



TEMCO

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VOTER REGISTRATION AND UPDATING OF THE PERMANENT VOTERS' REGISTER IN ZANZIBAR

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Issued by Tanzania Election Monitoring Committee (TEMCO)

TEMCO AND VOTER REGISTRATION PROCESS IN ZANZIBAR



The Tanzania Election Monitoring Committee (TEMCO) is a network of a number of local Civil Society Organizations (CSOs). TEMCO was founded in April 1994 by 24 member organizations in order to monitor and observe the 1995 General Elections in Mainland Tanzania. The main objectives of TEMCO are as follows: One, to monitor and observe the whole electoral process throughout Tanzania including constituency setting, voter registration, nomination of candidates, campaigning, vote counting and declaration of results; Two, to observe and assess the fairness of the administration of the elections, and allocation and use of state instruments of law and order; Three, to make timely interventions in order to influence the freeness and fairness of electoral results.

Since its inception, TEMCO has monitored the 1995, 2000 and 2005 elections as well as the 2003 by-elections. In the 1995 elections, TEMCO deployed monitors to 136 out of 181 constituencies in Mainland Tanzania. In the 2000 elections, TEMCO posted 129 monitors to various constituencies in the country. These were supplemented by nearly 5000 poll

watchers on the Election Day. In the 2003 by-elections, TEMCO deployed its monitors to 17 constituencies in Pemba and four in the Mainland.

As in previous elections in Tanzania, TEMCO is monitoring the electoral processes leading to general elections scheduled to be held in 2010. TEMCO has deployed a team of observers to Unguja and Pemba effectively from October 10th 2009. During the first round of voter registration and updating of the Permanent Voters' Register in Zanzibar, TEMCO is following and observing the processes scheduled to be completed in January and February 2010 in Pemba and Unguja respectively.

The TEMCO observation team includes two Zonal Coordinators for Pemba and Unguja, two District Coordinators and eight Voter Registration Observers. TEMCO's observation schedule coincides with that of the Zanzibar Electoral Commission (ZEC) whereby the voter registration process is carried out at one constituency in Unguja and one constituency in Pemba for a period of one week. On completion of the observation, a dissemination workshop for the stakeholders will be held in order to discuss the findings

before producing and distributing a final report.

It is important to point out that the voter registration and updating exercise in Zanzibar started on July 6th 2009 in Pemba before it was rolled out in Unguja on September 12th, 2009. Since its beginning, the voter registration process in Pemba has been marred by chaos and civil unrest that culminated in the suspension of the exercise on August 4th, 2009, following chaos over issuance of the Zanzibar Identity Card. Unfortunately, TEMCO was not in a position to undertake observation during that time. This Newsletter covers the period from October 10th to 25th, 2009. During that time, the voter registration process was carried out in two regions, namely Unguja North and Pemba North. TEMCO was able to observe the voter registration process in Matemwe constituency in Unguja North A district and in Donge and Kitope constituencies in Unguja North B district. In Pemba North, TEMCO observed the voter registration process in Gando and Kojani constituencies in Wete district.

Training of ZEC Functionaries

Prior to the commencement of the voter registration exercise both in Pemba and Unguja, ZEC conducted a series of training sessions for its staff, including District Registration Officers, Constituency Registration Officers, Assistant Registration Officers and Registration Clerks. Section 7 of the Zanzibar Election Act No. 12 of 2002 empowers ZEC to appoint Registration Officers in accordance with qualifications set forth by the Commission.

According to interviews with ZEC officials, it was reported that ZEC registration officers were recruited through a competitive recruitment process. Positions were advertised in TV Zanzibar, Sauti ya Tanzania Zanzibar, Zenji FM Radio, Radio Adhara and Zanzibar Leo newspaper. The applicants were required to be Zanzibari, computer literate and 25 years of age and above. In addition, they had to possess specific education levels depending on the position applied. The applicant for the position of Head of the Registration Center was required to be a degree holder or a person with an advanced diploma.

For Assistant Registration officers, an advanced diploma was required. For Registration Clerks, the applicants were required to have completed secondary level education or above as well as have basic knowledge in computer programs. In addition, the applicants could not be leaders of political parties.

On average, each registration center has about seven officials including Head of the Voter Registration Centre, Assistant Registration Officer, and five Registration Clerks. For instance, in Pwani Mchangani Registration Center in Matemwe constituency, the Head of the Voter Registration Centre is a degree holder in Information Technology while his assistant holds an advanced diploma in the same field. The Registration Clerks hold certificates in computer knowledge and data entry programs.

In terms of training, all Regis-

tration Officers were given a one week training session on computer application, rules, procedures and laws governing the voters' registration process, duties, responsibilities and general management.

The first training session took four days and was conducted at Mwanakwerekwe in March 2009. This involved intensive training on electoral laws regarding voter registration, ethics, the use of digital computer technology in registering voters, scanning, finger printing, photo shooting, and voter data entry in the computer. Another training session was held for three days at Eacrotanal Hotel in September 2009. In addition, ZEC carried out a two-day training session for Shehas and party agents in Pemba and Unguja.

Overall, ZEC officials were able to demonstrate a satisfactory level of competency in executing their duties. ZEC personnel were recruited to serve throughout the registration exercise period. In this case, the same group of ZEC officials operate from one constituency to another. This has helped them gain experience and build

competency in their work. Yet, there were a few observed problems on the part of the Registration Officers. First, some of the Registration Officers lacked technical knowledge to do simple troubleshooting in case of computer failure. As a result, either computers had to be taken to the regional center for fixing or a Computer Technician had to be brought from Zanzibar town. Second, there were observed variations across Registration Centers in the way voters who did not know how to write were made to sign their names. While some Registration officers required the voters to sign by using a thumb print, other Registration officers assisted the voters by holding their hands to sign their initials. This may pose legal problems in future given that a significant number of voters do not know how to read and write. For instance, on October 11th, 2009, a TEMCO Observer at Kijini Registration Center in Matemwe constituency noted that 40 out of 54 voters who turned out to register did not know how to write. They either had to be assisted to sign their names or use their thumb print.

Third, in certain areas, the Shehas contravened the powers of the Registration Officers in determining the eligibility of some potential voters. Some Registration Officers proved to be weak in exercising their authority in accordance with the rules and regulations. This was largely observed in Mbaleni in Unguja North B district.

Computerization and Efficiency of the Voter Registration Exercise in Unguja and Pemba

The voter registration and updating exercise in Zanzibar is a demonstration of how modern technology can be used to improve efficiency and accuracy. ZEC did a commendable job of computerizing the voter registration exercise amidst persistent political tension in Zanzibar. TEMCO Observers were impressed by the logistical and technical aspects of the voter registration process. In many centers, all necessary materials for the registration process including two sets of registration kits were available. Each kit consisted of laptops, printers, digital cameras, barcode readers, and other accessories. Materials such as printing paper, voter registration books, camera paper, notebooks, pens, chairs, and tables were all available. In addition to that power generators were placed at every registration center, in case of power interruptions. In areas where there was no electricity, power generators were used to run the computers, which meant that many centers could continue the exercise even with periodic power cuts. The average time taken to register one voter was about four to six minutes in many of the Registration Centers. TEMCO acknowledges that the registration procedure was done with greater speed than it has ever observed in past elections.

The registration process was done in a transparent and efficient way, from when a potential voter enters the Registration Center to the issuing of a receipt for a voter identity card. The registration exercise is administered in different days for two categories of voters. One category comprises of new voters and the other category is for old voters i.e. those who were registered to vote for the 2005 elections. The whole voter registration exercise covers seven days, that is, from Monday of every week to Sunday. The first two days are for registering new voters and the following five days for updating the previously registered voters.

The first stage involves the voter showing his/her Zanzibar Identity



Card, popularly known as Zan ID, and his/her previous voter certificate of registration to the registration officials. For new voters, only Zan ID is required, while for previously registered voters, the Registration Officer confirms the Zanzibar Identity Card against the available computerized list of voters which is essentially the 2005 voter list. The Registration Officer at the centre will examine IDs, sometimes in consultation with a Sheha, Assistant Registration Officers and political party agents. If satisfied, the Registration Officer directs the potential voter to the next stage for photographing and finger printing. A thumb print is taken in a small piece of paper in case the voter does not know how to write. Those who know how, write their signature on a small piece of paper. The photographer takes a photo of the voter only after he/she is convinced that the thumb print or the signature matches the details in the Zan ID. The signatures are then scanned into the computer. Thereafter, a receipt containing the voter's details (e.g. date of birth, Shehia which he/she resides, date of registration, registration center, etc.) is printed and given to the voter. At this point the voter only gets a receipt, not the actual voter registration card. The receipt is what the voter will use to collect his/her voter registration card to be issued at a later date stipulated by ZEC.

TEMCO observed that there were sufficient logistical arrangements with regards to registration materials. Registration materials were moved to the registration centers on time and were kept in safe custody. Designated vehicles at each registration center car-

ried both the materials and personnel. The materials were kept in officially allocated places with sufficient security. The materials were carefully packed, especially the kits that carried the laptops, cameras, voter registration books and other related materials.

On the downside, however, computerization proved to be incapable of handling man-made maneuvers and manipulations. Despite the excellent technical operation on the part of ZEC, the voter registration process was stained with controversies over the eligibility of voters particularly in relation to the issuance of Zanzibar IDs. One such case was inability of some ZEC officials to detect some anomalies on the qualifications of some of the potential voters, especially new voters who appeared to be below 18 years of age.

This was observed during the first two days of registration of new voters in Donge Vijibweni in Unguja North B. The TEMCO Observer witnessed a large number of under-ages appearing for registration. They were brought in groups by a person who, upon request by the TEMCO Observer, refused to identify himself. Interestingly, even when the Observer tried to inquire about the issue with the Registration Officials, the officials were uncooperative and simply said that they are not allowed to answer any questions.

The Observer spoke to some of the young girls and boys who confessed to have voted in the 2005 elections. When the TEMCO Observer checked their Zan IDs, he found that many of them were between 19 and 20 years old. If they voted in the 2005 elections, it is obvious that they were about 14 and 15 years old. Overall, the Observer noted 49 young girls and boys with questionable ages who were registered on the first and second day. Similarly, the possible registration of under-age was suspected by the TEMCO Observer in Karange A and C in Unguja North B district.



MONITORING AND SUPERVISION OF THE VOTER REGISTRATION PROCESS

Zanzibar Electoral Commission (ZEC)

The ZEC mechanism for supervision and monitoring has been generally efficient. At the district level, there was a District Registration Officer with an Assistant and a Constituency Registration Officer with one Assistant. At the center, ZEC had about seven Officers including the Registration Officer in charge, Assistant Registration Officers and Registration Clerks. In addition, ZEC officials from the headquarters paid periodic visits to the Registration Centers.

In general, there were two main mechanisms that ZEC used to monitor the voter registration exercise: frequent physical visits and communication through mobile phones. The physical visits were observed to be more effective and efficient because the registration officials were able to communicate with their superiors in a more direct way and account on the progress of the voter registration process on a regular basis. ZEC officials

would visit a center two to three times a day. Mobile phones were also used by ZEC officials to monitor what was going on at the registration centre e.g. obtaining figures of registered voters as well as issuing directives regarding any new proceeding from the headquarters.

Political Parties

Political parties were also involved in monitoring and supervision at different levels depending on the party's ability

to do so. In many of the registration centers, only CCM and CUF seemed to have rigorous monitoring mechanisms. To start with each of the party placed two agents at every registration center. Then representatives including chairpersons and secretaries of CCM and CUF visited the registration centers on a regular basis. The role of political party agents is clearly stipulated in the Zanzibar Election Act S.9 No 12 of 2002 article 11A (1). Political party agents for that matter are supposed to act responsibly in representing and safeguarding the interests of their

respective parties at the voter registration centers. Interestingly as we noted above, in many centers only CCM and CUF party agents were present. Only in a few centers were party agents from SAU, NLD and UPDP present.

Security Personnel

The presence of security personnel in the registration centers varied in Pemba and Unguja. Unlike Unguja, the voter registration exercise in Pemba was characterized by tension, chaos and civil unrest. In many of the centers in Unguja, only two or three police officers were present at a registration center. The police officers were observed to be calm and less threatening.

In Pemba, the situation was different. In Fundo Registration Center in Wete district, a TEMCO Observer witnessed the presence of more than 25 security officers from Special Forces including Kikosi Maalum cha Kuzuia Magendo

VOTER ELIGIBILITY AND ZANZIBAR IDENTITY CARDS

A simple question of 'who is qualified to vote?' may require a complex answer in Zanzibar. Article 12(1) of the Zanzibar Election Act (1984) stipulates that "no person shall be registered as

a voter unless (a) he/she fulfills the conditions for registration as a voter in the provision of article 7(2) of the constitution. According to the Constitution of Zanzibar, every Zanzibari who has reached the age of 18 years has the right to vote. The definition of a Zanzibari is provided by the legislative Act Number 5 of 1985, section 3(1)-(4), which states that, a Zanzibari is one who: resided in Zanzibar prior to January 12 1964; was born in Zanzibar and at least one of his/her parents is a Zanzibari; Has been a Tanzanian citizen after 26th April 1964 and has not lost his/her Tanzanian citizenship; At least one of his/her parents is a Zanzibari in accordance with provisions stated above. In addition, citizenship can be obtained through naturalization after attaining other qualifications including being a Tanzanian citizen and residing in Zanzibar for 15 consecutive years.

Additional voter qualifications are provided in the 1984 Election Act and its subsequent amendments. Many of the amendments were introduced in the spirit of implementing the CCM-CUF MUAFAKA of 2001. Under Section 12(2) of the Elections Act, it is stipulated that no person shall be registered as a voter in more than one constituency. Furthermore, the definition of an ordinary resident or 'Mkaazi' as it is popularly known in Kiswahili, is also provided in the Act. It has to be noted that before 1995, there was no definition of an ordinary resident in the constitution. The definition and re-definition of an ordinary resident was introduced from 1995, following various constitutional amendments. Under Section 12 (3)(ii)(a) - (e) an ordinary resident is one who has a permanent abode in that constituency, and has lived in that constituency for the period of not less than 36 months consecutively preceding the registration day; He/she is living in that constitu-

ency under or by reason of service qualification. The service qualification applies to four categories of people, namely, students in government recognized boarding schools/colleges, security personnel including the Police Force, the Army, the intelligence, and others in special departments; employees in the government and international organizations, wife/husband of a person who meets the service qualification, and dependants of those who meet the service qualifications.

An additional requirement has been effected for registering as a voter for the 2010 general elections. Article 12(1) of the Zanzibar Election Act (1984) stipulates that, "no person shall be registered as a voter unless he/she possesses an identity card issued under Act No. 7 of 2005." Thus, every Zanzibari has to prove their citizenship by having a Zanzibar residency identity card. This card is issued by the Registrar Office of Zanzibar. This office was established in 2000 and is under the Ministry of State, President's Office, Constitutional Affairs and Good Governance. The Registrar Office is also in charge of registration of intellectual property rights; marriages and divorces; business names; companies and non-governmental organizations; and births and deaths.

The Registrar Office started issuing Zan ID in 2004. Apart from being used as a document to identify eligible voters in 2005, the Zan ID is also used to acquire driving license, open a bank account, etc. In the 2005 elections, voter identification was done using Zan ID as well as other documents such as birth certificates. For instance, during voter registration in 2005, many youth were registered upon presentation of such documents as provisional birth certificates, school certificates, clinic cards, 2003 by-election registration cards, etc. Also, potential voters could establish their residency just by confirmation from the Sheha (TEMCO Newsletter, Vol. 2 Issue No. 4, 2005).

The new law now requires the possession of a Zan ID as a legal docu-

ment for voter registration. In order to get a Zan ID, one needs two main documents, namely a letter of introduction from the Sheha and a birth certificate. Unfortunately, many people do not have birth certificates and this makes the process of acquiring a Zan ID very tedious and complicated. In order to obtain a birth certificate, specific steps need to be followed. First, the applicant has to buy an application form for Tshs. 2500/, then he/she must go to court to be sworn in before finally submitting the form to the Registrar's Office. This whole procedure is estimated to cost about Tshs. 32,000/ and it takes about seven days to get the Zan ID.

According to TEMCO Observers, a sizeable number of potential voters did not have a Zan ID - a potential disqualification from being registered. Some people could not secure a birth certificate mainly because they could not afford paying the required amount of money. The issue of securing a Zan ID is no longer just an administrative matter, it is politicized. The major opposition party, CUF, strongly opposes the application of Zan ID as a legal requirement for voter registration largely because the procedure tends to exclude a majority of potential voters from registering. Also, CUF leaders point out that Zan ID is being used to disenfranchise the majority of their members from registration. Although the magnitude of this problem could not be ascertained, a TEMCO Observer came across two people in Fundo who claimed to have been denied Zan IDs even when they had birth certificates. Salimu Hamis Dadi was denied the application form to obtain Zan ID despite having his birth certificate with No. 00145490. Omari Rashid experienced the same problem though he had his birth certificate with No. 00145477.

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VOTER ELIGIBILITY AND ZANZIBAR IDENTITY CARDS

As a sign of protest against the Zan ID requirement, CUF leaders are allegedly encouraging party members to boycott the registration exercise especially in Pemba. The low voter turnout in Pemba might be explained by this underground campaign not to show up for registration. A TEMCO Observer in the Shehia of Maziwani in Wete saw one old man aged between 60-65 years near the Shengejuu C registration center, walking around with a loudspeaker telling people not to take part in the registration exercise. He was quoted saying that people should not take part in what he called "siasa za shetani (evil politics)" as what is important to man is not his body but the soul.

On the same day, Monday 12th October 2009, Fatuma Hemed Rashid was attacked by a group of people on her way home from the registration center. On Tuesday 13th October 2009, Khamis Omar Hemed was attacked by a group of people as he escorted his son to register. The case was reported to the Sheha and a nearby police station and thereafter he was taken to hospital at Wete. These incidents are an indication that some people were preventing others from registering as voters.

VOTER REGISTRATION TURNOUT

Compared to the 2005 registration figures, the voter turnout in the two regions observed by TEMCO shows an interesting pattern. After the first round of voter registration exercise, the voter turnout in both regions remained low compared to that of 2005 (see Table 1). For instance, in 2005, Unguja North region registered far above ZEC estimates of eligible voters. According to ZEC statistics, a total of 80,754 people were registered as voters in the two districts of Unguja North. This was equivalent to 106.6 % of the estimated voters. Indeed, among all 64 Registration Centers in the region, 43 centers registered above 100% of the estimated voters. During the 2009 voter registration however, Unguja North registered a total of 48,442 voters equivalent to 60 % of the estimated voters (2005 figure).

Pemba North region registered a total of 81,437 voters in 2005. During the 2009 voter registration, only 35,398 voters have been registered, equivalent to 43 % of the estimated voters (2005 figure). Wete district has the lowest voter turnout whereby only 19.74 % of estimated voters have been registered. Given this pattern, ZEC needs to do some extra work to ensure that a majority of would-be voters show up for registration in the second round of registration in mid 2010.

In certain registration centers such as Fundo (See Table 2) voter response is disappointingly low. Only 11.7 % of the estimated voters have been registered. In 2005, a total of 863 voters were registered.

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Table 1: Voter Turnout in Unguja North and Pemba North: 2005 and 2009

Districts	2005	2009	Difference	% of estimate
North A Unguja	47,838	30,370	17,468	63.49
North B Unguja	32,916	18,072	14,844	54.90
Micheweni	36,281	26,482	10,799	70.24
Wete	45,156	8,916	36,240	19.74

Source: ZEC Office, Zanzibar, November 2009

VOTER REGISTRATION TURNOUT Cont...

Table 2: Registered Voters in Fundo, Wete, 2009

Date	Males	Females	Total
12/10/2009	5	6	11
13/10/2009	5	6	11
14/10/2009	19	17	36
15/10/2009	8	9	17
16/10/2009	9	5	14
17/10/2009	6	0	6
18/10/2009	4	2	6
Total	56	45	101

Source: TEMCO Observer, Fundo Shehia, Wete, Pemba

The same trend was observed in Mchanga Mdogo, Kojani, Wete. In 2005, a total of 1,142 were registered as voters. ZEC statistics for 2009 fall far below estimates. As Table 3 shows, only 13.48 % have been registered as voters in the first round of the voter registration exercise.

Table 3: Voter Turnout in Mchanga Mdogo, Kojani, Wete, 2009

Date	Male	Female	Total
12/10/09	8	4	12
13 /10/09	10	7	17
14 /10/09	36	14	50
15//10/09	26	7	33
16 /10/09	17	7	24
17 /10/09	5	9	9
18 /10/09	6	3	9
Total	108	46	154

Source: TEMCO Observer, Mchanga Mdogo, Wete, Pemba

Two main factors may have contributed to low voter turnout in the voter registration exercise. According to TEMCO observation, a majority of voters did not have Zanzibar Identity cards. The complicated and costly process of acquiring both Zan ID and birth certificates may have discouraged some people from applying for those important documents. Also, the campaign against voter registration seemed to have influenced some potential voters not to show up for registration.

PRESS RELEASE

TEMCO TO OBSERVE VOTER REGISTRATION IN ZANZIBAR

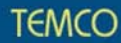
The Tanzania Election Monitoring Committee (TEMCO) has deployed a team to observe voter registration and updating of the voter register on both Unguja and Pemba in Zanzibar. Free and Fair elections are a cornerstone of democracy and this exercise will assess the transparency and fairness of election processes. TEMCO represents local Civil Society Organizations (CSOs) and has been monitoring general elections and by-elections in Tanzania since 1995.

The TEMCO observation team begun working in Zanzibar on the 10th of October, and observation of voter registration will continue for five months. The team includes two zone coordinators, two district coordinators and eight voter registration observers. The Committee will observe the registration and updating of the voter register in each constituency according to the registration schedule established by the Zanzibar Electoral Commission (ZEC).

Election observing results will be published in a monthly Newsletter distributed to ZEC, political parties, Government institutions and other stakeholders.

A dissemination workshop for stakeholders will be held following the conclusion of voter registration to discuss TEMCO's findings and a final report on the voter registration and updating of the voter register will be distributed prior to the 2010 general elections.

TEMCO has received support for observation of voter registration and updating of the voter register from the American people through the United States Agency for International Development (USAID) and has received permission to observe voter registration from the Zanzibar Electoral Commission (ZEC).



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TEMCO MANAGEMENT TEAM

Professor Rwekaza Mukandala	Chairman
Dr. Benson A. Bana	Associate Chairman
Dr. Bernadeta Killian	Political Analyst
Mr. Lupa Ramadhani	Administrator
Mr. Nassoro Dunia	Member

TEMCO MONITORS

First Cohort (10th October 2009 – 1st November 2009)

Prof. Kapewa Tambila	Zonal Coordinator – Unguja
Prof. Yunus Rubanza	Zonal Coordinator – Pemba
Mr. Tumainimungu Peter	District Coordinator
Mr. Anthony Kija	District Coordinator
Mr. Jesper Katomero	Voter Registration Observer
Mr. Emil Richard	Voter Registration Observer
Ms. Shamim Khalfan	Voter Registration Observer
Ms. Indamo Mziray	Voter Registration Observer
Mr. Oscar Tarimo	Voter Registration Observer
Ms. Kandi Said	Voter Registration Observer
Mr. Patrick Mpiri	Voter Registration Observer
Mr. Faraja Ndumbaro	Voter Registration Observer

Second Cohort (2nd – 28th November 2009)

Mr. Anthony Kija	District Coordinator
Mr. Lumona M. Kibore	District Coordinator
Ms. Neema Nkalangang'o	Voter Registration Observer
Ms. Arafa Said	Voter Registration Observer
Mr. William Mangube	Voter Registration Observer
Ms. Florensia Chaki	Voter Registration Observer
Mr. Edward Ludengama	Voter Registration Observer
Mr. Mgeni Haji Nassoro	Voter Registration Observer
Ms. Janeth Kiure`	Voter Registration Observer
Mr. Dionis Mashagara	Voter Registration Observer

Third Cohort (1st December 2009 – 3rd January 2010)

Mr. Godfrey Mulisa	District Coordinator
Mr. Faraja Ndumbaro	District Coordinator
Ms. Rose Pascal	Voter Registration Observer
Ms. Indamo Mziray	Voter Registration Observer
Ms. Shamim Khalfan	Voter Registration Observer
Ms. Kandi Said	Voter Registration Observer
Mr. Emil Richard	Voter Registration Observer
Kandi Said	Voter Registration Observer
Mr. Patrick Mpiri	Voter Registration Observer
Mr. Yulli Jeremia	Voter Registration Observer

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