

**ELECTORAL COMMISSION**  
**AMENDED STRATEGIC**  
**PLAN**  
**2020–2025**

# FOREWORD



*Chairperson: Glen Mashinini*

This document describes the Electoral Commission's strategic goals for the years 2020 to 2025. The Commission has taken overall responsibility for developing strategic priorities for the five-year period covered in this Strategic Plan.

The Electoral Commission is a constitutional institution reporting directly to Parliament. In line with its mandate, the Electoral Commission manages the national, provincial and municipal elections, ensures that those elections are free and fair, and declares the results within a prescribed period.

The Electoral Commission was established in terms of the Electoral Commission Act, Act No. 51 of 1996, which sets out the composition, powers, functions and duties of the Electoral Commission.

The Commission aims to continuously entrench the Electoral Commission as the focal point in the delivery of cost-effective, free and fair elections. This is not only the core of its constitutional mandate, but also an important factor in its interaction with other Chapter 9 and associated institutions, and other election management bodies.

The Commission endorses this Strategic Plan and commits to ensuring its implementation.

A handwritten signature in black ink, reading 'Glen Mashinini', with a horizontal line underneath.


**Mr Glen Mashinini**  
**Chairperson: Electoral Commission**

# OFFICIAL SIGN-OFF


It is hereby certified that this Strategic Plan:

- was developed by the management of the Electoral Commission under the guidance of the Commission;
- takes into account all the relevant policies, legislation and other mandates for which the Electoral Commission is responsible; and
- accurately reflects the strategic outcome-oriented goals and objectives that the Electoral Commission will endeavour to achieve over the period 2020–2025.

**Dawn Mbatha CA(SA)**  
**Chief Financial Officer**


**Signature:**  \_\_\_\_\_

**Sy Mamabolo**  
**Chief Electoral Officer**

**Signature:**  \_\_\_\_\_

It is hereby certified that this Strategic Plan was approved by the Commission.

**Glen Mashinini**  
**Chairperson:**  
**Electoral**  
**Commission**

**Signature:**  \_\_\_\_\_

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# PART A: OUR MANDATE

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## 1. Constitutional mandate

In terms of Section 190 of the Constitution of the Republic of South Africa, Act No. 108 of 1996, the Electoral Commission must:

- (a) manage elections of national, provincial and municipal legislative bodies in accordance with national legislation;
- (b) ensure that those elections are free and fair; and
- (c) declare the results of those elections within a period that is prescribed by national legislation and that is as short as reasonably possible.

## 2. Legislative and policy mandates

### 2.1 Legislative mandates

#### Electoral Commission Act

The Electoral Commission Act, Act No. 51 of 1996, makes provision for the establishment and composition of the Electoral Commission and for the establishment, powers, duties and functions of the Electoral Commission.

The duties and functions of the Electoral Commission are defined in section 5 of the Electoral Commission Act of 1996. These include to:

- (a) manage any election;
- (b) ensure that any election is free and fair;
- (c) promote conditions conducive to free and fair elections;
- (d) promote knowledge of sound and democratic electoral processes;
- (e) compile and maintain a voters' roll by means of a system of registering eligible voters by utilising data available from government sources and information furnished by voters;
- (f) compile and maintain a register of parties;
- (g) establish and maintain liaison and cooperation with parties;
- (h) undertake and promote research into electoral matters;
- (i) develop and promote the development of electoral expertise and technology in all spheres of government;
- (j) continuously review electoral legislation and proposed electoral legislation, and make recommendations in connection therewith;
- (k) promote voter education;
- (l) promote cooperation with and between persons, institutions, governments and administrations for the achievement of its objects;

- (m) declare the results of elections for national, provincial and municipal legislative bodies within seven days after such elections;
- (n) adjudicate disputes that may arise from the organisation, administration or conducting of elections and that are of an administrative nature; and
- (o) appoint appropriate public administrations in any sphere of government to conduct elections when necessary.

Other key pieces of legislation that govern elections in South Africa include the following:

#### Electoral Act, Act No. 73 of 1998, and Local Government: Municipal Electoral Act, Act No. 27 of 2000

These Acts regulate all aspects relating to the conducting of national, provincial and municipal elections, including providing for an Electoral Code of Conduct, which is aimed at creating a climate that is conducive to free and fair elections.

#### Local Government: Municipal Structures Act, Act No. 117 of 1998

This Act provides for the establishment of municipalities of different categories and types, and provides for appropriate electoral systems for the election of office-bearers.

#### The Political Party Funding Act, Act No. 6 of 2018

The Political Party Funding Act provides legislation for three key areas:

- (a) The annual disbursement of public money to political parties represented in national and provincial legislatures through the Represented Political Parties Fund (RPPF).
- (b) The establishment of a new Multiparty Democracy Fund (MPDF), which will accept private donations and disburse these to political parties represented in national and provincial legislatures.
- (c) The regulation of private funding (donations) to political parties, including requiring disclosure of all donations above an annual threshold by political parties and donors, and imposing certain restrictions on the source and use of such donations.

The Political Party Funding Act was assented to by the President in January 2019 and is due to be implemented in a phased approach over the next two to three years with provisions only commencing once the necessary regulations, capacity and systems are in place

## 2.2 Policy mandates

The Electoral Commission undertakes its work within the Republic of South Africa independently, but the Department of International Relations and Cooperation (DIRCO) often requests assistance with the implementation of its foreign policy by undertaking technical electoral assistance to other countries. Where this happens, funding and permission are sought and obtained from the government of the Republic of South Africa. The Electoral Commission also assists other state bodies (e.g. traditional councils), as well as civil society and community organisations (e.g. workers' unions), to run their elections.

## 3. Institutional policies and strategies over the five-year planning period

In line with policy initiatives proposed in the previous Strategic Plan, the Electoral Commission will do the following:

- (a) Enhance the voter registration process to include providing for online registration and updating registration particulars to allow for a more accessible, efficient, accurate and cost-effective registration process. Electronic registration will serve to encourage a larger number of registrations by under-registered categories of potential voters, especially young persons.
- (b) Enhance the integrity and security of the registration and voting process through the development and implementation of a new generation of electronic registration devices and a live voting management tool that will allow for voter registrations "in the field", as well as online geo-coding and the mapping of voter addresses. This will also link voters at voting stations to the voters' roll to prevent multiple voting.
- (c) Capitalise on advances in technology to expand the electronic service offering to political parties and voters, thereby streamlining and simplifying accessibility and interactions, including the provision of online candidate nominations, party registrations, party funding disclosures, applications for special votes and exploring opportunities for e-voting.
- (d) Propose legislative amendments to the Municipal Electoral Act and the Electoral Act before the next municipal, national and provincial elections to further enhance the integrity of the electoral process. This includes defining a specific period in the election timetable for objections to the voters' roll to minimise challenges to the outcome of elections based on deficiencies in the voters' roll.
- (e) Conduct research into voter perceptions regarding various aspects of the electoral process to help identify reasons for declining voter registration and participation in South Africa with a view to developing mitigation strategies, including through education and communication campaigns.
- (f) Expand the reach and effectiveness of communication and civic education campaigns aimed at all stakeholders. This includes the utilisation of technology (especially social media and other online opportunities), partnerships, donor and sponsorship opportunities, where possible, to help mitigate the resource constraints facing the organisation.
- (g) Develop and implement online training programmes to enhance the accessibility, effectiveness and cost-efficiency of training election officials and other stakeholders in the electoral process (including party agents).

## 4. Relevant court rulings

### 4.1 Constitutional Court ruling on addresses

The ruling by the Constitutional Court in June 2016 (Electoral Commission v Mhlope and Others) continues to have a very significant impact on the operational and strategic imperatives for the period covered by this Strategic Plan. These are that the Electoral Commission must:

- (a) by 30 June 2018, have obtained and recorded on the national common voters' roll all addresses of voters that were reasonably available as at 17 December 2003; and
- (b) obtain and record all available addresses on the voters' roll for the relevant ward segments of the voters' roll for purposes of municipal by-elections.

These orders of the court have major implications for the current work and resources of the Electoral Commission, which require significant additional address harvesting and capture initiatives to meet the requirements and deadlines set by the court.

In May 2018, the Electoral Commission applied to the Constitutional Court for an extension of the 30 June 2018 deadline. The court handed down judgment on the extension application on 22 November 2018.

The extension of the suspension of the declaration of invalidity was granted until 30 November 2019. However the suspension is subject to a number of conditions:

- (a) The Electoral Commission must, by 30 November 2019, have obtained and recorded all addresses on the national common voters' roll that are reasonably available.
- (b) The Electoral Commission must furnish reports every two months, from 31 January 2019 until 30 September 2019. Such reports must set out the number of outstanding addresses and the steps taken to obtain those addresses.



Furthermore, the reports must set out clearly which voters do not have addresses, and which voters have incomplete addresses.

- (c) Any party was granted leave to approach the court on new or supplemented papers to re-set the matter for argument if good cause is indicated.

#### 4.2

Pending the Constitutional Court ruling on whether independent candidates should be allowed to participate in national and provincial elections, the Constitutional Court is expected to deliver judgment soon on the constitutionality of the Electoral Act insofar as it does not currently allow independent candidates to participate in national and provincial elections. The ruling may result in amendments to the electoral system.





# PART B: OUR STRATEGIC FOCUS

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## 5. Vision

To be a pre-eminent leader in electoral democracy.

## 6. Mission

The Electoral Commission is an independent constitutional body, which manages elections of legislative bodies and ensures that those elections are free and fair through the participation of citizens, political parties and civil society in order to strengthen electoral democracy.

## 7. Values

To enable the Electoral Commission to serve the needs of all stakeholders, including the electorate, political parties and candidates, permanent and temporary staff, the media, civil society and others, the organisation subscribes to the following organisational values:

- (a) **Impartiality** – to act free of favour
- (b) **Integrity** – the quality of being honest and having strong moral principles
- (c) **Accountability** – to take responsibility for one's actions
- (d) **Transparency** – to invite trust by revealing that one has nothing to hide
- (e) **Responsiveness** – the quality of reacting quickly and positively

## 8. Situational analysis

### 8.1 External environment analysis

#### The strategic focus of the Electoral Commission over the planning period

Over the five-year planning period and in adherence to our constitutional mandate, the strategic focus of the Electoral Commission will be the management and delivery of the 2021 Local Government Elections (LGE), the 2024 National and Provincial Elections (NPE), and to ensure that both those elections are free, fair and credible.

Political and organisational maturity among registered political parties has greatly advanced since South Africa's first democratic elections in 1994.

Political parties and the public's expectations of an electoral administration have also changed significantly in this time. In response, the administration of elections has also become more structured and efficient since 1994.

Although the Electoral Commission, as an organisation, has distinguished itself over the years and has constantly improved on the service and facilities it offers to all its stakeholders, the political and macro-social environment in which it operates have changed drastically.

Citizens have become more assertive regarding the provision of services and basic human rights issues, and are ready to take action for a better communal environment.

This changed environment impacts on the work of the Electoral Commission, and it is appropriate for the Commission to once again reflect on its legal mandate, obligations and strategic priorities.

Key priorities during this period will be to:

- (a) strengthen the regulatory space in relation to the requirements for electoral participation;
- (b) place South Africa's electoral democracy on the cutting edge of digital innovation with a view to increased voter convenience;
- (c) increase public confidence in electoral outcomes;
- (d) work with partners in electoral democracy to increase voter participation, especially among the youth;
- (e) anticipate and provide advice in relation to the national policy debate on the electoral system; and
- (f) assess the viability of composite elections in the Republic.

#### Recent statistics relevant to the Electoral Commission

Despite a steady increase in the number of registered voters between 1999 and 2019 (an increase of 8.58 million or 47%), voter participation in the NPE has waned over the same period with voter turnout declining from 89.3% in 1999 to 65.34% in 2019. The decline in participation and registration as a percentage of the eligible population is one of the key indicators of the change in the political and macro-social environment in which the Electoral Commission operates, and is a cause of deep concern for all stakeholders in electoral democracy. Participation is a key factor in the credibility of election outcomes, and diminishing participation signals declining trust in the political and electoral system. This is borne out by market research, and political and academic analysis, which identifies a high level of dissatisfaction in the current political environment and choices of voters, especially among the youth. South Africa, while still enjoying relatively high registration and participation levels for a country with voluntary participation, is not alone in witnessing this decline, which is mirrored in many parts of the world.

Supported by its own and other relevant research, the Electoral Commission will work with international organisations, other electoral management bodies, political parties, academics, civil society and other stakeholders to identify opportunities to jointly address this trend, including through communication and education initiatives. However, the factors influencing voter participation are varied and highly complex, and may require significant changes to the socio-economic and political climate.

#### Voter turnout in the elections since 1994

	1994 NPE	1999 NPE	2004 NPE	2009 NPE	2014 NPE	*2016 LGE	2019 NPE
Registered voters		18 172 751	20 674 926	23 181 997	25 388 082	26 333 353	26 756 649
Ballots cast	19 533 498	16 228 462	15 863 558	17 919 966	18 654 771	15 290 820 voters voted and cast 39 236 786 ballots	17 671 616
Voter turnout		89.30%	76.73%	77.30%	73.5%	57.97%	65.34%
Valid ballots	19 340 417	15 977 142	15 612 671	17 680 729	18 402 497	38 517 983	17 436 144
Spoilt ballots	193 081	251 320	250 887	239 237	252 274	718 803	235 472
Percentage of spoilt ballots	0.99%	1.55%	1.58%	1.34%	1.4%	1.83%	1.27%
Overseas votes cast	Not available	2 206	1 568	9 857	18 446	Not applicable	19 909
Special votes cast	Not available	31 950	651 438	743 609	324 909	402 322	570 673
Number of missions involved	Not available	89	105	123	123	Not applicable	125

\*Voter turnout in the LGE is traditionally much lower than in the NPE. The low turnout in LGE 2016 poses a challenge to the Electoral Commission to enhance its voter education and communication programmes leading up to LGE 2021 to facilitate a higher turnout.

#### The medium- and long-term policy environment

The following constitutional, legal and regulatory matters are likely to evolve over the planning period:

amendment process. Depending on the outcome and possible amendments, any changes are likely to have significant financial and operational implications for the organisation.

##### (a) Potential changes to the electoral system

Possible amendments to the electoral system, including the possibility of a constituency element and/or independent candidates, are likely to form part of the public discourse over the planning period.

This issue stems, in part, from work of the High-level Panel appointed by Parliament, which recommended the consideration of changes to the electoral system, as well as the current case being considered by the Constitutional Court. The court is expected to deliver judgment soon on the constitutionality of the Electoral Act insofar as it does not currently allow independent candidates to participate in national and provincial elections. A ruling that provides for the participation of independent candidates will necessarily require amendments to the electoral legislation and considerable changes to the electoral process. While Parliament is responsible for legislation, the Electoral Commission will be required to provide expert advice and technical assistance in any legislative

##### (b) Composite elections debate

The debate about the benefits and challenges of combining national, provincial and municipal elections in future is likely to intensify over the planning period, driven in a large measure by the deteriorating economic environment and challenging fiscal constraints. While, once again, such decisions on amendments to the electoral process are in the realm of Parliament and policy makers, the Electoral Commission will need to play a central role in providing inputs into these debates, including about the possible economic and fiscal benefits of composite elections to the country and to political parties, the human impact on voters, election officials, party agents and all those involved in the process, and international best practice and experience.

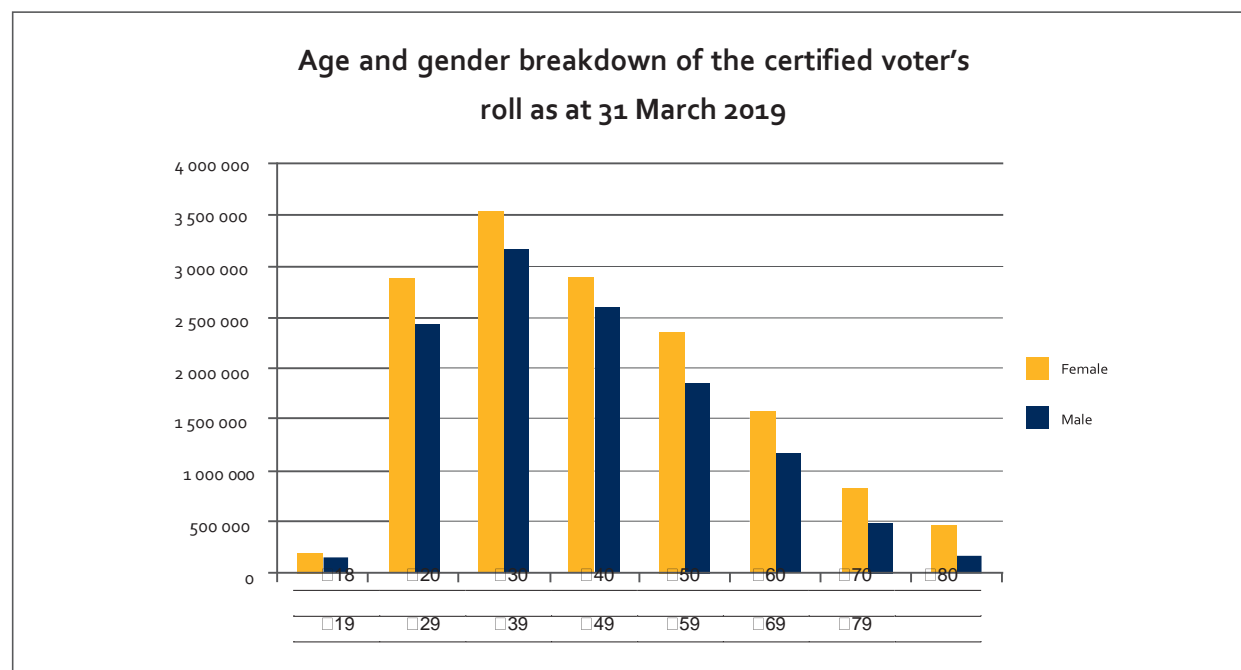
##### (c) Potential demarcation changes

The potential demarcation and re-demarcation of municipal and/or provincial boundaries in response

to representations made by communities is likely to impact on the work of the Electoral Commission over the medium to long term. While the Municipal Demarcation Board (MDB) has indicated that it will not amend outer municipal boundaries ahead of LGE 2021, the ongoing dissatisfaction among some communities of municipal boundaries can easily spill over into the planning and running of LGE 2021. In 2016 and 2019, aggrieved communities targeted voter

registration and other election events to raise the profile of their grievances, leading to disruptions to these electoral events. While a political solution is ultimately required, the Electoral Commission will continue to work with the MDB, the Department of Cooperative Government and Traditional Affairs (CoGTA), traditional leaders, community representatives, political parties, civil society, security agencies and others to help minimise any such disruptions to elections.

### Evidence-based analysis of the strategic context and priorities relating to women, children, youth and people with disabilities



The table above confirms the well-entrenched phenomenon of higher voter registration among females compared to males since the establishment of the voters' roll. This skew trend is repeated in the voter participation (turnout) rate. Further understanding of this phenomenon through research and cooperation with other election management bodies and experts can help guide future communication and education initiatives to enhance

the registration of male voters as part of the Electoral Commission's strategy to raise overall voter registration and participation.

Of particular concern is the under-representation of young persons, particularly in the age band 18 to 29 years of age, on the voters' roll. This trend continues despite numerous communication and education initiatives over the past decade that have been specifically aimed at encouraging youth registration and participation.

The Electoral Commission will continue to work with a variety of stakeholders to better understand the reasons for this deviation and to design more effective youth-driven initiatives in a bid to attract first-time voters.

Working with stakeholders, the Electoral Commission will

continue to advocate for greater representation of females as candidates for election to public office. Similarly, the Electoral Commission remains committed to inclusive processes over the planning period that realise the participation of the marginalised and/or vulnerable sectors of South African society.

### Spatial information that guides electoral planning

A voting district is the smallest administrative unit in the scheme of planning and administering elections. Each voting district is serviced by a single voting station. There are currently 22 724 voting districts, which provide wall-to-wall coverage of the Republic. These voting districts service 26.7 million registered voters. The geographic spread of voting districts facilitates easy access by voters to points of participation, with an average of 1 167 potential voters per voting district.

While the number of voting stations has grown significantly over the past 20 years, from 14 650 in 1999 to 22 724 in 2019 (an increase of 56%), in line with the Electoral Commission's strategy to enhance accessibility and ease of participation, the growth in the number of

voting stations has slowed significantly over the past ten years in favour of voting centres. Voting centres are multiple voting streams that operate from the same location. These are preferred in voting districts with high numbers of registered voters, combined with limited space and facilities. Since their first introduction in 2011, the number of voting centres has increased almost 10 times, providing almost 10 000 additional voting streams to the process.

The Electoral Commission will continue to provide additional voting stations where practical, but will continue

to focus on the provision of voting centres as a cost-effective and efficient method of enhancing the voter experience.

At the same time, the Electoral Commission will continue to seek to minimise the use of temporary voting stations wherever possible, continuing a trend established that has seen temporary voting stations decline from 1495 in 2014 to 1 059 in 2019 (a 29% increase). Temporary voting stations pose risks to the voting process due to inadequate space, lighting and the impact of inclement weather.

#### Growth in the voting station network between 1999 and 2019

Election	Voting districts	Voting centres	Sub-stations	Total voting station network
1999	14 650	0	0	14 650
2000	14 988	0	0	14 988
2004	16 966	0	0	16 966
2006	18 873	0	0	18 873
2009	19 726	0	0	19 726
2011	20 859	496	1 504	21 867
2014	22 263	1 255	3 292	24 300
2016	22 612	2 600	6 265	26 277
2019	22 724	4 024	9 857	28 757

#### Challenges experienced in the performance environment and mechanisms to address the challenges over the planning period

The following are some of the key challenges the Electoral Commission faces and mechanisms to address these challenges over the planning period:

##### (a) *Shift in the political landscape*

Increase in the number of parties contesting elections: A total of 78 political parties contested both national and provincial elections in 2019 – an increase of nearly 75% on the total of 45 in 2014. The number of political parties that contested the national ballot alone increased from 29 in NPE 2014 to 48 in NPE 2019. The impact of this increase in participating parties amounts to R23 million in additional expenses for the Electoral Commission.

At the same time, political parties who did not gain representation in any legislature forfeited R16 million in deposits paid for participation in these elections.

Innovative methods of engagement, not only with represented political parties, but also with other registered parties and independent candidates, will have to be devised to ensure that all parties and independent candidates are educated and understand the electoral processes and their pitfalls.

In some instances, political intolerance has led to a higher demand for resources to fulfil the role of the Electoral Commission in ensuring conditions conducive to free and fair elections, including monitoring political violence and breaches of the Code of Conduct in by-elections and general elections. Where violence results in the death of ward councilors, as has tragically occurred on numerous occasions over the past couple of years, it also necessitates additional by-elections.

The Electoral Commission will be adjusting its capacity and programmes to be able to deal with disputes and conflict resolution management to facilitate conditions that are conducive to free and fair elections, and political intolerance.

##### (b) *Electoral justice*

Political role players increasingly expect the Electoral Commission to adjudicate on complaints and disputes among parties. Over the planning period, the Electoral Commission will have to settle its legal obligation as it relates to its role in adjudicating in electoral disputes.

(c) *Voters' roll clean-up*

Since March 2016, the Electoral Commission has made significant headway in updating the voters' roll to include the addresses of all voters.

During this period, the Electoral Commission has added over 13 million addresses to the voters' roll, improving the number of voters with a complete address from approximately 8.4 million in March 2016 (34%) to 23.2 million by the end of November 2019 (88%).

The Electoral Commission will continue to work to implement measures to maintain and improve the voters' roll.

(d) *Cyber threats*

All organisations face threats from cyber attacks, and the Electoral Commission is no exception. Cyber threats to elections appear to have increased around the world over the past few years and the Electoral Commission remains vigilant to the potential threat from hacking. Software and hardware upgrades during the 2018/19 and 2019/20 financial years will help protect the organisation from cyber threats, along with enhanced network security measures.

This will assist the Electoral Commission to deal with perceived cyber threats, while putting measures in place to counter the real threats.

(e) *Social media*

Over the past decade, social media has exploded around the world to become a leading source of information, news and dialogue for the public. The growth in the spread and popularity of social media has brought with it great benefits to electoral democracy, including the rapid, convenient and cost-effective distribution of information to the electorate by political parties, candidates and election management bodies (EMBs), among other stakeholders.

However, these very qualities that give social media its profound power and impact, also carry with them grave risks to the integrity of the electoral process. Examples abound of the growing influence and potential impact on elections of misinformation, disinformation and "fake news" that is peddled using a variety of social media platforms and digital technologies across democracies throughout the world, including Africa.

The Electoral Commission will continue to work closely with key stakeholders, including political parties, social media platforms, media organisations, civil society organisations and international partners and EMBs to identify plans and measures that will help reduce the impact of disinformation on elections.

These measures include bolstering the Electoral Commission's social media monitoring capability ahead of elections, and enhancing and expanding the education of voters on the threats posed by disinformation. Where appropriate, amendments to the Electoral Code of Conduct and other regulatory measures will also be explored.

(f) *Voter education*

A perennial area of concern is the criticism that the Electoral Commission's provision of voter education is inadequate, and that there is a lack of access to civic and democracy education (CDE). This leads to the perception that the Electoral Commission is not "visible" enough.

A need to further increase the focus on democracy and voter education, as well as the dissemination of information through civil society and the media over the planning period, has been identified and will be implemented accordingly.

Social media and other online platforms and channels of communication with stakeholders – especially the youth – provide opportunities for the expansion of education and communication at significantly reduced cost compared to more traditional outreach activities such as fieldwork and face-to-face engagements.

(g) *Reputation management*

The Electoral Commission's reputation remains a critical aspect of successful elections. The trust of voters, political parties and other key stakeholders in the ability of the Electoral Commission to conduct free and fair elections is a key ingredient in the acceptance of the outcome of the elections by all parties.

The Electoral Commission will continue to explore ways to assess the reputation of the organisation across stakeholders, along with the drivers of reputation to develop a proactive approach to manage reputational risks.

Furthermore, the Electoral Commission will maintain measures aimed at the transparency of the election processes that were introduced with the national and municipal elections in respect of information and communication technology (ICT) systems over the planning period.

(h) *Implementation of the Political Party Funding Act*

The Political Party Funding Act is expected to be proclaimed ahead of the 2021 LGE. This is a new business area for the Electoral Commission, which introduces new obligations and responsibilities.

These will be implemented with resources made available by the fiscus.



The Electoral Commission has proactively started preparing itself for the implementation of this Act by developing the required Regulations to the Act, as well as the required systems and processes. The Chief Executive of Party Funding has also been appointed.

#### **Emerging priorities and opportunities that will be implemented during the planning period**

As outlined in paragraph 8.1, the Electoral Commission will embark on discussions with its various stakeholders to assess the viability of composite elections in the Republic to establish whether a model of composite elections is feasible and will be more cost effective in the long run.

The outcome of this debate might have far-reaching implications, not only for the Electoral Commission, but also for the country.

Furthermore, the Electoral Commission will anticipate and provide advice in relation to the policy debate on the electoral system.

#### **Information on the capacity of the institution to deliver on its mandate**

The revised strategic priorities and initiatives that will enable the Electoral Commission to deliver on its mandate over the planning period will result in a significant increase in the workload and demand for resources in the delivery of LGE 2021, NPE 2024 and ongoing by-elections.

Unfortunately, the timing of these resource-intensive electoral processes has to be delivered during a period of considerable economic and fiscal pressure for the country when public resources are significantly stretched and the budget of the Electoral Commission has been reduced.

#### **Relevant stakeholders that contribute to the achievement of the Electoral Commission's outcomes**

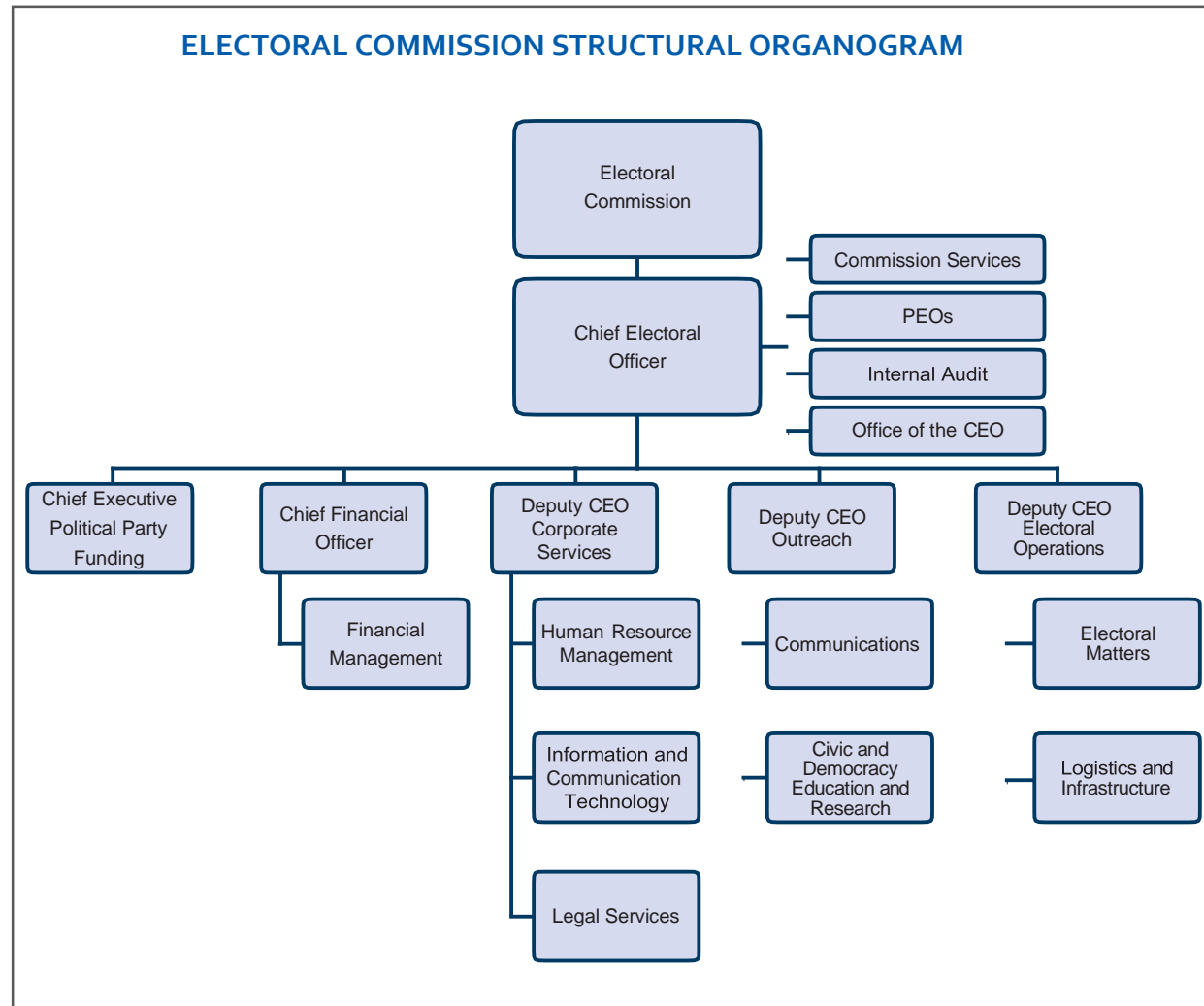
Over the next five years, the Party Liaison Committees will continue to provide a critical engagement and consultation forum with represented political parties at national, provincial and municipal level for the Electoral Commission and will be a crucial part of preparations for both LGE 2021 and NPE 2024. Innovative methods of engagement, not

only with represented political parties, but also with other registered parties and independent candidates, will have to be devised to facilitate an environment in which political intolerance is minimised.

Other stakeholders and partners that contribute to the achievement of the Electoral Commission's outcomes and delivery on its mandate are the following:

- (a) The Department of Home Affairs, which provides ongoing support, cooperation and assistance in a variety of aspects of the electoral process.
- (b) The Department of International Relations and Cooperation, which assists with the conducting of special voting for citizens living abroad.
- (c) The South African Police Service (SAPS), the security cluster, including the National Joint Operational and Intelligence Structure (NATJOINTS) and the Provincial Joint Operational and Intelligence Structure (PROVJOINTS), as well as the tens of thousands of police officers who provided excellent security for the elections.
- (d) The Department of Basic Education, which provides support in ongoing voter and civic education programmes to encourage voter participation and the participation of first-time voters.
- (e) The Department of Cooperative Governance and Traditional Affairs, which coordinates government support for electoral management processes, as well as municipal support for election delivery.
- (f) National Treasury, which provides ongoing budget support, as well as technical support in procurement processes.
- (g) The National Assembly, the National Council of Provinces, the nine provincial legislatures and the Portfolio Committee on Home Affairs, which provide support, guidance and oversight.
- (h) Various civil society, business and labour organisations, traditional leaders, religious and faith-based organisations and other groups who participate in a myriad of ways to facilitate inclusion and enable successful elections.
- (i) Various international organisations, observer missions and the international community, as represented by the diplomatic corps, who continue to show a keen interest in the fortunes of South Africa's electoral democracy.

## 8.2 Internal environment analysis



The Commission comprises five members appointed by the President, one of whom shall be a judge. The Chairperson and Vice-chairperson of the Commission are designated by the President from among members of the Commission.

The Commission appoints the Chief Electoral Officer (CEO), who must be suitably qualified and experienced for the position. The CEO is the head of administration and is the Electoral Commission's Accounting Officer. The CEO also performs other duties and functions assigned to him or her by the Commission, the Electoral Commission Act or any other law. The CEO appoints officers and employees of the Electoral Commission in consultation with the Commission.

The Electoral Commission recently concluded a two-year organisational review and redesign, and implementation will be done in a phased approach. The main objective of the review was to ascertain whether the Electoral Commission is well positioned to support its strategy. As with any organisational review, this process presents challenges to the organisation, in particular managing staff uncertainty and expectations.

To help reduce risks and to ensure buy-in and understanding, the process included significant engagement with the trade union representatives within the organisation to mitigate potential adverse impacts on service delivery. Throughout the review process, the Electoral Commission consulted sufficiently with all relevant stakeholders.

The Electoral Commission's revised organogram provides for 1 113 positions. The organogram also provides for four Deputy CEOs – one each for Corporate Services, Outreach, Electoral Operations and Party Funding.

There is one Provincial Electoral Officer (PEO) for each of the Electoral Commission's provincial offices. The staff turnaround has remained stable, but certain key personnel either resigned or retired.

The Electoral Commission is in the process of filling these vacancies and other critical posts necessary for the effective delivery of the 2021 and 2024 elections, and a negative impact on service delivery is not envisaged.

However, as discussed above, the filling of vacant posts over the planning period will be done in a phased approach to alleviate difficulties and to accommodate budget constraints.

The organisation's finances are becoming severely strained due to the bleak economic outlook and the inability of the fiscus to provide adequate funding, especially for much-needed technology interventions that are required for the continued delivery of free and fair elections.

Over the planning period, the Electoral Commission will work closely with National Treasury to create other funding streams in order to, inter alia, partially fund the replacement of the 12-year-old fleet of scanning units (zip-zips) and replace them with online election management devices. Innovative means of funding will also have to be found to facilitate a pilot for the replacement of a paper-based voting process in favour of e-voting, and enhanced digital voter education programmes.

These pressures will be funded through reprioritisations, and the strict implementation of austerity measures. Fundraising from donors and sponsors will be considered to alleviate the financial pressure to fund non-core projects such as outreach, communications and observer-type projects.

The Electoral Commission is committed to conducting ongoing research studies to identify shortcomings in past electoral processes and voter behaviour. These research findings have, in the past, among other things, informed the organisation's policy and processes in relation to the management of elections.

The 2019 Voter Participation Survey, the Elections Satisfaction Survey and the study on the Electoral Commission's Vision 2018 are three studies conducted by the Human Sciences Research Council (HSRC), which will influence the organisation's policies and practices over the planning period.

The Electoral Commission's ICT Refresh programme, which includes a platform upgrade, will be concluded at the end of the 2019/20 financial year. This will enable the ICT systems to facilitate the smooth implementation of digital innovation programmes over the planning period. The current lease period for the Electoral Commission's national office comes to an end in 2020 and it has already embarked on a procurement process to source office accommodation.

## Governance

Corporate governance embodies processes and systems by which institutions are directed, controlled and held to account. In addition to legislative requirements based on the Electoral Commission Act, corporate governance with regard to the Electoral Commission is applied through the Public Finance Management Act (PFMA) and its various

regulations. Parliament and the Executive Authority, the Commissioners and the CEO are responsible for corporate governance. The Electoral Commission has the following governance structures:

### *Portfolio Committees*

The Electoral Commission reports directly to Parliament and interacts primarily with the Portfolio Committee on Home Affairs. The Portfolio Committee is a multi-party committee established in terms of the Rules of Parliament.

### *Executive Authority*

In terms of Treasury Regulation 1.1 of the PFMA, the Executive Authority of the Electoral Commission is the Chairperson of the Commission. The Accounting Officer, who is the CEO, submits quarterly reports on performance against strategic objectives to the Commission (including the Chairperson).

### *The Commission*

The membership of the Electoral Commission is provided for in terms of section 6 of the Electoral Commission Act.

Members of the Commission are appointed for a term of seven years. The Commission appoints the CEO. It also adopts the Strategic Plan, monitors and oversees its implementation, and reports annually to the National

Assembly. The Commission has established the following committees to advise it on the execution of its duties:

- Elections Management Committee
- Finance, Risk and Compliance Committee
- Governance and Ethics Committee
- Human Resources Governance Committee
- Outreach, Communications and International Relations Committee
- Research, Knowledge Management and Publications Committee
- Political Party Funding Committee

### *Risk management*

Risk management at the Electoral Commission is effected in terms of an approved risk management policy and framework, and risks are reviewed under the direction of the Executive Risk Management Committee (ERMC).

### *Internal control*

The Electoral Commission's system of internal control is well established and operates efficiently and effectively. A process of continuous review and improvement is in place and standard operating procedures have been drafted and are updated as necessary.

### *Internal Audit and Audit Committee*

The Electoral Commission uses a co-sourced model of internal auditing under the direction of the Chief Audit Executive (CAE), who reports functionally to the statutory Audit Committee and administratively to the CEO. The Audit Committee operates within its written terms of reference to execute its responsibilities.

### The status of the institution regarding women, youth and people with disabilities.

The Electoral Commission is committed to a staff contingent that closely reflects the diversity of the South African population. While racial and gender diversity is currently relatively reflective of the country, the organisation remains skewed in terms of its age representivity and for persons with disabilities. These slanted statistics, in part, reflect the historical skills

development challenges in South Africa, and the Electoral Commission will continue to aggressively pursue the recruitment and development of people who will add value to the organisation, especially talented women, young people and the disabled, as part of its recruitment and human development strategies, to further balance the diversity of the organisation.

As with any maturing organisation, the average age of the staff is also steadily increasing. Currently, the average age of the Electoral Commission's staff population is

45.39 years, compared to 39.65 years in 2009. In order to effectively plan for the future, as well as to meet its social responsibility to assist with the challenge of youth unemployment, the Electoral Commission will seek to increase opportunities for young people to

obtain experience and skills in the organisation through mentorship opportunities, internship programmes and opportunities for temporary employment during elections.

### Compliance with the B-BBEE Act

The Electoral Commission implements compliance with the Broad-based Black Economic Empowerment (B-BBEE) Act in the procurement of all goods and services.

The institution does not have a B-BBEE level as it does not contribute as a supplier of goods and services.

Females		
Race	35 and below	Above 35
African	57	364
Coloured	7	42
Indian	0	11
White	4	36
	68	453
	<b>Total</b>	<b>521</b>

Males		
Race	35 and below	Above 35
African	34	304
Coloured	2	30
Indian	1	11
White	0	13
	37	358
	<b>Total</b>	<b>916</b>

Disability analysis		
Race	35 and below	Above 35
African	4	5
Coloured	0	0
Indian	0	0
White	1	0
	5	5
	<b>Total</b>	<b>10</b>

### 8.3 Analysis of the internal and external environment using PESTLE and SWOT

	Strengths	Weaknesses	Opportunities	Threats
Internal and external analysis				
Political	<ul style="list-style-type: none"> <li>Over the past 25 years, all general elections have been declared free and fair and the outcome accepted by national and international stakeholders, leading to a high degree of trust in the IEC and its electoral systems and processes.</li> <li>Strong Party Liaison Committees are in place for represented political parties at national, provincial and regional level.</li> <li>There is transparency in the IEC's electoral systems and processes.</li> <li>Several comparative research studies have been conducted over many years, which inform policy direction.</li> </ul>	<ul style="list-style-type: none"> <li>There is a lack of capacity and legal mandate to effectively respond to all instances of political conflict and breaches to the Electoral Code of Conduct.</li> <li>Non-represented political parties and independent candidates do not form part of Party Liaison Committees.</li> <li>Inadequate training of political party agents, and national and international election observers result in a lack of understanding of the process.</li> </ul>	<ul style="list-style-type: none"> <li>Sound relationships with national and international stakeholders have the potential for improved collaboration and benchmarking.</li> <li>Partnerships with external stakeholders can enhance and/or facilitate the required interventions and training programmes (through Memoranda of Understanding).</li> </ul>	<ul style="list-style-type: none"> <li>Political intolerance, including inter- and intra-party disputes, may threaten democratic stability.</li> <li>Political conflict and violence, and transgressions to the Electoral Code of Conduct.</li> <li>The global trend of decreasing levels of voter turnout at elections.</li> <li>The global declining trust in democratic institutions.</li> </ul>
Economical	<ul style="list-style-type: none"> <li>The programmes of the Electoral Commission are project-driven, which facilitates the reprioritisation of funds to pressing funding needs.</li> </ul>	<ul style="list-style-type: none"> <li>A high level of fixed costs limits the amount of funds that can be reprioritised.</li> </ul>	<ul style="list-style-type: none"> <li>Tap into additional funding opportunities (such as donor funding programmes).</li> <li>Form intergovernmental and other partnerships to cut costs by sharing resources.</li> <li>Technological solutions can reduce costs over time and free up resources.</li> </ul>	<ul style="list-style-type: none"> <li>South Africa's outlook remains negative, characterised by low economic growth. With this and the inflation rate (currently at 4.96%), South Africa's economy is expected to remain under pressure in 2020 going forward. This will continue to impact negatively on the IEC's resources.</li> <li>Ongoing baseline budget cuts by National Treasury.</li> <li>Increased legal costs associated with increasing litigation by political parties.</li> </ul>

	Strengths	Weaknesses	Opportunities	Threats
Social	<ul style="list-style-type: none"> <li>The IEC's public perception rating is more than 90% positive or neutral, as evidenced in media monitoring reports, as well as in longitudinal research studies.</li> <li>Accessible voting stations.</li> </ul>	<ul style="list-style-type: none"> <li>A perennial area of concern is the criticism that the provision of voter education is inadequate. This adversely affects the visibility of the IEC across the electoral cycle.</li> </ul>	<ul style="list-style-type: none"> <li>Digitalisation provides opportunities to communicate and engage better with a diverse public.</li> </ul>	<ul style="list-style-type: none"> <li>The tougher economic conditions have a correlation with the notion of rising despondency with democratic processes and institutions, real or perceived, by the voting population.</li> </ul>
Technological	<ul style="list-style-type: none"> <li>Up-to-date systems and database in place.</li> <li>Enabling ICT staffing dispensation.</li> <li>Safe and secure firewalls and back-up systems.</li> <li>Enabling legislation is in place to provide for the expanded use of digital and electronic services and processes.</li> </ul>	<ul style="list-style-type: none"> <li>The IEC's registration scanning units are more than 12 years old and are outdated.</li> <li>Low response time and capacity to counter digital misinformation.</li> <li>Lack of a real-time election management tool that is able to verify voters' information.</li> </ul>	<ul style="list-style-type: none"> <li>The continuous development and improvement of technology increasingly pose opportunities such as online voting management systems and processes.</li> </ul>	<ul style="list-style-type: none"> <li>The IEC, like any other organisation in the 21st century, is facing significant challenges, which are brought about by advancing and innovating new technologies, and digitalisation that can be used to undermine the security of its electoral systems and processes, including cyber attacks.</li> <li>Negative perceptions by stakeholders on electronic voting and counting.</li> <li>The power of "fake news" and misinformation through social media.</li> <li>Lack of funding to procure new technologies.</li> </ul>
Legal	<ul style="list-style-type: none"> <li>Up-to-date enabling legislation.</li> <li>Compliance with the electoral legislative framework.</li> </ul>	<ul style="list-style-type: none"> <li>Inconsistent application of electoral processes at voting station level.</li> </ul>	<ul style="list-style-type: none"> <li>Court rulings provide clear judicial guidance on our legislative mandate.</li> </ul>	<ul style="list-style-type: none"> <li>Lack of understanding of the IEC's legislative mandate.</li> <li>Growing use of litigation by political parties to resolve disputes.</li> </ul>
Environmental	<ul style="list-style-type: none"> <li>The IEC has a stable, competent and talented staff complement.</li> </ul>	<ul style="list-style-type: none"> <li>Training programmes need to be enhanced to capitalise on technological advantages.</li> </ul>	<ul style="list-style-type: none"> <li>Digital platforms provide opportunities for dialogue on electoral democracy platforms.</li> </ul>	<ul style="list-style-type: none"> <li>Declining voter participation</li> </ul>



# **PART C: MEASURING OUR PERFORMANCE**

# PART C:

## MEASURING OUR PERFORMANCE

### 9. Institutional performance information

#### 9.1 Measuring the impact

Impact statement	"Strengthened democracy through regular free and fair elections of legislative bodies."
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#### 9.2 Measuring outcomes

No.	Outcome	Outcome indicator	Baseline	Five-year target
1.	Strengthened institutional effectiveness	1.1 Achieve an unqualified audit opinion with no findings on compliance matters for each year covered by this strategic plan.	Unqualified financial and performance audits	Unqualified audit opinion with no findings on compliance matters
2.	Free and fair elections of representatives delivered	2.1 No general election results set aside over the planning period.	Zero general elections have been set aside.	Zero general elections set aside
3.	Informed and engaged citizens and stakeholders in electoral democracy	3.1 Number of voters who turn out in national and local government elections, as a percentage of registered voters in years when applicable.	Voter turnout: <i>LGE 2016 – 57.95% of registered voters, i.e. 15 290 820 of 23.3 million voters</i>  <i>NPE 2019 – 66.05% of registered voters, i.e. 17 672 851 of 26.7 million voters</i>	Voter turnout: <i>LGE 2021 – 58% of registered voters</i>  <i>NPE 2024 – 68% of registered voters</i>
		3.2 Number of registered voters on the certified voters' roll in national and local government elections as a percentage of the eligible voting population on Voting Day in years when applicable.	Registered voters: <i>LGE 2016 – 77%</i>  <i>NPE 2019 – 74.6%</i>	Registered voters: <i>LGE 2021 – 27 756 831</i>  <i>NPE 2024 – 29 million</i>
		3.3 Number of spoilt ballots in national and local government elections as a percentage of the number of ballots cast in years when applicable.	Spoilt ballots: <i>LGE 2016 – 1.83%</i>  <i>NPE 2019 – 1.27%</i>	Spoilt ballots: <i>LGE 2021 – 1.85%</i>  <i>NPE 2024 – 1.5%</i>
4.	Contributed to the enhancement of the transparency in elections and party funding	4.1 Positive ratings on transparency in elections and party funding through an external research study concluded in each financial year that national and local government elections are held.	New indicator	70% positive achievement

## 9.3 Explanation of planned performance over the five-year planning period

### 9.3.1 Achieve a clean financial and performance audit report each year for the period covered by this strategic plan

(Indicator to Outcome 1 – Strengthened institutional effectiveness)

An audit report is viewed by the Auditor-General South Africa (AGSA) as a yardstick of accountability and good governance in that it sheds light on how an organisation:

- (a) spends its funds against specific predetermined strategic objectives, linked to a specific allocated budget, in line with rules of accounting and within strong internal controls;
- (b) determines strategic outcomes and outputs for budget and organisational activities, and for measuring success against these objectives and reporting on these appropriately; and
- (c) complies with laws and regulations and, by doing so, has a respect for the law in achieving strategic objectives.

Striving to achieve a clean audit over the next five years can therefore, among other things, be described as an indicator of the Electoral Commission's strategic positioning and its ability to implement its strategy in an accountable manner. Not only will this promote the Electoral Commission's image as a trustworthy electoral management body, but it will also create a sound foundation for achieving its impact statement of managing and delivering the free and fair elections of public representatives into legislative bodies towards strengthening electoral democracy. This, in return, links directly to Government's Strategic Priority 5, which aims at achieving social cohesion and safe communities in South Africa.

Our talented staff and planned enhancements to systems and processes, together with our respect for laws and regulations, will serve as enablers to achieve this five-year target and take the organisation from an unqualified audit to a clean audit.

### 9.3.2 No general election results set aside over the planning period

(Indicator to Outcome 2 – Free and fair elections of representatives delivered)

An election must have certainty of outcomes and deliver a clear winner result. In circumstances where it is not possible to fairly discern a clear winner, the results of such an election may be set aside by the courts due to such results not being declared free and fair. The building blocks included in the architecture for ensuring free and fair elections include, but are not limited to the following:

- (a) respect for the law;
- (b) proper planning activities with milestones;

- (c) good electoral and civic education programmes;
- (d) adequate financing;
- (e) the professionalism of the staff;
- (f) basic ethical principles;
- (g) timely sourcing of equipment and material;
- (h) the publication of results;
- (i) rapid resolution of electoral disputes;
- (j) fairness and peacefulness during campaigns;
- (k) accessible voter registration, voting stations and processes;
- (l) sound counting processes; and
- (m) the presence of national and international election observers.

The absence of one or more of these building blocks in electoral processes may result – directly or indirectly – in the setting aside of the result of an election by the courts. Therefore, striving to have the result of “no general election set aside over the next five years” should be regarded as an indication of the Electoral Commission's strategic positioning and its ability to manage free and fair elections.

This indicator and target links directly to the Electoral Commission's impact statement, as well as to Government's Strategic Priority 5, which aims at achieving social cohesion and safe communities in South Africa.

The enablers for achieving this target over the planning period include the fact that the characteristics outlined above, despite those areas that need some improvement, are already imbedded in the work that the Election Commission does and will continue to do and improve upon over the planning period.

### 9.3.3 Informed and engaged citizens and stakeholders in electoral democracy

(Indicators 3.1 to 3.3 are indicators to Outcome 3)

Effective voter education and communication programmes are essential to democracy, and it will be difficult to achieve a free and fair democratic election, as outlined in the impact statement, without these programmes. A free and fair election is not only about the freedom to vote, but also about knowledge of:

- (a) why to vote;
- (b) how to cast a vote;
- (c) where to vote; and
- (d) when to vote.

It is therefore important that the Electoral Commission structures its voter education and communication strategies to ensure maximum voter participation during registration drives and on Election Day, with as few spoilt ballots as possible. These are all factors that provide guidance on how well the Electoral Commission is doing in informing and educating voters and stakeholders in electoral democracy.

Traditionally, these programmes have been structured around the printed media, radio and television. In recent years, these programmes have also encompassed social media. Over the planning period, the Electoral Commission will further explore the use of more cost-effective digital platforms to educate the electorate and get the message across to a broader audience with a view to motivating and educating citizens to go to the polls.

Informed and engaged citizens and stakeholders will assist in achieving the Electoral Commission's impact statement of managing and delivering the free and fair elections of public representatives into legislative bodies to strengthen electoral democracy. This links to Government's Strategic Priority 5, which aims at achieving social cohesion and safe communities in South Africa. Our up-to-date technology, and enhanced voter and democracy education programmes, coupled with our revised communication strategy, will be serving as enablers to achieve the indicators and targets linked to the strategic outcome of "Informed and engaged citizens and stakeholders in electoral democracy".

**9.3.4 Stakeholder perceptions on transparency in elections and party funding, as evidenced by the results of an external research study concluded in each financial year that national and local government elections are held**  
(Indicator to Outcome 4 – Contributed to the enhancement of transparency in elections and party funding)

Transparency is a critical aspect of electoral democracy, providing credibility and integrity to the process.

Transparency is facilitated and enabled by inclusivity, engagement and interaction with key stakeholders in all aspects of the electoral process before, during and after elections.

A transparent election process is one in which each electoral process is open to scrutiny by stakeholders (political parties, election observers and voters). As a result, stakeholders are able to independently verify whether these processes are conducted in an accountable and credible manner. By entrenching transparency in election processes, public trust and confidence are enhanced.

The higher the level of trust of all stakeholders in the electoral processes and systems of the Electoral Commission, as an election management body, the higher the degree of credibility in the election outcomes.

For instance, all stakeholders, including political parties and contestants, observers and the media, are given access to the results system to view the captured results in real time. Parties can compare the captured results data that is provided by the party agents from each voting station to ensure that they are accurately captured.

Another area is the engagement of political parties via the Party Liaison Committee system in all key preparations for elections, including systems, recruitment, training, logistic planning and other key areas. This engagement is significantly increased in the run-up to and during elections, along with debriefing after elections.

The new party funding legislative regime will require constant engagement, interaction and cooperation between the Electoral Commission, political parties and corporate donors to ensure adequate transparency in the party funding space.

Taking the above into consideration and having considered the importance of receiving feedback from its stakeholders on their perceptions in relation to the transparency of electoral and party funding processes managed by the Electoral Commission, it is prudent for the Electoral Commission to initiate an external research study on the subject matter after LGE 2021, as well as NPE 2024. Both events will take place within the planning period. The outcomes of these research studies will assist the Electoral Commission to improve on areas where there is a perceived or real lack of transparency.

This, in turn, will assist the Electoral Commission in achieving its impact statement of managing and delivering the free and fair elections of public representatives into legislative bodies to strengthen electoral democracy. This links to Government's Strategic Priority 5, which aims at achieving social cohesion and safe communities in South Africa.

The results of these studies will serve as enablers to achieve the five-year strategic outcome of "Contributed to the enhancement of transparency in elections and party funding".

## 9.4 Key risks

No.	Outcome	Key risks	Risk mitigation
1.	Strengthened institutional effectiveness	<ul style="list-style-type: none"> <li>• Cyber security threats</li> </ul>	<ul style="list-style-type: none"> <li>• Continuous monitoring and review of security threats and processes to counteract these threats.</li> </ul>
		<ul style="list-style-type: none"> <li>• Labour instability</li> </ul>	<ul style="list-style-type: none"> <li>• Regular communication with staff to keep them informed.</li> <li>• Stakeholder engagement.</li> <li>• Finalise the minimum service agreement.</li> </ul>
		<ul style="list-style-type: none"> <li>• Reputational damage</li> </ul>	<ul style="list-style-type: none"> <li>• Staff and systems to perform on an optimal level.</li> <li>• Embed the vision, mission and values in the organisation.</li> <li>• Continuous information sharing.</li> </ul>
		<ul style="list-style-type: none"> <li>• Failure to timeously implement financial legislation</li> </ul>	<ul style="list-style-type: none"> <li>• Regular review of our systems and processes.</li> <li>• Continuous review of training material and enhanced training programmes.</li> <li>• Timeous communication to staff of legislative changes.</li> </ul>
		<ul style="list-style-type: none"> <li>• Loadshedding</li> </ul>	<ul style="list-style-type: none"> <li>• Ongoing collaborations with Eskom and local municipalities on electricity supply.</li> <li>• Consider revised voting hours to ensure maximum utilisation of daylight hours.</li> <li>• Procure back-up power supplies if necessary.</li> </ul>
2.	Free and fair elections of representatives delivered	<ul style="list-style-type: none"> <li>• Challenges relating to the accuracy of addresses on the voters' roll, resulting in parties and/or voters rejecting the outcome of elections as credible, free and fair.</li> </ul>	<ul style="list-style-type: none"> <li>• This is mitigated by the allocation of sufficient resources to ensure an accurate, up-to-date and comprehensive voters' roll, the enhanced training of permanent and electoral staff on the implications of electoral fraud, and the effective reconciliation of voter registration data with the population register.</li> <li>• Future plans are in place to procure new online voting management devices to replace the outdated registration scanning units (zip-zips).</li> </ul>
		<ul style="list-style-type: none"> <li>• Legislative amendments to enable objectives based on addresses on the voters' roll.</li> </ul>	
		<ul style="list-style-type: none"> <li>• The risk exists that losing parties may challenge the results of elections.</li> </ul>	<ul style="list-style-type: none"> <li>• This is mitigated by liaison and consultation with political parties and a commitment to operate in an open and transparent manner. The conflict management programme and the use of security resources to maintain security and political stability also act in mitigation of this risk.</li> </ul>
		<ul style="list-style-type: none"> <li>• Supplier failure remains a significant risk.</li> </ul>	<ul style="list-style-type: none"> <li>• This is mitigated by undertaking due diligence processes on significant potential service providers, as well as adequate service level agreements, contract management processes and contingency planning.</li> </ul>

No.	Outcome	Key risks	Risk mitigation
3.	Informed and engaged citizens and stakeholders in electoral democracy	<ul style="list-style-type: none"> <li>Perceptions that outreach programmes favour certain communities.</li> </ul>	To address these perceptions, audience segmentation, informed by population demographics and provincial profiles, will ensure that all communities, irrespective of race, gender, ethnic or social origin, language, sexual orientation, age, disability, etc., are the recipients of targeted CDE programmes. Demographic and voter satisfaction findings derived from the 2019 Election Satisfaction Survey and Voter Participation Survey studies, 'Vulnerable Groups Indicator Reports' (StatsSA) and by geospatial Outreach Management System reports will inform which target groups are prioritised.
		<ul style="list-style-type: none"> <li>Disinformation and misinformation: Social media platforms may be manipulated to subvert the electoral system and undermine the integrity of the IEC, elections and democracy.</li> </ul>	<ul style="list-style-type: none"> <li>Proactively and speedily provide relevant information to the electorate across platforms.</li> <li>Continue to work with key stakeholders across digital media platforms to introduce fake news filters that can be activated by users to alert them to potential disinformation.</li> <li>Strengthen partnerships and initiatives with stakeholders such as Media Monitoring Africa and the Digital Disinformation Complaints Committee.</li> <li>Investigate and lay criminal charges for deliberate instances of disinformation.</li> <li>Build capacity, knowledge and understanding of electoral systems and processes for the media.</li> </ul>
		<ul style="list-style-type: none"> <li>Declining voter turnout as a measure of participation in electoral democracy.</li> </ul>	<ul style="list-style-type: none"> <li>Continued and intensified awareness-raising and engagement with different target audiences and stakeholders to promote CDE and the role, powers and duties of the IEC as an independent electoral management body.</li> </ul>
		<ul style="list-style-type: none"> <li>Conditions are not conducive to running free and fair elections due to the challenging socio-political climate, lack of trust, and increased service delivery protests when citizens do not experience improved service delivery</li> </ul>	<ul style="list-style-type: none"> <li>Collaborate with Chapter 9 institutions, local government structures, state departments and civil society to create an enabling environment.</li> </ul>
		<ul style="list-style-type: none"> <li>Apathy, disinterest</li> </ul>	<ul style="list-style-type: none"> <li>Innovative programming for segmented target audiences, e.g. youth.</li> </ul>
		<ul style="list-style-type: none"> <li>Civic and democracy education may not be enough if citizens deliberately choose to be active outside of electoral politics.</li> </ul>	<ul style="list-style-type: none"> <li>Encourage participation and enhance voter confidence in electoral processes through all the above initiatives.</li> <li>Build capacity and knowledge of electoral democracy for political parties and candidates.</li> </ul>
4.	Contributed to the enhancement of transparency in elections and party funding	<ul style="list-style-type: none"> <li>Lack of uptake by donors to donate to the Multiparty Democracy Fund.</li> </ul>	<ul style="list-style-type: none"> <li>Embark on fundraising initiatives to secure sustainability funding from donors.</li> </ul>
		<ul style="list-style-type: none"> <li>Mismatched expectation on what the public expects and what the law provides for.</li> </ul>	<ul style="list-style-type: none"> <li>Initiate extensive communication and training programmes to manage expectations.</li> </ul>



# **PART D: TECHNICAL INDICATOR DESCRIPTIONS**

# PART D: TECHNICAL INDICATOR DESCRIPTIONS (TID)

## Programme 1: Administration

Indicator number	1.1.1
Indicator title	Quarterly review of the Electoral Commission's strategic register by the Executive Risk Management Committee within 30 days after the start of the next quarter
Definition	This indicator records the number of quarterly reviews and updates of the strategic risk register by the Executive Risk Management Committee.
Source of data	Minutes and strategic risk registers are kept in the office of the Chief Electoral Officer.
Method of calculation/assessment	Each quarterly strategic risk register for the year under review counts towards the achievement of the objective, notwithstanding the fact that the final quarter's register will be presented within 30 days of the start of the following financial year.
Means of verification	Strategic risk registers and minutes of the Executive Risk Management Committee. Depending on the timing of Executive Risk Management Committee meetings, signed or unsigned minutes count towards the achievement of this target.
Assumptions	None
Disaggregation of beneficiaries (where applicable)	Not applicable
Calculation type	Cumulative (year-to-date)
Reporting cycle	Quarterly
Desired performance	The indicator monitors the level of oversight; a higher number of strategic risk registers means more oversight.
Indicator responsibility	Chief Risk Officer

Indicator number	1.1.2
Indicator title	Minimum annual percentage network and application systems availability measured in hours (system-generated report available)
Definition	The Electoral Commission's network connects the national office, disaster site, nine provincial offices, ten warehouses and 213 municipal offices and sub-municipal offices, and provides all staff members with access to the electoral, financial and management systems required for the effective functioning of the organisation.
Source of data	The data is available in the Office of the Chief Information Officer (CIO).
Method of calculation/assessment	The percentage uptime is calculated using two primary factors: network and server availability. The network and server figures are calculated by aggregating and averaging the daily availability figures (received from the monitoring tools for each site) on every working day of the year and nine working hours per day (2 214 hours per annum in 2020/21). The average is reported on a monthly basis and recorded as a percentage of working hours in that month. The average percentage of three months is used to calculate the quarterly figure. The number of working days excludes the closed period between Christmas and New Year's Day. The monitoring is done for the productive deployment period of the equipment (i.e. from commissioning to decommissioning).
Means of verification	The network and server monitoring systems, such as Nagios, or its successor, are used to electronically monitor and collect performance and availability data across the network, aggregated and reported centrally through the monitoring tool(s) in the ICT Department at national level.
Assumptions	That load shedding, especially at local and provincial levels, will be minimal.
Disaggregation of beneficiaries (where applicable)	Not applicable
Calculation type	Cumulative (year-end)
Reporting cycle	Quarterly (three-monthly reports consolidated)
Desired performance	Higher than targeted performance is desirable
Indicator responsibility	Chief Information Officer

Indicator number	1.1.3
Indicator title	Number of permanent staff positions filled per annum
Definition	The total number of filled positions achieved during the year on a pro-rata basis. The target is 90% of the approved organogram on a pro-rata basis. Fixed-term staff appointed under the capacitation policy count towards the achievement of this target.
Source of data	The Office of the Manager: Human Resources and the Office of the Chief Financial Officer (Budget Management).
Method of calculation/assessment	A post filled for the full year counts as one full post; posts filled for part of the year count pro-rata (e.g. a post filled for half a year counts as half a post.) Fixed-term staff appointed under the capacitation policy count towards the achievement of this target.
Means of verification	SAP personnel records available from Human Resources, as well as the monthly permanent and fixed-term staff reconciliation spreadsheet (staff paid as per SAP payroll vs staff paid as per SAP finance) available from the Office of the Chief Financial Officer
Assumptions	None
Disaggregation of beneficiaries (where applicable)	Not applicable
Calculation type	Non-cumulative
Reporting cycle	Annually
Desired performance	An increase in the number of filled posts means that the Electoral Commission is better resourced to deliver on its mandates.
Indicator responsibility	General Manager: Human Resources

Indicator number	1.1.4
Indicator title	Obtain a clean audit outcome from the annual external audit process
Definition	Good corporate governance is central to an efficient and effective organization. AGSA audits financial statements, if they are free from material misstatements and there are no material findings on reporting of performance objectives or non-compliance with legislation. The Commission aims to achieve Clean Audit Outcome.
Source of data	AGSA audit report
Method of calculation/assessment	Qualitative
Means of verification	Audit Report issued by the Auditor-General
Assumptions	All legislative requirements are complied with, including GRAP
Disaggregation of beneficiaries (where applicable)	Not applicable
Calculation type	Cumulative year end
Reporting cycle	Annually
Desired performance	Clean audit opinion
Indicator responsibility	Chief Financial Officer

## Programme 2: Electoral Operations

Indicator number	2.1.1
Indicator title	Number of by-elections set aside
Definition	Counts the number of elections that are set aside by a court of law.
Source of data	Copy of court order kept on file held by Electoral Matters
Method of calculation/assessment	Incidences of an election (including by-elections) being set aside by a court of law within the financial year. No elections having been set aside indicates that the target is achieved. The election is deemed to be set aside on the date of the court ruling, thus elections held in a previous financial year that were set aside in the current financial year are included in this year's count. Elections held in this financial year that were set aside after the end of the financial year are included in next year's count.
Means of verification	Copy of court order kept on file held by Electoral Matters
Assumptions	None
Disaggregation of beneficiaries (where applicable)	Not applicable
Calculation type	Cumulative year-end
Reporting cycle	Quarterly
Desired performance	Performance that meets the target of zero.
Indicator responsibility	General Manager: Electoral Matters

Indicator number	2.1.2
Indicator title	The number of registered voters who appear on the voters' roll for whom the Electoral Commission does not have recorded addresses at 31 March each year covered by this plan
Definition	This indicator measures the number of registered voters without a recorded address on the voters' roll at the end of the financial year.
Source of data	Voter registration system
Method of calculation/assessment	The indicator is calculated as the number of registered voters without a recorded address on the voters' roll at the end of the financial year. "No address" is when there are no values in the address fields. Entries and values that are incomprehensible are not regarded as an address. Entries and values must be assessed in terms of the Electoral Commission's mandate and the purpose for maintaining addresses on the voters' roll. Thus, "no address" would mean that it is impractical for the Electoral Commission to use all the address field information to assign a voter to a particular ward.
Means of verification	The data extracted from the snapshot of the voters' roll as at 31 March.
Assumptions	Voters with no address and no data in the required fields
Disaggregation of beneficiaries (where applicable)	Not applicable
Calculation type	Non-cumulative – year-end
Reporting cycle	Annually
Desired performance	The lowest number of registered voters without a recorded address on the voters' roll.
Indicator responsibility	General Manager: Electoral Matters

## Programme 3: Outreach

Indicator number	3.1.1
Indicator title	The number of research initiatives achieved per annum
Definition	A research initiative may be an empirical and/or applied research study, survey, review, project or paper that is aimed at expanding knowledge and understanding in a particular field. The initiative may be conducted from both an academic and a practitioner perspective.
Source of data	Research reports from formal research studies conducted. Evidence is kept in the Civic Education, Research and Knowledge Management Department.
Method of calculation/ assessment	Each initiative counts as a single instance in the achievement of the target.
Means of verification	Proposals, reports or signed agreements where available
Assumptions	As the Electoral Commission entrenches itself as the foremost authority in election management, its research function enables reflection on practice, informs and influences its work, and heightens its credibility by addressing critical issues and advancing innovation in electoral democracy. Research outcomes are utilised in the planning and strategy of the Commission's activities and processes. Research projects take place on an ongoing basis, subject to the availability of budget and expertise.
Disaggregation of beneficiaries (where applicable)	Different studies adopt different approaches. Some of the larger studies might disaggregate data according to gender, age, race, disability, etc., including other demographic groups. Other studies may adopt a general approach or focus on one particular group or demographic.
Calculation type	Non-cumulative
Reporting cycle	Annual
Desired performance	More empirically robust research projects imply a greater body of knowledge and important insights related to electoral democracy.
Indicator responsibility	General Manager: Civic and Democracy Education and Research

Indicator number	3.1.2
Indicator title	The number of thought leadership interactions achieved per annum
Definition	A thought leadership interaction is an interactive activity that: <ul style="list-style-type: none"> <li>examines issues that contribute to and constrain democratisation nationally, regionally and internationally;</li> <li>enables the identification, deliberate development and pioneering of new ideas, content and concepts, as well as identifying gaps in action and thinking; and</li> <li>allows different scholars and researchers to provide analyses and interact with electoral practitioners to seek improvement.</li> </ul>
Source of data	Reports of thought leadership interactions conducted. Evidence is kept in the Civic Education, Research and Knowledge Management Department.
Method of calculation/ assessment	Each initiative counts as a single instance in the achievement of the target.
Means of verification	Concept papers, proposals, meeting minutes, emails, programmes and/or reports where available
Assumptions	As the Electoral Commission becomes more experienced in election management, thought leadership interactions enable reflection on practice, inform and influence its work, and heighten its credibility and authority by addressing critical issues and advancing innovation in electoral democracy. Outcomes or recommendations from thought leadership interactions are considered in the planning and strategy of the Commission's activities and processes. Thought leadership interactions take place on an ongoing basis, subject to the availability of budget, capacity and expertise.
Disaggregation of beneficiaries (where applicable)	Interactions may be generic in focus, targeting multiple groups, or may focus on specific groups such as women, youth or persons with disabilities
Calculation type	Non-cumulative
Reporting cycle	Annual
Desired performance	More thought leadership interactions imply a greater body of knowledge and new insights related to electoral democracy.
Indicator responsibility	General Manager: Civic and Democracy Education and Research

Indicator number	3.1.3
Indicator title	The number of face-to-face CDE events held per annum
Definition	A civic education event is defined as a face-to-face educational activity targeting a specific audience of at least 20 people.
Source of data	For an event to be valid, the following two types of auditable evidence are compulsory: <ul style="list-style-type: none"> <li>An attendance register per event, uploaded on the Outreach Management System (OMS); and</li> <li>Evidence of educational substance, which will be demonstrated by completing the form that is embedded in the OMS.</li> </ul>
Method of calculation/assessment	Each event that meets the definition is counted towards achieving the target.
Means of verification	Attendance register and educational substance form uploaded per event and approved at various levels in the OMS.
Assumptions	CDE events remain a key direct-to-voter mechanism by which the Electoral Commission promotes learning that facilitates participation in electoral democracy to various audiences in communities. Public assessments of voter education as evidenced in the VPS and ESS continue to justify the usefulness of CDE events as a mechanism for community mobilisation. CDE events promote and increase knowledge and understanding of electoral processes by targeting specific demographics, stakeholders and areas where voter turnout has been historically low. Budget allocations and resources are available and sufficient for community mobilisation initiatives.
Disaggregation of beneficiaries (where applicable)	Some CDE events target general audiences made up of multiple stakeholders, while others may target differentiated and specific audiences, e.g. youth, women and persons with disabilities. Projects and budget allocations specifically target women, youth and persons with disabilities to participate fully in electoral processes.
Calculation type	Cumulative (year-end)
Reporting cycle	Quarterly
Desired performance	More events imply that more people have been reached and taught how to participate in South Africa's electoral democracy.
Indicator responsibility	Provincial electoral officers and General Manager: Civic and Democracy Education and Research

Indicator number	3.1.4
Indicator title	Number of meetings Commissioners hold with key stakeholders per annum
Definition	A stakeholder interaction is defined as a formal collaborative, mutually beneficial educational capacity-building initiative that promotes knowledge and understanding of electoral democracy. Stakeholders may include groups, individuals, institutions and their formal and informal representatives (such as civil society organisations (an umbrella term for non-governmental, non-profit organisations, community-based organisations and faith-based organisations), national or local government authorities, politicians, religious leaders, groups with special interests and needs, the academic community, the private sector, business, Chapter 9 institutions, traditional leadership structures, statutory bodies, the media, state departments, organised labour, etc.), who cooperate with the Electoral Commission in the achievement of its educational mandate.
Source of data	Meeting minutes, registers, reports or signed agreements where available. These are kept in hard copy at offices where the interactions took place and are uploaded in the OMS.
Method of calculation/assessment	Each stakeholder interaction or meeting counts towards the achievement of the target. Each interaction or meeting counts as a single instance, regardless of how many persons attend it.
Means of verification	Meeting minutes, registers, reports or signed agreements, where available, which are uploaded and approved at various levels in the OMS and kept at various offices.
Assumptions	Stakeholders who are capacitated will promote civic education by raising awareness among their constituencies and informing about electoral democracy. Stakeholder capacity-building initiatives are a sustainable means to promote and increase broad community participation in electoral democracy. Due to their resources and diversity, stakeholders are able to reach all sectors of society.
Disaggregation of beneficiaries (where applicable)	In certain circumstances, stakeholders representing specific groups, such as youth, women and persons with disabilities, may be targeted.



Calculation type	In certain circumstances, stakeholders representing specific groups, such as youth, women and persons with disabilities, may be targeted.
Reporting cycle	Annually
Desired performance	More capacity-building interactions with key stakeholders increase the understanding of electoral democracy in various sectors and communities.
Indicator responsibility	Provincial electoral officers and General Manager: Civic and Democracy Education and Research

Indicator number	3.1.5
Indicator title	Recorded reach across multimedia communications platforms (digital, television, print, radio and out-of-home)
Definition	Recorded reach across multimedia communication platforms (digital, television, print, radio and out-of-home)
Source of data	Received from media owners through the Electoral Commission's contracted media buyer.
Method of calculation/assessment	Quantitative. Analysis of all multimedia communication reports, resulting in the total campaign placement.
Means of verification	Various multimedia reports from media owners through the Electoral Commission's media buyer, collated by the media buyer.
Assumptions	Eligible voters will make use of the various communication platforms to become informed and interact with the Electoral Commission.
Disaggregation of beneficiaries (where applicable)	Both general and differentiated audiences will be targeted and reached.
Calculation type	Cumulative (year-end)
Reporting cycle	Annually
Desired performance	A higher performance indicates maximised reach.
Indicator responsibility	Manager: Communications

## PROGRAMME 4: PARTY FUNDING

Indicator number	4.1.1
Indicator title	Number of disbursements to represented parties per annum
Definition	This indicator evidences the achievement of the legislated mandate of the Represented Political Parties Fund (already in place) and the Multi-party Democracy Fund (enacted, but still to be proclaimed) in relation to the distribution of public and private funding, respectively, to represented political parties.
Source of data	Office of the Chief Executive: Party Funding
Method of calculation/assessment	Each quarterly disbursement to qualifying political parties counts as one, regardless of the number of parties paid. Supplementary payments to parties who qualify after the main disbursement do not count towards achievement of this indicator.
Means of verification	Banking records held in the Office of the Chief Executive: Party Funding
Assumptions	None
Disaggregation of beneficiaries (where applicable)	Not applicable
Calculation type	Cumulative (year-end)
Reporting cycle	Quarterly
Desired performance	Performance on target is desirable
Indicator responsibility	Chief Executive: Party Funding

Indicator number	4.1.2
Indicator title	Number of liaison sessions held with members of party liaison committees at national (1), provincial (9) and municipal (213) levels per annum
Definition	A count of the number of liaison sessions or consultations to be held at a national, provincial or municipal level with representatives of registered parties to ensure sound relationships via Party Liaison Committees.
Source of data	Minutes of the meetings uploaded by the national office and provinces into the PLC document application on the Electoral Commission Portal under the PLC documentation system.
Method of calculation/assessment	Quantitative
Means of verification	Each minuted meeting with the PLC (as constituted in terms of the Act) and uploaded onto the PLC documentation system counts as one liaison session held at a national, provincial or municipal level.
Assumptions	PLC minutes as they occur at local, provincial and national levels will be uploaded onto the PLC documentation system.
Disaggregation of beneficiaries (where applicable)	Not applicable
Calculation type	Cumulative (year-end)
Reporting cycle	Quarterly
Desired performance	Performance that is equal to or higher than the target.
Indicator responsibility	General Manager: Electoral Matters



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