

# TRAINING AND PROFESSIONAL DEVELOPMENT IN ELECTORAL ADMINISTRATION

Policy Paper No. 28, May 2023



# TRAINING AND PROFESSIONAL DEVELOPMENT IN ELECTORAL ADMINISTRATION

Policy Paper No. 28, May 2023

*Erik Asplund*



**International IDEA**  
Strömsborg  
SE-103 34 Stockholm  
SWEDEN  
+46 8 698 37 00  
info@idea.int  
www.idea.int

© 2023 International Institute for Democracy and Electoral Assistance



With the exception of any third-party images and photos, the electronic version of this publication is available under a Creative Commons Attribution-NonCommercial-ShareAlike 3.0 (CC BY-NC-SA 3.0) licence. You are free to copy, distribute and transmit the publication as well as to remix and adapt it, provided it is only for non-commercial purposes, that you appropriately attribute the publication, and that you distribute it under an identical licence. For more information visit the Creative Commons website: <http://creativecommons.org/licenses/by-nc-sa/3.0/>.

International IDEA  
Strömsborg  
SE-103 34 Stockholm  
SWEDEN  
Tel: +46 8 698 37 00  
Email: [info@idea.int](mailto:info@idea.int)  
Website: <https://www.idea.int>

Cover illustration: International IDEA/Pedro Sopasfiao. Professional development workshop on electoral administration held in Timore-Leste in 2019.  
Design and layout: International IDEA  
Copyeditor: Andrew Robertson

DOI: <https://doi.org/10.31752/idea.2023.34>

ISBN: 978-91-7671-640-3 (PDF)

# Contents

<b>Executive summary .....</b>	<b>3</b>
<b>Key recommendations .....</b>	<b>4</b>
<b>Chapter 1</b>	
<b>Introduction.....</b>	<b>7</b>
What do we mean by 'training'? .....	8
The importance of training .....	8
<b>Chapter 2</b>	
<b>Design considerations .....</b>	<b>11</b>
Temporary vs. permanent staff .....	12
Technical vs. non-technical training.....	13
Training methodology .....	14
Cost-effectiveness.....	16
Academic partners .....	18
Organizational and staff development programmes .....	19
<b>Chapter 3</b>	
<b>Training mandates and responsibilities—A global overview .....</b>	<b>24</b>
Core purpose and international standards .....	26
Principal recipients of training .....	28
EMB training departments (and equivalents).....	29
Role of local government .....	31
Electoral training centres .....	31
Consolidation of functions under the same administrative unit .....	32
<b>Chapter 4</b>	
<b>Considerations when establishing a training facility.....</b>	<b>34</b>
Mission and vision .....	34
Training centre roadmap.....	34
Financial resources .....	35
<b>Chapter 5</b>	
<b>Conclusion and recommendations.....</b>	<b>36</b>
<b>References .....</b>	<b>39</b>

<b>Annex A. Survey questions .....</b>	<b>45</b>
<b>Annex B. Electoral training and education centres by country and year established.....</b>	<b>50</b>
Africa .....	50
The Americas .....	50
Asia .....	51
Europe .....	52
Middle East .....	52
Oceania .....	52
<b>About the author.....</b>	<b>53</b>
Contributors .....	53
<b>Acknowledgements .....</b>	<b>54</b>
<b>About International IDEA .....</b>	<b>55</b>

# EXECUTIVE SUMMARY

This Policy Paper addresses two different but interlinked issues: how to build and strengthen the capacities of electoral management body (EMB) staff and workforce (both technical, short-term and election-related, and lifelong learning); and how to build institutional capacities for delivering both types effectively. The paper is supplemented with findings from: (a) an electoral management survey conducted in 2021 when 242 EMBs were contacted, of which 49 responded to the survey; (b) a 2021 case study series on the institutionalization of electoral training and education; and (c) a 2020 expert workshop on 'Best practice in training capacity and delivery in election administration'.

Inadequate training hinders service delivery and increases the risk of mistakes that may negatively impact the reputation of an EMB or the election outcome itself. Investing in training and professional development will support an EMB to deliver on its mandate, to demonstrate adherence to domestic regulations and procedures, and to better navigate stresses and shocks that arise during the electoral process. Building EMB workforce capacity also reinforces and inculcates electoral administration values and principles: those of integrity, impartiality, transparency, efficiency, sustainability and service-mindedness.

Furthermore, the external environment in which EMBs operate is complex and rapidly changing. Factors such as natural disasters and environmental challenges (like the Covid-19 pandemic and climate crisis), the rise of disinformation, foreign interference, cyber-attacks aiming to discredit and/or undermine public institutions and the rise of authoritarianism across the globe, add additional layers of complexity to the work of EMBs. In this rapidly changing external environment, EMBs should seek to institutionalize training in the running of elections.

This paper includes 14 action-oriented recommendations that focus on operational training, professional development and the building of institutional capacities.

---

**Investing in training will support an EMB to deliver on its mandate, to demonstrate adherence to regulations and procedures, and to better navigate stresses that arise during the electoral process.**

# KEY RECOMMENDATIONS

## **For EMBs on operational training**

- EMBs can consider making operational training mandatory for temporary poll workers. This may require advocacy regarding legal changes and securing of appropriate financing.
- EMBs should provide standardized operational training that is directly relevant to the job of temporary poll workers (voter registration, counting votes and tabulation, early voting, postal voting, mobile ballot box voting, etc.). Manuals, checklists, contingency plans for emergencies and standardized training materials outlining duties and procedures need to be updated regularly and made available for all poll workers ahead of elections.
- EMBs can consider external stakeholders (political parties, the courts, police, media, civil society organizations and government agencies) when delivering training on electoral regulations and operational procedures. Adult learning approaches, participatory methodologies, practical exercises and smaller groups can facilitate a shared understanding of roles and responsibilities during an electoral process.

## **For EMBs on professional development**

- EMBs should invest in a coherent and forward-looking capacity development strategy for framing training and professional development within a vision of a sustainable EMB: one that is capable of building and strengthening an effective, motivated, talented and skilled workforce. Training promotes accuracy, efficiency and professionalism within the various activities carried out by the EMB and enhances trust among voters and other key stakeholders.

- To achieve and maintain excellence, learning and development (hereafter 'L&D') more broadly should be part of any EMB long-term strategic plan. This requires an annual budget to support learning and development initiatives at national and subnational levels.
- A recurring learning needs analysis that identifies short- and long-term needs at the organizational, team and individual levels should be strongly considered in any L&D programme. The needs analysis should include a gender and inclusion component.
- Professional development design should include formal and informal training on both hard skills (technical) and soft skills (intrapersonal and interpersonal) for election officials. It should be anchored in available best practice on effective training, including on monitoring and evaluation.
- EMBs can explore and adopt video conferencing software and e-learning platforms for remote training or blended/hybrid training. During times of emergency, alternatives to in-person professional development can be utilized to mitigate reduced attendance and interaction. Learning management systems (LMS) can be part of the training infrastructure if resources allow.

#### **For EMBs on building institutional capacity for operational training and professional development**

- EMBs seeking to continuously plan, design, implement and evaluate operational training and professional development programmes should strengthen the administrative unit (or centre) in charge of training. Strengthening is about the standing and integration of a training unit's role, as well as its resources.
- The unit's mandate should be determined by the EMB based on a needs and feasibility analysis, with the facility's goals stipulated in a strategic plan. Consolidating capacity building and voter and civic education under the management of one unit can be both practical and cost-efficient.
- EMBs seeking to establish a training centre can consider the following three design options, namely: (a) part of the EMB; (b) associated with the EMB; or (c) independent from the EMB. A working group can develop key documents such as a concept document, feasibility study and roadmap based on best practice examples in the region or beyond. Secure and long-term resourcing is a critical prerequisite, as is awareness and buy-in from lawmakers and political parties on the potential benefits of mandatory operational training and expanded professional development for the EMB workforce.
- EMBs should be aware of the pitfalls of ill-conceived, externally supported initiatives that do not take into account local context or sustainability.



**For the electoral assistance community**

- The wider electoral assistance community can request findings from an EMB's learning needs analysis as well as a strategic plan on L&D before engaging with resources. It may also have a role in helping to deliver coherent Organizational and Staff Development (OSD) programmes. Professional development programmes are ideally conducted mid-electoral cycle and linked to global best practice.
- Joint interventions among the electoral assistance community in a country may help address shortcomings related to dependency on external aid, eventually leading to more sustainable practices on L&D among national stakeholders.

## Chapter 1

# INTRODUCTION

There is growing recognition of the importance of electoral management quality and the capacities of the people and institutions involved in delivering elections (van Ham and Lindberg 2015; James 2019; Pearce Laanela et al. 2021; Pearce Laanela 2023). This shift of focus to the human dimension of electoral administration demands that attention be paid to training and professional development structures, approaches and methodologies that are most effective. However, lessons learned and best practices in field-specific learning and development (L&D) are largely absent from the existing electoral management literature.<sup>1</sup>

The few existing studies on the impact of training on electoral management body (EMB) performance show that having staff with sufficient training and expertise in electoral procedures is likely to enhance both EMB efficiency in delivering elections and perceptions of it, as well as being a crucial factor in strengthening EMB impartiality and the overall integrity of electoral processes (Garnett 2019; James 2019). While these findings are helpful, no comparative studies have mapped, analysed or compared the effectiveness of different structures, approaches and methodologies for building, developing and maintaining staff and organizational capacity.

To support EMBs that would like to invest more in capacity development, this paper aims to review and gain a better understanding of existing training structures, approaches and methodologies in electoral administration.

---

<sup>1</sup> According to Garnett (2019), the lack of studies on EMB capacity is largely due the lack of comparative data and hence the difficulty in measuring EMB capacity across countries.

---

## WHAT DO WE MEAN BY 'TRAINING'?

Training is the skills-learning process needed to do a particular job or activity; workforce training should be directly relevant to the job and to long-term development and retention. In the context of EMBs, staff training—whether ongoing or periodic, internal or outsourced—can be geared towards election procedures before, during or after elections; or be part of staff lifelong learning to maintain and improve the professional competence of staff. Training therefore spans from practising the specific procedures needed for a given task, to facilitating a learning culture based on shared values (Box 1). For example, training enables registration centre and polling station staff at the front-lines of electoral work to avoid mistakes and manage incidents. Training needs to be cost-effective and appropriate to levels of responsibility: from the head of the organization through to temporary staff working on election day.

EMBs in countries such as Australia, Chile, Malawi and Sweden have adopted compulsory training regimes which upskill poll workers on a regular and frequent basis. Some EMBs, such as the Central Election Commissions of Georgia and Moldova, have taken a step further and introduced mandatory testing and certification requirements (Election Administration of Georgia 2018; Moldova 2022). In Iraq, Mexico, Nepal, Nigeria and South Korea, EMBs train other stakeholders such as political parties and candidates, the media, judges and security sector officials.

---

**Some EMBs have established purpose-built training and education facilities.**

To accommodate these and other training requirements EMBs are investing in, or considering investing in, high-quality programmes run by professional trainers and educators. These use innovative methodologies, practices and activities that are hands-on and scenario-based. Some EMBs have established purpose-built training and education facilities. Examples include the Australian Electoral Commission's (AEC) learning facility in Victoria which includes classrooms and a simulation room, and the Election Commission of India's 12,500 sqm facility dedicated to training election officials from around the country and beyond (Quraishi 2021).

---

**Training is an investment in the EMB's ability to perform its primary task, administering an electoral contest.**

---

## THE IMPORTANCE OF TRAINING

Training is an investment in the EMB's ability to perform its primary task, administering an electoral contest. Building the EMB workforce's capacities reinforces and inculcates electoral administration values and principles, those of integrity, impartiality, transparency, efficiency, sustainability and service-mindedness (International IDEA 1997; Catt et al. 2014). The visible embodiment of values and principles is particularly important in transitional democracies where EMBs play a crucial confidence-building role (Alihodžić and Matatu 2019; Pearce Laanela 2023).

By contrast, poor or inadequate training hampers service delivery and increases the risk of errors that negatively impact the reputation of the EMB

### Box 1. Training vs. capacity development

The terms ‘training’ and ‘capacity development’ are sometimes confused or used interchangeably. However, training is just one element of capacity development.

Simply put, training is the process of learning the skills you need to do a particular job or activity. It is a structured experience that helps individuals to acquire new, predetermined knowledge, skills and attitudes to address or solve a targeted task, such as using Microsoft Excel, operating a voting machine, or counting votes. Within electoral administration, training often focuses on providing targeted skills for solving specific problems, operating certain applications or managing precise operations.

Capacity development, on the other hand, is a complex and long-term undertaking. EMBs engage in it to achieve overall organizational growth by widening the skills and knowledge of permanent employees, developing their capabilities and offering opportunities for employee growth. Capacity development encompasses a whole range of activities designed to empower individuals and institutions, training and lifelong learning opportunities among them.

The concept and interpretation of ‘capacity’ can vary depending on the organization’s context, mission and objectives. In all cases, though, the assumption is that ‘capacity’ affects an organization’s ability to grow, improve and perform (Cox et al. 2018).

or the election outcome itself. These mistakes can be systemic, technical, procedural or human errors and can occur at any time before, during or after the election (Asplund 2020). Technical mistakes resulting in the faulty set-up or maintenance of voting machines such as electronic voter identification devices (electronic poll books), touchscreens and transmission of results devices (mobile phones) may hinder or interrupt polling, such as in Georgia in 2020 and Kenya in 2013 (Niesse 2021; EU 2013). Procedural mistakes resulting in the loss of sensitive election material—in particular, completed votes—could jeopardize the electoral outcome, such as in the Western Australia Senate elections in 2013 when 1,139 ballot papers were lost by the EMB (Harrison, Hurst and Ireland 2013; AEC 2013). Human error resulting in inaccurate transmission may distort early election results, such as in Sweden in 2018 (von Kraemer 2018). Even errors of judgement by polling staff in their interactions with voters can impact perceptions of the election; an unfortunate encounter at a polling station can quickly spread through social media.

In addition to voters, election observers and political party agents also note any irregularities that may happen during the voting, counting and tabulation processes. Mistakes, big and small, are recorded and submitted for review and potential follow-up in the form of official statements or formal complaints. For example, in Austria, the 2016 presidential election was annulled after an official complaint on the ‘illegal’ handling of postal votes by poll workers (BBC News 2016; OSCE-ODIHR 2017). Several election observation mission reports from, for example, Ecuador (EU 2021a), Honduras (EU 2022a), Kosovo (Democracy in Action 2017), Lebanon (EU 2022b), Malawi (EU 2019b), Nigeria (EU 2019a), Peru (EU 2021b), Serbia (OSCE-ODIHR 2022) and Thailand (see Charoensuthipan 2019), have highlighted inadequate training as a reason for the general lack of election preparedness. Typical recommendations from election observation reports call for ‘standardized mandatory training’, ‘standardized curriculum’, ‘better planned and timely training’, ‘more time dedicated to training’, ‘rigorous and consistent training on electoral procedures

throughout the entire process’, ‘a larger training focus on principles of non-partisanship during the election period’, ‘certification requirements, to unified checklists outlining duties and procedures’, as well as ‘changes in the delivery of training’.

Nationwide logistical operations are complex as they depend on numerous parallel and chronological activities and must adhere to strict deadlines—and elections are no exception. However, while other nationwide logistics often rely on procedural and administrative predictability to ensure efficiency and continuity, electoral processes are very much influenced by unpredictable internal and external factors: disinformation, foreign interference, cyber-attacks, climate change and natural disasters, among others (International IDEA 2022, n.d.; van der Staak and Wolf 2019). If not appropriately anticipated and managed, these factors may affect the timely and accurate execution of electoral activities. The number of stakeholders vested in the process, the level of public involvement and scrutiny, the unpredictability of legal and procedural alterations and the ever-changing political environment are further dimensions of this complexity, to name only a few.

While no election is perfect, electoral processes that lack transparency and are rife with administrative problems can generate distrust among citizens and political actors, leading to contested outcomes that fuel political instability. A professional, well-trained workforce is a crucial part of avoiding such scenarios.

## Chapter 2

# DESIGN CONSIDERATIONS

In designing its approach to learning and development (L&D), an EMB should bear in mind the following overarching objectives: (a) guarantee a certain level of competence by all staff and throughout the organization; (b) ensure proper levels of technical and ethical performance in all its undertakings and encounters; and (c) ensure the independence of decision and action in its management and decision making.

At the same time, the technical training and professional development needs of election officials vary greatly depending on the context, target group (e.g. level of seniority, location and scale of unit) and purpose (responsibilities and tasks in the present and future). The first distinction is between permanent and temporary EMB staff—because as regards content, it closely maps the distinction between ‘operations’ and ‘operations plus’—but training will also vary according to these other dimensions.

The complexity and scope of electoral operations and the devastating consequences of technical mistakes have naturally led EMBs to focus their efforts on the procedural training of front-line workers, such as temporary poll workers and operational staff. According to the Electoral Integrity Project and International IDEA Electoral Management Survey conducted in 2021, 30 EMBs out of 46 respondents (65.2 per cent) indicated that they had adopted compulsory training regimes for poll workers (James, Garnett and Asplund 2023), including Brazil, Mongolia, Slovenia and Timor-Leste (see Annex A, Table 1 for a complete list of countries).

The past decade has also seen an ever-increasing interest and focus on the professional development of permanent election officials. This increased focus is corroborated in the Electoral Management Survey. Out of 48 jurisdictions that responded, 36 (75 per cent) indicated that L&D opportunities were offered to staff (see Annex 1, Table 4). To strengthen institutional capacity, many EMBs (as well as donors and assistance providers) have turned their attention to permanent staff and invested in efforts focused on senior- and mid-

level management. In contrast to the pre-election procedural training, these professional development efforts are more appropriately placed mid-electoral cycle.

---

**The main purpose of this form of operational training is to empower and professionalize front-line staff, to avoid costly mistakes.**

---

## TEMPORARY VS. PERMANENT STAFF

The operational training often seen and so essential in electoral administration largely targets temporary staff and is often of a short-term nature. Trainings are conducted for large numbers of staff across the organization in the pre-election period and, if any legal or procedural changes occur, training is updated and adapted ahead of the next electoral cycle. The main purpose of this form of operational training is to empower and professionalize front-line staff, to avoid costly mistakes.

Temporary workforces such as poll workers and some operational staff mainly need training on procedures, compliance, codes of conduct, organizational values, customer service and other similar skills. Operational procedures may involve training on information and communication technologies (such as poll books and biometric voter registration kits) or on procedures related to the set-up of polling stations or a particular special voting arrangement (SVA) such as postal voting or mobile ballot box voting. In addition, polling station chairpersons and other front-line officers will also benefit from skills training for conflict management and resolution. The official training duration in the election calendar will also impact what topics are covered and in how much depth.

Training of front-line workers usually takes place close to election day. To reach wide audiences across large geographical areas in short periods of time, trainings are often conducted in cascades where a number of train-the-trainer workshops are first conducted to train 'lead' facilitators in charge of rolling out the cascade training to front-line poll workers.<sup>2</sup>

These procedurally oriented trainings are typically conducted face-to-face, either in the form of big open-air seminars where a trainer is reading aloud from the procedural guidelines; in smaller classroom lectures; or (preferably) in interactive, practically oriented group discussions supported by visual aids and with opportunities to role-play different scenarios. During the Covid-19 pandemic, some EMBs introduced online training for polling staff either as a complement to in-person training or as a wholesale replacement. In the United Kingdom ahead of the 2021 local elections, all training for polling officials was done online. This was also the case in Brazil ahead of the 2020 municipal elections. A blended approach was taken in Poland ahead of the 2020 presidential election and in Chile during the 2021 Constitutional Referendum.

---

<sup>2</sup> For example, depending on the size of the jurisdiction, master level trainers would be trained at the central level and then, in turn, train regional master trainers from the subnational (state or province) EMBs, who would train local master trainers (linked to the district level EMBs) who in turn train the staff who will work in registration centres, polling stations or counting centres.

Also, many EMBs placed more emphasis on self-learning materials such as information sheets and videos (James, Clark and Asplund 2023).

In some countries, such as Moldova, training is carried out by mobile teams. Mobile teams are typically made up of a small number of experienced trainers who are tasked with the delivery of training for all election staff at all levels. The advantage of mobile teams is that information is delivered accurately; the disadvantage is that delivery takes more time compared to cascade training (ACE n.d.b).

L&D for permanent EMB employees is an understudied subject: few studies have been carried out to map and compare the level, frequency and content of learning opportunities offered to these workforces. Even less is known about the impact of such L&D efforts on staff and organizational performance.

Generally, the training needs of this target group are more complex, going beyond the simply operational or procedural. Any training provided to an EMB's permanent employees needs to be part of a broader, strategic long-term effort to professionalize the institution, retain staff and improve its performance overall.

Professionalism (in any field) combines dimensions of competence, specialist knowledge, ethical integrity and some degree of autonomous judgement/decision-making. Considering the political sensitivities of electoral management work, it is a particularly important guiding principle. While even a highly professionalized EMB may not always be able to ensure a flawless electoral process because of factors beyond its control, investing in the capacity of the organization and the professionalism of its staff will support an EMB to deliver on its mandate, demonstrate adherence to procedures and better navigate complex issues that arise during the electoral process and thereby help build trust in the EMB.

---

**Any training provided to an EMB's permanent employees needs to be part of a broader, strategic long-term effort to professionalize the institution, retain staff and improve its performance overall.**

---

## TECHNICAL VS. NON-TECHNICAL TRAINING

Another useful distinction to be made is between *'technical' learning needs* often targeting operational staff (whether permanent or temporary) and *'non-technical/soft' learning needs*.

While technical learning needs would, for example, cover managing a software programme, operating machinery, conducting voter registration, counting votes and tabulation of results, non-technical or soft (interpersonal and self-management) skills are needed for numerous tasks, functions and qualities (Box 2).

While many of the L&D areas listed are generic to public and private organizations, it is important that courses and workshops are designed to recognize and address the stressors that are particular to electoral



### Box 2. Public sector soft skills

Adaptability	Negotiation
Commitment	Problem solving
Communication	Professionalism
Customer/client orientation	Reliability
Efficiency	Self-development/learning
Interpersonal relationship	Strategic thinking
Initiative	Teamwork
Innovation	Values and ethics
Leadership	Vision

Source: Author's compilation based on Kinsella and Waite (2021) and OECD (2017).

management. EMB officers will need targeted guidance, for example through scenarios and role plays, to prepare for situations where they will need to maintain professionalism and impartiality under harsh conditions of media scrutiny, relentless political pressure and the operational constraints of an unforgiving electoral calendar. Considering that EMBs typically invest more resources on technical skills development compared to soft skills, there may be a need for EMBs to redouble on-the-job development of the latter, complemented with targeted recruitments based on organizational needs.

**EMBs should consider best practice on training transfer which refers to the application, generalization and maintenance of trained skills on the job.**

Specifically, EMBs should consider best practice on training transfer which refers to the application, generalization and maintenance of trained skills on the job (Ford and Weissbein 1997; Burke and Hutchins 2008; Laker and Powell 2011). Grossman and Salas (2011) have identified three main categories for successful training transfer (see Table 1): 'trainee characteristics (cognitive ability, self-efficacy, motivation and perceived utility of training), training design (behavioural modelling, error management and realistic training environments) and work environment (transfer climate, support, opportunity to perform and follow-up).'

## TRAINING METHODOLOGY

Operationally oriented trainings for temporary staff are often conducted face-to-face. Because of the almost 'mechanical' nature of poll worker tasks and due to the tremendous number of people to be trained on very tight deadlines, there is normally limited variation in the methodology used for training these front-line workers. As mentioned, during the Covid-19 pandemic more countries adopted remote training using video conferencing software and e-learning platforms or blended/hybrid training (James, Clark and Asplund 2023—see also Box 3). For example, ahead of the November 2020 presidential elections in Moldova, the share of these modalities in training increased from 1 per cent to 40 per cent (Electoral Integrity Project 2022). In some countries such as Ukraine and Ecuador, however, online training was criticized because

**Table 1. Key factors for the transfer of training**

Area	Subcategory	Comments
Trainee characteristics	Cognitive ability	Trainees higher in cognitive ability have more success in processing, retaining and generalizing trained skills.
	Self-efficacy	Trainees higher in self-efficacy have more confidence in their ability to learn and apply trained competencies and are more likely to persist when performing difficult tasks.
	Motivation	Transfer is facilitated when trainees are motivated to learn and transfer throughout the training process.
	Perceived utility of training	Trainees who perceive training as useful and valuable are far more likely to apply new competencies in the workplace.
Training design	Behavioural modelling	Behavioural modelling facilitates transfer when both positive and negative models are used and when opportunities to practise are provided.
	Error management	Error management promotes the transfer of training by allowing trainees to anticipate potential issues, providing them with knowledge of how to handle such problems and highlighting the negative outcomes that can occur if training is not transferred.
	Realistic training environment	Conducting training and practice in environments that resemble the workplace increases the likelihood that trained competencies will transfer.
Work environment	Transfer climate	Situational cues and consequences largely determine whether or not learned competencies are applied in the workplace.
	Support	Both supervisor and peer support are critical for the transfer of training.
	Opportunity to perform	For training to successfully transfer, trainees need the resources and opportunities to apply their new skills and abilities to the workplace.
	Follow-up	To facilitate transfer, the formal training period should be followed by additional learning opportunities (e.g. after action reviews, feedback, job aids).

Source: Grossman, R. and Salas, E., 'The transfer of training: What really matters', (a meta-analysis), *International Journal of Training and Development*, 15/2 (2011), pp. 103–20, <<https://doi.org/10.1111/j.1468-2419.2011.00373.x>>.

of the reduced attendance and interaction (OSCE-ODIHR 2021) or because quality was regarded as somewhat compromised (EU 2021a).

A professional development tool that has gained much popularity among EMBs in the past two decades is the BRIDGE (Building Resources in Democracy,

### Box 3. Operational training under Covid-19 conditions in Bihar, India (2020)

Due to the Covid-19 pandemic, it was not feasible to organize in-person training for election officials and State Level Master Trainer (SLMTs) for Bihar at the India International Institute for Democracy and Electoral Management (IIIDEM) Election Commission of India. IIIDEM, therefore, organized the training for all Bihar election officers including Returning Officers and Assistant Returning Officers, from the month of June 2020 through video conferencing. Participants were asked to provide feedback on the training through detailed evaluation forms. These officials then further trained junior officials at the state level all the way up to polling officials in a cascade training model. In view of Covid-19, local levels' training was conducted in smaller groups and, wherever possible, PowerPoint presentations, video clips and other training aids were used. Evaluation was conducted via e-learning tools and the Chief Electoral Officer website.

Source: Ambarkhane, S., 'Covid-19 and elections: The case of Bihar Legislative Assembly, India', Case Study, 5 December 2021, <<https://www.idea.int/sites/default/files/covid-19-and-elections-to-the-bihar-legislative-assembly-india-en.pdf>>, accessed 5 February 2023.

Governance and Elections) programme.<sup>3</sup> Its success with EMBs and electoral assistance providers can be credited in part to the participatory and activity-based methodology, which is highly appreciated by participants. BRIDGE has been used to conduct one-off training seminars or an extended sequence on the same subject for a wider spread of EMB staff, or for reaching targeted groups of the EMB workforce on different subjects. For example, the EMBs of Timor-Leste and Nepal have run BRIDGE courses since 2001 and 2008 respectively (Attrill and Bhattarai 2018; International IDEA 2020). A handful of EMBs have further adopted the BRIDGE methodology and built it in as one (or the only) standing component of their L&D efforts (e.g. Australia, Indonesia, Moldova). In Moldova (Box 4), BRIDGE training methodology has been adapted and successfully used also for operational training. Although the BRIDGE partners temporarily ventured into online delivery as a response to Covid-19 restrictions, BRIDGE remains a face-to-face training programme as per its initial design.

---

## COST-EFFECTIVENESS

There is, however, a wide variety of learning methodologies beyond the typical face-to-face training course used by many EMBs. In addition to traditional in-person seminars or trainings—which tend to be very costly, especially if staff members are expected to come together from different regions—EMBs can make available online training courses or e-learning, webinars, podcasts and self-studying time as a complement. These professional development methodologies can reach wider audiences and therefore be more cost-effective. The caveat is that EMBs (like any other public or private institution)

<sup>3</sup> BRIDGE as a professional development tool primarily affects participants at the individual level. BRIDGE workshops use an activity-based approach that maximizes retention of knowledge and skills learned. They are designed to promote or reinforce professional confidence, ethics, understanding of principles of best electoral practice and access to networks of peers. See <<http://www.bridge-project.org>>.

#### **Box 4. Moldova's coherent and strategic approach to learning and development**

The Centre for Continuous Electoral Training (CICDE) has developed a network of trainers that are recruited on a needs basis to undertake trainings and implement capacity-building programmes. The trainers are well trained and highly experienced. Some of them are BRIDGE accredited.

CICDE has adopted a coherent, strategic and organized approach to delivery of training and update of training materials. Consistency and harmony is ensured between training offered to different staff across the organization and materials are updated and amended after each election, taking any legal reform and new legislation into account.

The CICDE has an efficient training delivery system in place, involving up to 30 trainers in each election, with more than 20 tailor-made training programmes.

*Source:* Doina Bordeianu (Director, CICDE).

may find it challenging to inculcate the culture and/or routine needed for undertaking self-led online learning. This is especially true in working cultures where learning traditionally has been seen as a 'passive' activity based on absorbing spoken material from instructors.

Also, where standard practice includes accommodation and daily subsidies for participants, some employees may be reluctant to partake in learning offerings that do not involve such benefits. This has been particularly obvious in countries where election officials are accustomed to capacity development initiatives being fully or partly financed and organized by international donors and implementing partners. In Nepal, for example, after almost two decades of international support to strengthen the professional capacity of EMB employees, international assistance providers jointly encouraged the Election Commission to start hosting BRIDGE workshops in their own facilities, with a more active engagement of internal staff to run events (Attrill and Bhattarai 2018). Joint interventions as demonstrated in Nepal and other country contexts may help address shortcomings related to dependency on external aid and eventually lead to more sustainable L&D practices.

Blended learning approaches can take advantage of the benefits of interactive and dynamic learning methodologies while reducing the costs of expensive face-to-face trainings by also including online components. Blended learning is normally composed of a few 'face-to-face' online sessions conducted at specific times (through Skype, Teams, Zoom or similar video conferencing technology); some mandatory reading (or course on an EMB e-learning platform); a set number of papers or assignments to be handed in; and an open discussion forum where, for example, participants must respond to questions, comment on issues, or suggest how to resolve particular problems. This learning methodology caters to most adult learning preferences and, as it can accommodate a greater number of staff, it is preferable from both a cost-effectiveness and accessibility point of view. The Australian Electoral Commission (see Box 5) and the Centre for Continuous Electoral Training

### Box 5. Developing a learning culture in the Australian Electoral Commission (AEC)

In Australia, the AEC management acknowledges and appreciates the value of a well-trained workforce and has made substantial efforts in recent years to create an effective learning culture across the organization. The AEC has adopted annual budgets to support learning and development (L&D) initiatives at national, state and functional area levels, throughout the Commission. The allocation of the L&D budgets is the responsibility of the National Training and Education Unit (NTEU).

The AEC's regular workforce are acquiring new knowledge and skills in many different ways—planned

and unplanned, formal and informal, at work and outside work. The 70:20:10 approach, accepted throughout the Australian Public Service, underpins the AEC's approach to L&D. In addition, the AEC has established an online learning hub that offers a range of resources to support staff in their operational and professional development.

The support from management, the dedicated budget, the 70:20:10 approach and the hub, support the work of the NTEU in creating a vibrant learning culture across the organization, where there is active support, participation and appreciation for L&D (AEC 2021a).

(CICDE) in Moldova are examples of EMBs who are committed to this blended learning approach.

At the same time, it must be remembered that formal learning opportunities such as these are only part of what EMBs offer their staff in the form of professional development. In business organizations and public service more generally, only a small percentage of learning is thought to be acquired through formal learning interventions; a larger part of L&D takes place informally, through either on-the-job learning (e.g. through repetitive completion of tasks) or social interactions with peers (e.g. in staff meetings and retreats). A 70:20:10 framework (or model) is used by L&D professionals to describe an optimal ratio between formal and informal sources of learning. That is, 70 per cent of learning is thought to be achieved through on-the-job learning initiatives such as mentoring and coaching, staff exchanges, job shadowing and action-based learning; 20 per cent of learning is thought to happen through informal social interactions with peers, for example through staff meetings, retreats, and lunch-and-learn sessions. The remaining 10 per cent of learning is where formal training happens.<sup>4</sup>

**Formal learning opportunities, whether blended or not, can be developed in-house or attained externally.**

### ACADEMIC PARTNERS

Formal learning opportunities, whether blended or not, can be developed in-house or attained externally. Some EMBs sponsor staff to attend specialized training outside of the institution or take graduate or undergraduate courses at universities, associations or institutes that offer degrees, diplomas or certificates in electoral policy and administration (ACE n.d.a). The EMBs in Jordan, Peru and South Africa have collaborated directly with universities on curriculum development and in India, Moldova and Nigeria the EMBs

<sup>4</sup> For new temporary front-line staff, the 'one-day' nature of the electoral event means that there is no luxury of on-the-job learning and the training manual and formal learning take on particular significance.

have taken an active role in the development and management of academic diplomas on issues of electoral administration (Biggio Pastor 2021; TISS n.d.; Iwu 2021; Iuras 2021).

Formal professional development courses popular among EMBs as part of L&D programmes include the Online Master's in Electoral Policy and Administration (MEPA) which has attracted practitioners from for example the EMBs of Tanzania and Zimbabwe (Sant'Anna n.d.; James, Garnett and Asplund 2023). University degrees or certificates in electoral administration are also offered by universities in Manchester, Minnesota, Mumbai, Paris and South Africa (ACE n.d.a). Since 2015, the State University of Moldova has offered in partnership with CICDE a Master's programme in Political and Electoral Management.

The professional development of EMB staff is an understudied area and little is known about what forms of L&D opportunities EMBs across the globe provide their staff. Even less is known about how L&D offerings and participant learnings are assessed and monitored and to what extent the different learning forms and methodologies help improve the overall performance of the organization. These are essential pieces of information, still to be collected, compared and analysed within the field of electoral administration (incidentally, exemplifying the need for academic skills and research partnerships). After all, neither formal training nor informal professional development efforts will have an impact on the organizational performance until the knowledge and/or skills acquired by the trainees have been successfully applied to a specific work situation.

Only then—and if learning opportunities and learning needs have been properly matched—will L&D efforts result in a measurable improvement of the EMB's performance. Therefore, successful training should be measured not only in terms of the number of individuals trained but rather by the contribution made by trainees to organizational performance improvement. Indicators of success may include testimonials, positive appraisals in audits and observer reports across multiple election cycles or whether investment in L&D was appropriate in terms of building the resilience of the EMB ahead of an emergency situation such as a natural disaster.

---

## ORGANIZATIONAL AND STAFF DEVELOPMENT PROGRAMMES

Organizational and staff development (OSD) programmes are an effective way to address the long-term capacity-strengthening and skills requirements to meet any EMB's strategic objectives. Through properly designed and regularly monitored and evaluated OSD programmes, EMBs can develop the overall capacity of the institution through strategically selected OSD efforts targeting their staff based on individual and task-related work needs (Catt et al. 2014). Table 2 exemplifies ways to differentiate focus areas for L&D depending on the primary tasks of the EMB workforce.

---

**Organizational and staff development programmes are an effective way to address the long-term capacity-strengthening and skills requirements to meet any EMB's strategic objectives.**

**Table 2. Differentiating learning needs**

<b>Field</b>	<b>Skills</b>
<b>Finance and administration</b>	<ul style="list-style-type: none"> <li>Budget and budget monitoring</li> <li>Budget calculation</li> <li>Business partnering</li> <li>Procurement and supply</li> <li>Results-based management (RBM)</li> <li>Service-mindedness and professionalism</li> <li>Value for money/use of money</li> </ul>
<b>Human resources</b>	<ul style="list-style-type: none"> <li>Breaking down hierarchies</li> <li>Career development and management</li> <li>Coaching and mentoring</li> <li>Conflict management</li> <li>Conflict resolution and mediation</li> <li>Culture change</li> <li>Diversity in the workplace</li> <li>Emotional intelligence</li> <li>Gender equality</li> <li>Giving and receiving feedback</li> <li>Multitasking and prioritizing</li> <li>Office etiquette</li> <li>Performance management</li> <li>Personal security</li> <li>Service-mindedness and professionalism</li> <li>Sexual harassment</li> <li>Staff empowerment and speak-up culture</li> <li>Stress management</li> <li>Time management</li> <li>Work–life balance</li> </ul>
<b>Communications</b>	<ul style="list-style-type: none"> <li>Advanced Excel and RSS</li> <li>Advocacy skills</li> <li>Artificial intelligence</li> <li>Crisis communication</li> <li>Editing/proofreading</li> <li>Email etiquette</li> <li>External communication</li> <li>Internal communication</li> <li>Listening skills</li> <li>Media outreach</li> <li>Media spokesperson training</li> <li>Networking</li> <li>Presentation skills</li> <li>Professional writing and summarizing skills</li> <li>Social media</li> <li>Storytelling and infographics</li> <li>Time and meeting management skills</li> <li>Writing for the web</li> </ul>

**Table 2. Differentiating learning needs (cont.)**

<b>Field</b>	<b>Skills</b>
<b>Planning, monitoring, evaluation and reporting</b>	Data analytics Data collection Evaluation design Gender and gender analysis How to aggregate and generate reports Impact measuring of learning Reporting Social media Utilization of information and application of results
<b>Training</b>	Capacity building Civic engagement Community dialogue Curriculum writing Facilitation Knowledge management Knowledge production Participatory methods Results-based reporting
<b>Programming</b>	Advocacy Conflict and gender sensitive programming Coordination Donor reporting Electoral reform Fundraising Fundraising Partnership management Project management Proposal writing Stakeholder engagement
<b>Management</b>	Career and performance management Crisis management Leadership skills Managing difficult conversations Oral communication and public speaking Presentation skills and techniques Prioritizing and decision making Risk management Teambuilding

Source: Author's own compilation.

An effective OSD programme, like any strategic capacity development initiative, builds on the findings from learning needs assessments. Normally, a learning needs analysis identifies learning needs at organizational, team and individual level including from a gender equality and inclusion perspective. Identified needs are then prioritized based on organizational learning objectives and priorities, and short- and long-term strategies are developed to address the L&D requirements, both horizontally and vertically across the organization.



Moreover, a learning needs analysis as well as a strategic plan on training and professional development will be an important starting point for an EMB's efforts to request the resources necessary to deliver a coherent OSD programme. Studies also show that having a training plan at the individual level significantly increases overall job satisfaction, which in turn helps motivate staff and results in better work performance (Karp et al. 2017). Therefore, updating staff development plans during annual performance reviews, follow-up and training delivery are critical steps to achieve an L&D culture.

#### **Box 6. Training for United States EMB officials under attack**

In the aftermath of the US 2020 presidential elections, with EMB officials under verbal/media attack, the Brennan Center recommends that election officials be trained on best practice for using social media and maintaining online privacy, how to increase security at home and options to remove personally identifiable information from the Internet (Brennan Center/Bipartisan Policy Center 2021). Also, ahead of the November 2022 US midterm election, in-person and virtual training was provided to state and local officials on 'non-confrontational techniques' to handle disgruntled voters. Training on when to contact law enforcement during such confrontations was included (Lyngaas 2022).

**LMS typically provide a range of online training modules catered to organizational needs and allow organizations to track the type of training that staff complete.**

As previously mentioned, 36 EMBs provide L&D opportunities to their staff. This includes countries such as Chile, Croatia, Fiji, Mauritius and Sierra Leone. The type of professional development offered will of course differ, but many EMBs have invested in learning management systems (LMS), 'off-the-shelf' learning packages which are often used in the public sector as part of work-based training (see Box 6). According to the 2021 Electoral Management Survey, 20 EMBs (42.6 per cent of respondents) from around the world have set up such systems (see Annex A, Table 5). LMS typically provide a range of online training modules catered to organizational needs and allow organizations to track the type of training that staff complete. These online training modules are used both for staff induction purposes and for employee development and retention. For example, the Australian Electoral Commission introduced LMS prior to the 2016 federal election as part of their organization-wide L&D strategy (AEC 2021a).

It is clear that lifelong learning for permanent EMB employees is possible only if the concerned EMB adopts and implements a policy that sets long-term vision and priorities for institutional development and transforms its organizational culture accordingly (see e.g. Box 5). This seems to indicate that the choices about training and capacity development should be based on careful assessment by the EMB of its learning needs (Box 6) and especially the existing incentives (or disincentives) to learning.

### Box 7. Elections Canada

Elections Canada offers staff learning and development (L&D) opportunities guided by internal policies and guidelines. Staff have access to the Canada School of Public Service which provides a range of in-person and online learning activities to build individual and organizational capacity and management excellence within the public service. Elections Canada offers internal training and supports external L&D opportunities such as second language skills and organization assistance for accredited programmes and courses. Elections Canada also maintains a Virtual Training Centre which allows election administrators to take online training courses and to access various reference materials. Content includes e-learning modules, videos, reading and reference materials, interactive quizzes and activities.

(Survey respondent in James, Garnett and Asplund 2023)

## Chapter 3

# TRAINING MANDATES AND RESPONSIBILITIES—A GLOBAL OVERVIEW

**EMBs' training and professional development responsibilities can be stipulated in the electoral law or code, specified in complementary electoral regulations or ordinances, or implied through responsibilities outlined in the strategic or operational plans.**

EMBs' training and professional development responsibilities can be stipulated in the electoral law or code, specified in complementary electoral regulations or ordinances, or implied through responsibilities outlined in the strategic or operational plans. In many cases, however, training of election officials is neither legally mandated, procedurally regulated nor implied in any operational plans. Instead, many EMBs engage in training of election officials in a sporadic and ad hoc manner when deemed necessary (Karp et al. 2017).

The range and clarity (or lack thereof) of training mandates in the field of electoral administration is wide. For example, while it is the Constitution that mandates the training of electoral officials in Ecuador, it is the Electoral Law that stipulates it in Lithuania, Malawi and Romania. Out of 46 EMBs who responded to the 2021 survey, 30 (65.2 per cent) indicated that training for temporary poll workers was mandatory in their country. When respondents were asked to answer if mandatory training was codified in the electoral law, 19 EMBs (38.8 per cent) answered in the affirmative (see Annex A, Table 2). That is, 19 out of 30 EMBs (63.3 per cent) that have introduced mandatory training have also codified this requirement into law (James, Garnett and Asplund 2023).

In Romania and Lithuania, the law foresees training for election officials to be done by the Permanent Electoral Authority and Central Election Commission, respectively, and in Malawi the Electoral Law specifies that every registration and polling station officer shall receive vocational training in his/her duties. In Hungary, Namibia, the Netherlands and Sweden, the Election Act specifically stipulates training of election officials. In Sweden, for example, the act specifies that the County Administrative Boards (Länsstyrelsen) are responsible for election issues and training of the Election Committees in the municipalities (Swedish Parliament 2005; E-röstningsutredningen 2013). On 1 February 2022 the Swedish Election Authority was given the mandate to produce training materials ahead of every election to the County Administrative Boards and election committees (Valmyndigheten 2022). The

Netherlands Elections Act requires that election officials working in a polling station are trained so that they have sufficient knowledge and skills about the electoral process (The Netherlands 1989), with local authorities responsible for providing these trainings for the election officials that they appoint. The training materials for polling station officials, on the other hand, are provided by the Netherlands Government.

In the case of Cameroon and Georgia, it is instead the Electoral Code that stipulates training of election officials. In Cameroon, the Electoral Code stipulates that the Director General of Elections shall be responsible for organizing or supervising the training of electoral personnel. In Georgia, the code specifies that the CEC (Central Election Commission) shall 'ensure monitoring of trainings conducted by the legal entity of public law—Centre for Electoral Systems Development, Reforms and Trainings'. The CEC shall also 'by an ordinance, approve the rules and terms for special training of Precinct Election Commission (PEC) members'. The District Election Commission (DEC) shall 'ensure holding of workshops and training courses for the purpose of enhancing the qualification of PEC members'.

The need for poll worker training is outlined in Electoral Regulations in Bolivia and in Central Election Commission guidance and instructions in Latvia, where it is envisioned that the chairperson of the polling station shall be responsible for training and instruction of the members of the polling station commission (Central Election Commission 2022).

In France and Hungary, where training of election officials is not mandated in the law, it is customary that the Ministries of Interior (Moi) prepare electoral guides and materials for electoral officials. In France, the Moi makes the practical guides available on their website. In Hungary, the Act on the Election Procedure mandates the election offices to organize training of electoral bodies. The National Election Office prepares materials and manages the training of election officials. The District Election Offices will then train the heads of the Local Election Offices, who are in turn responsible for the training of local Ballot Counting Committee members.

In some cases, training responsibilities are divided between different actors. In Slovenia, for example, the Republic Electoral Commission is responsible for all forms of training, except training related to electronic equipment, which instead is carried out by the contractor which supplies voting machines for elections.

Beyond mandatory training for poll workers survey findings suggest that 12 countries and territories—such as Bosnia and Herzegovina, Greece, Panama, Uzbekistan and Zanzibar (Tanzania)—have gone a step further and introduced certification requirements for election administrative officials (see Annex A, Table 3). In Georgia, the central EMB introduced certification for politically appointed officials (Election Administration of Georgia 2018). In December 2022, Moldova introduced mandatory testing and certification for all election officials as per a modification in their election code. Regardless of whether their training mandate is defined in a legal document, most EMBs train at least

---

**In some cases, training responsibilities are divided between different actors.**

### Box 8. Australian Electoral Commissions, Learning Governance Committee

In Australia, where capacity development and training of the entire AEC workforce (not just the poll workers) is taken very seriously, a Learning Governance Committee (LGC), chaired by the Deputy Electoral Commissioner, works closely with the National Training and Education Unit (NTEU). Consisting of seven members of the AEC's senior executive staff, this committee is responsible for providing effective governance of the whole-of-agency approach to learning and development (L&D). This means, among other things:

- endorsing the strategic direction and operating model for L&D in the agency;
- overseeing the development and implementation of L&D initiatives that best support the agency's priorities and strategic direction, as well as enhancing people's capability and organizational effectiveness;
- approving the allocation of funding to L&D initiatives; and
- providing guidance to the NTEU.

Source: Australian Electoral Commission, 'Case study: National Training and Education Unit Australian Electoral Commission (AEC)', June 2021a, <[https://www.idea.int/sites/default/files/multimedia\\_reports/national-training-and-education-unit-australian-electoral-commission-aec-en.pdf](https://www.idea.int/sites/default/files/multimedia_reports/national-training-and-education-unit-australian-electoral-commission-aec-en.pdf)>, accessed 5 February 2023.

poll workers ahead of elections. Some, particularly those with more permanent structures and broader mandates, also train permanent election officials and other electoral stakeholders. Nevertheless, new mandates typically help to ensure priority as well as necessary funding.

**Whatever the precise allocation of mandates for its design and delivery, quality training is ultimately oriented to facilitate a learning culture based on shared values.**

### CORE PURPOSE AND INTERNATIONAL STANDARDS

Whatever the precise allocation of mandates for its design and delivery, quality training is ultimately oriented to facilitate a learning culture based on shared values. Whether strictly operational or aiming to strengthen the broader institutional capacities of the EMB, L&D initiatives need at all times to promote the basic values and principles of electoral management (Catt et al. 2014; International IDEA 1997). In addition to being positively oriented and based on shared organizational values, OSD programmes and L&D initiatives need to be:

- strategically aligned with the vision, mission and organizational objectives of the EMB;
- cost-effective and carefully planned to ensure economies of scale and return on investment;
- carefully customized and targeted to ensure their appropriateness and direct relevance to staff groups' different tasks and levels of responsibility;
- carefully designed to take into account diversity and the local organizational context and culture; and
- integrated into a broader management process which aims to achieve institutional excellence (see Boxes 8 and 9).

The Council of Europe’s Code of Good Practice in Electoral Matters emphasizes the importance of standardized training at all levels of the EMB and that training should also be provided to political appointees serving as members (Venice Commission 2018).

The New Delhi Statement on Electoral Capacity Development provides guiding principles for EMBs looking to enhance professional competence for the conduct of elections. In total 31 recommendations based on the following four broad principles were identified: (a) meeting emerging challenges and concerns in electoral capacity development; (b) the sustainability of training facilities; (c) ensuring inclusion, particularly of women, youth, persons with disabilities, minorities and other potentially disadvantaged and marginalized groups; and (d) capacity development of stakeholders including voters, political parties, security personnel, observers, media and civil society organizations (ECI and International IDEA 2017: 53–56).

### Box 9. Building Institutional Excellence Model

The Building Institutional Excellence Model consists of four main components of institutional excellence—Culture, People, Strategy and Structure—each of which consist of key performance drivers. The model also includes seven enabling capabilities an organization needs to achieve and maintain excellence: Leadership, Communication, Stakeholder Engagement, Learning and Development, Performance, Monitoring and Assessment, and Adaptation and Change. The Institutional Excellence Model is a comprehensive framework, and all of whose elements are interlinked. It recognizes that to achieve excellence, all components and aspects of an organization need to be strengthened.



Source: BRIDGE Building Institutional Excellence Model for Electoral Management developed by Sara Staino for the Australian Electoral Commission.

**Primarily, the recipients of electoral training are temporary poll workers, as well as other internal stakeholders of the EMB.**

## **PRINCIPAL RECIPIENTS OF TRAINING**

Primarily, the recipients of electoral training are temporary poll workers, as well as other internal stakeholders of the EMB, such as programmatic and operational staff and senior or mid-level executives and officials. Depending on the EMB's mandate, training can target beneficiaries at the central, regional, municipal or district level. The frequency, focus and length of formal training will also need to consider the turnover of staff (ECI and International IDEA 2017).

EMBs may also be responsible for providing electoral management training, information and/or education to external stakeholders. These may include political party representatives, candidates running for election, judges, law enforcement officers, the military, media representatives, civil society representatives and the citizenry at large. This is for example the case in Iraq, Mexico, Nepal, Nigeria and South Korea.

The targeted beneficiaries, as well as the content and frequency of the offered trainings, will vary depending on the mandate, function and capacity of the country's EMB, the needs of the particular target groups and the goals expressed in strategic plans. They may also reflect gaps highlighted in post-election reviews, gender mainstreaming and/or other inclusion initiatives (Table 3).

In some cases, training benefits electoral management officials of other countries. For example, India, Mexico (Box 10) and South Korea all provide professional development opportunities and peer-to-peer exchange opportunities to staff of foreign EMBs. Nigeria and Moldova also have the mandate to provide training to foreign EMBs (in their region) but are yet to run many activities abroad. Similarly, EMBs that are part of the Pacific Islands, Australia and New Zealand Electoral Administrators Network organize face-to-face or remote professional development workshops among the members' election staff (PIANZEA n.d.). Funding for international training typically comes from the host country's Ministry of Foreign Affairs and/or through cost-sharing with partners.

Recognizing the role of broad stakeholders in ensuring elections' legitimacy, more EMBs are providing tailored stakeholder training and civic education. For example, candidates and political party agents benefit from an increased understanding of campaign finance laws, electoral procedures and codes of conduct. The police and other security sector agencies may benefit from training that prepares them for their role during election events, ranging from ensuring the safety of voters and security of polling stations to behaving in accordance with human rights legislation and principles,<sup>5</sup> while judges may benefit from a better understanding of legal reform related to electoral offences. Journalist training can focus on principles and regulations related to

<sup>5</sup> A serious gap in the election preparations for the Yemen 2003 elections was the failure to train the military for their security role.

**Table 3. Potential target groups and training focus**

Beneficiary	Possible training content
Temporary staff	Registration, polling, counting and tabulation of votes
Permanent employees	Management, soft skills, operations, subject-specific
Political parties and candidates	Registration, code of conduct, complaint procedures, electoral systems, reporting on the financial expenditures
Judges	Electoral law, political science, human rights and Indigenous traditions, standards, international/regional law
Police and security forces	Electoral duties, electoral security
Media	Media code of conduct, media coverage rules, electoral process and procedures
Civil society, observers, traditional and religious leaders	Political context, electoral process and procedures
Government agencies that may be involved in elections (such as cybersecurity, disaster preparedness, health, diplomatic missions involved in out-of-country voting)	Electoral law and voting procedures
Citizen/voter education (e.g. for minorities; women; young people; schools—according to context)	Purpose, principles and procedures; roles, rights and responsibilities; correctives to misinformation, etc.

Source: Author's own compilation.

opinion polling, publication of provisional results, election-related hate speech, misinformation and disinformation.

## EMB TRAINING DEPARTMENTS (AND EQUIVALENTS)

For an EMB to continuously plan, design, implement and evaluate training and professional development programmes, it typically needs an administrative entity—either within its structure or as a separate wing, with functional or administrative autonomy—that is adequately staffed and budgeted. Just as EMBs vary in form, shape and size (being centralized or decentralized, permanent or temporary, with staff in the thousands or merely a handful of people), so do their training departments' roles and structures.

According to the Election Management Survey, 24 out of 47 responding EMBs (51 per cent) indicated that they did have an entity that delivers operational training while 23 (48.9 per cent) said they did not (see Annex A, Table 6).

The EMBs of Australia, Afghanistan, Albania, Bhutan, Kazakhstan, Mozambique, Papua New Guinea, Peru and Sierra Leone all have specialized

**Just as EMBs vary in form, shape and size, so do their training departments' roles and structures.**



### Box 10. Electoral judicial training in Mexico

In Mexico, the Centre for Electoral Judicial Training was established in 1995 by the Electoral Tribunal of the Judicial Power of the Federation (TEPJF). The centre provides operational training for judicial officials, civil service and other stakeholders to improve the delivery of electoral justice in Mexico as part of a broader TEPJF strategic goal to 'strengthen the judicial function' surrounding elections.

The centre has training directorates focused on internal training and judicial careers, external (international) work and administration. Courses, workshops and seminars are organized with Mexican-based universities. The internal training programme is for judicial staff of the TEPJF and covers electoral law, political science, human rights and Indigenous traditions, designed to inform and

enhance their professional skills. The centre through its administrative training directorate also provides administrative skills training to members of the civil service and public servants of the court.

The external training programme focuses on electoral law, electoral reforms, and political rights and guardianship. It is designed for electoral authorities, political parties, civil or political associations, among others involved in the electoral process to more effectively carry out their responsibilities in accordance with the regulatory framework. The partner universities enable judicial officials to engage in studies leading to a Master's degree in Electoral Law. The total budget for 2017 was approximately USD 2,3 million.

Sources: Soriano, C. and Piedras Encino, D., 'The Electoral Judicial School of Mexico', Tribunal Superior Electoral (2019), unpublished. See also TEPJF (2017: 7–10, 52).

and centralized units, departments or divisions dedicated to training, professional development and voter and civic education. For example, the 'Information and Electoral Education Unit' of the Peruvian EMB (ONPE) has approximately 10 staff members and is fully funded by the ONPE regular budget. It is in charge of both training electoral officials and civic/voter education (Biggio Pastor 2021).

In other EMBs, responsibility for staff training and capacity development rests with a subunit under a corporate enterprise division, such as human resources. For example, the Electoral Commission of South Africa (IEC) has a subunit dedicated to human resources, skills development and training support services under a larger corporate enterprise division. Within some EMBs, responsibilities are separated as regards operational training for temporary staff and professional development (Catt et al. 2014).

Although some EMBs are permanent and large-scale, it is more common for EMBs to be temporary, decentralized and small in numbers, relying on staff from other government entities. This is particularly true for 'government structure' EMBs, where elections are organized and managed by the executive branch through a ministry. In these cases, while poll-worker training may be the responsibility of the EMB unit, professional development of staff may reside with the ministry or local municipality.

In Cyprus, France, Italy and Spain, the Ministry of the Interior has this role, while in Czechia it is the Statistical Office and in Finland, the Ministry of Justice. In France, the training responsibility of the Ministry of Interior is limited to developing a practical guide for election organizers, made available on its

website. In Finland, however, the Ministry of Justice provides substantive training (to the staff of Municipal Central Election Committees).

---

## ROLE OF LOCAL GOVERNMENT

In Belgium, the Federal Public Service develops training materials and organizes information sessions for the municipalities. In Germany, the Netherlands, Sweden and the UK, local governments play a significant role in the training of election officials.

The UK Electoral Commission has no responsibility for training and professional development of election officials. Instead, local authorities—which are mandated to conduct voter registration, organize election day activities and undertake ballot counting—rely on specialized independent organizations to provide election administration training for election officials at the national level, on either a continuous or temporary basis. For example, the Association of Electoral Administration (AEA), established in 1987 as an independent member-based professional organization—runs training programmes and certification courses for election officials (International IDEA 2021a). In discharging these responsibilities local governments are each represented by an electoral returning officer.

In Sweden, the Swedish Association of Local Authorities and Regions (SALAR) coordinates annual peer exchange events among representatives from municipal EMBs. Also, in the USA, the National Association of State Election Directors (NASSED) organizes biannual conferences for members of the association to share lessons learned and good practice on electoral administration (NASSED n.d.). These events organized for heads of local EMBs provide an informal space for L&D.

---

## ELECTORAL TRAINING CENTRES

In recent years, a trend for establishing electoral training centres, schools, institutions or academies has emerged in parallel with an increased global interest in professional development for election officials (Asplund 2021). According to research by International IDEA, as many as 39 countries have established facilities with specialized facilitators tasked with training and developing capacities of EMB staff and employees (see Annex B and International IDEA 2021b). Most centres are in countries where the EMB is institutionally independent and autonomous from the executive branch of government.

These electoral training, education and research centres (also known as institutes, schools or academies) operate within various electoral contexts and

---

**In the USA, the National Association of State Election Directors organizes biannual conferences for members of the association to share lessons learned and good practice on electoral administration.**

mandates. The latter are generally determined by the EMB based on a needs and feasibility analysis, with the facility's goals stipulated in a strategic plan.

Typically, these training facilities are either incorporated within the existing structure of the EMB and under its direct control and supervision (similarly to a division or unit), or linked to the EMB with varying degrees of autonomy. For example, the Centre for Continuous Electoral Training (CICDE) is an autonomous public institution under the Central Election Commission of Moldova (Iuras 2021) and in Georgia the Electoral Systems Development, Reform and Training Centre is a legal entity under public law (ESDRTC n.d.).

---

**Training and professional development functions are either a part of the EMB, associated with the EMB or independent from the EMB.**

In summary, it could be said that training and professional development functions are either a part of the EMB, associated with the EMB or independent from the EMB. Most countries adopt one of these three main modalities for the training and capacity development of permanent and temporary electoral officials, sometimes experimenting along the way.

---

### **CONSOLIDATION OF FUNCTIONS UNDER THE SAME ADMINISTRATIVE UNIT**

The function(s) and target audience of a training facility are typically determined by the EMB but must respond to wider contextual factors, including the EMB's mandate and a country's identified electoral needs. Generally, training facilities have one or more of the following broad functions (International IDEA 2021b):

1. *Operational training* for permanent and temporary staff at the national and local level, on core elements essential for the conduct of elections and referendums (registration, polling, vote counting and tabulation).
2. *Professional development programmes* for permanent EMB employees addressing long-term capacity-building and skills requirements of the EMB.
3. *Voter and civic education, outreach and awareness programmes* including everything from basic information on how to cast a vote to more in-depth education designed to support electoral participation and greater public understanding of the democratic processes.
4. *Electoral data collection, analysis and assessment*—among other research—for internal policy discussion or for external audiences.

Most commonly, training facilities have a combination of operational training and professional development as their primary function and voter and civic education, or research, as a secondary function (according to the EMB Survey, 22 EMBs (46.8 per cent) have an administrative entity that focuses on research—see Annex A, Table 9). A small contingent, however, are solely dedicated to voter and civic education. This includes the National Electoral Education Centre (NEEC) in Canberra, the Electoral Education Centre in

Perth (also in Australia), the Democratic Education Centre in Bangkok, the Electoral Information Centre in Hong Kong, and the Electoral Education and Training Centre in Kathmandu, Nepal. These centres have all been purpose-built for young visitors to learn about their country's electoral system through interactive exhibits, simulation rooms and curated tours organized by on-site educators (AEC 2021b). Due to damage suffered in a major earthquake in Nepal in 2015, the Kathmandu training centre was closed shortly after its inauguration. The Canberra NEEC opened in 2001 and delivered 2,733 education sessions to more than 95,000 visitors in 2017 (AEC 2021b).

Consolidating capacity building and voter and civic education under the management of one unit can be both practical and cost-efficient. Ideally, such a unit would include, or have access to, a good mix of administrators, trainers and educators with the skill sets to manage projects, develop content, and design and implement programmes for each category of learners. For example, the AEC's National Training and Education Unit is composed of a small permanent team that can mobilize a pool of trainers and educators at short notice. The pool consists of individuals with both training and education backgrounds who can work as facilitators on the design of voter information materials, among other things. In Peru, the National Office of Electoral Processes (ONPE), which has adopted International Organization for Standardization (ISO) standards, has a clear mandate to deliver voter and civic education. The Information and Electoral Education Unit within ONPE delivers training and voter education (Box 11). In the EMB Survey, 27 EMBs (57.4 per cent) confirmed that they did have a dedicated administrative body—for example, a unit or centre—that focuses on electoral education (see Annex A, Table 8).

In Peru, an intercultural approach is necessary for effective voter education. End-user evaluations guide standardization, simplification and refinement of educational materials and key messages. Continuous feedback from trainers, electoral officials and voters improves the quality and consistency of processes and outcomes (International IDEA 2021b).

**Consolidating capacity building and voter and civic education under the management of one unit can be both practical and cost-efficient.**

#### **Box 11. Voter and civic education: Peru's Information and Electoral Education Unit**

In the case of voters, electoral education aims to incentivize and motivate citizens to participate in the electoral process in an informed way—aware of their political options and of how to fill out a ballot correctly. Learning about the electoral process involves opportunities for participants to practise, consult and air doubts or misgivings. In delivering electoral and civic education, the Information and Electoral Education

Unit works closely with the Ministry of Education and with several non-governmental organizations. It is not enough to train citizens and ONPE (National Office of Electoral Processes) staff to vote every four or five years; values, dispositions and dialogue strategies are needed in order to serve the vast range of citizens who want to strengthen their democratic knowledge and practice.

Source: Biggio Pastor, M., 'Electoral Training and Education: The Case of the Information and Electoral Education Unit, ONPE Peru', International IDEA, 27 May 2021, <<https://www.idea.int/news-media/multimedia-reports/training-education-and-research-electoral-administration>>, accessed 5 February 2023

## Chapter 4

# CONSIDERATIONS WHEN ESTABLISHING A TRAINING FACILITY

---

### MISSION AND VISION

Training facilities such as the Korean Centre for Civic Education and Democracy (KOCEI), CICDE and the School for Electoral Justice (Escuela Judicial Electoral) have dedicated mission and vision statements that elaborate their functions and long-term aims. In the case of CICDE, the vision and mission statement is elaborated in their strategic plan (CICDE 2020). The vision and mission statements are typically complementary to the EMB's mandate and functions and tend to emphasize one or more of the EMB's guiding principles. 'Professionalism' is commonly highlighted when the facility has a capacity development function, while 'universality', 'impartiality', 'clarity' and 'service-mindedness' are important principles for EMBs engaged in voter and civic education. 'Efficiency' and 'transparency' are key principles for training facilities engaged in research, analysis and documentation.

---

**Although the establishment of a training facility in each country is unique, the case studies exemplify some general learnings for election officials when building institutional capacities.**

---

### TRAINING CENTRE ROADMAP

To explore available options, International IDEA has published a series of diverse country case studies that aim to contribute to a better understanding of the dynamics related to opening and operating an electoral training and education facility in different environments. The case studies from Australia, India, Peru, Moldova and Nigeria each examine the facility's beginnings and first years of operations as well as subsequent development and expansion (International IDEA 2021b). Although the establishment of a training facility in each country is unique, the case studies series exemplify some general learnings for election officials to act on when building institutional capacities (see Box 12).

**Box 12. Practical considerations when establishing a training facility**

A typical first practical step would be to form a working group or task force that would complete a concept document, feasibility study and roadmap. This was done for example in India, Moldova, Nigeria and North Macedonia (Quraishi 2021; Iuras 2021; Iwu 2021; Support to Electoral Reforms 2022).

If enabling changes are needed in the election code—for example on mandatory operational training or establishing a training facility itself—then raising

awareness and buy-in from lawmakers and political parties on the potential benefits is especially important. This may also extend to technical support in the drafting process. The EMB should also be ready for legal challenges, as demonstrated in India and Moldova (Quraishi 2021; Iuras 2021). Domestic and international support may also be crucial to get the necessary buy-in. Once a centre is legally established the EMB can consider fit-for-purpose facilities and staff to fulfil long-term objectives identified in strategic planning documents.

---

## FINANCIAL RESOURCES

Typically, electoral training facilities' core costs are financed by the budget of the EMB. Some facilities also receive financial support from the international community or foundations during different phases of the organization's lifespan. In many cases, funds from the international community will cover costs related to establishing a facility, but not necessarily ongoing costs linked to training needs and OSD programmes—which will eventually need to be covered by the EMB. For example, in Bangladesh the Electoral Training Institute was first established as a project in 1995 under the Election Commission Secretariat with funding from the Asia Foundation, Norwegian Development Aid (NORAD) and Government of Bangladesh. In April 1999 the institute was brought under the government revenue budget. In Nigeria, the Electoral Institute, established in 2005, received a two-year grant from the Ford Foundation. The grant totalled USD 900,000 and supported Independent National Electoral Commission (INEC) activities as well as a virtual library housed within the institute (INEC 2014). Thereafter, the institute's costs have been primarily covered by the INEC. In 2016–2017 the Council of Europe supported the initial establishment of a training centre at the Central Election Commission of Bosnia and Herzegovina. Since its establishment ongoing costs have been covered by the national government and election commission.

There are examples when an EMB has opened a training centre, but due to funding constraints had to close. This was the case with the Institute of Electoral Administration and Civic Education in Sierra Leone, which opened in 2009 but had to close in 2014. Functions related to training and education were transferred back to the Election Commission of Sierra Leone. Therefore, while project funding may help with the initial establishment of a facility or supplement training and professional development activities, core funds (from the EMB or Ministry of Finance) are vital for the sustainability of a facility and its day-to-day operations.

---

**Project funding may help with the initial establishment of a facility or supplement training and professional development activities, but core funds are vital for the sustainability of a facility.**

## Chapter 5

# CONCLUSION AND RECOMMENDATIONS

A professional and well-trained workforce is a precondition for organizing credible elections. The fact that 30 countries and territories have introduced mandatory operational training for temporary election officials and that 19 countries and territories have codified this requirement into electoral law is encouraging, as it illustrates a firm commitment to professionalism in electoral management. Although the introduction of mandatory training ahead of elections is an excellent first step to enhance election preparedness, EMBs also need to consider a culture of L&D among permanent staff to be able to deliver on the EMB's mandate and better navigate complex issues throughout the electoral cycle. That 37 EMBs offer professional development opportunities is also encouraging; however, this does not necessarily equate to high-quality, strategic and cost-effective learning.

This paper provides an overview of the topic and some recommendations for practitioners seeking to strengthen their training and professional development programmes. The paper also highlights some recommendations for the electoral assistance community. While some aspects of the design of training and professional development programmes will be specific to the electoral context, the broader goal should be an empowered and resilient staff able to deliver credible and well-run elections in regular times and during times of crisis.

### **Recommendations for EMBs on operational training**

- EMBs can consider making operational training mandatory for temporary poll workers. This may require advocacy regarding legal changes and securing of appropriate financing.
- EMBs should provide standardized operational training that is directly relevant to the job of temporary poll workers (voter registration, counting votes and tabulation, early voting, postal voting, mobile ballot box voting, etc.). Manuals, checklists, contingency plans for emergencies and standardized training materials outlining duties and procedures need to

be updated regularly and made available for all poll workers ahead of elections.

- EMBs can consider external stakeholders (political parties, the courts, police, media, civil society organizations and government agencies) when delivering training on electoral regulations and operational procedures. Adult learning approaches, participatory methodologies, practical exercises and smaller groups can facilitate a shared understanding of roles and responsibilities during an electoral process.

### **Recommendations for EMBs on professional development**

- EMBs should invest in a coherent and forward-looking capacity development strategy for framing training and professional development within a vision of a sustainable EMB: one that is capable of building and strengthening an effective, motivated, talented and skilled workforce. Training promotes accuracy, efficiency and professionalism within the various activities carried out by the EMB and enhances trust among voters and other key stakeholders.
- To achieve and maintain excellence, learning and development more broadly should be part of any EMB long-term strategic plan. This requires an annual budget to support learning and development initiatives at national and subnational levels.
- A recurring learning needs analysis that identifies short- and long-term needs at the organizational, team and individual levels should be strongly considered in any L&D programme. The needs analysis should include a gender and inclusion component.
- Professional development design should include formal and informal training on both hard skills (technical) and soft skills (intrapersonal and interpersonal) for election officials. It should be anchored in available best practice on effective training, including on monitoring and evaluation.
- EMBs can explore and adopt video conferencing software and e-learning platforms for remote training or blended/hybrid training. During times of emergency, alternatives to in-person professional development can be utilized to mitigate reduced attendance and interaction. Learning management systems (LMS) can be part of the training infrastructure if resources allow.

### **Recommendations for EMBs on building institutional capacity for operational training and professional development**

- EMBs seeking to continuously plan, design, implement and evaluate operational training and professional development programmes should strengthen the administrative unit (or centre) in charge of training. Strengthening is about the standing and integration of a training unit's role, as well as its resources.



- The unit's mandate should be determined by the EMB based on a needs and feasibility analysis, with the facility's goals stipulated in a strategic plan. Consolidating capacity building and voter and civic education under the management of one unit can be both practical and cost-efficient.
- EMBs seeking to establish a training centre can consider the following three design options, namely: (a) part of the EMB; (b) associated with the EMB; or (c) independent from the EMB. A working group can develop key documents such as a concept document, feasibility study and roadmap based on best practice examples in the region or beyond. Secure and long-term resourcing is a critical prerequisite, as is awareness and buy-in from lawmakers and political parties on the potential benefits of mandatory operational training and expanded professional development for the EMB workforce.
- EMBs should be aware of the pitfalls of ill-conceived, externally supported initiatives that do not take into account local context or sustainability.

#### **Recommendations for the electoral assistance community**

- The wider electoral assistance community can request findings from an EMB's learning needs analysis as well as a strategic plan on L&D before engaging with resources. It may also have a role in helping to deliver coherent organizational and staff development (OSD) programmes. Professional development programmes are ideally conducted mid-electoral cycle and linked to global best practice.
- Joint interventions among the electoral assistance community in a country may help address shortcomings related to dependency on external aid, eventually leading to more sustainable practices on L&D among national stakeholders.

# References

- ACE Electoral Knowledge Network, Extended Learning Opportunities, [n.d.a], <<http://aceproject.org/about-en/elearning>>, accessed 5 February 2023
- , Training of Voting Operations Staff, [n.d.b], <<https://aceproject.org/ace-en/topics/vo/voe/voe04>>, accessed 5 February 2023
- AEC (Australian Electoral Commission), 'Inquiry into the 2013 WA Senate Election', December 2013, <[https://www.aec.gov.au/about\\_aec/Publications/files/inquiry-into-the-2013-wa-senate-election.pdf](https://www.aec.gov.au/about_aec/Publications/files/inquiry-into-the-2013-wa-senate-election.pdf)>, accessed 5 February 2023
- , 'Case Study: National Training and Education Unit, Australian Electoral Commission (AEC)', June 2021a, <[https://www.idea.int/sites/default/files/multimedia\\_reports/national-training-and-education-unit-australian-electoral-commission-aec-en.pdf](https://www.idea.int/sites/default/files/multimedia_reports/national-training-and-education-unit-australian-electoral-commission-aec-en.pdf)>, accessed 5 February 2023
- , 'Case Study: Australian Electoral Commission – National Electoral Education Centre', June 2021b, <[https://www.idea.int/sites/default/files/multimedia\\_reports/australian-electoral-commission-national-electoral-education-centre-case-study-en.pdf](https://www.idea.int/sites/default/files/multimedia_reports/australian-electoral-commission-national-electoral-education-centre-case-study-en.pdf)>, accessed 5 February 2023
- Alihodžić, S. and Matatu, N., Timing and Sequencing of Transitional Elections, International IDEA Policy Paper No. 18 (Stockholm: International IDEA, 2019), <<https://doi.org/10.31752/idea.2019.13>>
- Asplund, E., 'Election trainers share success and failure stories in workshop on best practice', International IDEA, 10 March 2020, <<https://www.idea.int/news-media/news/election-trainers-share-success-and-failure-stories-workshop-best-practices>>, accessed 5 February 2023
- , 'Training, education and research in electoral administration: Investing in excellence', International IDEA, 3 June 2021, <<https://www.idea.int/news-media/news/training-education-and-research-electoral-administration-investing-excellence>>, accessed 5 February 2023
- Attrill, R. and Bhattarai, P., 'Evaluation of the Impact of the BRIDGE Program in Nepal: Final Evaluation Report 2008–2018', Electoral Support Project, United Nations Development Programme, Nepal, 2018, <[https://un.org.np/sites/default/files/doc\\_publication/2018-08/UNDP\\_NP-Evaluation-of-the-impact-of-the-bridge-program-in-Nepal.pdf](https://un.org.np/sites/default/files/doc_publication/2018-08/UNDP_NP-Evaluation-of-the-impact-of-the-bridge-program-in-Nepal.pdf)>, accessed 5 February 2023
- BBC News, 'Austria presidential poll result overturned', 1 July 2016, <<https://www.bbc.com/news/world-europe-36681475>>, accessed 5 February 2023
- Biggio Pastor, M., 'Electoral training and education: The case of the Information and Electoral Education Unit, ONPE Peru', Case Study, 27 May 2021, <<https://www.idea.int/news-media/multimedia-reports/training-education-and-research-electoral-administration>>, accessed 5 February 2023
- Brennan Center for Justice/Bipartisan Policy Center, 'Election Officials Under Attack: How to Protect Administrators and Safeguard Democracy', Policy Report, 16 June 2021, <[https://www.brennancenter.org/sites/default/files/2021-06/BCJ-129%20ElectionOfficials\\_v7.pdf](https://www.brennancenter.org/sites/default/files/2021-06/BCJ-129%20ElectionOfficials_v7.pdf)>, accessed 5 February 2023

- Burke, L. and Hutchins, H., 'A study of best practices in training transfer and proposed model of transfer', *Human Resource Development Quarterly*, 19/2 (2008), pp. 107–28, <<https://doi.org/10.1002/hrdq.1230>>
- Catt, H., Ellis, A., Maley, M., Wall, A. and Wolf, P., *Electoral Management Design: Revised Edition* (Stockholm: International IDEA, 2014), <<https://www.idea.int/publications/catalogue/electoral-management-design-revised-edition>>, accessed 5 February 2023
- Central Election Commission (Latvia), 'Operating instruction of the polling station commission during the election of the Saeima', approved 7 July 2022a, <<http://www.cvk.lv/en/legislation/operating-instruction-of-the-polling-station-commission-during-the-election-of-the-saeima>>, accessed 5 February 2023
- Charoensuthipan, P., 'Ballot not free or fair, says poll watchdog', *Bangkok Post*, 26 March 2019, <<https://www.bangkokpost.com/thailand/politics/1650976/ballot-not-free-or-fair-says-poll-watchdog>>, accessed 5 February 2023
- CICDE (Centrul de Instruire Continuă în Domeniul Electoral/Centre for Continuous Electoral Training), 'Planul strategic al Centrului de Instruire Continuă în Domeniul Electoral pentru anii 2020 – 2023' [CICDE Strategic Plan 2020–2023], 2020, <<https://cicde.md/index.php?pag=news&id=1180&rid=2482&l=en>>, accessed 5 February 2023
- Cox, K., Jolly, S., van der Staaij, S. and van Stolk, C., 'Understanding the Drivers of Organisational Capacity, Rand Cooperation, 2018, <[https://www.rand.org/content/dam/rand/pubs/research\\_reports/RR2100/RR2189/RAND\\_RR2189.pdf](https://www.rand.org/content/dam/rand/pubs/research_reports/RR2100/RR2189/RAND_RR2189.pdf)>, accessed 5 February 2023
- Democracy in Action, 'Election Observation Report: Early Elections to the Assembly of Kosovo 11 June 2017', 2017, <[https://kdi-kosova.org/wp-content/uploads/2018/01/150-dnv-raporti-perfundimtar-zgjedhjet-2017\\_eng.pdf](https://kdi-kosova.org/wp-content/uploads/2018/01/150-dnv-raporti-perfundimtar-zgjedhjet-2017_eng.pdf)>, accessed 5 February 2023
- Election Administration of Georgia, 'Annual Report 2018', 2018, <<http://electionreforms.ge/res/docs/AnnualReport-2018Eng.pdf>>, accessed 5 February 2023
- Election Commission of India (ECI) and International IDEA, 'International Consultative Workshop on Leveraging Electoral Training Facilities Globally', India International Institute of Democracy and Election Management and International IDEA, 2017, <<https://aceproject.org/ero-en/misc/international-consultative-workshop-on-leveraging>>, accessed 5 February 2023
- Electoral Integrity Project, 'Elections during covid', YouTube, 25 July 2022, <<https://www.youtube.com/watch?v=LouKUQE0uo8&t=1s>>, accessed 5 February 2023
- Electoral System Development, Reforms and Training Centre (ESDRTC), 'About the Training Centre', [n.d.], <<http://electionreforms.ge/eng/static/7/misia>>, accessed 5 February 2023
- European Union, 'European Union Election Observation Mission to Kenya. General Elections 2013', Final Report, 29 May 2013, <<https://reliefweb.int/report/kenya/european-union-election-observation-mission-kenya-general-elections-2013-final-report>>, accessed 5 February 2023
- , 'European Union Election Observation Mission Nigeria 2019 Final Report. General Elections 23 February, 9 and 23 March 2019', 2019a, <[https://www.eods.eu/library/nigeria\\_2019\\_eu\\_eom\\_final\\_report-web.pdf](https://www.eods.eu/library/nigeria_2019_eu_eom_final_report-web.pdf)>, accessed 5 February 2023

- , 'European Union Election Observation Mission Malawi 2019 Final Report. Tripartite Elections 2019', 2019b, <<https://www.eods.eu/library/EU%20EOM%20MWI%202019%20FR.pdf>>, accessed 5 February 2023
- , 'European Union Election Expert Mission Ecuador 2021 Final Report. General Elections 7 February 2021 and Presidential Run-Off 11 April 2021', 2021a, <<https://ec.europa.eu/info/strategy/relations-non-eu-countries/types-relations-and-partnerships/election-observation/mission-recommendations-repository/missions/414>>, accessed 5 February 2023
- , 'European Union Election Expert Mission Republic of Peru 2021 Final Report. General Elections 11 April 2021 and Presidential Run-Off 6 June 2021', 2021b, <<https://ec.europa.eu/info/strategy/relations-non-eu-countries/types-relations-and-partnerships/election-observation/mission-recommendations-repository/missions/419>>, accessed 5 February 2023
- , 'European Union Election Observation Mission Honduras 2021 Final Report. General Elections 28 November 2021', January 2022a, <[https://www.eods.eu/library/eu\\_eom\\_honduras\\_2021\\_final\\_report\\_english.pdf](https://www.eods.eu/library/eu_eom_honduras_2021_final_report_english.pdf)>, accessed 5 February 2023
- , 'European Union Election Observation Mission Lebanon 2022 Final Report. Parliamentary Elections 5 May 2022', 2022b, <<https://ec.europa.eu/info/strategy/relations-non-eu-countries/types-relations-and-partnerships/election-observation/mission-recommendations-repository/missions/447>>, accessed 5 February 2023
- Ford, J. K. and Weissbein, D., 'Transfer of training: An updated review and analysis', *Performance Improvement Quarterly*, 10/2 (1997), pp. 22–41, <<https://doi.org/10.1111/j.1937-8327.1997.tb00047.x>>
- Garnett, H. A., 'Evaluating electoral management body capacity', *International Political Science Review*, 40/3 (2019), <<https://doi.org/10.1177/0192512119832924>>
- Grossman, R. and Salas, E., 'The transfer of training: What really matters', *International Journal of Training and Development* 15/2 (2011), pp. 103–20, <<https://doi.org/10.1111/j.1468-2419.2011.00373.x>>
- Harrison, D., Hurst, D. and Ireland, J., 'WA Senate recount in turmoil as 1375 votes go missing', *Sydney Morning Herald*, 31 October 2013, <<https://www.smh.com.au/politics/federal/wa-senate-recount-in-turmoil-as-1375-votes-go-missing-20131031-2wjub.html>>, accessed 5 February 2023
- Independent National Electoral Commission Nigeria (INEC), 'INEC Activity Report 2011–2014', 2014, <<http://wp1.inecnigeria.org/wp-content/uploads/2019/02/cINEC-ACTIVITY-REPORT-2011-2014-E-VERSION.pdf>>, accessed 5 February 2023
- International IDEA, *Code of Conduct for the Ethical and Professional Administration of Elections* (Stockholm: International IDEA, 1997), <<https://www.idea.int/publications/catalogue/code-conduct-ethical-and-professional-administration-elections>>, accessed 6 February 2023
- , *Democracy In Action: Annual Outcome Report 2019* (Stockholm: International IDEA, 2020), <[https://www.idea.int/reference\\_docs/annual-outcome-report-2019-democracy-action](https://www.idea.int/reference_docs/annual-outcome-report-2019-democracy-action)>, accessed 6 February 2023
- , 'UK 2021 Local Elections—The role of the Association of Electoral Administrators' (Podcast), 8 November 2021a, <<https://www.idea.int/news-media/podcasts/uk-2021-local-elections-role-association-electoral-administrators>>, accessed 6 February 2023

- , 'Training, Education and Research in Electoral Administration', 16 July 2021b, <<https://www.idea.int/news-media/multimedia-reports/training-education-and-research-electoral-administration>>, accessed 6 February 2023
- , 'The impact of natural hazards on elections', 1 September 2022, <<https://www.idea.int/news-media/multimedia-reports/impact-natural-hazards-elections>>, accessed 6 February 2023
- , 'The Information Environment around Elections', [n.d.], <<https://www.idea.int/our-work/what-we-do/elections/information-environment-around-elections>>, accessed 4 April 2023
- Iuras, N., 'Electoral training and education: The case of the Centre for Continuous Electoral Training in Moldova', Case Study, 27 May 2021, <<https://www.idea.int/news-media/multimedia-reports/training-education-and-research-electoral-administration>>, accessed 5 February 2023
- Iwu, M., 'Electoral training and education: The case of the Electoral Institute in Nigeria', Case Study, 27 May 2021, <<https://www.idea.int/news-media/multimedia-reports/training-education-and-research-electoral-administration>>, accessed 5 February 2023
- James, T., 'Better workers, better elections? Electoral management body workforces and electoral integrity online', *International Political Science Review*, 40/3 (2019), <<https://doi.org/10.1177/0192512119829516>>
- James, T., Clark, A. and Asplund, E., *Elections during Emergencies and Crises: Lessons for Electoral Integrity from the Covid-19 pandemic* (Stockholm: International IDEA, 2023), <<https://doi.org/10.31752/idea.2023.24>>
- James, T., Garnett, H. and Asplund, E., *Electoral Administration During Covid* (Norwich and Kingston: Electoral Integrity Project, 2023), <<https://www.electoralintegrityproject.com/electoralmanagementsurvey>>
- Karp, J., Nai, A., Lara Otaola, M. A. and Norris, P., *Building Professional Electoral Management* (Sydney: Electoral Integrity Project, 2017), <[https://static1.squarespace.com/static/58533f31bebafbe99c85dc9b/t/60478772cadeb81839185cda/1615300473100/Building\\_Professional\\_Electoral\\_Management\\_Report.pdf](https://static1.squarespace.com/static/58533f31bebafbe99c85dc9b/t/60478772cadeb81839185cda/1615300473100/Building_Professional_Electoral_Management_Report.pdf)>, accessed 5 February 2023
- Kinsella, C. and Waite, B., 'Identifying and developing desirable soft skills for public service', *Teaching Public Administration*, 39/3 (2020), pp. 337–50, <<https://doi.org/10.1177/0144739420931552>>
- Laker, D. R. and Powell, J. L., 'The differences between hard and soft skills and their relative impact on training transfer', *Human Resource Development Quarterly*, 22/1 (2011), pp. 111–22, <<https://doi.org/10.1002/hrdq.20063>>
- Lyngaas, S., 'First on CNN: Election workers to be trained to deal with violence at polls as midterms approach', CNN, 30 September 2022, <<https://edition.cnn.com/2022/09/30/politics/election-officials-security-violence-midterm-elections/index.html>>, accessed 18 April 2023
- Moldova, Republic of, Parliament, Electoral Code (Code No. 325, 08-12-2022), 23 December 2022, <[https://www.legis.md/cautare/getResults?doc\\_id=134589&lang=ro](https://www.legis.md/cautare/getResults?doc_id=134589&lang=ro)>, accessed 18 April 2023
- National Association of State Election Directors (NASED), 'About', [n.d.], <<https://www.nased.org/about-nased>>, accessed 5 February 2023

- The Netherlands, Kingdom of, Kieswet 1989 [Electoral Code 1989], article E4, <<http://wetten.overheid.nl/cgi-bin/deeplink/law1/title=Kieswet>>, accessed 6 February 2023
- Niese, M., 'Voting machines and coronavirus force long lines on Georgia voters', *The Atlanta Journal-Constitution*, 9 June 2020, <[https://www.ajc.com/news/state-regional-govt-politics/voting-machines-and-coronavirus-force-long-lines-georgia-voters/VajM2D3aSHALhCz7KwDrpJ/?fbclid=IwAR2fD9hVVoTP-M1FTo\\_SKD8h\\_AIUV8duGAbLf06YvFGITf640IITk\\_kgLPY](https://www.ajc.com/news/state-regional-govt-politics/voting-machines-and-coronavirus-force-long-lines-georgia-voters/VajM2D3aSHALhCz7KwDrpJ/?fbclid=IwAR2fD9hVVoTP-M1FTo_SKD8h_AIUV8duGAbLf06YvFGITf640IITk_kgLPY)>, accessed 21 November 2022
- Organisation for Economic Co-operation and Development (OECD), *Skills for a High Performing Civil Service* (Paris: OECD, 2017), <<https://www.oecd.org/gov/skills-for-a-high-performing-civil-service-9789264280724-en.htm>>, accessed 19 April 2022
- Organization for Security and Co-operation in Europe, Office for Democratic Institutions and Human Rights (OSCE-ODIHR), 'Republic of Austria Presidential Election Repeat Second Round 4 December 2016: OSCE/ODHIR Election Expert Team Final Report', 17 March 2017, <<https://www.osce.org/files/f/documents/6/6/305766.pdf>>, accessed 5 February 2023
- , 'Ukraine Local Elections 25 October 2020: ODHIR Limited Election Observation Mission Final Report', 29 January 2021, <[https://www.osce.org/files/f/documents/3/e/476974\\_1.pdf](https://www.osce.org/files/f/documents/3/e/476974_1.pdf)>, accessed 5 February 2023
- , 'Republic of Serbia Presidential and Early Parliamentary Elections 3 April 2022: ODHIR Election Observation Mission Final Report', 19 August 2022, <[https://www.osce.org/files/f/documents/0/0/524385\\_0.pdf](https://www.osce.org/files/f/documents/0/0/524385_0.pdf)>, accessed 5 February 2023
- Pearce Laanela, T., 'Rebuilding Trust in Electoral Institutions', Doctoral Thesis, The Australian National University (2023), unpublished
- Pearce Laanela, T., Alihodžić, S., Spinelli, A. and Wolf, P., *Supporting Elections Effectively: Principles and Practice of Electoral Assistance* (Stockholm: The Expert Group for Aid Studies, 2021), <[https://eba.se/wp-content/uploads/2021/11/2021\\_05-Webb.pdf](https://eba.se/wp-content/uploads/2021/11/2021_05-Webb.pdf)>, accessed 5 February 2023
- Pacific Islands, Australia and New Zealand Electoral Administrators (PIANZEA) Network, 'About', [n.d.], <<https://www.pianzea.org/about>>, accessed 6 February 2023
- Quraishi, S. Y., 'Electoral training and education: The case of IIDEEM in India', Case Study, 27 May 2021, <<https://www.idea.int/news-media/multimedia-reports/training-education-and-research-electoral-administration>>, accessed 6 February 2023
- E-röstningutredningen, *E-röstning och andra valfrågor*, SOU 2013:24 [E-voting and other electoral issues, SOU 2013:24] (Stockholm: Justitiedepartementet, 2013), <<https://www.regeringen.se/rattsliga-dokument/statens-offentliga-utredningar/2013/04/sou-201324>>, accessed 6 February 2023
- Sant'Anna School of Advanced Studies – Pisa, 'Online Master in Electoral Policy and Administration', [n.d.], <[https://www.santannapisa.it/sites/default/files/2022-06/brochure\\_2021.pdf](https://www.santannapisa.it/sites/default/files/2022-06/brochure_2021.pdf)>, accessed 6 February 2023
- Soriano, C. and Piedras Encino, D., 'The Electoral Judicial School of Mexico', Tribunal Superior Electoral (2019), unpublished
- Support to Electoral Reforms in North Macedonia (Swiss Agency for Development and Cooperation/International Foundation for Electoral Systems), 'North Macedonia is ready to establish the Electoral Training Center', November 2022, <<https://electoralreforms.mk/en/северна-македонија-е-подготвена-да-фо>>, accessed 21 November 2022

- Swedish Parliament, 'The Elections Act (2005:837)', entered into force 2005, <<https://www.government.se/government-policy/democracy-and-human-rights/the-elections-act-2005837>>, accessed 6 February 2023
- Tata Institute of Social Science (TISS), 'Master in International Electoral Management and Practice', [n.d.], <<https://admissions.tiss.edu/view/10/admissions/master-admissions/masters-in-international-electoral-management-and->>, accessed 20 March 2023
- Tribunal Electoral del Poder Judicial de la Federación (TEPJF) [Electoral Tribunal of the Judicial Power of the Federation], 'Programa Académico y Editorial 2017' [Academic and Editorial Programme 2017], 2017, <<http://sitios.te.gob.mx/eje/media/pdf/6ef38c6200a8c1e.pdf>>, accessed 6 February 2023
- Valmyndigheten, 'Ändringar i vallagen ska stärka skyddet för väljarna och valhemligheten' [Amendments to the electoral law should strengthen the protection of voters and the secrecy of elections], 1 February 2022, <<https://www.val.se/servicelankar/servicelankar/press/nyheter--pressmeddelanden/pressmeddelanden/2022-02-01-andringar-i-vallagen-ska-starka-skyddet-for-valjarna-och-valhemligheten.html>> accessed 6 February 2023
- van der Staak, S. and Wolf, P., *Cybersecurity in Elections: Models of Interagency Collaboration* (Stockholm: International IDEA, 2019), <<https://doi.org/10.31752/idea.2019.23>>
- van Ham, C. and Lindberg, S., 'When guardians matter most: Exploring the conditions under which electoral management body institutional design affects election integrity', *Irish Political Studies*, 30/4 (2015), pp. 454–81, <<https://doi.org/10.1080/07907184.2015.1099097>>
- Venice Commission (European Commission for Democracy through Law, Council of Europe), 'Code of Good Practice in Electoral Matters: Guidelines and Explanatory Report', CDL-AD(2002)023rev2-cor, Opinion No. 190/2002, 25 October 2018, <[https://www.venice.coe.int/webforms/documents/default.aspx?pdffile=CDL-AD\(2002\)023rev2-cor-e](https://www.venice.coe.int/webforms/documents/default.aspx?pdffile=CDL-AD(2002)023rev2-cor-e)>, accessed 6 February 2023
- von Kraemer, M., 'Ny mandatställning i Sverige efter misstag i rösträkningen: 144–142' [New seat in Sweden after mistakes in the counting of votes: 144–142], 9 October 2018, <<https://svenska.yle.fi/artikel/2018/09/10/ny-mandatstallning-i-sverige-efter-misstag-i-rostrakningen-144-142>>, accessed 6 February 2023

## Annex A. Survey questions

In 2021, the Electoral Integrity Project and International IDEA conducted a survey with EMBs. A total of 242 EMBs were contacted, of which 49 responded to the survey.

**Table A.1. Is poll workers' training mandatory?**

	Frequency/%	Country or jurisdiction
<b>Yes</b>	30/65.2	Australia, Bosnia and Herzegovina, Brazil, Canada x 2 (Federal level and Québec), Chile, Croatia, Guinea, Hungary, Lithuania, Malawi, Malta, Mexico, Mongolia, New Zealand, Niger, Panama, Romania, Rwanda, Scotland, Slovenia, Solomon Islands, South Korea, Suriname, Sweden, Timor-Leste, Tonga, Uzbekistan, Vanuatu, Zimbabwe
<b>No</b>	16/34.8	Austria, Belgium, Costa Rica, Cyprus, Denmark, Estonia, Finland, Greece, Iceland, Luxembourg, Mauritius, Moldova, Norway, Sierra Leone, Switzerland, United Kingdom
<b>Missing</b>	3	Fiji, Trinidad and Tobago, Zanzibar (Tanzania)
<b>Total</b>	<b>49</b>	

Source: EMB Survey 2021 from James, Garnett and Asplund (2023).



**Table A.2. Is poll workers' training codified in the election law?**

	Frequency/%	Country or jurisdiction
<b>Yes</b>	19/38.8	Belgium, Bosnia and Herzegovina, Canada—Quebec, Fiji, Hungary, Lithuania, Malawi, Mexico, Moldova, Mongolia, Nigeria, Panama, Romania, Rwanda, South Korea, Sweden, Timor Leste, Trinidad and Tobago, Zanzibar (Tanzania)
<b>No</b>	30/61.2	Australia, Austria, Brazil, Canada—Federal level, Chile, Costa Rica, Croatia, Cyprus, Denmark, Estonia, Finland, Greece, Guinea, Iceland, Luxembourg, Malta, Mauritius, New Zealand, Norway, Scotland, Sierra Leone, Slovenia, Solomon Islands, Suriname, Switzerland, Tonga, United Kingdom, Uzbekistan, Vanuatu, Zimbabwe
<b>Total</b>	<b>49</b>	

Source: EMB Survey 2021 from James, Garnett and Asplund (2023).

**Table A.3. Is certification required to work as a poll worker?**

	Frequency/%	Country or jurisdiction
<b>Yes</b>	12/24.5	Bosnia and Herzegovina, Brazil, Greece, Guinea, Mauritius, Mongolia, Panamá, Romania, Suriname, Timor-Leste, Uzbekistan, Zanzibar (Tanzania)
<b>No</b>	37/75.5	Australia, Austria, Belgium, Canada x 2 (Federal level and Québec), Chile, Costa Rica, Croatia, Cyprus, Denmark, Estonia, Fiji, Finland, Hungary, Iceland, Lithuania, Luxembourg, Malawi, Malta, Mexico, Moldova*, New Zealand, Nigeria, Norway, Rwanda, Scotland, Sierra Leone, Slovenia, Solomon Islands, South Korea, Sweden, Switzerland, Tonga, Trinidad and Tobago, United Kingdom, Vanuatu, Zimbabwe
<b>Total</b>	<b>49</b>	

Source: EMB Survey 2021 from James, Garnett and Asplund (2023).

\*Note: In 2022, Moldova introduced a certification requirement.

**Table A.4. Does your EMB offer learning and development (L&D) opportunities to staff?**

	Frequency/%	Country or jurisdiction
<b>Yes</b>	36/75	Australia, Austria, Belgium, Bosnia and Herzegovina, Brazil, Canada (Federal level), Chile, Costa Rica, Croatia, Estonia, Fiji, Finland, Hungary, Lithuania, Malawi, Malta, Mauritius, Mexico, Moldova, Nigeria, Norway, Panamá, Romania, Rwanda, Sierra Leone, Slovenia, Solomon Islands, South Korea, Suriname, Sweden, Timor-Leste, Tonga, Trinidad and Tobago, Uzbekistan, Zanzibar (Tanzania), Zimbabwe
<b>No</b>	12/25	Canada—Québec, Cyprus, Denmark, Greece, Guinea, Iceland, Luxembourg, Mongolia, New Zealand, Scotland, Switzerland, Vanuatu
<b>Missing</b>	1	
<b>Total</b>	<b>49</b>	

Source: EMB Survey 2021 from James, Garnett and Asplund (2023).

**Table A.5. Does your EMB offer L&D to staff via a learning management system (LMS), that is, a readymade online learning application?**

	Frequency/%	Country or jurisdiction
<b>Yes</b>	20/42.6	Australia, Austria, Brazil, Canada—Federal level, Costa Rica, Croatia, Fiji, Finland, Lithuania, Mexico, Moldova, Nigeria, Norway, Panamá, Romania, Rwanda, Solomon Islands, South Korea, Suriname, Sweden*
<b>No</b>	27/57.4	Belgium, Bosnia and Herzegovina, Chile, Cyprus, Denmark, Estonia, Greece, Guinea, Hungary, Iceland, Luxembourg, Malawi, Malta, Mauritius, Mongolia, New Zealand, Scotland, Sierra Leone, Slovenia, Switzerland, Timor-Leste, Tonga, Trinidad and Tobago, Uzbekistan, Vanuatu, Zanzibar (Tanzania), Zimbabwe
<b>Missing</b>	2	Canada—Québec, United Kingdom
<b>Total</b>	<b>49</b>	

Source: EMB Survey 2021 from James, Garnett and Asplund (2023).

\*Note: In Sweden, the LMS only relates to a course on election security.

**Table A.6. Does your EMB have a dedicated unit, department, centre, school, institute or academy that focuses operational training?**

	Frequency/%	Country or jurisdiction
<b>Yes</b>	24/51.1	Australia, Bosnia and Herzegovina, Brazil, Canada—Federal level, Costa Rica, Fiji, Greece, Lithuania, Malawi, Mexico, Moldova, Mongolia, New Zealand, Nigeria, Norway, Panamá, Romania, Sierra Leone, South Korea, Timor-Leste, Trinidad and Tobago, Uzbekistan, Zanzibar (Tanzania), Zimbabwe
<b>No</b>	23/48.9	Belgium, Canada—Québec, Chile, Cyprus, Denmark, Estonia, Finland, Guinea, Hungary, Iceland, Luxembourg, Malta, Mauritius, Rwanda, Scotland, Slovenia, Solomon Islands, Suriname, Sweden, Switzerland, Tonga, United Kingdom, Vanuatu
<b>Missing</b>	2	Austria, Croatia
<b>Total</b>	<b>49</b>	

Source: EMB Survey 2021 from James, Garnett and Asplund (2023).

**Table A.7. Does your EMB have a dedicated unit, department, centre, school, institute or academy that focuses on professional development?**

	Frequency/%	Country or jurisdiction
<b>Yes</b>	18/39.1	Bosnia and Herzegovina, Brazil, Canada x 2 (Federal level and Québec), Chile, Fiji, Greece, Malawi, Mexico, Moldova, Nigeria, Norway, Panamá, Romania, South Korea, Timor-Leste, Trinidad and Tobago, Zanzibar (Tanzania)
<b>No</b>	28/60.9	Australia, Belgium, Cyprus, Denmark, Estonia, Finland, Guinea, Hungary, Iceland, Lithuania, Luxembourg, Malta, Mauritius, Mongolia, New Zealand, Rwanda, Scotland, Sierra Leone, Slovenia, Solomon Islands, Suriname, Sweden, Switzerland, Tonga, United Kingdom, Uzbekistan, Vanuatu, Zimbabwe
<b>Missing</b>	3	Austria, Costa Rica, Croatia
<b>Total</b>	<b>49</b>	

Source: EMB Survey 2021 from James, Garnett and Asplund (2023).

**Table A.8. Does your EMB have a dedicated unit, department, centre, school, institute or academy that focuses on electoral education?**

	Frequency/%	Country or jurisdiction
<b>Yes</b>	27/57.4	Australia, Bosnia and Herzegovina, Brazil, Canada x2 (Federal level and Québec), Chile, Costa Rica, Fiji, Guinea, Hungary, Lithuania, Malawi, Mexico, Moldova, Mongolia, Nigeria, Norway, Panamá, Romania, Sierra Leone, South Korea, Timor-Leste, Trinidad and Tobago, United Kingdom, Uzbekistan, Zanzibar (Tanzania), Zimbabwe
<b>No</b>	20/42.6	Belgium, Cyprus, Denmark, Estonia, Finland, Greece, Iceland, Luxembourg, Malta, Mauritius, New Zealand, Rwanda, Scotland, Slovenia, Solomon Islands, Suriname, Sweden, Switzerland, Tonga, Vanuatu
<b>Missing</b>	2	Austria, Croatia
<b>Total</b>	<b>49</b>	

Source: EMB Survey 2021 from James, Garnett and Asplund (2023).

**Table 9. Does your EMB have a dedicated unit, department, centre, school, institute or academy that focuses on research?**

	Frequency/%	Country or jurisdiction
<b>Yes</b>	22/46.8	Australia, Bosnia and Herzegovina, Canada x2 (Federal level and Québec), Costa Rica, Fiji, Greece, Hungary, Malawi, Moldova, Mongolia, Nigeria, Norway, Panamá, Romania, Sierra Leone, South Korea, Timor-Leste, Trinidad and Tobago, United Kingdom, Zanzibar (Tanzania), Zimbabwe
<b>No</b>	25/53.2	Belgium, Brazil, Chile, Cyprus, Denmark, Estonia, Finland, Guinea, Iceland, Lithuania, Luxembourg, Malta, Mauritius, Mexico, New Zealand, Rwanda, Scotland, Slovenia, Solomon Islands, Suriname, Sweden, Switzerland, Tonga, Uzbekistan, Vanuatu
<b>Missing</b>	2	Austria, Croatia
<b>Total</b>	<b>49</b>	

Source: EMB Survey 2021 from James, Garnett and Asplund (2023).

# Annex B. Electoral training and education centres by country and year established

Centres marked with an asterisk focus on electoral and civic education.

---

## AFRICA

Ghana (2016) Electoral Commission Knowledge and Training Centre, Electoral Commission of Ghana

Nigeria (2005) The Electoral Institute, Independent National Electoral Commission

Zambia\* (2012) Voter Education Research Institute, Election Commission of Zambia

---

## THE AMERICAS

Argentina (2009) School for Training and Electoral Education, National Electoral Chamber (Cámara Nacional Electoral)

Bolivia (2018) Institute for Intercultural Democracy, Plurinational Electoral Body

Brazil (2002) Electoral Judicial School of Brazil, Superior Electoral Court

Colombia (2007) Centre for Studies in Democracy and Electoral Affairs, National Civil Registry

Costa Rica (2009) Institute for Training and Studies in Democracy, Supreme Electoral Tribunal

Dominican Republic (2007) National School of Electoral and Civil State Training, Supreme Electoral Tribunal

Ecuador (2012) Institute of Democracy, National Electoral Council of Ecuador

Guatemala (2011) Institute of Political and Electoral Training and Civic Training, Supreme Electoral Tribunal

Mexico (1995) International Centre for Election Training and Research, National Electoral Institute

Mexico (1995) The Electoral Judicial School, The Electoral Tribunal of the Federal Judiciary

Panama (2014) Centre for Democratic Studies of the Electoral Court, Electoral Tribunal

Paraguay (1997) Centre for Information, Documentation and Electoral Education, Paraguay Supreme Electoral Tribunal

Peru (2002) Registral School, National Registry of Identification and Civil Status

Peru (2005) Electoral and Governance School, National Jury on Elections

Venezuela (2011) Institute of High Studies of the Electoral Power, National Electoral Council

---

## **ASIA**

Bangladesh (1995) Electoral Training Institute, Bangladesh Electoral Commission

Hong Kong\* (1999) Electoral Information Centre, Registration and Electoral Office

India (2011) Indian International Institute for Democracy and Electoral Management (IIIDEM), Election Commission of India

India (2018) Institute of Democracy, Elections and Good Governance, State Election Commission Maharashtra

Kyrgyzstan (2011) Training Centre, Central Election Commission

Malaysia (2007) Election Academy (APR), Election Commission of Malaysia

Mongolia (2021) The Information, Research, and Training Centre of the General Election Committee of Mongolia

Nepal (2011) Electoral Education and Training Centre (EETC), Electoral Commission of Nepal

Pakistan (2017) Federal Election Academy, Electoral Commission of Pakistan

South Korea (1996) Korean Centre for Civic Education and Democracy (KOCEI), National Electoral Commission of Korea

Thailand\* (2006) Democratic Education Centre, Office of the Election Commission

---

## **EUROPE**

Bosnia and Herzegovina (2017) The Education Centre, Central Election Commission

Georgia (2009) Electoral Systems Development, Reform and Training Centre, Central Election Commission

Moldova (2013) Centre for Continuous Electoral Training, Central Election Commission

Russia (1994) Electoral Technologies Training Centre, Central Election Commission

Ukraine (2017) CEC-IFES Training Centre, Central Election Commission

---

## **MIDDLE EAST**

Iraq (2017) Electoral Education Institute, Independent High Election Commission of Iraq

Jordan (2017) Jordan Electoral Training and Research Institute, Independent Election Commission

---

## **OCEANIA**

Australia\* (1986/2001) National Electoral Education Centre, Australian Electoral Commission

Australia\* (1992) Electoral Education Centre—Western Australia Electoral Commission

Fiji (2015) Fijian Electoral Education Centre, Fijian Electoral Office

*Source:* Author's own compilation, based on International IDEA (2021a).

# About the author

**Erik Asplund** is a Senior Programme Officer in the Electoral Processes team at International IDEA. He is the Deputy Chair of the Building Resources in Democracy Governance and Elections (BRIDGE) initiative. He is the host of 'Peer-to-Peer', an International IDEA podcast series on electoral processes. From 2015 to 2016 he worked as the ACE Electoral Knowledge Network partnership coordinator. His research covers training and professional development in electoral administration, elections during emergencies and crises, risk and crisis management in elections, and financing of elections. Asplund has worked directly with over two dozen electoral management bodies and civil society organizations in Africa, Asia, Europe and Latin America. Before joining International IDEA Erik worked for Tostan International and the Stockholm International Peace Research Institute (SIPRI). He holds a Master's in International Studies from Uppsala University and a BA in Modern History, Economic History and Politics from Royal Holloway, University of London.

---

## CONTRIBUTORS

Doina Bordeianu, Director, Centre for Continuous Electoral Training (CICDE)  
Moldova

Sonali Campion, University of East Anglia

Toby S. James, Professor, University of East Anglia

Oliver Joseph, Programme Officer, International IDEA

Therese Pearce Laanela, Head of Electoral Processes, International IDEA

Sara Staino, Programme Administrator, Social Policy Group

Massimo Tommasoli, Director of Global Programmes, International IDEA



# Acknowledgements

We would like to thank Anna Nyqvist (Chief Executive, Swedish Election Authority) for her feedback on an earlier draft of this paper. We would like to thank Tendai Chinamora-Jönsson, Lisa Hagman and Jenefrieda Isberg for their support in various administrative and editorial tasks.

# About International IDEA

The International Institute for Democracy and Electoral Assistance (International IDEA) is an intergovernmental organization with 34 Member States founded in 1995, with an exclusive mandate to support and advance democracy worldwide.

---

## WHAT WE DO

We produce comparative, policy-friendly knowledge and provide technical assistance on issues relating to elections, parliaments, constitutions, money in politics and political representation, all under the umbrella of the UN Sustainable Development Goals. We assess the performance of democracies around the world through our unique Global State of Democracy Indices and reports. Our work is expanding to address issues related to climate change and democracy.

We use our knowledge to provide technical assistance and expert advice to governments and civil society around the world. We publish books, databases, and primers annually in several languages on topics ranging from voter turnout to Indigenous peoples' rights in constitution-building. Gender equality and inclusion are mainstreamed in all our work.

We engage in conversations and convene agenda-setting dialogues and partner with like-minded organizations, including the African Union, the European Union and the United Nations, to achieve greater impact.

---

## WHERE WE WORK

Our headquarters is in Stockholm, and we have regional and country offices in Africa, Asia and the Pacific, Europe, and Latin America and the Caribbean. International IDEA is a Permanent Observer to the United Nations and is accredited to European Union institutions.

<https://www.idea.int>



**International IDEA**  
Strömsborg  
SE-103 34 Stockholm  
SWEDEN  
+46 8 698 37 00  
info@idea.int  
www.idea.int

Training is an investment in the ability of the electoral management body (EMB) ability to perform its primary task, administering an electoral contest. Building the EMB workforce's capacities reinforces and inculcates electoral administration values and principles, those of integrity, impartiality, transparency, efficiency, sustainability and service-mindedness. By contrast, poor or inadequate training hampers service delivery and increases the risk of errors that negatively impact the reputation of the EMB or the election outcome itself. While some aspects of the design of training and professional development programmes will be specific to the electoral context, the broader goal should be an empowered and resilient staff able to deliver credible and well-run elections in regular times and during times of crisis.

This Policy Paper addresses two different but interlinked issues: how to build and strengthen the capacities of EMB staff and workforce (both technical and lifelong learning); and how to build institutional capacities for delivering both types effectively. The paper is supplemented with findings from: a survey conducted in 2021; a 2021 case study series on the institutionalization of electoral training and education; and a 2020 workshop. This paper provides recommendations for practitioners seeking to strengthen their training and professional development programmes, as well as highlighting recommendations for the electoral assistance community.