



REDET - LEAD AGENCY OF TEMCO

TEMCO

# TEMCO

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## Newsletter

On behalf of the citizens, TEMCO evaluates elections to determine if they are credible, free and fair

# THE RACE TO STATE HOUSE



## TEMCO's Values

- Impartiality
- Objectivity
- Credibility
- Accountability
- Integrity
- Transparency
- Professionalism
- Legality



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# Update of PNVR using BVR completed

Elections  
2015

## Voter Registration Winds Up in Dar Es Salaam

The exercise of updating the PNVR using the BVR system in Tanzania was concluded in Dar es Salaam on 4<sup>th</sup> August, 2015. This followed a four-day extension after expiry of the ten days set by NEC, that is from 22<sup>nd</sup> - 31<sup>st</sup> July 2015, due to a backlog of unregistered voters. The registration process in Tanzania kicked off at a low pace in the last week of February 2015 in Njombe Region using 250 BVR kits available at the time.

Registration speed increased slowly over the five-month duration of the process as the supplier delivered, by instalments, all the 8,000 BVR kits towards the end. As we reported in our TEMCO Newsletter, Issues 4-5 Combined, released in June 2015, NEC had rolled out BVR in the second cluster in Lindi, Mtwara, Ruvuma and Iringa regions only. NEC seems to have listened to people's complaints as it finally produced a registration schedule. However, the schedule underwent adjustments owing to the obtaining circumstances. Reports from our LTOs indicate that the bulk of registration took place between May-July 2015.





In Chato, our observer came across a success story as some BVR kits were dedicated for PWDs, expecting mothers and breastfeeding women. In Bukombe some people confused the NEC exercise with that of NIDA. They thought it was a matter of national ID and therefore registered themselves randomly. Many registration officials were disheartened by the TShs 20,000 total pay package that was provided, given the heavy workload they had to endure. Those who were working in remote areas moved from their homes and arranged for accommodation close to duty stations. In some localities such as Shilabela and Sengerema in Iyogelo Ward, BVR kit operators had to borrow furniture from people living near the centres as there was no budget provision for that. As word about registration had not reached some areas, BVR kit operators were also forced to go out to mobilise and sensitise people. The DED admitted that the amount for remuneration was inadequate but urged the officials to sacrifice for the nation. In one instance, at Bulama Centre, on 21<sup>st</sup> June 2015, registration officials refused to register a lady who could not express herself in Kiswahili, because they thought that she must have been a non-citizen. NEC registered 785,206 people compared to the estimated 739,986, which was equivalent to 106% of the target.

## MWANZA

TEMCO observed five constituencies in Mwanza, namely, Nyamagana, Ukerewe, Kwimba, Sengerema, and Magu. Each of the LTO observed 64 registration centres in eight different wards - a total of 320 registration centres and 40 wards. Registration was done between June and July 2015. BVR kits were estimated to register 80 to 150 people per day and this remained the case for the larger part of Mwanza. Registration centres were premised in public buildings except a few that were in makeshift centres located in open spaces such as Miembeni Street, Isamilo in Mwanza, and Mihama and Chifunfu wards in Sengerema. The main challenge was how to convince people that a BVR kit could handle only a certain number of people per day. Long queues of people showed up, sometimes beyond the maximum 150 who could be handled by a BVR kit, a day. In Nyamagana, many registration officials gave numbers to people such that those in excess of the 150 were told to go away and come back the next day. At Nchenga Street, the BVR kit operators were locked inside the centre on 18<sup>th</sup> June, 2015 by a group of angry people who had been told to go home and return on the next day, after spending the entire day trying to get registered. Police were forced to intervene; they listed the names of the disgruntled individuals and promised to give them first priority the following day. Generally, registration proceeded well and in some cases, as it was at Kagunguli Primary School, BVR kits were shifted to other areas which had longer queues, having registered all the people by the fourth day, on 13<sup>th</sup> June. Security of BVR kits was a concern. On 23<sup>rd</sup> June 2015 a BVR kit was stolen in Magu from a guest house in Kayenze

Ward, where kits were being left to recharge overnight. The kit was however found abandoned and in good condition the next day. In Nyamagana, misunderstanding occurred after the daily transport allowance had been reduced from Tshs. 5,000 to Tshs. 2,000 per day. This forced registration officials to resort to motorcycles to move kits to and from the registration centres. On 28<sup>th</sup> June BVR kit operators in Mabatini and Mbugani wards stalled the exercise for about three hours demanding for an explanation for the unilateral decision to reduce payment. The conflict was amicably resolved. NEC registered 1,442,391 people compared to the estimated 1,263,369, which was equivalent to 103% of the target.

## MANYARA

Registration of voters in Manyara took place between June and July 2015. LTOs were deployed in five district councils, namely Babati Town, Babati, Hanang, Kiteto, Mbulu and Simanjiro. Despite observed hitches such as breakdown of BVR kits, finger print non-recognition, and drying up of ink cartridge (ribbons), the registration exercise in the region was carried out peacefully in most places. There were also very few cases of irregularity such as registration of non-citizens as it was in other regions. In Kimanjiro, Kiteto and Babati Rural, scattered residences of the mainly pastoralist communities posed a serious challenge in locating registration centres. In some areas in Kiteto people had to walk five kilometres to the registration centres. In Gisambalang Ward at the Waama registration centre, PWDs had to be assisted to climb steep stairs.

## RUKWA

Registration of voters in Rukwa was done between May and June 2015. Four district councils were covered by TEMCO observation - Sumbawanga Municipality, Sumbawanga, Nkansi, and Kalambo. Like in many regions, voter education had been scantily provided. This however did not deter people from turning out in big numbers to get registered. The biggest challenge, like in many other regions, was shortage of public buildings. In such cases, officials resorted to makeshift registration centres, but some of these centres were very dusty and hot. NEC registered 458,687 people compared to the estimated 440,964, which was equivalent to 104% of the target.

## KILIMANJARO

In Kilimanjaro, registration was conducted between June and July 2015. TEMCO covered six district councils, namely, Moshi Municipality, Moshi, Mwanza, Rombo, Hai and Same. The main success story was that there were enough BVR kits and registration proceeded smoothly without forcing people to wait in long queues. In some wards like Msaranga, Mji Mpya and Kiborloni voter registration had to be extended for a day to clear the backlog. Although



BVR kits storage in NEC storage facility

there were incidences of failure of BVR machines, citizens remained calm and cooperative. No incidences of riots or violence were reported. Worries about registration of non-citizens lingered especially since proof of citizenship was not adequately undertaken. It also took considerable time to fix BVR kits in terms of downtime. NEC registered 458,687 people compared to the estimated 440,964, which was equivalent to 104% of the target.

## SHINYANGA

Registration of voters in Shinyanga Region was carried out between June and July 2015. TEMCO observation covered Shinyanga, Kishapu, Kahama and Shinyanga Municipality. In the region, TEMCO found out that CSOs had been involved in voter education. This was a rare experience as CSOs remained elusive in the provision of voter education in most of the regions. The Open Society Initiative for Eastern Africa (OSIEA) mainly targeted the youth by using famous musicians, film and movie stars, many of them from Dar es Salaam. These groups pulled huge crowds of youths attending their live performances. In these events background information using hash tags #jiandikishe2015 and #KURAdili sent messages to the youth on the importance of registering and voting in the 2015 elections. There were also special groups of voter educators in the streets who conducted open discussions about the importance of voter registration. This was organised by FBOs from both Christian

and Muslim sects. So much attention was given to the youth such that women and PWDs were almost ignored. Some youths got confusing information and thought the voter ID could be used as a passport. Three challenges dogged the BVR exercise, namely finger print reading, illiteracy and the language barrier. Finger printing posed a problem to BVR operators and after several failed attempts some of the voters had to be registered simply as 'disabled'. Many voters could not read and write and this slowed down the process. Many voters in the rural areas only spoke the vernacular Kisukuma. Party agents had to step in as interpreters to rescue the situation. NEC registered 786,270 people compared to the estimated 667,895, which was equivalent to 115% of the target.

## TABORA

Voter registration in Tabora Region took place between May and June, 2015. TEMCO observed the process in Igunga, Kaliua, Nzega, Sikonge, Tabora, Urambo and Uyui. Although voter education had been provided, it was inadequate. As elsewhere in the country, CSOs did not feature prominently in giving voter education. As a result, a lot of what NEC had to do was to provide registration information and not voter education. Even then, registration information such as being able to identify the necessary documents that were needed was lacking. Also a lot of time was wasted for people to wash their hands to ease finger



Election observation is not always an easy task -TEMCO observer, Regina Kabwogi, and ARO had to cross the lake in a "Fiber- engined boat from Muleba to Ikuza island in lake Victoria for BVR observation.



Voter registration in progress



The Director of Elections, Mr. Ramadhani Kailima, handing over a list of multiple registered voters to CP Benedict Wakul Yamba





*National Electoral Commission Chairman Justice (rtd) Damian Z. Lubuva showing his Voter ID*

print reading by the BVR kits. NEC noted that there had been gender parity in recruiting registration officials. Kaliua appeared to have more female registration officials than men. Many registration centres were located in public places except a few such as Ikindwa in Mapambano Ward in Tabora which was a makeshift centre. Also in Kiloleni in Tabora a registration centre was located at a Madras school. This generated a lot of complaints and the centre had to be relocated to a neutral ground. Optimal registration was in some cases hampered by dysfunctional printers, failure of GPS, network problems and power outages. Failure of GPS forced 11 registration centres in Sikonge to close on the first day. In Kaliua, the district officials had to move the more competent registration officers to more congested registration centres, taking the less competent to less crowded centres. In Sikonge, one man alleged to be a prospective contestant in one of the electoral posts was spotted forcing two female registration officers to register a group of people he brought just at the closing time. The two intimidated ladies complied with the instruction. Also in Sikonge a man conned some pastoralists around the locality by charging them Tsh. 500 each to organise for their registration. Some of these people complained bitterly when they realised that registration was completely free of charge. NEC registered 1,084,385 people compared to the estimated 974,863, which was equivalent to 112.2% of the target.

## ARUSHA

Registration of voters in Arusha took place between June and July, 2015. TEMCO covered Arusha City Council, Arusha, Karatu, Longido, Meru, Monduli and Ngorongoro. Registration drew a lot of media attention due to long queues in registration centres and agitation by political parties. Unlike in many other regions, in Arusha, presence of security personnel in registration centres was more prominent. In some cases the 'morans' (Masai warriors) and police were seen side by side guarding registration centres. Registration was carried out peacefully except in Arusha City where several clashes occurred between police officers and the Arusha MP on 16<sup>th</sup> June 2015 at Mlimani B Muriet Ward. This happened when Hon. Lema intervened to stop a police officer who was taking down names of voters and asking them to come back the following day, even before the official closing time of 16:00 hrs. Another clash between the police and Hon. Lema occurred on 22<sup>nd</sup> June at Osunyai Primary School where 12 people and the MP were arrested. Hon. Lema was released after three hours and banned from visiting registration centres. To clear backlogs of unregistered voters in Arusha City, NEC had to extend the exercise for two days. NEC registered 458,687 people compared to the estimated 440,964, which was equivalent to 104% of the target.

## LINDI

Voter registration in Lindi took place between April and May, 2015. Observation covered Lindi Municipality, Nachingwea, Liwale, Kilwa, and Ruangwa district councils. A total of 980 registration personnel were used in the exercise for the 151 wards in the region. A very interesting observation was the circulation of claims relating the BVR with the Freemason belief. This scared off some people and in Liwale registration officials took time to arraign the fears of the people and assure them that BVR had no connection whatsoever with the Freemasons. Registration pace picked speed as the registration



*The President of the United Republic of Tanzania, H.E. Dr. Jakaya Mrisho Kikwete, receiving his voters card from the National Electoral Commission Chairman, Justice (rtd) Damian Z. Lubuva*

exercise proceeded. Registration officials became faster as they increasingly became used to the machines each passing day. There was a mix up of data regarding names and numbers of registration centres leading some potential voters in Nachingwea to be sent to wrong registration centres. This problem affected 16 registration centres forcing the centres to close for two days while the anomaly was being sorted out at NEC headquarters in Dar es Salaam. NEC registered 558,824 people compared to the estimated 529,022, which was equivalent to 105.6% of the target.

## MBEYA

Voter registration in Mbeya was conducted between 19<sup>th</sup> May and 18<sup>th</sup> June 2015. Observers in Kyela found that NEC had to adjust opening and closing times because of heavy fog in the morning. Some centres therefore had to open at 9.00 a.m. in the morning and close at 5.00 p.m. to enable the solar panels to work properly. NEC registered 1,385,634 people compared to the estimated 1,329,629, which was equivalent to 104.2% of the target.

## KAGERA

In Kikomero and Kibirizi wards some people circulated rumours that the BVR exercise was meant to identify all those who were 18 and above, so as to establish the number of people who were eligible to pay contributions for construction of secondary school laboratories and classrooms. In Missenyi, people had to walk almost 24 kilometres to the Gabulanga Primary School registration centre. TEMCO also came across two incidents of BVR kit operators found drunk in Kyota Primary School in Nyakabango Ward and Kasenyi Primary School in Ikuza, Muleba. In the latter event, the ARO ordered the BVR kit operator out of the registration centre and found a replacement.

What stood out in the news from Kagera was large numbers of illegal immigrants trying to list themselves in the voter register. TEMCO observers noted 185 such attempts. It is reassuring to note that many of these cases were detected and these people were barred from registering as voters. It was noted that in 1995 a portion of Bugango Village in Misenyi which was whole Tanzania had been apportioned to Uganda following the redefinition of the Uganda/Tanzania borderline. This has complicated the issue of identification in this village. Three people who had registered there had their cards confiscated after establishing that they were non-citizens. Even without the redefinition, many border areas face this challenge. NEC registered 1,039,268 people out of the estimated 1,095,649, which was equivalent to 94.9% of the target.

## DODOMA

Voter registration in Dodoma took place between May and June 2015. Observed councils included Bahi, Kondoa, Chemba,





BVR kits operation training

Chamwino, Kongwa, Mpwapwa and Dodoma Municipality. The registration process in the region was somewhat eclipsed with so many other concurrent events: CCM general meeting, parliament session, and a CCM presidential hopeful hosting people flocking to urge him to contest. Some registration centres were located in low population areas rendering registration officials idle for the most of the time. In Kondoa, the problem of finger printing reading got a solution after people had discovered a medicinal plant known as *makayukayu* which is more efficient than normal hand-washing soap. Many people used this plant to scrub their hands, making finger print recognition by the BVR kits easier. Before this, the process was slowed down as people made several attempts to take finger print in vain. A construction company working in Kolo Ward in Kondoa sacked its employees who had gone to register themselves on the pretext that this exercise consumed a lot of company time. NEC registered 1,053,136 people compared to the estimated 922,576, which was equivalent to 114.2% of the target.

#### SINGIDA

Voter registration in Singida took place between May and June 2015. Observed councils included Ikungi, Manyoni, Mkalama, Iramba, Singida and Singida Municipality. In a bid to beat the long queues in some places, registration officials had to slightly adjust opening and closing times. Sometimes some stations had to open as early as 7:00 a.m. because of the big numbers of people already present at the station. Some centres closed late to make up for downtime that might have occurred during the day. Registration had to be extended in Zone A, and this caused

uncalled for disturbances in Zone B in which registration had been slated to start on 28<sup>th</sup> May 2015. BVR kit operators worked in difficult conditions as they were not provided with accommodation allowance. In Mbugulu and Ikhanoda Primary Schools, Majengo Village in Singida operators slept in classrooms with no proper beddings. Total registered voters were 645,938 compared to the projected 629,019, which was equivalent to 102.7% of the target.

#### MARA

Voter registration in Mara was carried out between May and June 2015. TEMCO observers went to Butiama, Tarime, Rorya, Bunda and Musoma Municipality. No major irregularities were reported from the region. Little consideration was shown for women, PWDs, and the elderly. These, in some cases, were pushed aside and in Musoma Municipality the youth were heard mocking the elderly telling them *uzee mwisho Chalinze* implying that in the city, age is not a consideration. An incident similar to that reported in Arusha occurred in Musoma Municipality where some youths would go to the registration centres very early in the morning and placed stones to occupy space. They later on sold these slots for up to Tshs. 10,000 each. NEC registered 458,687 people compared to the estimated 440,964, which was equivalent to 104% of the target.

#### IRINGA

Voter registration in Iringa was carried out from end of April to end of May 2015. Five councils were covered, namely Iringa Municipality, Mafinga Town, Mufindi, Kilolo and Iringa Rural. Registration was carried out with only a



The Chief Secretary, Ambassador Ombeni Sefue (right), receiving voter ID from NEC Chairman, Justice Damian Lubuva

few problems. In Mafinga Town Council, about 61% of all recruited personnel who had worked for a week were laid off because of, as it was claimed, financial difficulties. This slowed down the registration process, causing long queues in Balali, Mgodi, Kinyanambo Clinici and Legal Aid Centre. The ARO decided to recruit people randomly in an effort to rescue the situation. Some of these people were picked from among those who had turned up to register. They were given *ad hoc* training and embarked on the exercise immediately after the brief training. These people were paid Tshs. 5,000 per day, a rate lower than that established by NEC. Some were deployed on a daily basis. The rest of BVR kit operators in the Town Council complained of inadequate pay, delays in payment and difficult working conditions. NEC registered 526,016 people compared to the estimated 471,951, which was equivalent to 111.5% of the target.

#### MTWARA

Voter registration in Mtwara was carried out starting from end of April to end of May 2015. Councils covered were Mtwara Urban, Newala, Masasi Town, Masasi District, and Tandahimba. NEC played a constructive role in providing voter education by using community radios (Safari, Pride Info fm and Faraja). NEC also used vehicles with loud speakers that moved around to sensitise people to register. Tailor-made programmes were aired that included role-plays, discussions and songs. Political parties, notably CCM, CHADEMA, CUF, NCCR-Mageuzi also mobilised people. CSOs were conspicuously absent. This affected dissemination of voter education as more people could have been reached had CSOs been involved. TEMCO

observed a planning problem related to NEC's estimates. In areas where NEC had overestimated the number of needed personnel and kits, such deployed staff and kits were underutilised. Magengeni, and Kisugule A, B and C in Newala were very close to each other and had very few potential voters. NEC registered 769,165 people compared to the estimated 695,960, which was equivalent to 110.5% of the target.

#### KATAVI

Voter registration in Katavi was carried out from May to June 2015. Councils covered were Mpanda Town, Mpanda District and Mlele. Being the home town of the outgoing Prime Minister Hon. Mizengo Peter Kayanza Pinda, his arrival for registration on 25<sup>th</sup> May 2015 gave the exercise a boost. He registered at Kibaoni Ward Executive Office, and he was accompanied by the NEC's Director of Elections. In his remarks he commended NEC officials for handling the exercise efficiently, and urged people to register themselves in big numbers.

Although many people turned out to register, some had other reasons not related to voting. In Makanyagio Ward in Mpanda a voter was heard saying that the voter identification card or *kiparata* would serve so many other useful purposes like to seek loans in a bank, to facilitate acquisition of train tickets at the railway station and to bail out people with law-related cases. To meet the tight deadline for registration, which was only seven days per zone, sometimes the opening and closing times were adjusted. Mpanda Town Council, Kashaulili and Shanwe Secondary Schools, Kwa Dachi and Lingini registration centres had





A voter being registered



A TEMCO Observer keenly looks on as a voter is being registered.

to open at 7.00 a.m. and remain open until midnight especially in the first days of registration. Absence of security personnel in the majority of registration centres was taken as positive development, as people were generally orderly and patient. However, in Lake Tanganyika Primary School in Ikola Ward and Dispensary at Kapalamsenga Ward in Mpanda District Council some people refused to stand in the queue; instead they surrounded registration officials despite repeated plea from such officials. The ensuing chaos was later quelled when militia personnel intervened and arrested some of the trouble makers. NEC registered 284,831 people compared to the estimated 219,119, which was equivalent to 130% of the target.

## KIGOMA

Voter registration in Kigoma took place between May and June 2015. Districts covered by TEMCO included Kakonko, Uvinza, Kasulu, Kibondo, Kigoma District and Kigoma-Ujiji. In Mkanga Village in Ilagala Ward, a registration centre had to be set up at the house of a primary school teacher because the school was at the top of a hill and highly inaccessible by the elderly and PWDs. Due to a number of reasons, some centres including Gungu, Buzebazebe, Uvinza, Mtegowanoti, Itebula, Nguruka and Kigoma Municipal Council registration proceeded for 10 instead of the usual 7 days, to clear the huge crowds.

It was noted that BVR kit operators failed to handle many of the hardware and software problems and had to wait for IT specialists. Long queues caused anxiety as people feared they might not be registered come the end of the registration exercise. On 27<sup>th</sup> May 2015, fracas ensued as people started to scramble for inclusion into the register. Normalcy returned after the ARO assured all

of them that they would be registered. In Gungu, people complained as registration officials left them queuing, to take lunch break. The tendency of registering as 'disabled' those with finger print reading problems was rampant, indicating incompetence on the part of registration officials. There was an interesting case concerning the plight of 300 people of Nduta Village, Kibondo District who were refused registration. Nduta was to be established as a model village after refugees who formally occupied it had been repatriated back home. However, this move which was spearheaded by the MP for Muhambwe Constituency, Hon Felix Mkosamali (NCCR-Mageuzi) was not favourably received by the government. The tussle ended in court in which the people in Nduta won. It was alleged that the ploy to have the people of Nduta skipped in the BVR exercise stemmed from the fear that they had developed strong anti-government sentiments after the saga. NEC registered 774,941 people out of the estimated 928,945, which was equivalent to 83% of the target.

## TANGA

Voter registration was conducted in Tanga between June and July 2015. Korogwe, Muheza, Lushoto, Pangani, Handeni, Kilindi, Mkinga, Korogwe, Handeni Town and Tanga City councils were observed by TEMCO. Because it is a border region, a team of five immigration officials were involved to ensure that registration of non-citizens was not allowed. However, the TEMCO team realised that this was more difficult than they had thought, to deal with the problem of illegal migrants from Kenya, Somalia and Mozambique. It was a difficult task to screen citizenship and age of voters as many people who went to register had neither birth certificates nor any other identification documents. As it was the case in the Coast Region, here again stones were

used to reserve positions in the queue. The problem of long queues would have been minimised had NEC devised more effective means of registering people. It could have been possible to register people using a certain predetermined arrangement such as moving from one street to another. As the BVR exercise was conducted during the Holy Month of Ramadan, many women had to leave early to prepare *futari*. Some youths who had registered twice alleged that they had been misled into thinking that they could later sell their voter IDs. Recruitment of BVR kit operators in Lushoto was done in an interesting way as all interviewees were tested openly for speed and accuracy and the best ones were picked. NEC registered 458,687 people compared to the estimated 440,964, which was equivalent to 104% of the target.

## MOROGORO

Voter registration in Morogoro kicked off in June and ended in July 2015. People were more sensitised than educated in the sense that they finally turned out in huge numbers to register. Urban areas were more favoured in terms of the amount of literature and posters distributed compared to rural areas. Apart from the LHRC which was also seen elsewhere, no other CSO was providing voter education. As registration was done in phases our observer in Kilosa came across cases of people who registered in wards other than their residences for various reasons. In Kilombero, this was associated with the tendency of both small farmers and pastoralists to move from one place to another. This might cause confusion on the election day. As BVR kits were being centrally kept at the district office, BVR staff had to set off very early in the morning sometimes at 5.00 a.m. to catch up with opening time. Also, as noticed elsewhere, to beat long queues people resorted to placing stones during

the night to take up positions for the next day. There was only one IT technician per ward in many places and this led to delays as he/she could not handle the frequent BVR kit breakdown in the course of registration. The BVR kits in some cases could not stay turned on for 11 hours, and they had to be turned off to allow for cooling. Change of administrative boundaries caused commotion in Kidatu. This happened in Nyandeo Hamlet which earlier belonged to Mkamba Village and had to be shifted to Chicago Village. This resulted to a nine-hour standoff until a decision was made to indicate it as belonging to the appropriate village. NEC registered 458,687 people compared to the estimated 440,964, which was equivalent to 104% of the target.

## SIMIYU

Voter registration in Simiyu was done between June and July 2015; it started one week later than the date announced initially. TEMCO noted a lot of activities related to mobilisation and sensitisation and less to education. Again LHRC was seen in Simiyu as the sole CSO providing voter education. People were mobilised to turn out in huge numbers to register. No attempt was made to help PWDs; there were no sign language interpreters and there was no braille for the blind.

In Nyakabindi, Mwakibuga Cooperative Society, some parents were desperately trying to register their underage children thinking that the registration cards were proof of one's citizenship. Finger print problems were resolved more professionally than in other regions by entering the 'no finger print' option instead of 'disabled' for those whose finger prints failed to read even after several attempts. In Guduwi Primary School in Itilima a BVR kit





Voters registration taking place as anxious voters wait in queues.

malfunctioned and duplicated several cards of the same person. The problem was later resolved by NEC IT experts. In registration centres with long queues, NEC had to bring in more BVR kits. In Bariadi Kidinda Cooperative Society, Sima and Bariadi Primary School registration centres, people with special needs, the elderly and expecting mothers, who are generally given priority, did not receive any special treatment. In Nyakabindi Mtini registration centre a man claiming to be over a hundred years old came to register accompanied by his son who proved to be 77 years old. NEC registered 713,294 people compared to the estimated 710,990, which was equivalent to 104% of the target.

## COAST

In the Coast Region, registration was carried out only for two weeks in July 2015 with the exception of Rufiji where a four-day extension was granted to accommodate the backlog of unregistered voters. In Rufiji District, the majority of BVR kit operators decided to terminate their engagement after completion of registration in the first zone, complaining of low pay. This forced the registration officer to engage individuals from the reserve list, slowing down registration in the first few days as the new team was gaining experience. In order to accommodate the large numbers of people who turned out to register, people were given numbers so that those who could not register on a particular day were given first priority the following day. This arrangement seemed to work very well. Again, as noticed elsewhere in the country, LHRC was seen in the region providing voter education. The President H.E. Jakaya Mrisho Kikwete registered at his home village of Msoga on 7<sup>th</sup> July 2015. He was presented with his voter ID card by the NEC Chairman, Judge (rtd) Damian Lubuva. Many people showed up at the centre on that day. NEC registered 458,687 people compared to the estimated 440,964, which was equivalent to 104% of the target.

## DAR ES SALAAM

Dar es Salaam was scheduled to be the last region to conclude the BVR process. Owing to its population and political dynamism it was anticipated that many BVR kits would be required. Thus at the time of voter registration in Dar es Salaam, sufficient BVR kits had been mobilised ready for deployment. NEC set aside only 10 days to accomplish this task beginning from 22<sup>nd</sup> -31<sup>st</sup> July, 2015. However, in the view of large crowds of people who could not register within the ten days, NEC offered an additional four days starting from 1<sup>st</sup> to 4<sup>th</sup> August, 2015. Opening and closing times were also extended to begin at 7.00 am and end at 6.00 pm. In Uhuru Girls Primary School, special arrangements for PWDs were made and they were required to arrive at the centre before 11.00 am. Again, the tight timelines provided might have negatively affected people who were travelling on other responsibilities. The major challenge was that people were registering away from their places of residence because they wanted to avoid long queues. This might later cause problems if they are going to show up in their residential areas demanding to vote. Most centres maintained a system of first-in-first-out (FIFO). In some centres, numbers were issued in a bid to curb long queues; however this was not easy to manage as numbers went as high as 800. This posed a further problem as those who had arrived at the centre as early as 5.00 a.m. refused to recognise the numbers taken the previous day. It was alleged that in some cases certain people sold positions for up to Tshs. 10,000. In some instances BVR kits were placed on very high tables, posing a challenge to short and disabled people. Some registration centres especially in the central business district were tightly squeezed in between buildings and business premises. NEC registered 458,687 people compared to the estimated 440,964, which was equivalent to 104% of the target.

## ZANZIBAR

Voter registration in Zanzibar was planned to be conducted for two days only per centre, in the last week of July. This was



A TEMCO Observer keenly looks on as a voter is being registered.

because the Zanzibar Electoral Commission (ZEC) had already registered many voters in Zanzibar earlier. NEC, therefore, was only registering eligible voters, who because of ZEC's requirements may have not qualified for the Zanzibar election but could vote for the Union election. In many cases this category had very few people. For example, in Unguja South, no one showed up at registration centres when a third day was added. In Muyuni "C" Unguja South, only three people were registered for the three days, whereas the whole district registered only 1,268 people. Nevertheless, in some areas such as Unguja North "A", some people thought ZEC was doing another round of registration while others thought NIDA was issuing national identity cards after their details had been taken some time back. In Matemwe Constituency, many Maasai people from Longido were seen registering as were other people from the Mainland who were engaged in various economic activities in Zanzibar. Shehas and their committees played a critical role in ensuring that everybody was aware of the voter registration process. In Zanzibar, within a shehia, almost everybody is known and can be reached by any of the members in the Sheha's committee. In Makunduchi, radio broadcasting in Kimakunduchi version of Kiswahili was seen to be active in mobilising people. Also word was circulated using 'bomba' or 'mbiu ya mgambo' where one goes around with a loud speaker giving announcements. Security personnel were conspicuously absent and this was strange given the usual heavy presence of security in election related activities.

Estimated and Registered Voters in Regions WHERE BVR was Completed-Mid July, 2015

S/N.	Region	Estimates		Registered	Percent	
		NBS	NEC		NBS	NEC
1.	Dodoma	1,025,084	922,576	1,053,136	102.7	114.2
2.	Geita	822,207	739,986	785,206	95	106
3.	Iringa	524,390	471,951	526,016	101.6	111.5
4.	Kagera	1,217,388	1,095,649	1,039,268	85.4	94.9
5.	Katavi	243,466	219,119	284,831	117	130
6.	Kigoma	1,032,161	928,945	774,941	75.1	83.4
7.	Lindi	588,022	529,220	558,824	95	105.6
8.	Mbeya	1,477,365	1,329,629	1,385,634	93.8	104.2
9.	Mtwara	773,289	695,960	769,165	99.5	110.5
10.	Mwanza	1,403,743	1,263,369	1,442,391	103	114
11.	Njombe	274,011	246,610	380,328	138.8	154.2
12.	Rukwa	489,960	440,964	458,687	93.6	104
13.	Ruvuma	763,365	687,029	809,981	106.1	117.9
14.	Shinyanga	742,105	667,895	768,270	104	115
15.	Simiyu	789,989	710,990	713,294	90	100
16.	Singida	698,910	629,019	645,938	92.4	102.7
17.	Tabora	1,083,181	974,863	1,084,385	100.1	111.2
<b>Total</b>		<b>13,086,603</b>	<b>11,777,943</b>	<b>12,891,143</b>	<b>99</b>	<b>109</b>

Source: National Electoral Commission, A Report on the BVR Process (July 17<sup>th</sup>, 2015)





CCM chairperson, Jakaya Kikwete (centre) and other leaders during presidential candidate nomination congress

## Intra-party Nominations Concluded

During the reporting period, intra-party nominations were underway in three political parties namely, CCM, CHADEMA and CUF. It is interesting to note that other political parties did not openly hold the competitive process for nominating candidates who would bear their party flags for councillorship, parliamentary seats, House of Representatives and presidential posts. This was noted in nine political parties which announced presidential candidates without visible signs of intra-party consultations. These included CCK (Christopher Malisa), UPDP (Fahmi Dovutwa), TLP (Macmillan Lyimo), ACT-Wazalendo (Anna Mghirwa), ADC (Chief Lutalosa Yomba), DP (Rev. Christopher Mtikila), CHAUMMA (Mr. Hashim Rungwe), TADEA (John Chipaka) and AFP (Omari Sombi). In an interesting development, on 17<sup>th</sup> August 2015, the Secretary General of ACT-Wazalendo picked nomination forms from NEC on behalf of Prof. Kitila Mkumbo who, however, turned down the offer, saying he was not ready for the post.



Dr John P. Magufuli (extreme left) following proceedings during intraparty nominations



The CCM presidential candidate in happy moments with the party chairperson, Jakaya Kikwete (left)

## CCM

### Presidential nominations

REDET the lead agency of TEMCO, was invited to attend the proceedings of the CCM National Congress for nomination of its 2015 presidential candidate which took place on 12<sup>th</sup> July, 2015. The CCM intra-party presidential nominations attracted stiff competition as 42 aspirants had picked the nomination forms vying for the party ticket. Among them were 12 cabinet ministers including the Vice President and Prime Minister. In the list were also two former intelligence chiefs and chief justice. Each aspirant was required to secure 450 sponsorships from members from at least 15 regions, three of them from Zanzibar. While some aspirants declared their intention, picked and returned nomination forms discreetly, a good number of them organised flamboyant events for each of these activities, with public rallies attended by thousands of supporters.

Some of these events were broadcast live in many television and radio stations and received wide coverage in electronic and print media. Perhaps to show political muscle and popularity, some aspirants secured sponsorship in thousands, and well beyond the required number and visited all regions with their teams using various transport modes.





*Zanzibar President, Dr. Ali Mohamed Shein, picking CCM nomination forms*



*CCM party elders and former leaders closely following party nomination process in Dodoma*

*Dr Magufuli, CCM presidential candidate being congratulated by other party leaders*

For Zanzibar presidency, only one candidate, the incumbent president H.E. Dr. Ali Mohamed Shein, picked the nomination forms. It has been a CCM tradition that the incumbent president is not opposed within the party.

The CCM guidelines for nomination of presidential candidates provide the Central Committee (CC) powers to scrutinise and vet names of aspirants and recommend not more than five names for consideration by the National Executive Committee (NEC). The work of the CC in scrutinising aspirants is aided by the National Security and Ethics Committee. The shortlisted names are then forwarded to NEC for voting to choose three names to be submitted to the National Congress for voting in order to determine the winner.<sup>1</sup> In addition, due to the sensitivity and complexity of the 2015 nomination process, the CCM Consultative Council played an important advisory role in guiding the process.<sup>2</sup>

<sup>1</sup> Kanuni za Uteuzi wa Wagombea wa CCM Kuingia kwenye Vyombo vya Dola, Toleo la 2010

<sup>2</sup> Ibara ya 127 ya Katiba ya Chama cha Mapinduzi, 1977, Toleo la Mwaka 2012

The actual process was undertaken in an atmosphere of tight security and high tension. There was unprecedented fierce rivalry between major contenders, notably Team Lowassa (Lowassa campaign team) and Team Membe (Membe campaign team). As a result, state apparatuses were busy to ensure peace and tranquillity during the whole process. There were allegations from the two contending campaign teams of bribing members and money changing hands. It was rumoured that if Mr. Edward Lowassa was eliminated there would be violence from his supporters. Some members of Team Lowassa, in the CC and NEC, were allegedly planning to pressurise and overrule any decision which would eliminate their candidate from the process.

On 11<sup>th</sup> July, 2015 the CC made a unanimous decision to pick the following five aspirants out of the thirty-eight for consideration by NEC, to the CCM presidential candidacy: Bernard Membe, John Magufuli, Asha-Rose Migiro, January Makamba and Amina Salum Ali. The exclusion of Lowassa at the initial screening stage shocked his supporters who appeared to have taken his candidacy nomination as a given.







*Samia Suluhu Hassan, CCM presidential running mate*

As a result, three CC members namely Emmanuel Nchimbi, Adam Kimbisa and Sophia Simba publicly announced to dishonour the CC decision, complaining that the National Security and Ethics Committee usurped powers of the party CC to vet and shortlist names of the presidential aspirants, which in their view, contributed to elimination of more popular aspirants from the race. Team Lowassa fought very hard to reverse the decision without success.

The party Chairman, president Kikwete, was surprised when entering the plenary hall, as he was met by many delegates clapping and singing in praise of the aspirant Mr. Edward Lowassa. Lowassa supporters also gathered outside the CCM headquarters where the NEC meeting was taking place, chanting various songs of praise and support. Security was tightened as there were occasional skirmishes between the Police and Lowassa supporters. In a dramatic turn, a man who was identified as Amit Kevaramani, an employee of Quality Group, was arrested by Police on 11<sup>th</sup> July, 2015 for carrying Tshs. 725 million in a bag, alleged

for bribing NEC members. Police later on released a statement to the effect that the money had nothing to do with the nomination process in Dodoma.

On the same day, 11<sup>th</sup> July, 2015, NEC nominated three finalists: John Pombe Magufuli, Asha-Rose Migiro and Amina Salum Ali. NEC also nominated Dr. Ali Mohammed Shein as the party nominee for Zanzibar presidency. On 12<sup>th</sup> July, 2015, the CCM National Congress nominated John Magufuli as the party nominee for the 2015 presidential elections. Magufuli received 2,104 votes against 254 and 59 votes for Amina Salum Ali and Asha-Rose Migiro, respectively. Later, the nominated candidate, John Pombe Magufuli, after consultation with the CC as required by CCM guidelines, appointed Ms Samia Suluh Hassan from Zanzibar as his running mate and thus the CCM vice-presidential nominee. This is the first time CCM has nominated a woman as Vice President.





# LOWASSA defects to CHADEMA

Edward Lowassa (right) getting CHADEMA membership card from party Chairperson, Freeman Mbowe.

Barely two weeks after the CCM presidential nomination, on 28<sup>th</sup> July, 2015, Edward Lowassa, who appeared to have pulled huge crowds of people before, during and after picking the nomination form, announced his decision to defect to Chama cha Demokrasia na Maendeleo (CHADEMA). On 4<sup>th</sup> August, 2015, he was designated the presidential candidate for CHADEMA and subsequently Umoja wa Katiba ya Wananchi (UKAWA) coalition.

Edward Lowassa(extreme left), Presidential candidate and running mate Juma Duni Haji (second from right) being introduced to CHADEMA congress after their nomination as presidential



On 4<sup>th</sup> August, 2015, he was designated the presidential candidate for CHADEMA and subsequently Umoja wa Katiba ya Wananchi (UKAWA) coalition.

Edward Lowassa chatting with Salum Mwalimu (centre) and Tundu Lissu at a CHADEMA meeting



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Former prime ministers, Edward Lowassa and Frederick Sumaye, having a chat as new UKAWA members



Former CCM parliamentarians, Esther Bulaya and James Lembeli (seated) at a rally in Mwanza soon after their defection.

Cartoons depicting controversial defection of Lowassa to CHADEMA



Hon. James Lembeli defected to CHADEMA from CCM





Juma Duni Haji and Lowassa at a public rally

### Parliamentary nominations

On 12<sup>th</sup> August, 2015 CCM released the names of contestants for parliamentary seats, counsellorship and special seats. As usual, news of big famous names losing the intra-party race dominated talks all over the country. Some of these individuals included outgoing ministers: Mathias Chikawe and Gaudencia Kabaka, and

Juma Duni Haji and Lowassa at a public rally



deputy ministers Mahadh Juma Maalim, Makongoro Mahanga, Perera Ame Silima, Amos Makala, Saning'o ole Telele, Adam Malima and Pindi Chana. Dr. Makongoro Mahanga defected to CHADEMA immediately after the release of the results. It is also interesting to note that the number of female contestants in constituencies was only 18, compared to 24 in 2010. It should be noted that CCM has nominated contestants for all the 265 electoral constituencies. Intra-party nominations were very competitive as in each constituency, on average,







Edward Lowassa shaking hands with NEC's Director of Election (in black attire)

there were not less than five candidates who had picked the nomination forms.

Allegations of corruption and money changing hands dotted the CCM intra-party campaigns. PCCB closely monitored the campaign rallies to ensure that money was not used to bribe the electorate. At least in two occasions PCCB announced to have apprehended candidates for apparently disbursing money to influence voters. No further information about investigation on these claims was released. Following a number of irregularities, CCM ordered a rerun of the preferential votes in five constituencies: Kilolo (Iringa), Makete (Njombe), Rufiji (Coast), Ukonga (Dar es Salaam), and Busega (Simiyu).

A few contestants who had lost the preferential vote within CCM defected to CHADEMA; these include Said Mkumba (Tabora), Dickson Kilufi and Luckson Mwanjale (Mbeya). James Lembeli (Kahama) and Esther Bulaya (special seats) defected a few days before the preferential voting and immediately after the end of parliament sessions. Said Mkumba secured a CHADEMA nomination although he had not led in the preferential votes.

This triggered demonstration by angry CHADEMA members in Sikonge demanding reinstitution of the leading candidate of the intra-party preferential voting. When his name was dropped following this pressure, Mkumba dumped CHADEMA and rejoined CCM. In addition, the following three CCM regional chairpersons also jumped ship to join CHADEMA: Mgana Msindai of Singida (who also lost the preferential vote for members of parliament), Hamis Mgeja (Shinyanga) and Onesmo ole Nangole (Arusha).



Dr Wilbrod Slaa briefing the press on his decision to quit CHADEMA

## CHADEMA

### Lowassa declared presidential candidate

As hinted above, the CCM presidential intra-party nomination seems to have benefitted the opposition party CHADEMA. On 28<sup>th</sup> July 2015 Lowassa defected to CHADEMA. It is said that a series of undisclosed meetings had been held between Lowassa and UKAWA leadership before that decision was made. On 4<sup>th</sup> August 2015 Lowassa was declared the sole candidate for CHADEMA and UKAWA (a coalition made up of CHADEMA, CUF, NCCR-Mageuzi and NLD).

At the same meeting, Mr Juma Duni Haji, CUF Vice Chairman (Zanzibar) was declared Lowassa's presidential running mate. Mr. Haji was forced to forfeit his CUF membership to join CHADEMA, in order to fulfil legal requirements. The entry of Lowassa changed a lot of prior arrangements within UKAWA.

UKAWA seemed to forget its earlier notice to the public that its presidential candidate would be obtained by weighing candidates who would have been nominated by each of the four parties, through a democratic competitive process.

### Slaa Takes 'Leave of Absence'

While CHADEMA was in a frenzy receiving Lowassa, doubts started to surface over the whereabouts of Dr. Wilbrod Slaa, its outspoken Secretary General.





Slaa was absent when Lowassa was being handed the CHADEMA party membership card and when Lowassa was being handed the CHADEMA presidential nomination form.

Finally, as pressure was mounting over CHADEMA, on 4<sup>th</sup> August 2015, the Chairperson Hon. Freeman Mbowe revealed that the Central Committee had agreed to grant Dr. Slaa 'leave of absence'.

Hon. Mbowe explained that Slaa had differed with members of the Central Committee over the decision to take Lowassa on board and that they had decided to proceed without him. He said that Slaa would be welcome to join them any time.



Two CHADEMA special seats MPs also defected to different parties. Hon. Chiku Abwao defected to ACT-Wazalendo after losing the preferential vote in Isimani Constituency, while Hon. Leticia Nyerere defected to CCM.

## Lipumba Resigns

In a dramatic turn of events, the CUF Chairperson for 18 years, and CUF presidential flag bearer since the first multiparty elections in 1995, Prof. Ibrahim Lipumba, announced his resignation as party chair in a press conference on 6<sup>th</sup> August 2015.

This was only two days after Lowassa had been declared the unopposed UKAWA presidential candidate. A day before, people alleged to be CUF members stormed the CUF offices in Buguruni to prevent Prof. Lipumba from holding a press conference to announce his intention to resign. However, the CUF Deputy Secretary General (Mainland), Magdalena Sakaya, denied the claim and assured them that everything was alright in the party.

Prof. Lipumba announced that he was becoming an ordinary party member to get time for his economics profession. He claimed that the UKAWA coalition had reneged, as it had earlier agreed that it would not receive those defecting from CCM. He made it clear that he was not ready to receive the same people who





# THE RACE TO STATE HOUSE



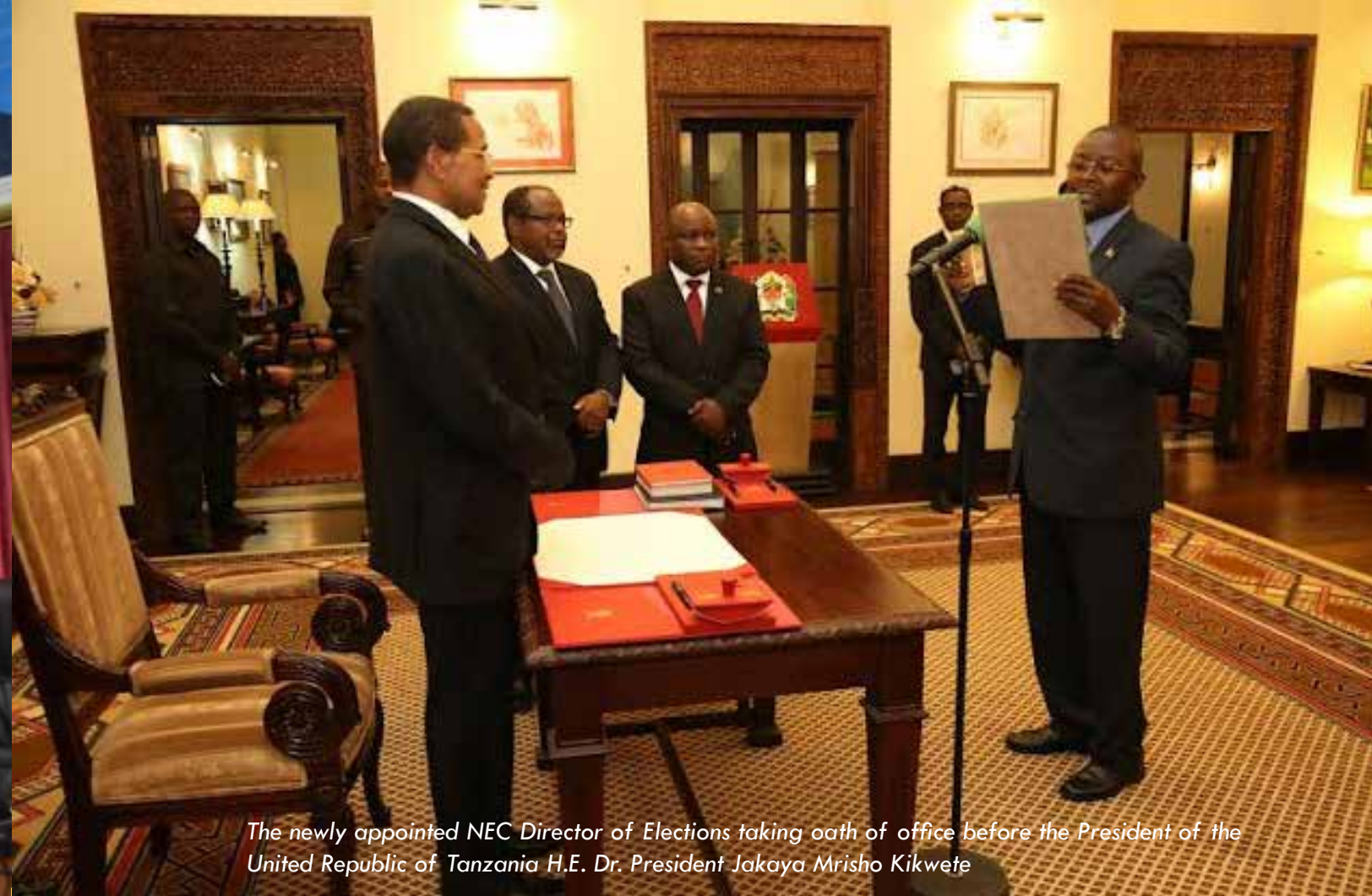
*Presidential candidates: Top (from left): John Magufuli (CCM), Hashim Rungwe (CHAUMMA), Edward Lowassa (CHADEMA), Anna Mghwira (ACT-Wazalendo), Macmillan Lyimo (TLP), Fahmi Dovutwa (UPDP), Said Miraj Abdallah (ADC) and Simai Abdulrahman Abdulla (NRA)*



# NEWS FROM THE NATIONAL ELECTORAL COMMISSION



CHADEMA presidential candidate hands to the NEC Chairman the nomination forms



The newly appointed NEC Director of Elections taking oath of office before the President of the United Republic of Tanzania H.E. Dr. President Jakaya Mrisho Kikwete

## New Director Of Elections Appointed

Following the appointment of Mr. Julius Mallaba as a High Court Judge, President Jakaya Kikwete appointed Mr. Kailima Ramadhani Kombwey the new National Electoral Commission (NEC) Director of Elections in July

2015. Before his appointment, Mr. Kombwey was NEC Director of Administration.

As no reasons were given for this change, it was not apparent whether or not this measure was meant to increase efficiency in NEC.

The appointment fuelled speculation from election stakeholders given the fact that elections were only two months away and that Mr. Mallaba had served in the post for three years from December 2011.



CHADEMA presidential candidate hands to the NEC Chairman the nomination forms





# BVR Displayed

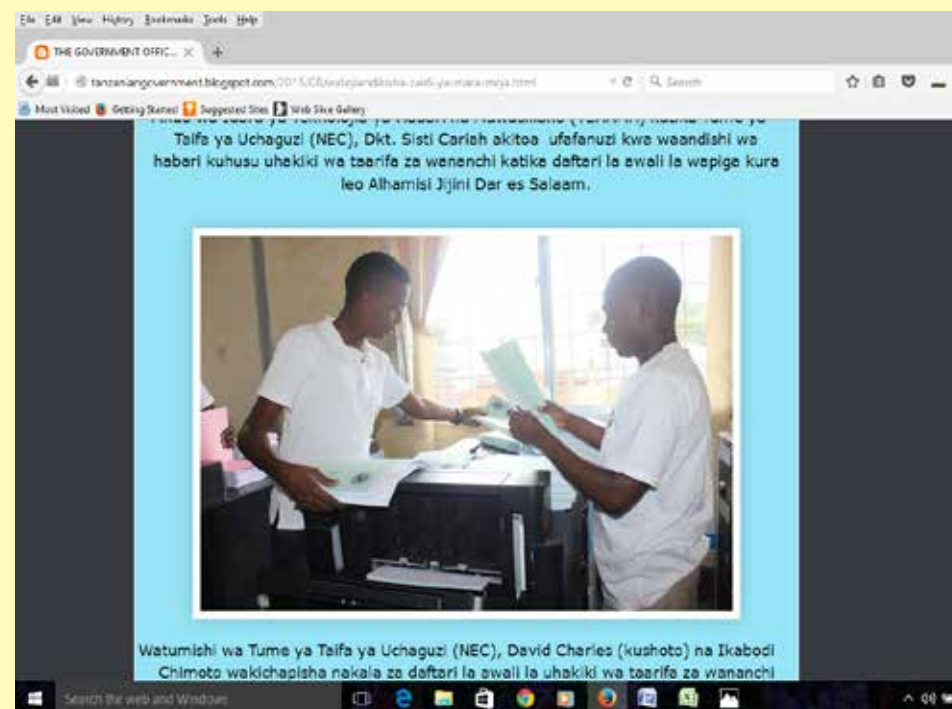
*Justice Damian Lubuva, NEC Chairperson at a press conference*

NEC postponed display of BVR in Dar es Salaam expected to be done from 15<sup>th</sup> August, 2015 to 19<sup>th</sup> August, 2015. The exercise was pushed forward for three days and began on 18<sup>th</sup> August 2015 and ended on 22<sup>nd</sup> August, 2015. The register will be made available in all ward offices in the three municipalities of Ilala, Kinondoni and Temeke. Voters could also call \*152\*00# to verify their particulars.



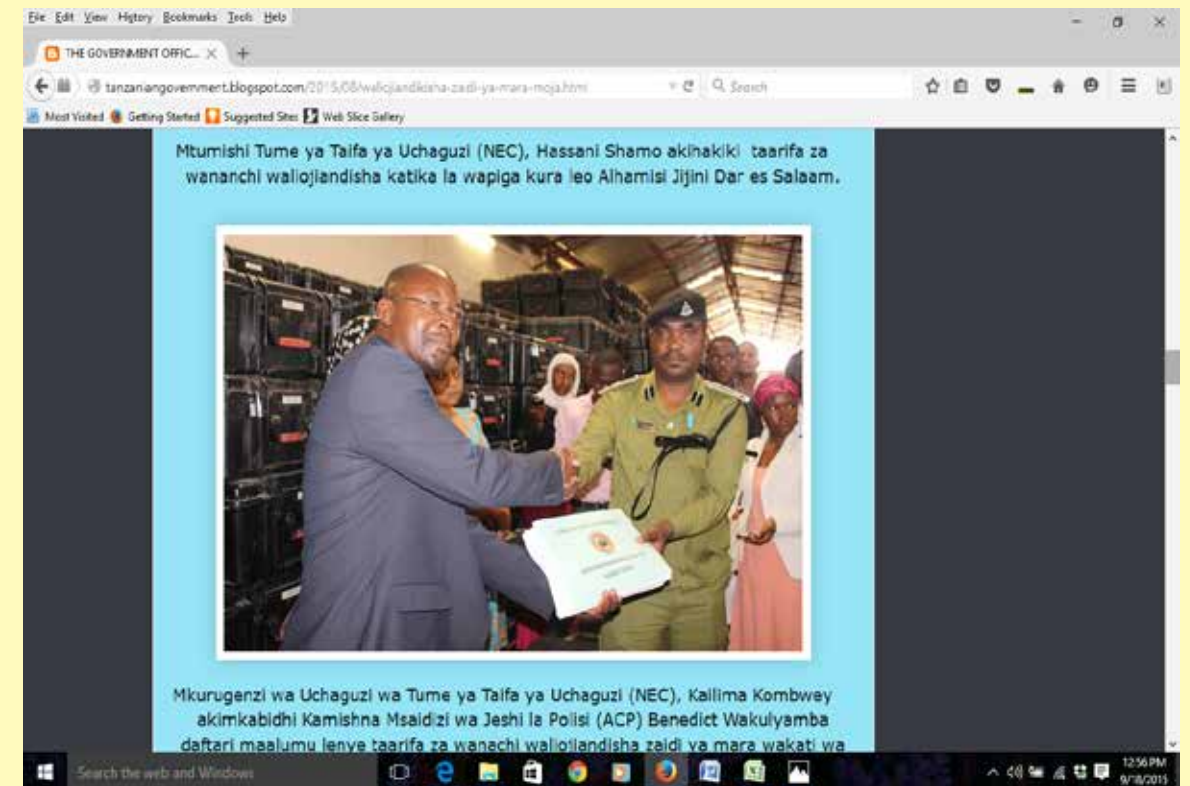
*NEC Officer, Hassan Shamo verifies voters registration details in the draft National permanent Voter Register*

Already some political parties have shown their reservations on the tight schedule provided. NEC will produce a final register having entered all the corrections that might be pointed out during the display. The aim of this exercise is to provide opportunity to voters to verify their particulars, and take necessary action.



*NEC officers, David Charles and Ikabodi Chimoto in the process of cing copies of draft voter registers for verification*

Meanwhile NEC has also noted cases of double-registration to the tune of 52,078 people in Dar es Salaam alone. NEC's Director of Elections has ordered all those who registered themselves more than once to surrender one of the cards or they will be prosecuted.



*NEC Director of Elections, Hon. Kailima Ramadhani Kombwey submits a list of multiple registration cases to ACP Benedict Wakulyamba for the next steps*



# Election Campaigns Launched



**CCM**

*Launching CCM party manifesto at Jangwani grounds*

According to the schedule provided by the National Electoral Commission, campaigns for presidential, parliamentary and councillorship elections will run from 22<sup>nd</sup> August to 24<sup>th</sup> October 2015 ahead of the Election Day which is 25<sup>th</sup> October, 2015.



*One of the CCM Presidential Campaign launch at Jangwani grounds*

CCM launched its election campaigns alongside the manifesto on 23<sup>rd</sup> August 2015 at Jangwani grounds. Thousands of people flocked the Jangwani grounds to witness the event which was covered live by many major domestic and international news media. CCM invited all the former presidents and party chairmen: Excellences Ally Hassan Mwinyi and Benjamin Mkapa, vice chairpersons and prime ministers.

*Former Union President Benjamin Mkapa, speaking at CCM presidential campaign Launch*







The two former presidents together with Justice Joseph Warioba, former Prime Minister were given opportunity to talk. It was a colourful event also involving renowned musicians to entertain the huge crowd that showed up. Representatives of *bodaboda* drivers and people with disability who were invited spoke on behalf of their groups and showed support to CCM.



The meeting started at around noon and went beyond the allowed time of 6.00 p.m. This raised questions among the citizens and other election stakeholders. It was thought that CCM was setting bad precedence by failing to keep to the prescribed time for ending election campaigns. Neither the police nor NEC issued a statement or a warning to this effect.







# CHADEMA

Earlier, CHADEMA had also indicated that it would launch its election campaign on 22<sup>nd</sup> August 2015. CHADEMA requested the national stadium for the launch of its election campaign. This request was turned down and CHADEMA cried foul as the decision was malicious. However, the national stadium is a sports ground and has never been used for political rallies. CHADEMA set a new date for launching



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its election campaign to be 29<sup>th</sup> August 2015. Meanwhile the CHADEMA presidential candidate and his running mate organised a city tour of Dar es Salaam for what they said was familiarising themselves with the lives and tribulations of the common people.

*CHADEMA running mate for the the Union presidential race addressing a campaign rally*



*Vote canvassing-CHADEMA Chairman in Action*





In one occasion they opted for the common means of transport - *daladala*. After this, they decided to visit major food markets in Dar - Tandale, Tandika and Kariakoo. These informal visits were interpreted as disguised forms of campaigning, as huge crowds gathered at Tandale Market. Roads were blocked as the entourage headed for Kariakoo, but their journey was intercepted by the Police who refused them permission to proceed to Kariakoo. Later in the day, NEC issued a statement reminding political parties to abide by the NEC approved schedule of campaign meetings.

On the day CHADEMA launched their campaigns, Jangwani grounds were filled to capacity. The event was also covered live by many domestic and international news media. Security arrangements were adequate as a number of police on ground patrol and others moving around in vehicles were seen. The meeting went on peacefully without any interruption. The presidential candidate and his entourage entered the grounds at around 4:00 p.m. accompanied by chairpersons of the four political parties forming UKAWA. A sheikh and Bishop Josephat Gwajima led prayers for opening the meeting.

The CHADEMA chairperson, Hon. Freeman Mbowe inaugurated the CHADEMA election manifesto and said that it had been discussed and had inputs from the other parties in the coalition. He then handed it to the presidential candidate and his running mate. Also all UKAWA contestants for parliamentary seats in Dar es Salaam were presented with a copy of the manifesto, except Segerea and Kigamboni constituencies where CHADEMA and CUF have yet to decide who to stand. The four chairpersons together with the CUF Zanzibar presidential nominee, Maalim Seif Sharif Hamad, all gave brief speeches. Also invited to give speeches were some of the prominent CCM members who had defected to CHADEMA: Hon. Fredrick Sumaye (former Prime Minister), Lawrence Masha (Minister for Home Affairs during the first phase of the current regime) and Tambwe Hiza (former member of NCCR, CUF then CCM and now back to UKAWA).

Sumaye gave the longest speech, mainly defending Lowassa; he reminded the crowd that a lot of big scandals had occurred after Lowassa's resignation.

Unlike CCM, CHADEMA did not invite representatives of big social groups to give speeches. The CHADEMA presidential candidate used only about 10 minutes to present the election manifesto, noting that his full speech could be obtained online. The meeting was closed at 5:55 p.m. five minutes before the closing time allowed. CHADEMA said that it wanted to respect all laws, rules and regulations of elections and was surprised why CCM was not issued with a warning even after it had held its campaign meeting beyond allowable time. As public transport was grounded to a halt due to the huge crowds, many youths were seen jogging home all the way from Jangani to Kimara along Morogoro Road (approximately 15 kilometres) singing pro-Lowassa songs.



# ACT-WAZALENDU



ACT-Wazalendo presidential candidate, Anna Mghwira, at a rally





## NETWORKING

### Coalition for Election Monitoring and Observation in Tanzania takes off

The Coalition for Election Monitoring and Observation in Tanzania (CEMOT), a brainchild of TEMCO finally came into being on 1<sup>st</sup> August 2015. In the last leg of July, selection interviews to fill the five critical secretariat posts were conducted for two days. The Project Manager, ICT Manager, Media Analyst, Accountant, Administrative and Logistics Officers have been hired. CEMOT Secretariat will be housed at GEPF House, Victoria, along Ali Hassan Mwinyi Road. CEMOT will be responsible to establish and manage the Election Observation Centre, the ICT platform for election observation in Tanzania. The EOC will introduce the use of ICT in collecting, analysing and disseminating information to facilitate real time observation of elections. The EOC will bring together key election stakeholders such as NEC and ZEC, Police Force, Office of the Registrar of Political Parties and PCCB with the major aim of rectifying errors as they occur rather than waiting for the final report. This initiative is expected to raise public confidence in the conduct of the 2015 elections. EOC was officially launched on 2<sup>nd</sup> September, 2015 at the Southern Sun Hotel, Dar es Salaam.

All members of the CEMOT secretariat underwent a four-day orientation to familiarise themselves with the Situation Room cum Election Observation Centre (EOC).

### Bridge Training in Bagamoyo

The Bridge professional development training took place from 19<sup>th</sup> - 21<sup>st</sup> August 2015 at Oceanic Bay Resort, Bagamoyo. The UNDP through its Democratic Empowerment Project (DEP) facilitated 'Bridge' which stands for Building Resources in Democracy, Governance and Election.

It brought together about 30 participants from TACCEO, TEMCO and CEMOT to share experience, learn different methodologies for information gathering and analysis and chart out a way for the forthcoming 2015 elections. The training module was conducted by an accredited level facilitator Zefanias Matsimbe from Mozambique.



### Going forward: From BVR observation to general elections

TEMCO successfully completed BVR observation in August, 2015, having observed the registration process in all the regions. Initial communication from NEC indicated that registration would have been conducted at once throughout the country starting from February 2015. TEMCO therefore trained all its 180 observers in mid-February 2015 ready for the exercise. Unfortunately, this arrangement was completely changed and NEC instead announced the registration by phases that spanned over a five-month period. TEMCO was forced to organise refresher training to its observers in batches, a few days before they were deployed to make sure that the retention rate was raised. All LTOs have submitted their reports. Writers of the BVR report have been contracted and are expected to deliver draft chapters by the end of August, 2015. TEMCO has re-assessed the voter registration activity, with a view to improving any hitches that may have been observed.

Moving forward, TEMCO is planning to observe the remaining electoral process leading to the 2015 general elections, namely intra-party nominations, nomination by NEC and ZEC, campaigns, voting, vote counting, declaration of results and post-electoral episodes. A total of 150 LTOs will be recruited and trained in mid-September and be deployed immediately after the training. A total of 6,600 STOs will be recruited and trained by LTOs for deployment on the Election Day. Because of the CEMOT partnership, TEMCO will realign its election observation instruments especially in ICT related areas. A joint training session of TEMCO and TACCEO observers will be organised.



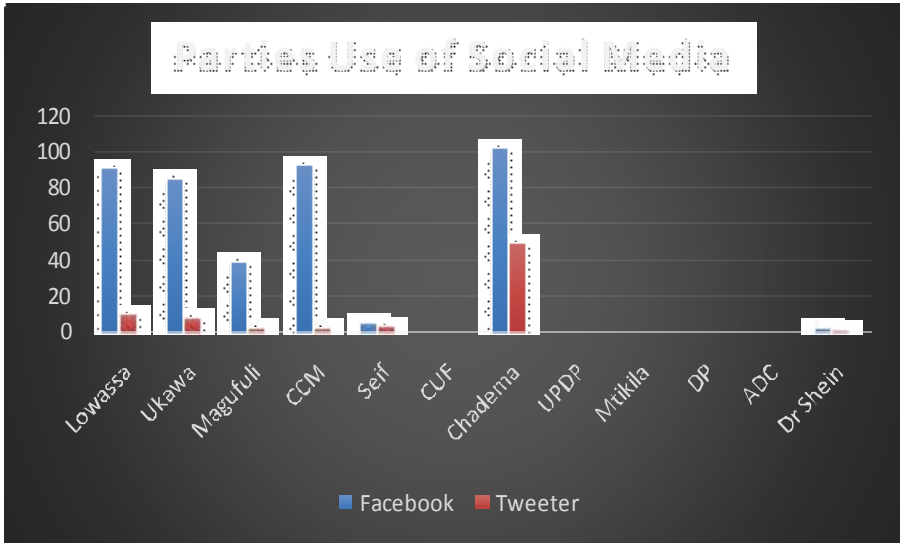
Media Tracking



Social media and elections

In this brief analysis we present how the media - particularly the social media - is being turned into a battle front for various political interests. Visual representations and text, Facebook posts and tweets, are more and more reflecting the use of social media for political communication. TEMCO monitoring has established the conviction by politicians and their supporters that they can win over the hearts and minds of voters and defeat their opponents by speaking positively of their preferred sides and negatively against the contending parties. As the election campaigns period is about to start, we see more posts and tweets on election than on any other issue.

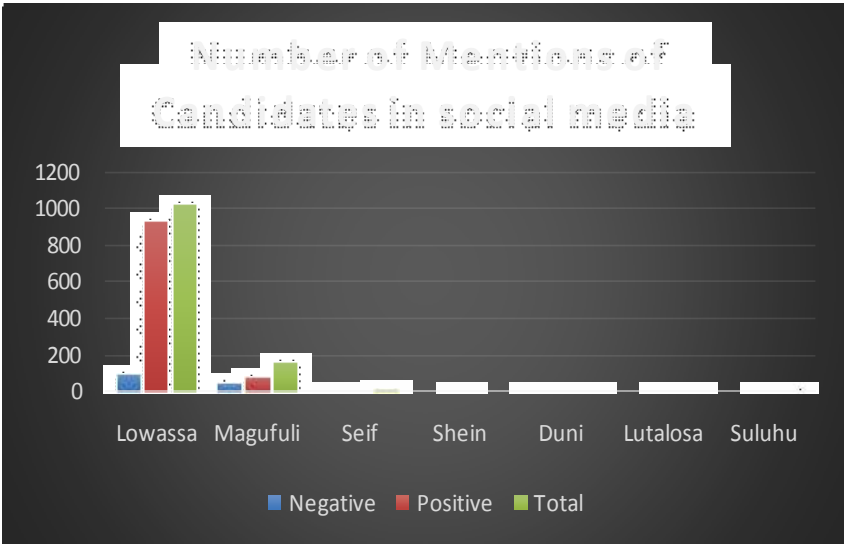
Political Parties in Social Media



This chart shows how political parties with presidential candidates and their supporters/ members use social media as a potential area for election campaigns and political communication. Edward Lowassa, the CHADEMA candidate, UKAWA and CHADEMA party put together have more accounts in Tweeter and more Facebook pages than the rest of the political parties and presidential candidates. Both CHADEMA and CCM have Facebook fan pages established by their members in the diaspora although CCM seems to be leading in this score with more of the diasporic representation in Facebook. CUF, UPDP, DP appear to have no supporters in the social media.

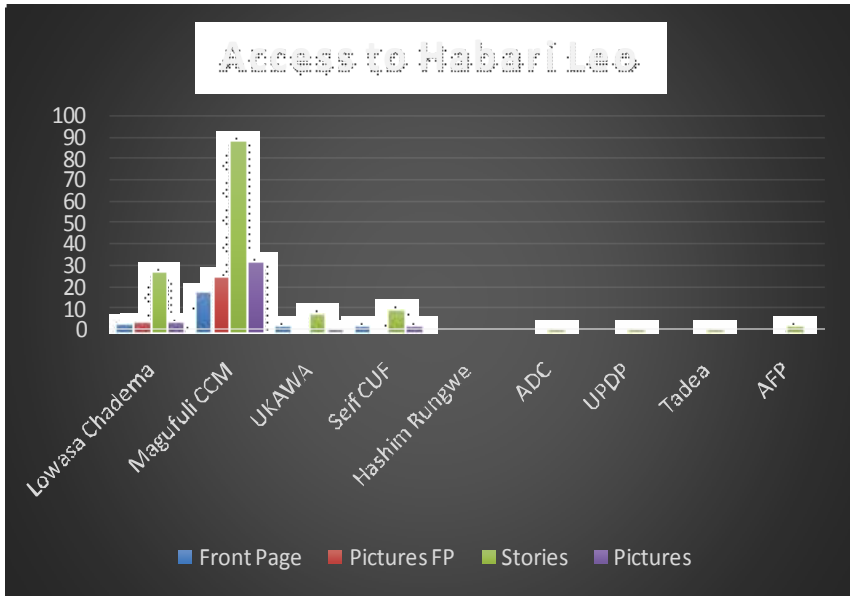
Comparative quantitative analysis of candidates

The monitoring of social media carried out a comparative quantitative analysis of mention of presidential contestants both in the Mainland and in Zanzibar. We did physical counting of the mentions and tallied them under positive or negative labels. This is a result of two weeks monitoring after the picking of presidential nomination forms from NEC. All political parties which had fielded presidential candidates were involved in the social media monitoring. The names of the candidates were used as codes. Pictures of candidates were used as well, and were read together with the posts to determine the intent of the subscriber as to vilify or promote the candidate. We wanted also to establish the total number of NEGATIVE or POSITIVE mentions each candidate received from Tweeter or



Facebook subscribers. What we see here is how fans or supporters are using the social media space to campaign for or against their preferred candidates. We read from this chart that Edward Lowassa got the highest positive mention compared with his nemesis from Chama Cha Mapinduzi, John Magufuli. This is an uncensored space which the general public can easily access and use to promote their candidates and register their feelings as far as politics are concerned.

Habari Leo Favouring CCM





It is obligatory according to the election laws in Tanzania that public media should fairly and equally represent and provide access to all political interests during elections. Contrary to this requirement, a two-month monitoring of the government run daily, shows that the ruling political party, CCM and its presidential candidate have far more access to the newspaper than other political parties put together. About eight articles from CUF, UKAWA and CHADEMA published on the front page of the newspaper during this period were representing them in a negative way. In contrast, CCM dominated the front page with articles and photographs in favour of the party. TEMCO recommends a reverse of this trend to allow for fair, objective and balanced reporting of election issues as it is run on public (Tanzanian tax payers) funds.

Preliminary Statement on BVR



The Deputy Head of TEMCO Election Observation Mission, Dr. Benson Bana, delivering the Interim Statement on the BVR to the Press, on his left are TEMCO ExCom members, Mr. Paul Chilewa (TEC), Ms. Gloria Mafole (CCT) and Admin. Assistant Shani Adam

TANZANIA ELECTION MONITORING COMMITTEE (TEMCO)



BIOMETRIC VOTER  
REGISTRATION (BVR) IN TANZANIA

INTERIM STATEMENT

BY

TEMCO ELECTION OBSERVATION TEAM  
AUGUST 15, 2015





List of Acronyms and Abbreviations

ACT-WAZALENDO	Alliance for Change and Transparency
BVR	Biometric Voter Registration
CCM	Chama Cha Mapinduzi
CHADEMA	Chama Cha Demokrasia na Maendeleo
CUF	Civic United Front
ID	Identity Card
LTOs	Long Term Observers
NCCR-MAGEUZI	National Convention for Constitutional Reforms
NEC	National Electoral Commission
NIDA	National Identification Authority
OMR	Optical Mark Recognition
OTEP	Observation of Tanzania Electoral Processes
PNVR	Permanent National Voter Register
REDET	Research and Education for Democracy in Tanzania
TEMCO	Tanzania Election Monitoring Committee
TLP	Tanzania Labour Party
UDP	United Democratic Party
UKAWA	Umoja wa Katiba ya Wananchi
USAID	United States Agency for International Development
VIC	Voter Identity Card



Members of the Press at TEMCO Press Conference



The Deputy Head of TEMCO Election Observation Mission, Dr. Benson Bana, delivering the Interim Statement on the BVR to the Press, on his left are TEMCO ExCom members, Mr. Paul Chilewa (TEC), Ms. Gloria Mafole (CCT)

1. Introduction

Tanzania Election Monitoring Committee (TEMCO) was accredited by the National Electoral Commission (NEC) of Tanzania to observe the country’s voter registration process, which was carried out from February 23<sup>rd</sup> 2015 to August 4<sup>th</sup>, 2015. For the first time in Tanzania Union elections, voter registration by way of updating the Permanent National Voter Register (PNVR) was carried out using the Biometric Voter Registration (BVR) technology instead of the Optical Mark Recognition (OMR) system which was previously used in 2004 to create the Permanent National Voter Register. Much as there was a consensus among electoral stakeholders in the country on the need for a credible and reliable voters’ roll (register), there was skepticism on the feasibility, capacity and readiness of government and NEC to produce the updated PNVR at the appropriate time for both the constitutional referendum initially planned to be held on 30<sup>th</sup> April, 2015 and the general elections in October, 2015.

TEMCO Election Observation Team, a domestic election observation group, started planning for the observation of the BVR process with effect from November 2014 after obtaining the required resources. A team of potential voter registration observers was constituted in December, 2014 from which 201 observes were trained for observing the BVR process, and out of the trainees, 180 were selected to serve as TEMCO’s long-term election observers (LTOs).

This interim statement is meant to provide initial assessment of the BVR process consonant with the findings of TEMCO Election Observation Team. The statement, which will be shared with government, NEC and other key stakeholders highlights the initial findings and recommendations, which aim to strengthen electoral institutions and improve the freeness, fairness as well as enhance the overall credibility and integrity of electoral processes in Tanzania and beyond. The statement highlights the team’s findings up to the completion of the BVR process in the electoral cycle countrywide but excludes the display exercise, which enables registered people to verify the register, file complaints and objections and other related post BVR episodes.



The statement has ten sections. Section one provides introductory remarks. Section two covers the political context and the environment within which the BVR process was carried out. Section three and four respectively address the methodology and approach as well as the legal and institutional regimes for the registration of voters in Tanzania. Issues related to the management of the BVR process are outlined in section five. Section six delves into voter education initiatives for the voters' registration process in the electoral cycle. Section seven focuses on the media coverage of the voter registration process. Section eight provides the major recommendations to government, NEC and key stakeholders. The overall assessment of the BVR process in light of TEMCO's observation findings is highlighted in section nine. The last section is an acknowledgement to different international and local stakeholders for making the observation of the BVR process possible. TEMCO will shortly produce a comprehensive final report to NEC and different stakeholders, setting out its findings on the entire BVR process and recommendations in greater detail.

## 2. Political Context and the BVR Environment

The constitution of the United Republic of Tanzania, (Article 74 (6) (a), empowers NEC to supervise and coordinate the registration of voters for general election. As such, the BVR process was carried out within the ambit of the law. The voter registration exercise was preceded by the Constituent Assembly which was established to make provisions for the new Constitution of the United Republic of Tanzania subject to a referendum. Although the Assembly was able to produce 'a proposed constitution', it left behind a divided nation and animosity among the key political actors, leading to the birth of the coalition for peoples' constitution, popularly known as UKAWA; an alliance of four major political parties opposing the proposed constitution. There are claims that the proposed constitution ignored the views of the people and lacked consensus, hence making its political legitimacy questionable. Moreover, the government wanted a constitutional referendum on 30<sup>th</sup> April, 2014 but NEC was not ready to hold a referendum without an updated PNVR.

On the overall political environment during the BVR process, the TEMCO team was heartened to note that the country remained generally peaceful, with political parties, candidates and the public demonstrating a high degree of political tolerance. This enabled citizens to enjoy the full range of civil liberties and freedoms enshrined in the Constitution during the BVR process.

## 3. Approach and Methodology

TEMCO deployed 163 LTOs to observe the voter registration process using the BVR system in 140 local government authorities. A total of 1,216 wards and 9,728 voter registration stations on Tanzania Mainland, and 11 districts, 88 Shehias and 704 registration centres in Zanzibar were involved. The voter registration process was observed in all local government authorities located in boarder regions, including Kagera, Kigoma, Katavi, Rukwa, Mbeya, Mtwara, Ruvuma, Tanga, Kilimanjaro, Arusha, Mara and all major towns. The observers were deployed to their respective duty stations for 21 days. Two sets of instruments were used to collect relevant information related to the BVR exercise. Consultations were held with NEC officers and staff. The Team also reviewed the Constitution, and legal and institutional frameworks governing voter registration in Tanzania as part of its methodology.

## 4. Legal and Institutional Regimes

Having critically reviewed the Constitution of the United Republic of Tanzania, as well as the National Elections Act, CAP 343 R.E. 2002 9 (as amended) which is the principal legislation governing the electoral processes in Tanzania, i.e. specifically focusing on Chapter Two (Parts I, II, III and IV, i.e. Sections 13 to 33), TEMCO Election Observation Team is satisfied that, generally, the electoral laws and institutional frameworks for voter registration in Tanzania are just and overall meet international standards and good practice for elections. However, the legislation does not provide for the registration of the diaspora. Moreover, in practice, the inmates serving less than six months sentences and people admitted in hospital for treatment during the period of voter registration are denied the opportunity to register as eligible voters. The law neither precludes nor disqualifies these two groups from registration but does not make any special accommodation to their circumstance.

## 5. Management of the BVR Process

TEMCO noted that NEC had the overall responsibility for managing the BVR process. Generally, the Commission and its staff at all levels executed their responsibilities with a sense of duty and professionalism. The Team was informed that the Government of the United Republic of Tanzania entirely financed the BVR operation and that the Commission pilot-tested the BVR kits in three constituencies, namely Kawe (Dar es Salaam Region), Kilombero in Morogoro and Mlele in Katavi before fully rolling them out in other places. The lessons learnt from the pilot-testing enabled NEC to identify and promptly address the hardware and software related problems as well any managerial pitfalls.

TEMCO Election Observation Team also noted that NEC has registered a total of 23,782,558 (99.6%) eligible voters out of the projected 23,913,184. It seems plausible to point out that a significant number of potentially eligible voters have been registered. The Team also noted that the government's National Identification Authority (NIDA) was registering people for the National Identity Cards (National IDs). The BVR observers also noted the presence of party agents in the BVR stations they observed, including CCM (98%), CHADEMA (94%), CUF (36%), NCCR-Mageuzi (12%), ACT-Wazalendo (10%), TLP (2%) and UDP (3%). Furthermore, TEMCO's findings reveal that of the 10,432 BVR centres that were observed, 8,398 (80.5%) were opened within the prescribed time whereas 2034 (19.5%) were opened after 8:00 a.m. for various reasons. Regarding the closing time, most of the centres (64%) closed the registration exercise on time, i.e. 6:00 p.m; there were 37 cases of late closing, i.e. after 6:00 p.m. Notwithstanding the absence of police officers in many BVR stations, almost in all places where TEMCO deployed observers, there were no signs of intimidation, harassment, disruption or obstruction of the BVR process. The local leaders were to a large extent able to regulate the flow of people into the registration stations and ensured that the queues remained orderly.

The Team noted that NEC was to some extent under-resourced, the Commission did not get adequate funds to buy the required number of BVR kits in good time. The disbursement of funds from the government to the Commission was to a certain extent erratic, affecting adversely the procurement plan. Initially, NEC had planned to use about 15,000 kits; the number was later reduced to 10,400 and ultimately to 8,000 for the registration of about 24 million eligible voters from February to mid-July 2015, spending a total of 163 days on the exercise. TEMCO also noted that the BVR kit operators and registration clerks were not adequately remunerated. While NEC had a comprehensive programme setting the timelines for voter registration country-wide, this was not adhered to. TEMCO also noted and was heartened by NEC's decision to postpone the Constitutional Referendum which the government had announced would be held on 30<sup>th</sup> April, 2015. NEC, which is mandated to manage the referendum, held and affirmed its position that the referendum could not be held without an updated PNVR. This decision attested or affirmed and demonstrated the relative independence of NEC.

The Team was disappointed to note that there were many cases of fraudulent registration of illegal immigrants and non-citizens particularly in the border regions, contrary to the legislation governing the registration of voters in Tanzania. Unfortunately, NEC did not have mechanisms and systems for identifying or verifying people's citizenship, identity or chronological age before registering them. NEC did not require individuals to show evidence of eligibility to register by providing a birth certificate, baptismal card, a driver's license, a national health insurance card, or a national ID card. In some stations, the old voting cards, for those who displayed them, were confiscated by the registration clerks.

Further, TEMCO Election Observation Team noted that while NEC has a website and Facebook accounts which are useful tools for disseminating useful information to electoral stakeholders and the public, important information had not been uploaded onto the website at beginning of the BVR process and the website was not accessible until in the middle of the voter registration process. Moreover, NEC did not establish clear procedures or guidelines for the accreditation of observers. A document outlining the process and requirements for accreditation was not produced and forms required for accreditation were not posted on NEC's website. Consequently, TEMCO observers were deployed in the field without identification cards from NEC. TEMCO



observers rated the performance of BVR staff in 10,432 centres where they observed as very good (97%). Furthermore, TEMCO observers noted that the BVR process was carried out during the time when students in Dar es Salaam based colleges and universities were continuing with their academic sessions. The higher learning institutions were closed for vacation when most regions from where the majority of students originate had completed the BVR process. In such a situation it is very likely that many students did not register, and they are likely to be disenfranchised.

## 6. Voter Education for BVR

NEC has a constitutional mandate to provide voter education and to supervise and/or coordinate other institutions or persons providing voter education. The findings of TEMCO Election Observation Team show that voter education for the BVR process was scanty, under-funded, uncoordinated and patchy. The BVR observers noted that information on voter registration was scanty and inadequate in the areas where they were deployed; however, some institutions were noted to have disseminated knowledge on the voter registration process as follows: NEC (55%), political parties (33.5), media (5.3%), Faith Based Organisations (3.6%) and Civil Society Organisations (2%). The main methods and strategies they used were posters, public address systems using vehicles (NEC); public meetings (political parties), posters, public address systems using vehicles (NEC); and preaching in places of worship (FBOs). The observers found minimal involvement of political parties and civil society organisations in disseminating voter education. In addition, information related to the BVR process was more disseminated in urban centres than in the rural areas where most people live.

TEMCO noted that there was a significant number of people who required assistance to fill the registration form, including putting a signature. These were not able to read letters of the alphabet, including NEC leaflets and posters which had instructions for the BVR process. This situation indicated growing levels of illiteracy among the people especially in rural localities. Moreover, the observers pointed out that in some areas there were deliberate distortions or misconceptions regarding the objective of the BVR exercise. For instance, in Lindi some people thought that people whose finger prints could not be successfully scanned on a BVR scanner were witches and witchdoctors. In Geita and Simiyu regions, some people thought that the BVR exercise was intended to capture the killers of people living with albinism, whereas in Tunduru there were people who claimed that BVR kits were also being used to test for HIV/AIDS. Such misconceptions could be attributed to prevailing ignorance emanating from superstitious beliefs, old-valued beliefs and custom. It was also noted that many people, particularly in boarder regions, did not understand BVR instructions in Kiswahili. This was phenomenal in Mpanda, Misenye, Kyerwa, Karagwe, Msalala, Maswa, Mbogwe, Nyangh'wale district councils.

TEMCO commends NEC as well as the political parties, particularly CHADEMA, CCM and CUF, and to some extent a few CSOs and the media, for their efforts to sensitise and emancipate the people to participate in the BVR exercise. Generally, they played a big and supportive role in the voter registration process.

## 7. Media Coverage of Voters' Registration

Media coverage of elections in Tanzania is guided by the general professional ethics and by the guidelines on elections coverage developed by the Media Council of Tanzania. Apart from the National Elections Act (2010) which has provisions on fair, ethical and responsible coverage of elections, several laws are in place restricting, moderating or directing the media on how to carefully handle information to avoid breaching national security, misinforming voters, or biased reportage.

TEMCO's media monitoring involved print, broadcast and social media, particularly Tweeter, Facebook, blogs and Instagram. Knowing that it is a very crucial element in democratic elections, TEMCO monitored media's coverage of the voters' registration process. The aim was to establish the amount of salience voters registration was accorded, in terms of actual coverage and management of discourses resulting from the process, particularly on the newly introduced BVR process. TEMCO sought to find out if the media adequately covered the process and whether the coverage was in a fair and balanced manner which helped to inform or mobilise more people to register. TEMCO's media monitoring started from January 2015 and it is still ongoing.

It is worth noting that the mass media and members of the social media saw voter registration and proper management of the voters register as a precondition for credible elections, notwithstanding their acrimonious and inconsistent engagement with the issue. Print media coverage of voter registration has been perennially lower compared with other electoral issues. Voters registration constituted only 13% of the total of items regarding elections (which were 22.5% of the total items of the hard news). The BVR items were only 3.0% of the total hard news coverage.

The coverage was inconsistent and in favour of urban centres where the media was concentrated. Dar es Salaam, Dodoma, Mwanza and Arusha, therefore, got higher attention. Generally, voters registration and related issues got less than 10% of the attention of each print media monitored. Qualitatively, the majority of the reports represented the voters registration process as full of shortcomings, with the National Election Commission continuously attacked in news items, political cartoons, editorial and opinion articles for administrative inadequacy and unpreparedness. The majority of media practitioners did not consult NEC before publishing these articles. Moreover, it seems they were not giving NEC or other relevant officials the right to reply. Visual representations of BVR, through photographs and cartoons were at times malicious and slanderous. Cartoons portrayed NEC as disorganised and suspect, allegedly colluding with CCM and government to spoil the elections.

### 7.1 Voters Registration in Social Media

The social media community showed little interest in the voters registration process until it reached Dar es Salaam when more posts on the issue were uploaded on Facebook and Tweeter. The reason for this is low internet connectivity in upcountry centres where the BVR exercise was taking place, lack of access to quality smart phones, but also due to low knowledge base among up-country people on the use of social media as an instantaneous communication facility.

### 7.2 Broadcast Media and BVR

The state of coverage of the BVR process by the sampled broadcast media - radio and television - did not differ much from that of the print media. Due to low presence of reporters in various parts of the country, and concentration of the broadcast media in urban centres, particularly Dar es Salaam, Arusha, Mbeya, and Mwanza, most of the reports thus were not from far afield. Their bulletin items on BVR depended on statements by politicians and those of NEC officers as main sources, with event-related stories on crises and failures getting higher attention. Only the East Africa Television and East Africa Radio, Clouds and TBC Taifa radio stations demonstrated a commendable effort to mobilise voters to register by insisting that citizens, particularly the youth, should go for registration. The named media also provided voter education.

## 8. Conclusion and recommendations

### 8.1 Conclusion

Overall, the voter registration process using the biometric technology was conducted smoothly within the ambit of the legislation governing electoral processes in Tanzania. However, there were very few irregularities and managerial hitches which did not adversely affect the quality and integrity of the BVR process in any significant ways. Media coverage of voters registration and related issues fell far from expectations as the focus was more on failure of the process. The coverage ignored rural areas and failed to provide civic education. There was low coverage of BVR on social media, which can be attributed more to individual subscribers self-awareness, and influence of the fluid political situations. It is not obligatory for social media users to upload posts on an issue for there is not a code of conduct enforcing users to post or discuss political issues like voters registration, as it is the case with mainstream print and broadcast media outlets.

TEMCO commends the Government of the United Republic of Tanzania for meeting the cost of the BVR, which is a step forward towards reducing dependency. Furthermore, the decision of the government to undertake a due diligence process before making concrete final decision on the appropriate number of BVR kits that actually NEC required to procure for updating the PNVR is commendable. A lot of tax-payers money was



saved. TEMCO also commends NEC for taking a bold decision to shift from the Optical Mark Recognition system in voter registration to Biometric Voter Registration technology, with an inbuilt mechanism for detecting and removing multiple registrations from the PNVR. Use of new technology will ensure that a more comprehensive, accurate and reliable national voters roll for elections is in place. Moreover, the Team commends NEC for executing its mandate properly and professionally notwithstanding the financial resources and time constraints that to some extent undermined its efficiency and effectiveness.

Overall, TEMCO would like to commend NEC personnel for discharging their BVR tasks and duties extremely well. The Team was impressed by the registration rate which in many areas surpassed the official projection by the National Bureau of Statistics (NBS). The observers noted with pleasure NEC's commitment and resolve to ensure that all potentially eligible voters were given a chance to access the BVR process. In some areas, NEC extended the registration period from one to four days. TEMCO commends NEC for showing flexibility in the management of the voter registration process. In addition, TEMCO commends all election stakeholders for supporting NEC in different ways to successfully implement the BVR process. Finally, the Team commends all political parties which deployed agents in BVR stations. The party agents, to some extent, helped to identify people who did not qualify to register as voters. TEMCO commends law and order enforcement organs as well as the people for preserving peace during the BVR process. Generally, the people exercised their right to register for elections in a peaceful and orderly manner.

TEMCO Election Observation Team commends all potential eligible voters for turning out in big numbers to register and the public in its entirety for supporting the BVR process. This demonstrated increased levels of political competence and awareness of civic and political rights among the citizenry. The Team encourages all registered voters to verify their particulars at the specified locations in their areas as well as to keep safe their voter IDs ready for using them to vote on the Election Day, i.e. 25<sup>th</sup> October, 2015.

TEMCO commends the government for making funds available to update the PNVR despite a large number of competing priorities. TEMCO commends NEC for effective management of the voter registration process notwithstanding a number of constraints related to resources, time and enormous pressures exerted on it by some political parties. NEC is also commended for its decision to infuse biometric technology in voter registration which eliminates multiple registration practices and enhances the credibility of the voter roll. Moreover, TEMCO commends the media, civil society organisations, faith based organisations and domestic election observation groups for supporting the BVR process in different ways.

## 8.2 Recommendations

While the TEMCO Election Observation Team is aware of the fact that at the moment the voter verification and data cleaning processes are being undertaken by the registered voters and NEC, it wishes to make the following preliminary recommendations based on the aforementioned observations for future improvement of the voter registration processes in Tanzania.

### 8.2.1 Government

The Government of the United Republic of Tanzania should consider taking measures that would lead to the following:

- i. Amendments on the constitution and the legislation governing the electoral processes in order to ensure that all Tanzanians who meet voting qualifications are admitted into the PNVR to allow them to vote in elections. At the moment the diaspora community and inmates serving less than a six-month sentence are unnecessarily disenfranchised, defeating the principle of universal suffrage.
- ii. Ensuring allocation of adequate financial resources and disbursement of the same at an appropriate time in order to ensure the smooth-running of the voter registration process and other processes of significant national importance.
- iii. Taking measures that would ensure that processes which are somewhat similar run concurrently utilising the same equipment and/or related technology in order to avoid duplication and overlap for efficient

utilisation of human and financial resources as well as attaining synergy. TEMCO believes that the National IDs process being undertaken by NIDA and the BVR process under NEC could have been merged/run concurrently/simultaneously. Alternatively, the National ID could also be used as Voter ID.

- iv. Configuration of the BVR kits for use by the National IDs project being undertaken by the National Identification Authority (NIDA) in order to increase the implementation pace of the project.
- v. Reinvigoration of the adult education campaign in order to facilitate teaching and learning of functional literacy competencies, including reading and writing the letters of the alphabet as well as post-literacy classes to enable people acquire and retain literacy skills.
- vi. Formulation and implementation of a comprehensive national civic education strategy to which voter education is part. The strategy would, among others, rationalise the learning package (curriculum) and teaching and learning approach and methodology. In addition it should specify issues related to the providers, funding and measures for quality assurance.
- vii. Integration of different information systems, including the National IDs, Passports, Driving Licenses, National Health Insurance Cards, etc. in order to ensure that they talk to each other and information is shared without compromising the confidentiality principle and rights of a person as defined in relevant laws.

### 8.2.2 National Electoral Commission

TEMCO Election Observation Team recommends that:

- i. In undertaking future voter registration processes, potential voters should be required to show evidence of eligibility to register by providing documents such as Birth Certificate, Baptismal Card, Driver's License, National Health Insurance Card, National ID Card, etc. This measure will help to deter ineligible persons, including non-citizens, illegal immigrants and the under aged boys and girls to register in the PNVR.
- ii. NEC should develop a comprehensive communication strategy to facilitate effective communication and dissemination of electoral information to stakeholders and the public in its entirety. The strategy should enable regular updating of NEC's website and ensure that press conferences are held at least weekly to update the public on matters related to elections. This strategy would help NEC prevent spoilers, distortions and rumours.
- iii. Taking into account the fact that the BVR process has been completed and, consequently, the PNVR will be ready soon, NEC should announce the date for the Constitutional Referendum and should consider the possibility of holding the Referendum together with the general elections on October 25, 2015, in order to use tax payers' money efficiently and effectively.
- iv. NEC should aim at strengthening continuously the good practices and strategies which lead to efficiency and effectiveness in the management of the BVR process, and use the same in the management of the 2015 general elections.
- v. The Commission should ensure that PNVR is protected and updated annually for the purpose of allowing new voters to participate in all elections, including local government elections, by-election, referenda and general elections but also to weed out the deceased and all voters who have lost the qualifications to participate in elections. The updating of the PNVR could be undertaken at the ward level.
- vi. The Electoral Management Body (EMB) should ensure that after the data cleaning process, a comprehensive PNVR data set is produced in a disaggregated manner, showing registration trends across a number of variables such as gender (sex), age, employment status, etc. The statistical data should be accessible and uploaded onto the NEC website for easy access by different stakeholders.
- vii. The working relationship between Zanzibar Electoral Commission (ZEC) and NEC should be strengthened to ensure congruency in the decisions that are made by the two election management bodies in the United Republic of Tanzania.
- viii. NEC should take appropriate measures to ensure that students in higher learning institutions who did not register due to genuine and acceptable reasons are not disenfranchised.



### 8.2.3 Other Electoral Stakeholders

Election stakeholders are many and their heterogeneous. TEMCO Election Observation Team recommends to the electoral stakeholders, including the potential eligible voters, the following:

- i. They should ensure that they preserve and protect the Voter Identity Card (VIC), making sure that it is not dented, spoiled, stolen and/or lost or rather taken from them unscrupulously.
- ii. They should ensure that they turn out to exercise their right to vote using the Voter ID card on the Election Day.
- iii. Stakeholders, including political parties, pressure groups and interest groups are advised to progressively build a culture of trust in government institutions and officials who are mandated to oversee the implementation of electoral processes.

### 8.2.4 The Media on the BVR Process

It is important, in future, for NEC to offer instructions to the media earlier on, so that electoral issues are elevated on media news budgeting. NEC can establish social media accounts through which they can highlight issues that people need to know or learn about elections in general. NEC can train a specialised team of journalists who will be relied upon for accurate and consistent reportage on BVR; this training must start with meetings with editors who do the gate keeping.

## 9. Temco's Overall Assessment of the 2015 BVR Process

Based on its overall findings of the BVR process up to this point of the election cycle, the election observation team is satisfied that there was a conducive and peaceful environment in which voter registration was conducted. Tanzanians were accorded the opportunity to participate in the BVR process freely, notwithstanding the observed shortcomings mentioned in this interim statement.

TEMCO Election Observation Team is therefore of the view that the process of updating the Permanent National Voter Register (PNVR) up to this point is, on the whole, credible.

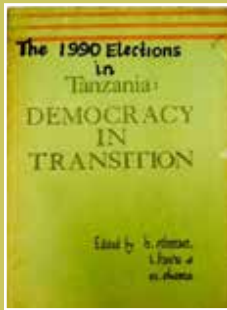
Accordingly, TEMCO declares the BVR process as having been accessible, free, fair, transparent, credible and democratic. As stated earlier, TEMCO will continue to observe the election processes, including the pre-election day and post-election processes, including the final declaration of results and post-election developments. All such observations will be included in TEMCO's final report.

## 10. Acknowledgements

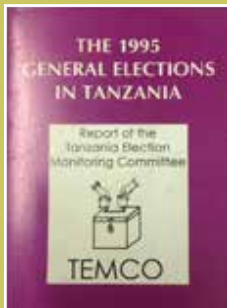
On behalf of the 162 civil society organisations constituting the Tanzania Election Monitoring Committee (TEMCO), the leadership of REDET, the lead agency of TEMCO is sincerely grateful to the American people through USAID for supporting the Observation of Tanzania Electoral Processes (OTEP) programme, including the Biometric Voter Registration (BVR) process. TEMCO leadership acknowledges with appreciation the sense of dedication and commitment that the LTOs demonstrated in executing the duties and responsibilities during the observation of the BVR process. The leadership also extends its appreciation to NEC leadership and staff at the headquarters and in Local Government Authorities (LGAs), specifically the BVR operators and registration clerks as well as agents of political parties in BVR stations for their cooperation and support.



# TEMCO's Reports 1990- 2010



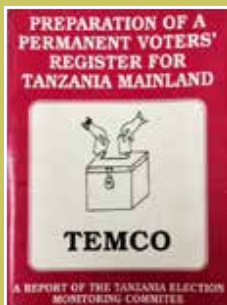
*The 1990 Elections in Tanzania:  
Democracy in Transition*



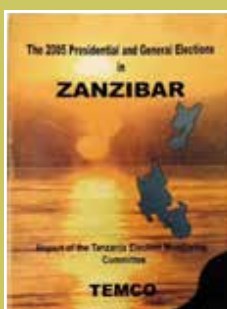
*The 1995 General Elections in Tanzania*



*The 2000 General Elections in Tanzania*



*Preparation of a Permanent Voters  
Register for Tanzania Mainland*



*The 2005 Presidential and General Elections in Zanzibar*



*The Elections in Tanzania  
Report of the Tanzania Election Monitoring Committee*



*The 2010 Tanzania General Elections,  
Report of the Tanzania Election Monitoring committee*



*The 2010 Zanzibar Referendum  
Report of the Election Monitoring Committee*



*Uchaguzi Mkuu wa Tanzania 2010,  
Ripoti ya Kamati ya Uchaguzi wa Uchaguzi*