were observed performing the duties of the Presiding Officers, such as providing voter information. Some Presiding Officers on the other hand were marshalling the queues therefore depleting the strength of the polling personnel during the voting process.
The Team observed that the majority of the parties contesting the Presidential and the National Assembly elections were not represented by party agents at the polling stations. The Team further observed that the party agents who were at the polling stations were passive, neither taking notes on the incidents at the polling stations nor pointing them out to the Presiding Officers. For instance, in one visited polling station a voter was seen taking pictures in the polling booth, in the clear view of both the polling staff and party agents in contravention of the law. Domestic, regional and international observers were met at various polling stations.

The Team observed that the layout at some of the polling stations was not conducive to a smooth voting process. In particular the flow of voting in the tented polling stations in open spaces was hampered because of inadequate space. Some facilities which were used as polling stations were too small to handle the volume of voters in the queue.

We also observed that, in general, the ECN signage was poor. Examples included hand-written signs of varying size and quality, and also a lack of direction signs at some polling stations. Also, we noted that boxes which were used for ultra-violet checking of ink on voters’ hands bore the acronym of the Government of the Republic of Namibia i.e. “GRN”, instead of the ECN’s branding.

Assessment of Closing and Results Tabulation

The polls were scheduled to close at 21.00 hrs. However, due to lengthy queues, voting continued up to midnight or the early hours of the following morning in some stations. In the stations where the Team observed closing, the Presiding Officers and the police marked the end of the queue at 21.00 hrs and all voters who were already in the queue before this cut-off time were allowed to vote. We also saw dozens of voters who missed the deadline, being turned away by the police. Members of the Team also checked with other international observers to assess whether this was a trend in other areas, and this was confirmed.

Once voting had been completed, the closing and counting procedures were complied with by polling staff in the observed polling stations. Reconciliation was carried out through cross referencing the manual record of numbers of voters who had cast their ballot, with the figures provided by the control units of the respective EVMs for the Presidential and National Assembly Elections. This was followed by the printing of the respective election results from the control units. The results were entered into the relevant forms and signed for by the Presiding Officer and all party agents present. According to the stipulated guidelines, the Presiding Officer was then supposed to have three copies of the results slip; the first to be signed and faxed to both the Constituency Results and the Central Elections Results Centre in Windhoek; the second to be displayed at the polling station; and the third to accompany the EVMs to the
Constituency Results Centre. Printing of the results from the control units in one polling station where the Team observed was delayed, due to the fact that the Presiding Officer did not know how to operate the printer, and had to await the Returning Officer (who was at another polling station at the time). The Team visited results centres to follow the tabulation process at both constituency and national level, and remained in Namibia to observe this process to its finalisation, until the official announcement of results.

We therefore recommend the following:

- That there should be a back-up system for the VVDs to avoid the delays that were witnessed.
- In the absence of advance voting, the ECN should consider facilitating the voting of the police, other essential workers, pregnant women, mothers with babies, the elderly and the disabled in such a manner that their voting does not stall the general voting process.
- The ECN should consider creating polling streams, to speed up the voting process.
- The ECN consider polling station specific voting, to avoid instances where voters flock to one station, including mobile polling stations. This will also assist the ECN to accurately determine the required voting materials at each polling station.
- The ECN should revisit the facilities it uses for voting, so that there is sufficient space to ensure the smooth flow of the voting process.
- The ECN should improve its signage at polling stations.
- Training for polling staff should be improved.
- Capacity of the party agents on their roles should be enhanced.
- Political parties should consider having party agents in all polling stations where they are contesting.
- There is need for clear delineation of the roles of polling staff and police officers on duty at polling stations.
- Voter education on the use of EVMs should be improved.
CONCLUSIONS AND RECOMMENDATIONS

Having observed part of the election campaigns, the polling and post polling processes, The Team’s assessment of the context as well as the overall conduct of the 28 November 2014 Presidential and National Assembly elections is that the campaigns were generally peaceful. Despite cases of delays in voting as explained in Chapter 4 above, Election Day was peaceful and orderly enabling the people of Namibia to freely exercise their democratic and civil right to choose their leaders. The ECN conducted its business with a high degree of professionalism and was satisfactorily responsive in cases where there were issues which affected the smooth voting day operations as well as in the overall management of the electoral process.

Against the foregoing, the Team concludes that the elections in Namibia were in conformity with the country’s constitution, the electoral law and other laws. Most importantly, the elections were conducted in conformity with sub-regional, regional and international norms and standards pertaining to the conduct of elections. These are and not limited to: the African Charter on Democracy, Elections and Governance, the African Union’s Declaration on the Principles Governing Democratic Elections in Africa and the Declaration of Principles on International Election Observation.

In this regard, the Team commends the ECN’s professionalism in managing Africa’s first electronic voting, the political leaders and the people of Namibia for peacefully exercising their constitutional and democratic right to vote, and maintaining calmness throughout the post-election phase until the release of the final results on 01December 2014. The Namibian Police is also commended for their role in maintaining law and order during the election period leading to incident free elections. There is however room for improvement by the EMB and other electoral stakeholders. The Team therefore offers the following recommendations with the hope that they can contribute to the post-election dialogue and reforms ahead of the local authority elections in 2016.

Recommendations

- The ECN, the political parties and other electoral stakeholders must engage in dialogue on how to resolve the issue of the lack of a verifiable paper trail for future elections.
- There should be a clear separation of state and political party activities to avoid the abuse of state resources.
- As there is no provision for campaign finance in Namibia but parties are allowed to seek private funding, the regulation should however be revised to place a ceiling on donations and the expenditure on campaigns.
- State media, especially the national broadcaster, should ensure equal coverage of all political parties in the campaign.
- There should be enactment of laws to ensure ethical conduct of the media and to promote freedom of expression, as enshrined in the Constitution.
- Encourage the greater involvement of youth in the electoral process and that they continue to play an active role in the electoral process.
- While we commend the steps taken to promote the political participation of women through deliberate inclusion on party lists, efforts in this regard need to be enhanced.
- We recommend that future constitutional and/or legal amendments be enacted timeously, so as to allow sufficient time for adequate implementation and voter education on the new provisions to take place, to build confidence in the electoral process.
- The ECN, in liaison with relevant government departments should seek to have national identification cards issued to all eligible voters, to enhance the credibility of the voter registration exercise.
- Civic and voter education on the use of electronic voter machines should have commenced at an earlier timeframe. It should also be strengthened considerably in terms of content, stakeholder engagement and outreach to allow more time to achieve greater impact, in particular among the elderly and rural communities.
- Voting for security personnel, polling staff, and others who may be required to work on Election Day, should all take place simultaneously along with that of the diaspora and sea-going personnel on a special date set aside in advance of Election Day.
- As a best practice, provision has to be made for ordinary citizens other than the ones prescribed in the law, to facilitate their franchise.
- The ECN should consider revising its policy of releasing early results from advance voting and instead include these in the final results.
- That there should be a back-up system for the voter verification devices to avoid the delays that were witnessed.
- In the absence of advance voting, the ECN should consider facilitating the voting of the police, other essential workers, pregnant women, mothers with babies, the elderly and the disabled in such a manner that their voting does not stall the general voting process.
- The ECN should consider creating several polling queues, to speed up the voting process.
- The ECN consider polling station specific voting, to avoid instances where voters flock to one station, including mobile polling stations. This will also assist the
ECN to accurately determine the required voting materials at each polling station.

- The ECN should revisit the facilities it uses for voting, so that there is sufficient space to ensure the smooth flow of the voting process.
- The ECN should improve its signage at polling stations.
- Training for polling staff should be improved.
- Capacity of the party agents on their roles should be enhanced.
- Political parties should consider having party agents in all polling stations where they are contesting.
- There is need for clear delineation of the roles of polling staff and police officers on duty at polling stations.
Annex 1: Biographies of Expert Team

Ms Artemisa Franco (Mozambique)

Ms Artemisa Franco is a human rights activist and Executive Director of the DHD-Centre for Research on Human Rights and Development & Lorcas Consultancy and Serviços, Ltda. From 2006 to 2014, she served as a Commissioner on the National Electoral Commission of Mozambique (CNE). Since 2010, she also served on teams for the amendment of the Electoral Legal Framework led by Parliament & the CNE, as well as for the revision of the Constitution of the Republic of Mozambique. She is an officially accredited BRIDGE facilitator on media and elections and undertook the BRIDGE Training II on Monitoring and Management of Democratic Elections in Africa. From 2009 to 2014, Ms Franco was a monitor and evaluator for the Management on Democratic Elections in Africa (MDEA) for the University of South Africa (UNISA) Institute for African Renaissance, on the impact on the implementation of elections in Africa. Ms Franco completed several “training of trainer” (ToT) courses for facilitators of the BRIDGE-PROPALOP (Project for Portuguese Speaking Countries on Electoral Processes) as well as various training and capacity building courses on civic education with the Mozambique Electoral Administration Technical Secretariat (STAE). Other training courses completed included local elections observer training by the AU, EU and SADC on election observation. She participated in the Eighth Africa Governance Forum on Managing Elections in Diversity, held in Arusha, Tanzania. Ms Franco previously worked as a PR Secretary for Eastern and Southern Africa for Manica Freights Service and as a Secretary for the Ambassador of Malawi to Mozambique. She served as a team leader for various human rights and gender initiatives, including the design of curricula at the Ministry of Education (MINED) and the design of the 1st Human Rights Curricula for the Police Academy. Ms Franco has also published widely on human rights issues, as well as conducted legal training and research in a number of areas. She completed a Law degree (LLB) in General Law at the Faculty of Law, Eduardo Mondlane University, and an advanced English course in writing and speaking skills at the Institute of Languages, Maputo from 1980 to 1982.
Dr Victor Shale (South Africa)

Victor Shale is the founder and lead consultants of Shalestone Elections & Governance Consultants. He is the recent former Electoral Institute for Sustainable Democracy in Africa (EISA) Country Director in Zimbabwe. He holds Mphil in Conflict Transformation from University of Port Elizabeth (UPE) and a Doctorate in Politics from University of South Africa (UNISA). Shale is an expert on governance and elections with more than 15 years’ experience providing strategic direction, leadership and coordination of donor funded projects across Africa. He has vast experience providing hands-on management, direction and advice on implementation and budget administration of complex, multi-donor funded programmes dealing with governance, elections and human rights issues. He has researched, published and provided training on electoral processes, including conflict management, civic and voter education, poll watching, election observation, election campaigning and public outreach, as well as, political party coalitions and intra-party democracy to INGOs, CSOs, governments and the media across 17 African countries, and has trained over 1000 election observers in the SADC region ahead of parliamentary and presidential elections. He has also reviewed articles for accredited journals such as the Journal of African Elections (JAE), Journal of Peacebuilding and Development, the Review of African Political Economy (ROAPE) and Journal of Sociology Studies. He is the co-editor of the books “When elephants Fight: Preventing and Resolving Election-related Conflicts in Africa” foreworded by Former President Festus Mogae of Botswana and “The Impact of Floor Crossing on Party Systems and Representative Democracy”. 
Annex 2: List of Meetings and Consultations

Electoral Commission of Namibia (ECN)
Namibia Ministry of Foreign Affairs

Political Parties:
All People’s Party (APP)
Democratic Turnhalle Alliance (DTA)
Rally for Democracy and Progress (RDP)
South West African People’s Organisation (Swapo Party)

Security:
Commissioner of Police

Diplomatic missions:
Botswana High Commission
British High Commission
Ghana High Commission
India High Commission
Nigeria High Commission
South African High Commission
Zambia High Commission
**International Observers:**

African Union Electoral Observer Mission (AUEOM)

SADC Electoral Observer Mission (SEOM)

SADC Parliamentary Forum (SADC PF)

**Civil Society Organisations:**

Citizens for an Accountable & Transparent Society

Institute for Public Policy Research

Legal Assistance Center

Namibia Human Rights (NamRights)

Namibia Non-governmental Organisations Forum (NANGOF)

**Media:**

Media Institute of Southern Africa (MISA) - Namibia
Annex 3: List of Presidential candidates and Political Parties

REGISTERED POLITICAL PARTIES

All People’s party
Christian Democratic Voice party
Congress of Democrats
Democratic Party of Namibia
DTA of Namibia
Monitor Action Group
Namibia Economic Freedom Fights
National Democratic Party of Namibia
National Unity Democratic Organisation
Rally of Democracy and Progress
Republican Party of Namibia
SWANU of Namibia
SWAPO Party of Namibia
United Democratic Front of Namibia
United People’s Movement
Workers Revolutionary Party

PRESIDENTIAL CANDIDATES

Geingob, Hage Gottfried Swapo
Hamutenya, Hidipo Livius RDP
Maamberua, Usutuaije SWANU
Mbai, Asser NUDO
Mudge, Henry Ferdinand RP
<table>
<thead>
<tr>
<th>Name</th>
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<tr>
<td>Mukwiilongo, Jan Epafras</td>
<td>NEFF</td>
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<td>Shixwameni, Ignatius</td>
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<td>Ulenga, Benjamin</td>
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<td>Venaani, McHenry</td>
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Declaration of Principles for International Election Observation

The Commonwealth Secretariat is a signatory to both the Declaration of Principles for International Election Observation and the associated Code of Conduct for International Election Observation Missions, which were commemorated on 27 October 2005 at the United Nations in New York.

Commonwealth Observer Groups are organised and conducted in accordance with the Declaration and Commonwealth Observers undertake their duties with the Code of Conduct.