



**Report on the
Voter Registry Audit (VRA)
in Cambodia**

2013

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Executive Summary

Exercising the fundamental right to vote in most countries depends largely on the existence of an accurate and complete voter registry. The maintenance and upkeep of such a voter registry can be particularly challenging in countries with insufficient records, transient populations or weak infrastructure. Moreover, voter registries are susceptible to manipulation for electoral advantage. Inaccurate voter registries have led to numerous post-election conflicts in elections held around the world and have disenfranchised many eligible voters. In Cambodia, some political parties and civil society groups have expressed concerns about the accuracy of the voter registry and a lack of confidence in the registration process. Verification of the accuracy of a voter registry through a voter registry audit (VRA) can help to detect and deter electoral fraud, correct administrative errors, and promote broad public confidence in the process on election day and beyond.

The Neutral and Impartial Committee for Free and Fair Elections in Cambodia (NICFEC), the Center for Advanced Studies (CAS), and the National Democratic Institute for International Affairs (NDI) conducted a VRA of Cambodia's voters registry that will be used for the July 2013 national elections. This VRA complements two previous audits conducted in 2007 and 2008 by NICFEC, CAS and the Committee for Free and Fair Elections in Cambodia (COMFREL), with assistance from NDI.

A voter registry audit is a systematic, scientific, and independent assessment of the quality of the voter registry. It does not focus on voter registration as a process or on every eligible voter in Cambodia, but uses statistical methodology to produce a contextual report on the overall quality of the voter registry. A VRA is a method that is used by independent election observers around the world and has been proven to be reliable and accurate internationally. In some cases, audits have exposed fundamental flaws in an already suspect process. Generally, VRAs have been welcomed as a helpful tool for successfully identifying and leading to corrections of irregularities in voter registries and, more importantly, promoting confidence in election administration and the legitimacy of the results.

The VRA included two types of field tests: list-to-people test and people-to-list test. The list-to-people test seeks to ensure that every name on the voter registry belongs to an actual person who is eligible to vote. This is done by attempting to identify and then locate a representative sample of people whose names are selected at random from the voter registry. The VRA also verified a sample of names recently deleted from the list to assess whether the deletion records were valid. In a people-to-list test, the objective is to determine what proportion of people eligible to vote is listed on the voter registry. These two field tests are also used to evaluate the accuracy of voters' personal data, including name, date of birth and address, in the registry.

In February 2013, NICFEC deployed trained volunteers to 414 communes across Cambodia to interview 4,893 respondents. All communes, polling stations and respondents were selected using statistically representative random sampling. The VRA employed rigorous data quality control mechanisms involving NDI and CAS internal auditors, the targeted redeployment of interviewers, and the re-checking by NICFEC staff to verify data. The VRA assumes a margin of error of $\pm 2.5\%$ and the level of confidence was 95%.

The VRA provided a number of salient findings about the quality of the current voter registry, including:

- 82.9% of eligible citizens are registered voters. This represents a decline from the 2008 VRA, which showed an 87.9% registration rate. It represents a discrepancy with the

National Election Committee's (NEC) statistic that placed the number of registered voters is at 101.7% of the eligible population.¹ (People-to-list test.)

- 10.8% of eligible citizens who thought they were registered were not found on the voter registry. Furthermore, 7.8% of eligible citizens were not on the voter registry even though they said they voted in the 2008 and/or 2012 elections. (People-to-list test.)
- 80.7% of names on the registry are valid and up-to-date, with 63.6% of names belonging to eligible voters living in that community and 17.1% of names belonging to eligible voters who lived temporarily in another location. The remaining 18.3% of names on the list were invalid, with 0.5% confirmed deceased, 7.4% permanently relocated, and 10.4% unknown to people in that community.² (List-to-people test.)
- 9.4% of the people in the deletion list were incorrectly removed. This represents no progress since 2008, despite extra measures taken by the NEC and commune councils to prevent false deletions. (Deletion list-to-people test.)
- The accuracy of voters' personal data (name, date of birth and address) in the registry declined compared with 2008, with only 63% of dates of birth and 86.4% of names matching information in the voters' ID documents. In 2008, 78.97% of dates of birth and 87.88% of names matched. (Both tests.)
- 96.5% of respondents on the voter registry indicated they plan to vote in the July elections. However, 74% of respondents who were not found on the voter registry said they intend to vote.

These discrepancies revealed by the VRA may have implications on public confidence in the upcoming elections. It is possible that a large number of eligible citizens will arrive at the polls on election day only to discover that their names are not on the voter list because they were incorrectly deleted or believe they are registered when in fact they are not.

The percentage of eligible voters who have registered has decreased since 2008, even though the overall size of the registry has increased. The existence of unknown, deceased or relocated names on the registry could present an opportunity for electoral abuse or fraud on election day if proper oversight and safeguards are not in place. The list is less accurate than it was five years ago, potentially indicating a lack of progress on creating or distributing identity documents in Cambodia and inviting possible confusion at the polls for people to prove their identity.

To respond to these challenges, the VRA partners recommend the following measures to be implemented before the July 2013 elections in Cambodia:

- Due to the significant number of eligible citizens who believe they are registered but are not, the NEC should organize another period for voters to check their names on the voters list and register if needed.
- Given the rate of inaccuracy of voters' personal data and the high percentage of unknown voters on the list, the NEC should provide access for independent monitors to observe the identification of voters by standing directly behind the polling station clerk and should provide monitors with access to the voter list used in the polling station.
- To avoid the possible misuse of invalid names on the list by ineligible people (under 18 years of age, non-citizens), the Ministry of Interior and NEC should prohibit further issuance of the Statement of Identity for Electoral Purposes.³
- Considering the high internal migration rate, NEC should open a mechanism to allow voters who are away from their electoral district at the time of the election to vote.

¹ NEC calculates the registration rate by dividing the eligible population by the number of names on the voter registry.

² This phenomenon can be found in many VRA results and is also known as "ghost voters."

³ The Statement of Identity for Electoral Purposes is a temporary identification paper for citizens who have no documentation to allow them to register and vote. Statement of Identities are distributed by the commune councils.

- To build public confidence in the voter registry, the NEC should allow independent observers and political parties to access the voter registry in its entirety in an analyzable format. This is common practice in established democracies and would allow the VRA to expand upon its findings and provide more comprehensive information.

In the longer term, there is a dire need for fundamental electoral reform. Changes in the voter registration and list compilation process are necessary to ensure all eligible citizens have the right to vote, to prevent and remove invalid names on the registry, and to mitigate the potential for manipulation and fraud. The VRA partners recommend the following measures:

- The Government of Cambodia and the NEC should consider the adoption of a more efficient voter registration system that would better address the increasing rate of internal migration and would enfranchise unregistered citizens who may learn too late they are not on the list. This could include a change to a continuous or automatic registration system,⁴ which would allow for changes or corrections to the voter registry closer to election day.
- An impartial, unelected professional local body should be assigned or created to register voters, removing this responsibility from the elected and partisan commune councils.
- To increase the accuracy of the list and ease the registration process and voting for citizens, the Ministry of Interior should complete the civil registry and expedite the distribution of national ID cards to all citizens.
- The NEC should take steps to improve its data management systems at all levels of election administration. This includes a more coordinated oversight of data collection and entry, the systematic use of Khmer spelling and fonts, and current and synchronized IT systems.

The Royal Government of Cambodia and the National Assembly should enact the necessary laws and allocate appropriate resources to allow these recommended reforms to occur.

⁴ An automatic registration would require a complete civil registry; when citizens turn 18 years old, their names would be automatically added to the voter registry.

Background

Voter Registration and Elections in Cambodia

Cambodia's upcoming National Assembly elections in July will be a critical step in the country's democratic development. The country has held four parliamentary elections and three commune elections since the signing of the Paris Peace Accords in 1991. While certain problems from previous elections, such as election-related violence, have improved, other challenges remain. There continues to be a lack of confidence in the impartiality of the election administration⁵ and concerns about unequal access to media for all political parties. The complaints resolution process, widespread misuse of state resources by political contenders, and problems with voter registration and the voter registry⁶ are cited as other key concerns. Voter registration, in particular, continues to be cumbersome and problematic.

Cambodia maintains a fixed annual voter registration and verification system; citizens have a month and a half each year to register to vote or to verify their registration status. The registration and review period is held in September and October, nine months before the election. This period falls in the middle of rainy season, potentially creating transportation complications and other obstacles that could prevent citizens from exercising their right to vote. The process is managed by locally elected commune councils, inviting a potential conflict of interest in the compilation of the lists.

The registration process places a significant burden on voters in a country with large mobility due to migrant and seasonal workers. Voter registration and verification must take place in the commune where a voter has residency. Accommodations are not made for overseas or migrant workers who often do not have the time or money to return to their home communes to register. Voters who fail to verify their names during the registration period risk being unable to vote in the elections. During an election year, voters who do not permanently reside in their area of registration will need to return home to vote, as the Cambodian legal framework provides no opportunity for non-resident voting or new/transferred registration within eight months of the election.

Identification requirements for voter registration remains complicated for citizens who do not have an up-to-date or accurate national identification (ID) card. Despite years of planning, as well as international technical and financial assistance, the government has failed to provide national ID cards to all citizens and create an accurate, complete civil registry. Citizens without ID cards need to understand the multiple combinations of forms or documents required for registration that satisfy requirements for proof of nationality, age, residency, and photo. Proof of

⁵ Cambodia has a four-level structure to administer elections, headed by the National Election Committee (NEC). The NEC does not have constitutional status. Its nine members are nominated by the Ministry of Interior and appointed by Royal Decree after approval from the majority of the National Assembly.

⁶ For further information on the quality of elections in Cambodia, see: Committee for Free and Fair Elections in Cambodia (COMFREL), *Final Assessment and Report on 2008 National Assembly Elections*, 2008; Committee for Free and Fair Elections in Cambodia (COMFREL), *Final Assessment and Report on 2007 Commune Council Elections*, 2007; Cambodia Development Resource Institute (CDRI)'s Conflict Prevention in Cambodian Elections (COPCEL), *Commune Council Election Report*, 2007; National Democratic Institute for International Affairs (NDI), *Cambodian Elections: Lessons Learned and Future Directions, A Post-Election Conference Report*, 2004; United Nations Development Programme (UNDP), *Electoral Dispute Resolution in Cambodia's National Assembly Elections*, by Consultant Jaye Sitton, 2008; European Union (EU), *Final Report: Election Observation Mission Cambodia*, 2008; United Nations Development Programme (UNDP), *Report on the 2007 Commune Council Elections in Cambodia*, 2007; National Democratic Institute for International Affairs (NDI), Neutral and Impartial Committee for Free and Fair Elections in Cambodia (NICFEC), Center for Advanced Study (CAS), Committee for Free and Fair Elections in Cambodia (COMFREL), *Report on Voter Registration Audit (VRA) in Cambodia*, 2007.

residency is required, denying the right to vote to the homeless or evicted. Weaknesses in identity documentation in the country have led to measures to reduce the burden of proof used to establish identity within a polling station, which may lead to further confusion and create opportunities for abuse on election day. Recent changes in registration procedures in 2011, including extended dates for registration and complaint filing and acceptance of expired national ID cards for registration purposes, have been enacted to simplify the process but have not been well disseminated to the general public.

For the 2011 registration period, NICFEC implemented a voter registration/list verification monitoring program with technical assistance from NDI. Prior to registration, multistage random sampling was used to select 300 of Cambodia's 1,621 communes for observation and deployed 318 monitors to witness the registration process. The data from NICFEC's observation demonstrated flaws in the 2011 registration process. These findings were similar to other independent observers.⁷ In over half of the communes (50.5%), clerks registered applicants who did not come to the registration office in person, a legal requirement. Almost a quarter of communes (23.1%) allowed applicants to register without any identification documents. In 18.4% of communes, applicants were rejected for using an expired ID card, although this was allowed. In 62% of communes, applicants were rejected for insufficient documentation, which poses serious questions as to the strength of registration education efforts.

Previous voter registry audits have revealed certain irregularities in the registry. In 2007, NDI in partnership with NICFEC, the Committee for Free and Fair Elections in Cambodia (COMFREL), and the Center for Advanced Studies (CAS) conducted an audit of the voter list from a sample of 3,850 respondents which found that 11.2% of eligible citizens were not on the registry. From the list-to-people test, this VRA also found that the 2006 registry was out-of-date with only slightly more than three-quarters (77.3%) of the names on the list found valid. In 2008, an audit by the same organizations showed some improvement in the validity/currency of the registry but a significant number of false deletions.

Goals and Objectives of the VRA

While no country has a voter registry that is 100 percent perfect, an independent verification of the quality of a voter registry through an audit can help detect and deter electoral fraud, correct administrative errors and promote broad public confidence in the electoral process on election day and beyond. The objectives of the 2013 voter registry audit were to:

1. To address concerns raised about the quality of the voter registry;
2. To ascertain improvements made to the registry by the recently concluded voter update and clean up exercise; and
3. To build public confidence in the electoral process.

By accurately identifying weaknesses in a voter registry, VRAs can lead to salient and crucial recommendations on how to improve the registry in the future and strengthen the democratic process.

The findings of any VRA reflect the quality of the voter registry, which is influenced, not only by the actions of election management bodies, but also other government actors, non-governmental organizations, political parties and citizens themselves. This is especially true in Cambodia, where the registration system demands that potential voters are educated about registration procedures and the registration schedule, have the identification documents needed

⁷ COMFREL and the Democracy and Human Rights Organization in Action (DHRAC) also monitored the 2011 voter registration period and released similar findings.

to register, and have the interest and take the initiative to register themselves. Thus, all actors involved in elections can benefit from the VRA's findings and recommendations.

Methodology

A VRA is a systematic and scientific assessment of the quality of the voter registry conducted by verifying and collecting facts on the respondents' registration status, their whereabouts or existence, and their personal data from identity documents. VRAs do not rely on respondents' opinions on such topics as ease of registration and intention to vote. This information is collected but is not used to measure the quality of the voter registry.

While a VRA can provide reliable information about the voter registry, there are limits to what it can do. Conducting a VRA cannot register voters. In Cambodia, commune councils are responsible for voter registration, while the NEC is responsible for compiling and maintaining the registry. The findings collected from individuals cannot be used to address problems in the registry because the respondents represent only a sample of the population. The VRA does not provide information on the causes of the state of the registry or evaluate other aspects of the election process. A VRA cannot verify whether or not citizen identification documents were handed out according to the laws of a country. The VRA can only measure the quality of the list made available to the auditors. Any changes made to the official list would not be captured by the VRA.

In line with standard, globally-applied methodology, the 2013 Cambodia VRA included two types of sample-based field tests: list-to-people and people-to-list tests, as well as a partial computer audit of the entire voter registry.

List-to-People Test

The **list-to-people** test sought to ensure that every name on the voter registry was that of an actual person eligible to vote and that his/her information, such as address, was correct and up-to-date. The VRA partners randomly selected a sample of names from the voter registry and deployed interviewers to locate and interview those individuals. The VRA partners attempted to locate a sample of individuals on the deletion list to verify that they were properly removed from the list.

People-to-List Test

The **people-to-list** test sought to determine what proportion of the eligible voting population was on the voter registry. Interviewers randomly selected and interviewed eligible citizens within their assigned village and located respondents from quota categories, including 18 year olds, disabled, deceased, and recently relocated citizens. Auditors compared the accuracy of voters' personal information on the identification documents used during the registration to the information on the voter registry.

Partial Computer Audit

Typical to global VRA methodology is a computer audit, which is intended to complement the VRA's field tests. A computer audit is conducted using an automated analysis of the entire voter registry to identify duplicate and multiple registrations, determine the rate of incomplete or inaccurate records, and expose any problematic trends, such as under-aged voters on the list. However, the NEC would not provide the national voter registry in an electronic, analyzable format. Due to the complexity of the Khmer script, and the fact that the NEC does not use the standard, unicode Khmer font, the print-only version of the entire voter registry in PDF could not be converted into an analyzable format in time for this report.

A partial computer audit of polling station information and other publicly available election data was conducted. To determine the relationship between the voter registry and the population in Cambodia, a demographic comparison was made between the registry and current 2013 census voting-age population projection figures obtained from the NEC and the National Institute of Statistics (NIS). Analysis was conducted at the provincial level regarding changes made during the 2012 voter registry revision, as well as a review of the 2013 list of polling stations that will be used for the upcoming elections.

Measurement Criteria

The VRA used three main criteria to evaluate the quality of the voter registry:

- **Comprehensiveness/Completeness:** assess the proportion of eligible voters included on the voter registry. (Determined by people-to-list test.)
- **Currency/Validity:** evaluate whether or not the names on the voter registry are valid and whether or not the registry contains information reflecting voters' current residency. (Determined by list-to-people test.)
- **Accuracy:** measure the rate of error in the data entered for individual voters. (Both people-to-list and list-to-people tests.)

These criteria are recognized international measurements among election management bodies and were used in previous voter registry audits conducted in Cambodia in 2007 and 2008. Attempts to define acceptable or target rates among these three measurements would need to take into account the method of registration within a given country.

Audit Design

To gather data for the VRA field tests, interviewers deployed to over 830 villages within 414 communes throughout Cambodia's 24 provinces in both urban and rural areas. (For a map of communes covered, please see Appendix 4.)

Each interviewer was tasked with interviewing four people from the voter registry, two people from the deletion list, and four randomly-selected Cambodian citizens (two men and two women) eligible to vote, as well as two quota respondents. In total, the VRA interviewed 4,893 Cambodian citizens. As demonstrated in the table below, the margin of error was different for each field test, ranging from a 2.0% to 3.5% margin of error with a 95% level of confidence for all tests.

	People-to-List	List-to-People
Population	Eligible citizens in Cambodia	a. Registered names in the 2012 voter registry (for the 2013 elections) b. People in the 2012 deletion list
Respondents	2,472 eligible citizens	1,656 names from the 2012 voter registry + 765 people from the deletion list
Margin of Error	± 2.0% margin of error and 95% level of confidence	± 2.5% margin of error and 95% level of confidence, ± 3.5% margin of error for deletion list

Sampling

The VRA was conducted using a multi-stage, representative random sampling under the direction of CAS Director Dr. Hean Sokhom and NDI VRA expert Anastasia Soeryadinata Wibawa. The VRA was conducted nationwide with a statistical sample based on the voting-age population projections from the National Institute of Statistics (NIS).⁸

Out of Cambodia's 1,633 communes, 415 communes (more than 25% of communes) were randomly selected as primary sampling units for both field tests.⁹ Within each commune, two villages were chosen as secondary sampling units; one for the list-to-people test and one for the people-to-list test. To avoid bias, the VRA applied a strict substitution policy which did not allow for replacements except for those people who refused to be interviewed.

For the list-to-people test, a computer program randomly selected one polling station in a village from each of the sample communes. The program then randomly selected four names from that polling station's voter list and two people from that station's deletion list. In total, 1,656 respondents from the 2012 voter registry and 765 respondents from the deletion list were surveyed. To locate respondents, interviewers traveled to the person's address if listed in the voter registry or, in locations where no address was listed or where no one was home, interviewers spoke to the village chief and other community members, such as pagoda leaders, police, neighbors or family members, to determine if the person existed and how to reach them.

For the people-to-list test, the sampling process continued as the interviewers traveled to the selected villages. Interviewers used an interval sampling method in each village to select the households.¹⁰ Beginning at a starting point in the village, interviewers selected every 10th household in rural areas and every 20th household in urban areas for a total of four households in each sample village. The interviewer then used the "lucky draw" method to randomly select the respondent within the household.¹¹ Interviewers were instructed to select two additional quota respondents in each sample village who were either disabled, were 18 years old, had recently moved to the village, or were recently deceased. In total, 2,472 respondents were surveyed for the people-to-list test.

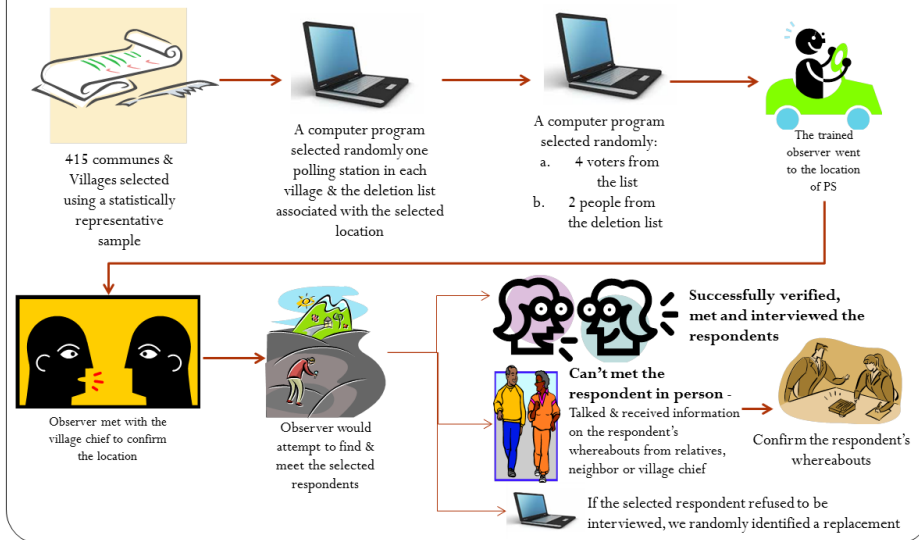
⁸ To determine the VRA sampling distribution by province, NDI decided not to use the number of registered names on the voters list because the VRA wanted to capture the entire eligible population not only citizens whose names are already on the voter registry. The NIS estimate is a scientific projection that takes into account birth and death rate, and migration, and is officially recognized and used in Cambodia for development and policy purposes.

⁹ Due to the remoteness and difficulty of access for one sample commune, a commune in Kratie was removed from the sample, bringing the total number of communes to 414.

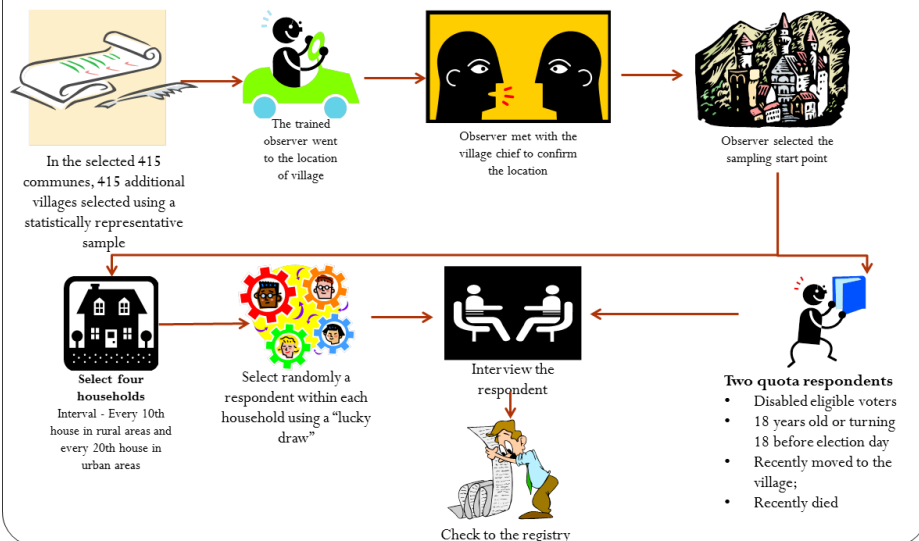
¹⁰ In this study, "household" was defined as a group of people who presently eat together from the same pot.

¹¹ Please see Appendix 3 "People-to-List Questionnaire" for detailed description of the respondent selection process.

Respondent selection List to People



Respondent selection People to List



Limitations of the Audit

There were limitations to the data the VRA was able to access and to the conclusions the audit was able to draw. These limitations included:

1. The voter registry and deletion list used for this audit was the 2012 National Voter Registry and the 2012 Deletion List made available to the VRA partners as of December 31, 2012. Any changes made to the registry after this date were not taken into account by this audit report.
2. The estimate of the eligible voting age population used was a scientific projection made by the NIS, taking into consideration migration and mortality rates; The figure contains a margin of error which has not been established. However, the VRA partners consider the data reliable as it is officially recognized and used in Cambodia

for development and policy purposes, was overseen by an international expert group, and signed by the Senior Minister of Planning.

3. Because the VRA partners were not provided access to the whole voter registry in an electronically analyzable format:
 - The registration status was checked only in locations where interviewers found the respondents and the location information given by the respondents.
 - The VRA partners could not analyze the duplication rate, since they could only check whether the respondents were still registered in the previous address told to interviewers, rather than check the whole registry for the respondents' names.

Process

Primary VRA activities were conducted in January and February 2013, with field tests occurring in mid-February. NICFEC, with assistance and oversight from NDI and CAS, managed the data collection process for the VRA field tests.

Interviewer Recruitment

NICFEC recruited 469 volunteers, including 154 women, to serve as interviewers or reserve interviewers for the VRA. Twenty-four NICFEC provincial coordinators were trained to recruit volunteers in their provinces according to selection criteria and to oversee volunteer training and deployment. Volunteers were recruited, when possible, from the sampled commune or a neighboring commune within the same province. The observers were required to be 18 to 45 years old, have completed a high school education, have their own mode of transportation and mobile phone, and not be affiliated with any political party.

Material Development

CAS and NDI developed two standard questionnaires for NICFEC volunteers to use while interviewing VRA respondents. The questionnaires were adopted from instruments used in previous VRAs in Cambodia and around the world.

To refine the questionnaires, NICFEC, CAS and NDI solicited feedback and recommendations from stakeholders and pilot tested the questionnaires to determine whether the questions were worded and ordered correctly and were understood by all types of respondents. The questionnaires can be found in Appendices 2 and 3. Interviewer manuals were also produced to guide the interviewers' conduct and use of the questionnaires.

Training

CAS trained six master trainers to conduct 12 one-and-a-half day training sessions for NICFEC interviewers around the country. The trainings included guidelines for interviewers, a review of the questionnaires, interview methodology, role-playing and practice sessions on how to administer the questionnaire, and evaluations.

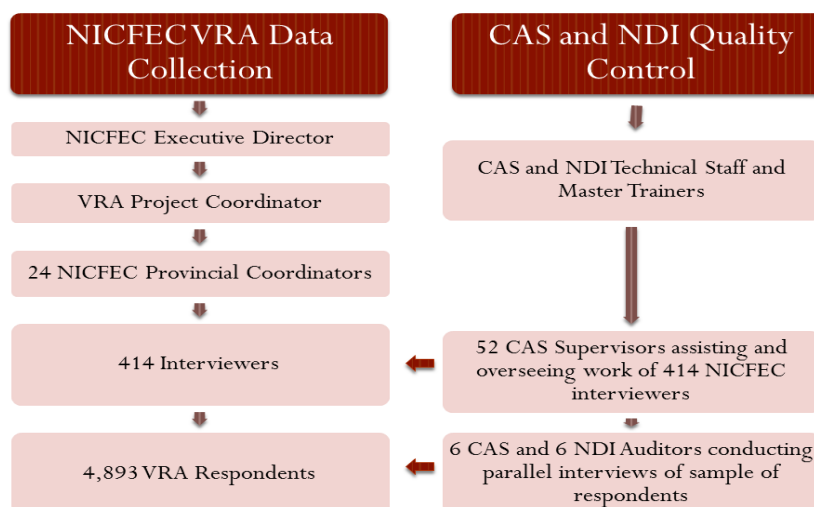
Interviewers also completed pre- and post-tests at the trainings to identify misunderstandings and allow CAS and NDI to follow up with any interviewers requiring additional assistance.

Deployment

NICFEC observers were deployed in two rounds: 1) February 5 to 8, 2013 (15 provinces); and 2) February 16 to 19, 2013 (nine provinces). To ensure quality data collection, the VRA partners provided multiple levels of oversight throughout the deployment periods. The NICFEC provincial coordinators monitored the observers within each province. In addition, 52 CAS supervisors guided the work of NICFEC volunteers on the ground to ensure that interviews and sampling were conducted according to the VRA guidelines. During deployment, the interviewers collected information by interviewing the people-to-list respondents and by locating and interviewing respondents from the list-to-people tests.

Twelve CAS and NDI auditors conducted a parallel, independent audit of 25% of the NICFEC interviewers, during which 345, or 7%, of respondents were re-interviewed to verify the accuracy of the data collected by interviewers.

VRA Management Structure



Data Transmission, Cleaning and Analysis

NICFEC provincial coordinators collected questionnaires from their interviewers and transferred the data back to headquarters in Phnom Penh. With the assistance of NDI and CAS, NICFEC trained data checkers to review the observer questionnaires for accuracy and completeness. For the people-to-list test, NICFEC data checkers searched the names of respondents against the voter registry using the NEC website and PDF versions of the voter registry and the deletion list. For the list-to-people test, NICFEC checked the registration status of deleted voters in other possible locations to determine if they were still on the voter registry elsewhere. Data checkers also compared identity document information recorded by interviewers.

To ensure a high level of accuracy of the VRA data, any abnormal findings uncovered during the data cleaning process underwent an additional check or investigation. Data cleaners rechecked questionnaires to confirm they were completed according to instructions and contacted interviewers to ensure there were no misunderstandings regarding the data being reported. For names that were sampled from the voter registry and could not be located or contacted in person, NICFEC's data team made additional attempts to find them by redeploying interviewers in Phnom Penh to find respondents and calling informants, including family members, neighbors and village chiefs. If eligible citizens could not be located on the voter registry, their names would be searched at both the NEC website and the PDF list. This process would be completed two additional times by two different people and include different phonetic spellings. In cases of suspected incorrect deletion of voters, data checkers would re-check the voter list in the station from which they were deleted to see if they remained on the list.

Once data cleaning and rechecking were complete, data was transferred to CAS staff that entered the data into a central database. NDI conducted a final logical check of data to detect any possible errors, such as inconsistent answers or respondents with suspicious ages. VRA partners then gathered to analyze and interpret the findings and develop recommendations.

Key Findings

The findings in this voter registry audit report were drawn from three different activities:

1. The people-to-list and list-to-people field tests conducted by NICFEC interviewers. Data from these tests was analyzed to determine the comprehensiveness, currency/validity and accuracy of the registry. These measurements were compared to previous findings from the 2008 VRA.
2. Information collected about the opinions and behaviors of respondents with regard to the voter registration process and voting. While this cannot be used to determine the quality of the voter registry, it provides insight to complement the VRA findings.
3. A partial computer audit using publicly available demographic and electoral data.

Key Findings from the Field Tests

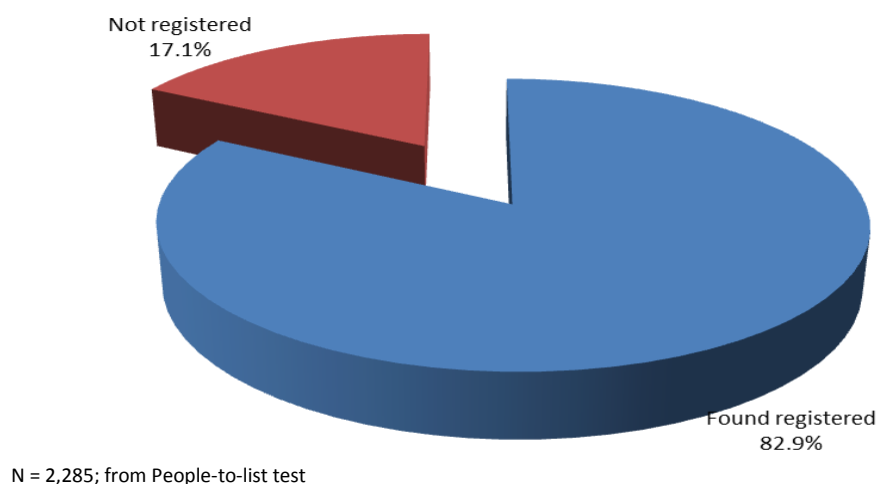
Comprehensiveness: Does the Voter Registry Contain All Eligible Voters?

Analysis of Cambodia’s Registration Rate

The registration rate in this study is determined by measuring the percentage of eligible citizens who are found on the voter registry. In the charts below, such voters currently found on the registry are referred to as “registered.” The term “registered” does not refer to eligible voters who think they are registered, nor to eligible citizens who say they went to the commune council to register, as these citizens may not – in fact – be on the voter registry.

The 2013 VRA found that 82.9% of eligible citizens from the Cambodian population are currently on the voter registry.

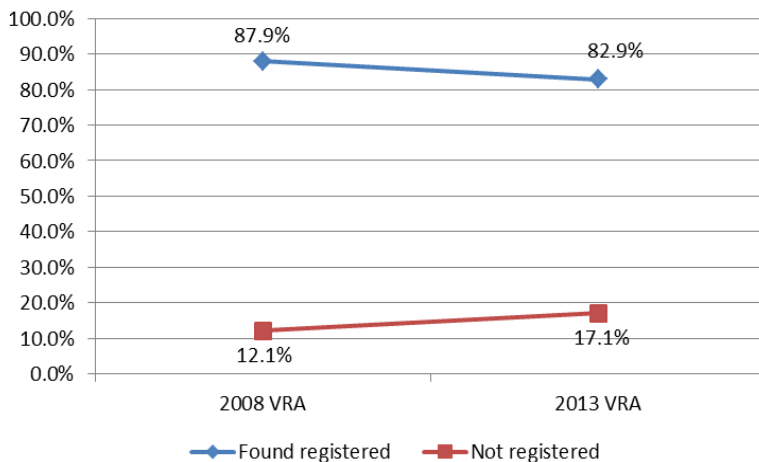
1.A The Voter Registration Rate in VRA



This registration rate represents a slight decline from the 2008 VRA, which showed an 87.9% registration rate (see graph 1.B below). Even considering the margin of error, which for both

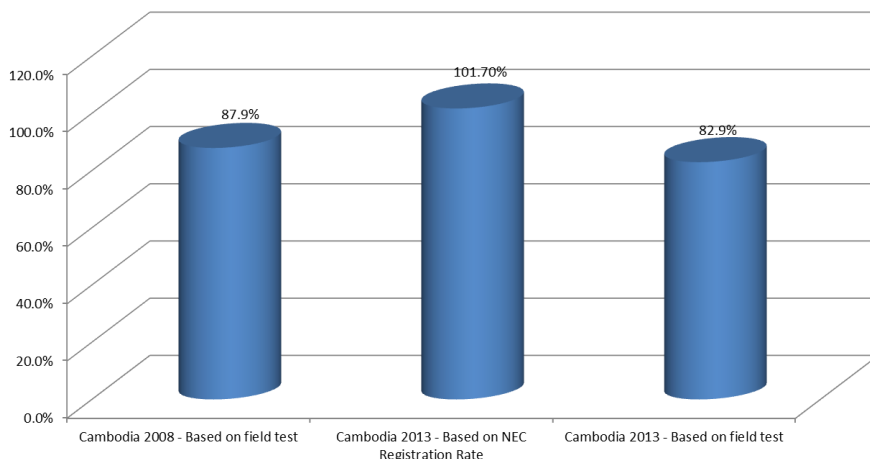
tests was 2.0%, there was a decrease in the registration rate.¹² The 2013 registration rate also represents a discrepancy with the NEC’s statistic that the number of registered voters is at 101.7% of the eligible population (see graph 1.C below).

1.B 2013 VRA Registration Rate Compared to the 2008 VRA



Source: People-to-List Test in VRA 2008 & VRA 2013

1.C Cambodia’s Voter Registration Rate

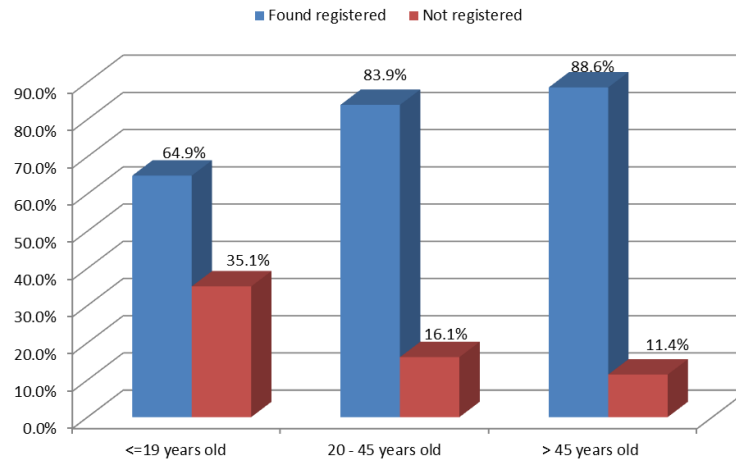


Registration rate by age

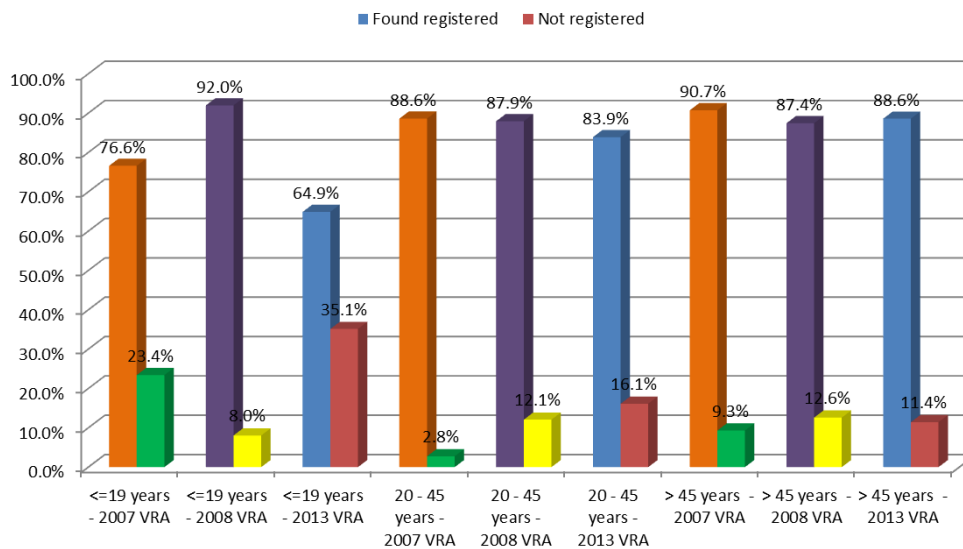
Despite the efforts to reach out to first time voters (those under 19 years of age), this group is 19 percent less likely to be registered than other age groups (see chart 1.D). This is a significant decrease from 2008, even though similar low numbers of registration for first time voters were shown in the 2007 VRA (see chart 1.E).

¹² In Cambodia, voter registration is voluntary and requires citizens to register themselves. A decline in the registration rate could result from a decline in citizens' desire to be registered, which is a common occurrence in democracies with such a registration system.

1. D Registration Rate by Age in 2013 VRA



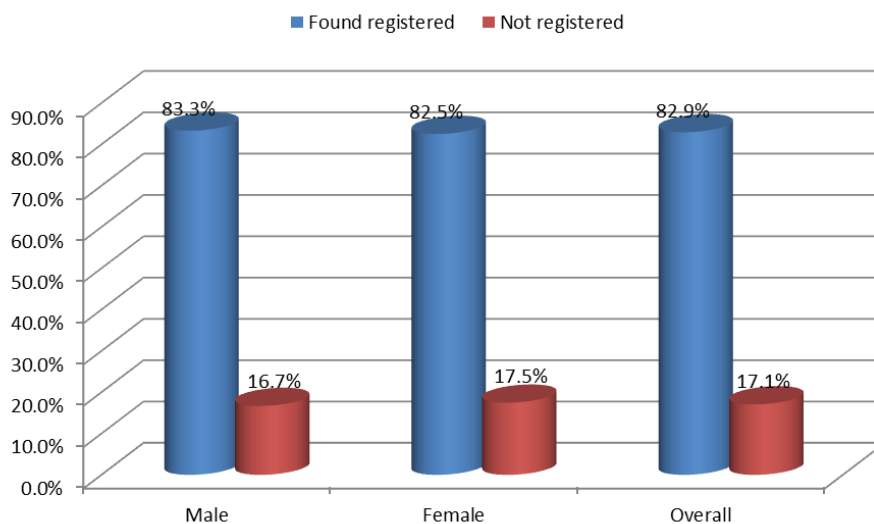
1.E Cambodia’s Voter Registration Rate—Comparison by Age in 2007, 2008, 2013



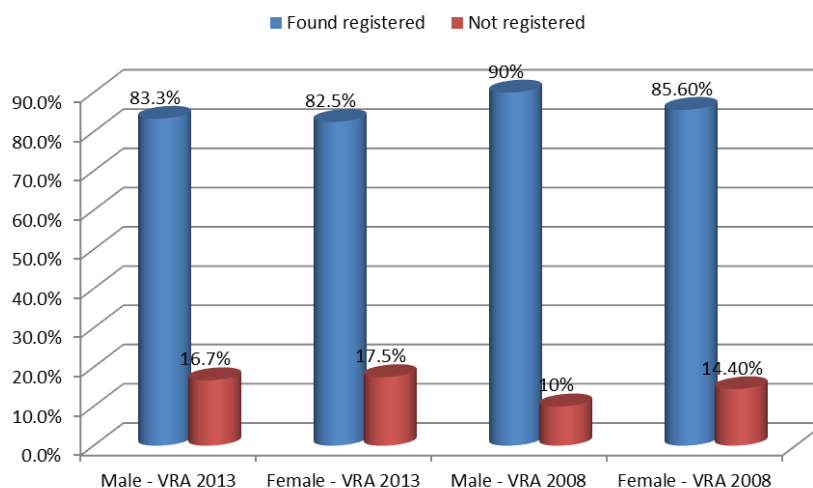
Registration rate by gender

The 2013 VRA showed a similar registration rate for men and women (see chart 1.F). There was a lower registration rate for men in 2013 when compared to the 2008 VRA (see chart 1.G).

1.F Cambodia’s Voter Registration Rate—Comparison by Gender



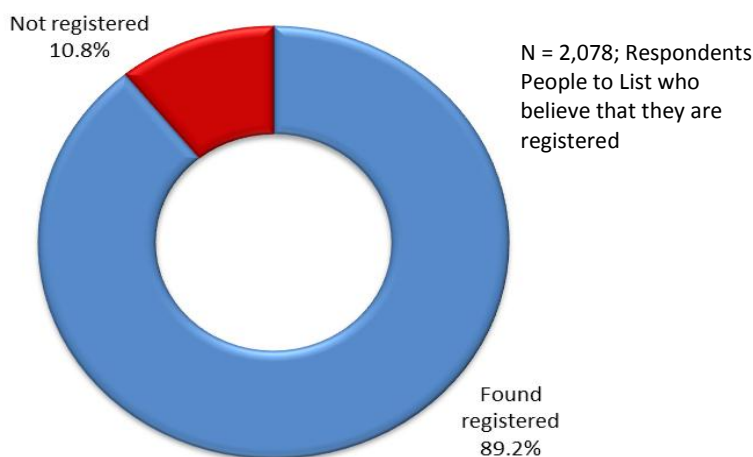
1.G Cambodia’s Voter Registration Rate—Comparison by Gender, 2013 and 2008



Analysis of Eligible Citizens Not on the Registry

People-to-list respondents, all eligible citizens, were asked if, to the best of their knowledge, they were a registered voter. Of the respondents that said they were registered, 89.2% were found on the list while 10.8% were not on the list.¹³ This data is consistent with COMFREL’s finding in its 2013 Survey-VRA, which found that 13.5% of voters who thought they were registered were actually not on the list (within the margin of error of both studies).¹⁴ These findings indicate potential problems arising on election day when a number of citizens may be turned away from polling stations because they incorrectly believe their names are on the voting list.

1.H Percentage of VRA respondents who believe themselves to be registered, but are not on the voter registry

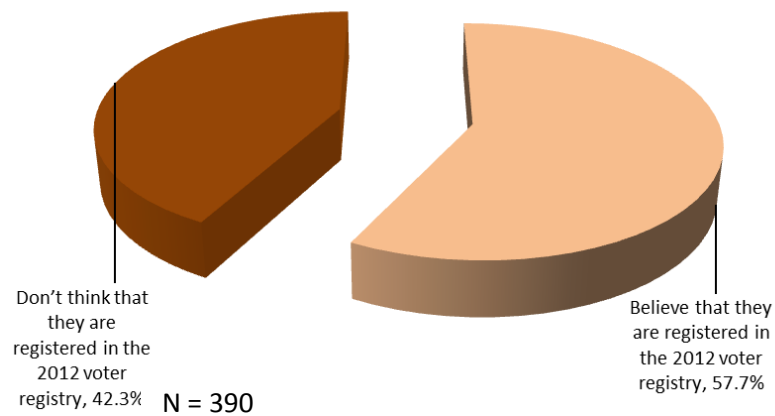


Among the eligible citizens who are not on the registry, more than half (57.7%) believe they are registered.

¹³ This number measures the percentage of citizens who believe themselves to be registered who are actually on the voter list. This measurement is considered by many election management bodies around the world, as it can demonstrate the effectiveness of a registration system in whether or not citizens interested in voting are on the registry.

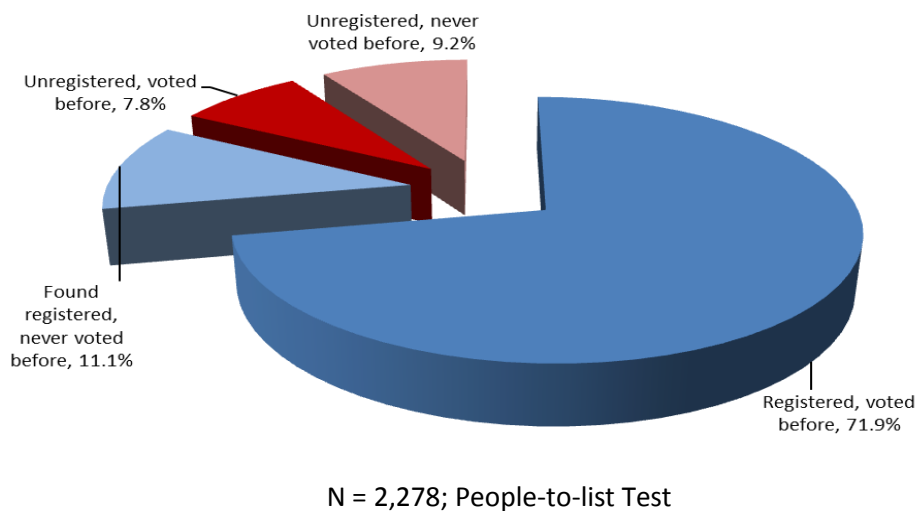
¹⁴ The NDI VRA and COMFREL SVRA asked the question differently in their questionnaires which may elicit different responses and consequences. NDI’s VRA asked, “To the best of your knowledge, are you a registered voter?” While COMFREL’s SVRA asked, “Have you ever been registered to vote?”

1.I Percentage of eligible citizens not on the registry who believe they are registered



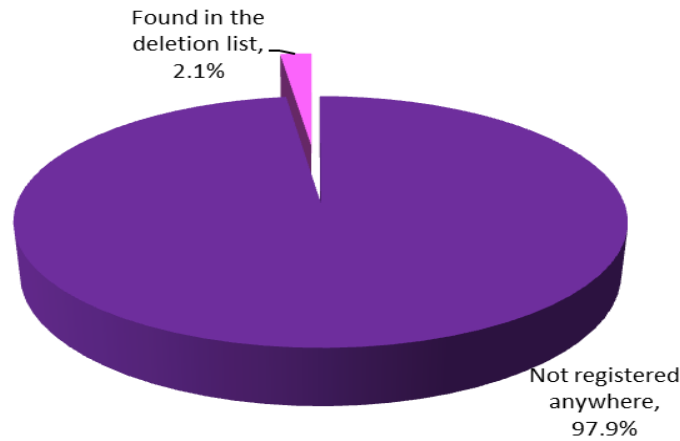
Respondents were asked if they voted in either the 2008 or 2012 election. Data from the people-to-list test found that 71.9% of respondents that were found on the voter registry said they had voted in previous elections, while 11.1% were on the list but had not voted before. Interestingly, 7.8% reported they had voted in one or both of the last two elections in 2012 and 2008, even though they were not found on the 2012 registry (unregistered). The VRA cannot determine why those citizens were able to vote in previous elections or reported that they had but are not currently on the voter list.

1.J People-to-list respondents who reported having voted in either or both the 2008 or 2012 elections



Of the eligible citizens who were not found in the voter registry, only 2.1% were found on the 2012 deletion list. The VRA partners were not able to search deletion lists from previous years because they did not have access to those lists.

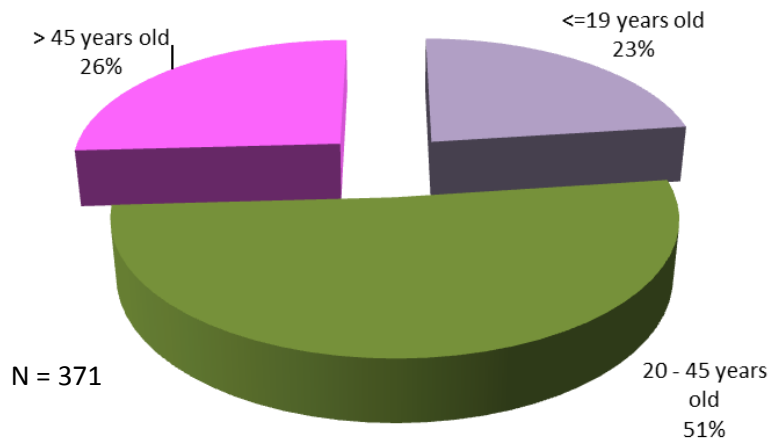
1.K Percentage of eligible citizens not on the registry who were found on the 2012 deletion list



N = 390, from people-to-list respondents who were not found on registry

Among eligible citizens not on the registry, 51% were under 45 years old and almost a quarter (23%) would be first-time voters.

1.L Eligible citizens not on the registry, broken down by age



Currency (Validity): Are Names on the Voter Registry Valid, and Does the Registry Contain Information Reflecting Voters' Current Residency?

Analysis on the Currency and Validity of the 2012 Voter Registry

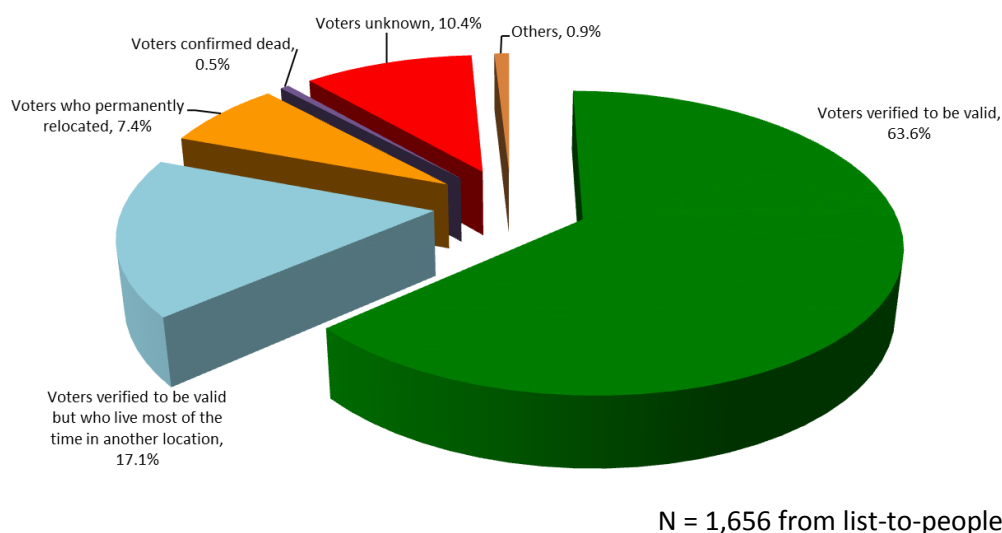
During the list-to-people test, the VRA interviewers attempted to locate and verify the names from the voter registry.¹⁵ The VRA showed that 80.7% of names on the registry are valid and up-

¹⁵ This verification, described in the Process section above, involved looking for individuals living in that particular village. Interviewers would visit addresses listed on the registry, talk to village chiefs as well as other members of the community, pagoda leaders, police, neighbors and family in an attempt to locate and contact individuals. For names that could not be identified in the village, NICFEC data checkers re-confirmed with every village chief that that no one by that name lived in the village.

to-date, with 63.6% of names on the voter registry verified as people living in the place where they were registered and another 17.9% as eligible citizens who temporarily reside in another location.¹⁶ This group of temporarily relocated voters – a significant percentage of the overall voter registry – would need to travel to cast their vote on election day.

The remaining names on the list were not valid – meaning they are the names of people who have permanently relocated and therefore should not be on the polling station voter list, names of deceased people, or names of unknown individuals. Of the invalid names, 7.8% were of people who have moved permanently to another location, while 0.5% of the names were of citizens confirmed as deceased. An additional 10.4% of names on the voter registry were unknown to members of the community, including village chiefs, pagoda leaders, police and neighbors. To ensure the accuracy of this finding, the VRA partners re-confirmed with village chiefs all the names that were unknown in their community, although village chiefs were not the only source of this information.

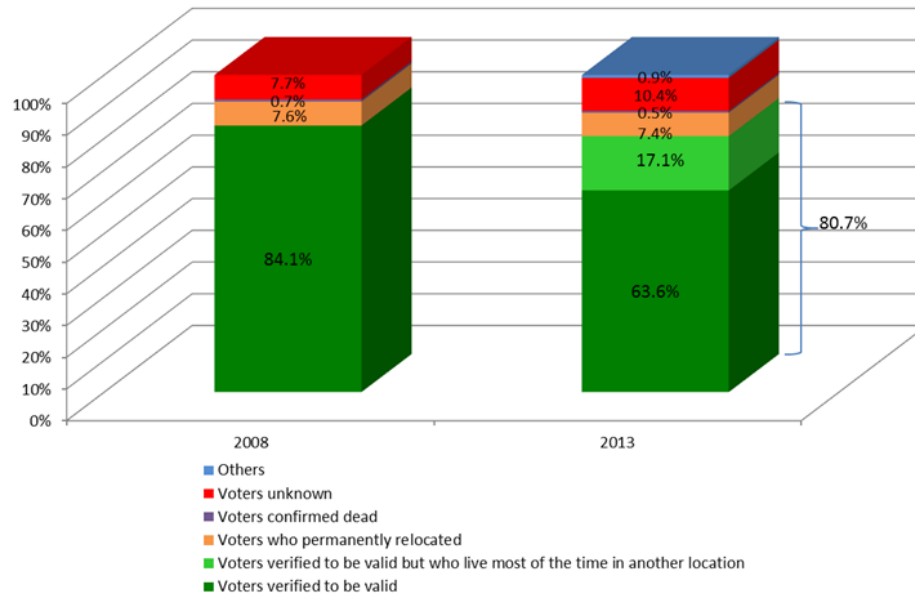
2.A Can all voter names on the registry be verified and do they currently live in that location?



Compared with the 2008 VRA findings, the currency and validity of the 2012 list has slightly declined (see chart 2.B below). The 2008 VRA did not distinguish between individuals that lived full time at their place of registration and individuals lived temporarily in another location. To compare, in 2008, the percentage of current and valid voters on the list was 84.1%, while in 2013, a total of 80.7% (a combination of 63.6% that currently live in their place of registration and 17.1% that temporarily live elsewhere) was current and valid.

¹⁶ We confirmed this information with the respondents directly and/or by confirming with additional resources like family members and/or village chiefs.

2.B Comparison of 2008 VRA and 2013 VRA Currency and Validity of the Voter Registry



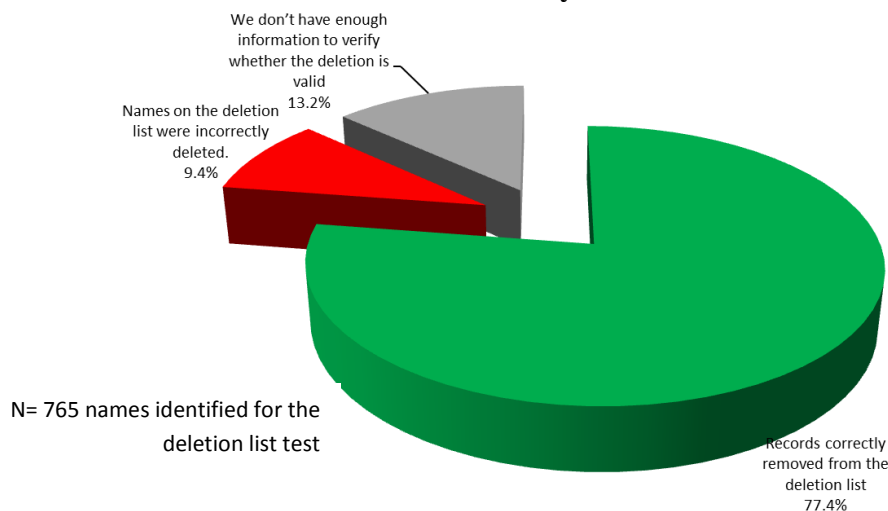
Source: List-to-people test VRA 2008 and 2013

Deletion List: Were Names Correctly Removed from the List?

Analysis of the Deletion List

The VRA found that 9.4% of names on the deletion list were eligible citizens who were incorrectly removed from the voter registry. These names from the deletion list were confirmed in person and were of people living in the same village where they had been registered, not having moved or registered anywhere else. The VRA partners confirmed that their name did not still exist in their home polling station by re-checking the voter list.¹⁷ Another 13.2% of deleted voters could not be confirmed as correct or incorrect deletions because information about them, such as their residency status, could not be confirmed. The rate of 9.4% of incorrect deletion indicates no significant progress since the 2008 VRA, which found 9.8% of names on the deletion list were incorrectly removed from the registry.

3.A Names on the Deletion List that were Correctly Removed from the Voter Registry



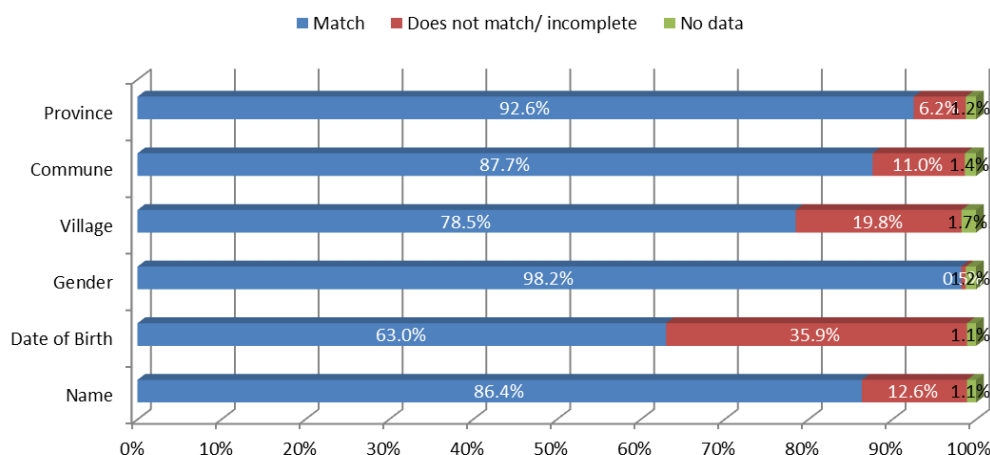
¹⁷ If names are listed twice in the same polling station, the second name is sometimes placed on the deletion list to remove the duplicate, even though the voter's original registration remains on the voter list in the same station.

Accuracy: How Accurate is Voter Information in the Registry?

Analysis of the Accuracy of Personal Data in the Voter Registry

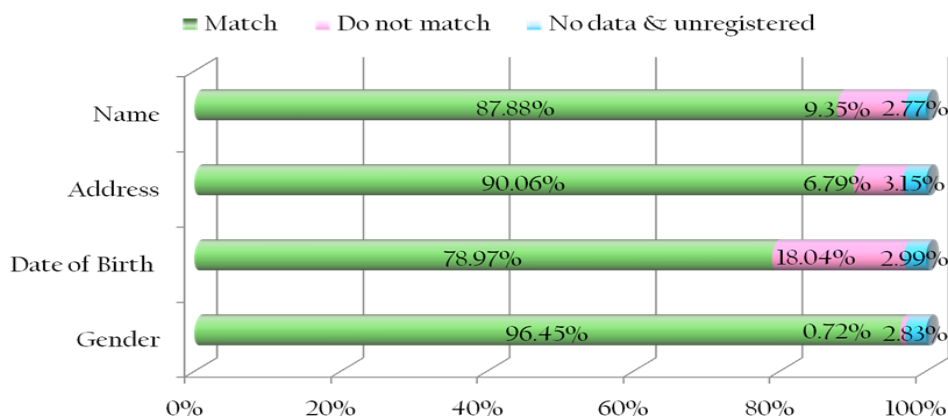
When compared to respondents' information as recorded in their identity documents used for registration, the voter registry shows 63% of records for date of birth matched,¹⁸ 86.4% of voter names matched, and 98.2% of listed gender was correct. A weak data infrastructure and inconsistencies in spelling in the Khmer script may account for some discrepancies in the data.¹⁹

4.A Extent of accuracy between voter information in the registry and voter information of ID documents—VRA 2013



Compared to the 2008 VRA findings, data in the voter registry, particularly date-of-birth, is less accurate. Data such as name and address may have also declined in accuracy, while gender has improved slightly, though these fall within the margin of error of both VRAs.

4.B Extent of accuracy between voter information in the registry and voter information of ID documents—VRA 2008



Voters' Opinion and Behavior

In addition to the VRA data, the partners collected information about respondents' opinions and behaviors about the voter registration process and voting.

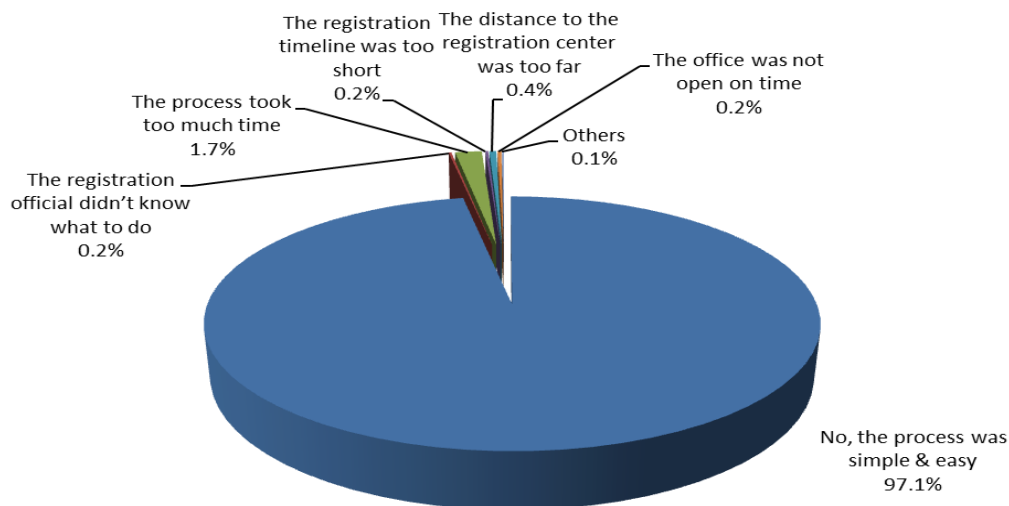
¹⁸ Date of birth was analyzed for accuracy and completeness of day, month, and year as presented in the ID. Date of birth was considered inaccurate or incomplete if information was included in the ID but missing or different on the voter registry.

¹⁹ Recognizing the challenges of identity data and documentation in Cambodia, the NEC currently instructs polling station officials to show leniency when checking voter identification, allowing phonetic matches of names, allowing only birth year matches and requiring only a two-out-of-three match for age, address and gender.

Respondents' Opinion of and Experience with the Voter Registration Process

Of those respondents found registered on the voters list (those found on the list from the people-to-list test and those from the list-to-people test who were found and interviewed in person), 97.1% said they did not experience challenges during registration.

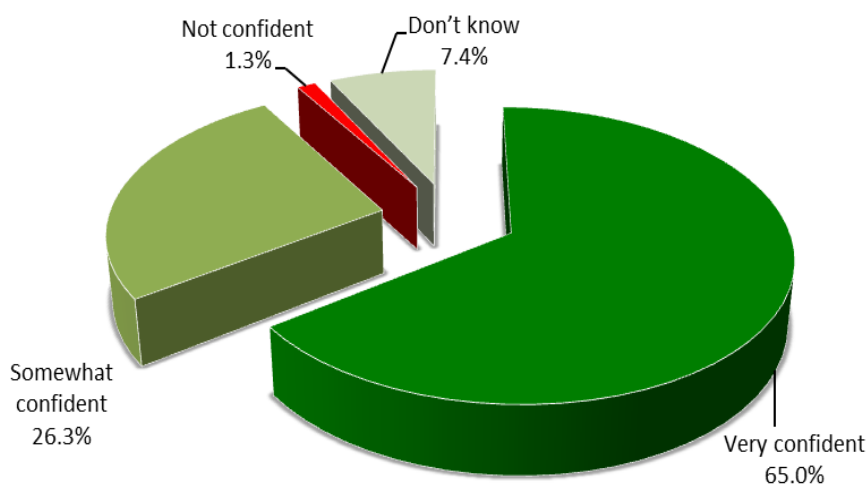
5.A Did registered voters say they experienced challenges or problems during the registration process?



N = 2,898; Registered people-to-list (except the deceased) + All met list-to-people
Question: Did you experience any challenges or problems during the registration? - Multiple

When asked about their confidence in the registration process, 65% of all eligible citizens, including those listed on the voter registry and those who were not, said they were very confident in the process while 1.3% indicated they were not confident in the process.

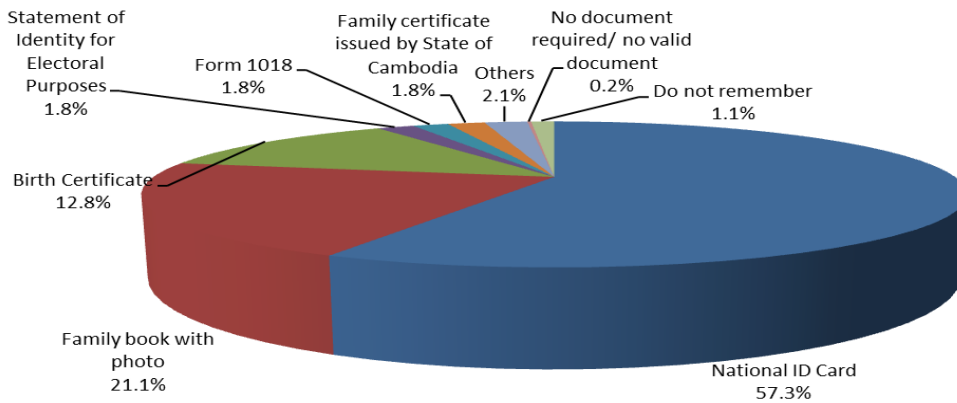
5.B Do eligible citizens have confidence in the registration process?



N = 3,319 all respondents;
Question: How much confidence do you have in the voter registration process?

Respondents on the voter registry - those found on the list from the people-to-list test and those from the list-to-people test verified and interviewed in person - were asked which identity document or documents they had used to register to vote. The majority of respondents (57.3%) said they had used their national ID and 21.1% of respondents used their family book.

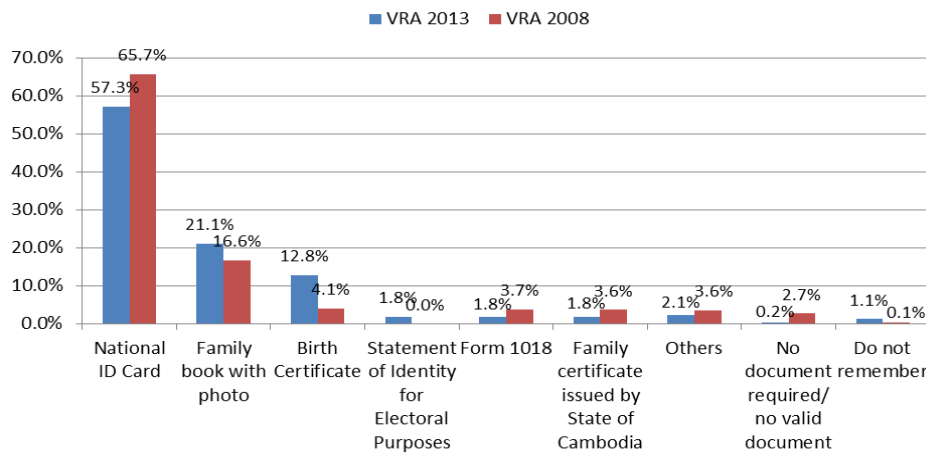
5.C Identity document(s) citizens used to register to vote



N = 3,687; People-to-list respondents which are registered + list-to-people respondents that we met
 Question: Which identity document (or documents) did you use when you registered? - Multiple responses

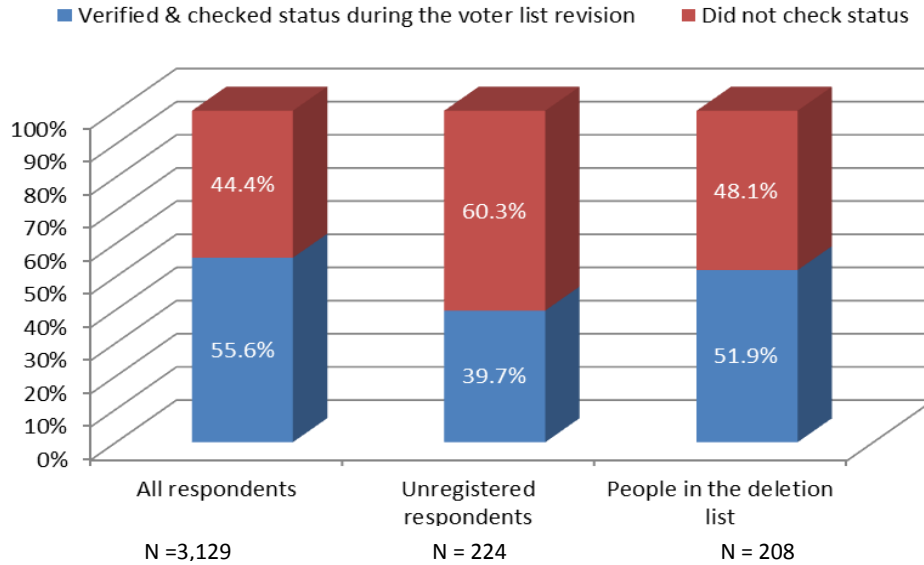
The VRA found that fewer respondents listed on the voter registry used a national ID card to register to vote than respondents in the 2008 VRA. This continues a declining trend since the first national VRA in Cambodia in 2007 when 76.5% of respondents had used a national ID card to register to vote.

5.D Identity Documents used to register, 2013 compared with 2008



Respondents were asked whether they had participated in the voter registry review period in September and October 2012. Of all respondents, 55.6% reported they had verified their registration status during the review period. However, among respondents not found on the voter registry, a lower number reported checking, with only 39.7% saying they confirmed their names. The fact that many citizens did not verify their name on the registry may explain why a large number of citizens think they are registered even though they are not on the list.

5.E Percentage of citizens who checked their name on the registry during the review period in September/October 2012

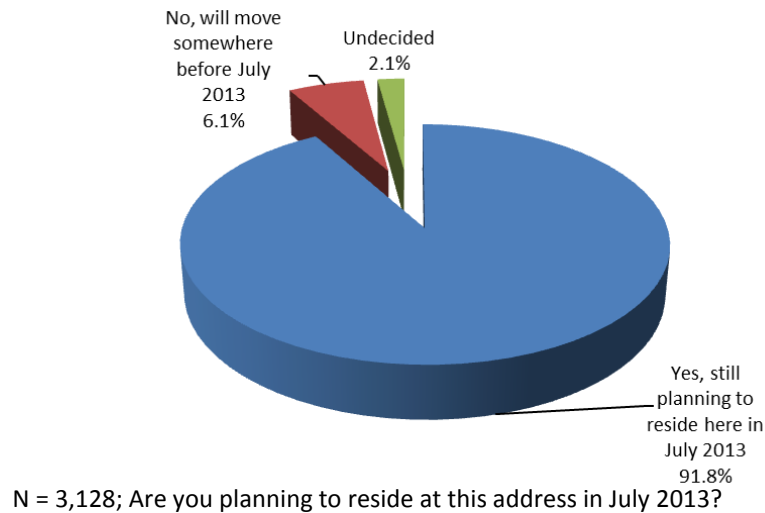


Respondent Knowledge of and Intentions for the 2013 Election

The VRA collected information about respondents’ awareness of the upcoming National Assembly Elections scheduled for July 28, 2013.

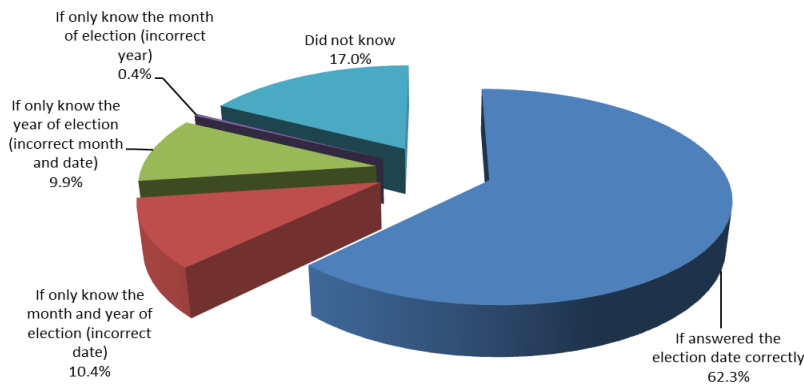
A majority of respondents said they planned to reside at the same address as their registration in July 2013 when the election will take place.

5.F Do citizens plan to remain in their present address until the July 2013 elections?



Months before the National Assembly elections, a majority of citizens was aware of the election date, with 62.3% knowing the full date of the election and another 10.4% knowing the month and year of the election. However, 17.9% were unaware of the election date, demonstrating the importance of continued voter education in the months leading up to election day.

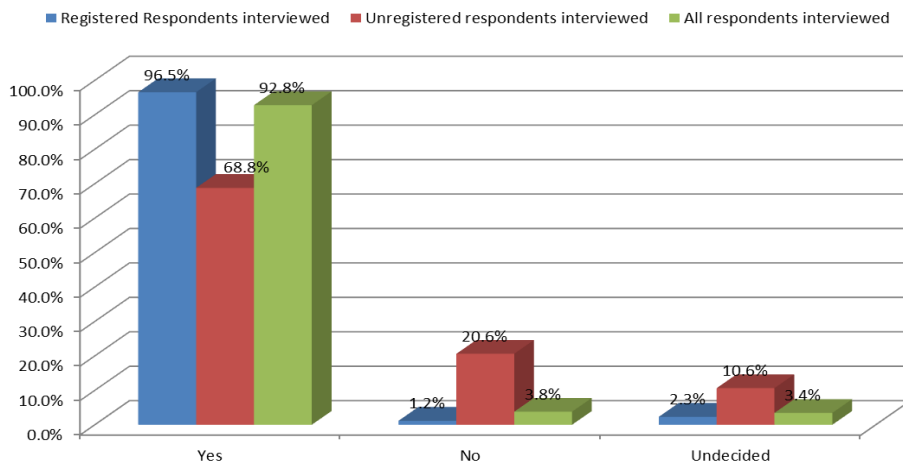
5.G Citizen knowledge of the date of the National Assembly Election



N = 3,544; All respondents met
 Can you tell me the year, month, and day in which the next National Assembly elections will be held?

A large number of respondents whose names were found on the voter registry said they intended to vote in the upcoming elections. Among respondents who were not found on the voter registry, 68.8% said they intended to vote, demonstrating a lack of awareness about their own registration status or the need to be registered (see also chart 1.J).

5.H Intention to vote in the 2013 National Assembly elections



Election Data Analysis (Partial Computer Audit)

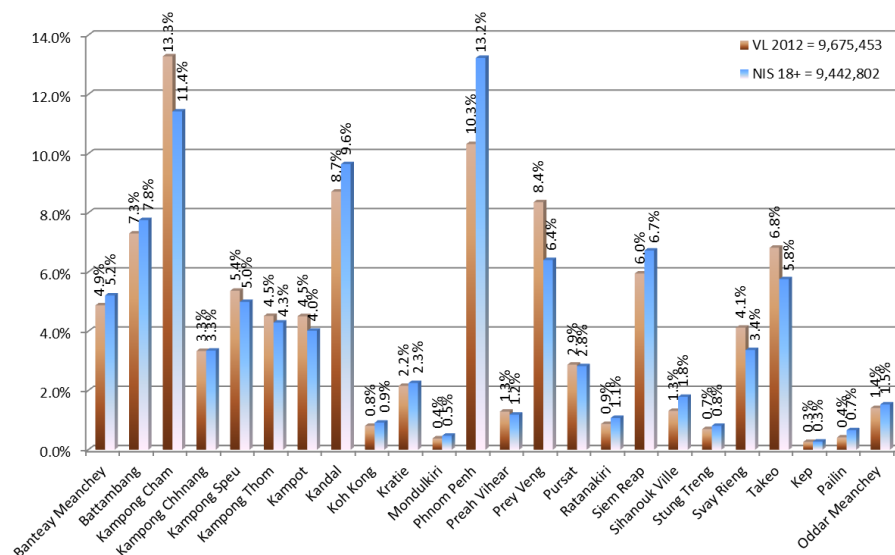
To complement the data from the field tests, NDI analyzed population data from the NIS, as well as the NEC’s 2012 national and provincial voter registration data.

The NIS and NEC estimate national and provincial population data using different sources and methodology. The VRA cannot determine which population figures are more accurate or which should be used to consider registration rates. For this reason, both population estimates are considered in this analysis to provide a more comprehensive understanding of voter registration in Cambodia.

Analysis of the registration rate using different population figures

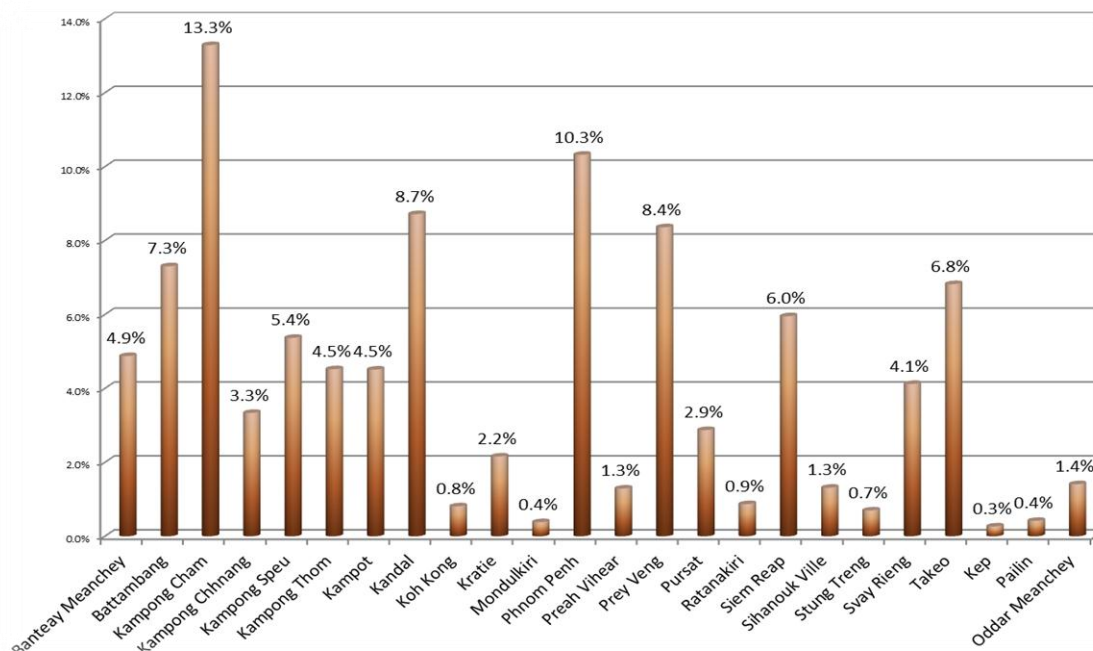
Both the NIS and NEC provide estimates on the distribution of Cambodian citizens over the age of 18 by province. In many provinces, the NEC and NIS estimates were similar but the estimates diverge in larger provinces, such as Kampong Cham and Phnom Penh, as shown in Chart 6.A below.

6.A Share of voting age population by province, estimates by NEC and NIS



Sources: NEC – 2012 Voter Registration Result, NIS – 2013 Demographics Projection

6.B Distribution of registered voters by province, 2012 NEC Voter Registry



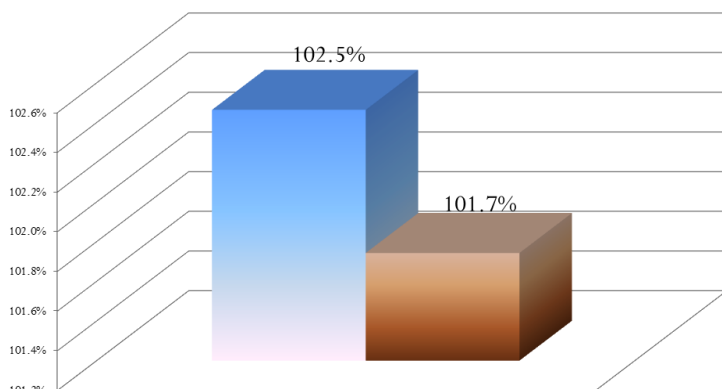
Source: NEC – 2012 Voter Registration Result

Comparison of the total number of voters in the 2012 NEC voter registry with voting age population data from the NIS and the NEC shows that more than 100% voting age population are registered to vote. These figures are determined by comparing the number of names on the voter registry to the estimated population figures. This is a different approach to calculating the registration rate than that used in the VRA, which determined the registration rate by assessing

the proportion of eligible citizens found and included in the voter registry through the people-to-list test.

6.C Number of Registered Voters Compared to Voting Age Population, 2012 NEC Voter Registry

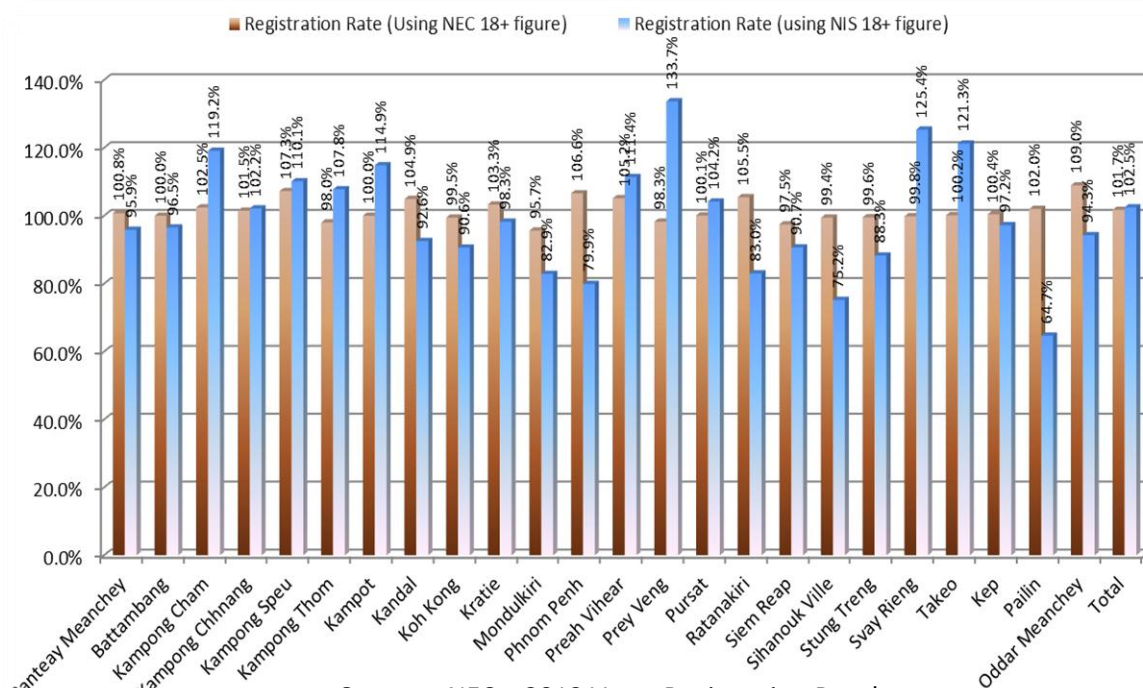
■ Registration Rate (using NIS 18+ figure) ■ Registration Rate (Using NEC 18+ figure)



Sources: NEC – 2012 Voter Registration Result
NIS – 2013 Demographics Projection

The comparison between number of names on the NEC voter registry to the voting age population broken down by province showed the registration-to-population rate was high, over 100% in most provinces, using NEC and NIS population estimates. The exception is Pailin, with NIS estimates indicating a 68.7% registration-to-population rate. The NEC and NIS rates vary greatly in provinces such as Kampong Cham (NEC at 102.5% and NIS at 119.2%) and Prey Veng (NEC at 98.3% and NIS at 133%).

6.D Registration rate by province, NEC and NIS comparison



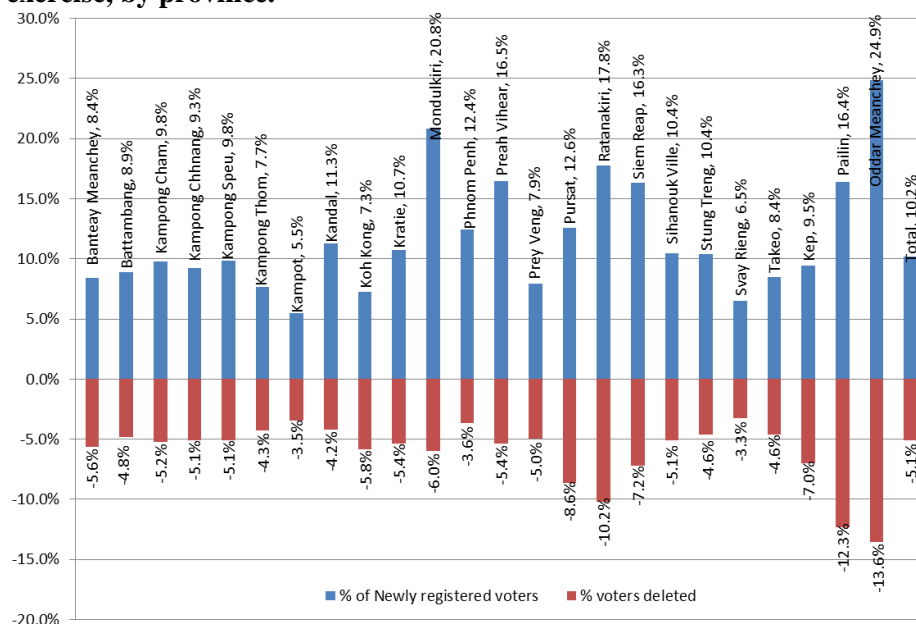
Sources: NEC – 2012 Voter Registration Results
NIS – 2013 Demographic Projection

Analysis of Changes Between the 2011 and 2012 Voter Registries

As required by Cambodian law, the NEC updates the voter registry each year, registering new voters and removing voters from the list who are no longer eligible to vote in that location. Changes to the list, including the overall number of people on the list, are expected each year.

The chart below shows the percentage of voters added and deleted from the voter registry in each province during the 2012 voter registration. The largest percentage of change occurred in Oddar Meanchey, where 13.6% of voter names were removed from the list and 24.9% were added to the list. Kampot saw the smallest rates of change, with 3.5% deleted from the list and 5.5% added to the list.

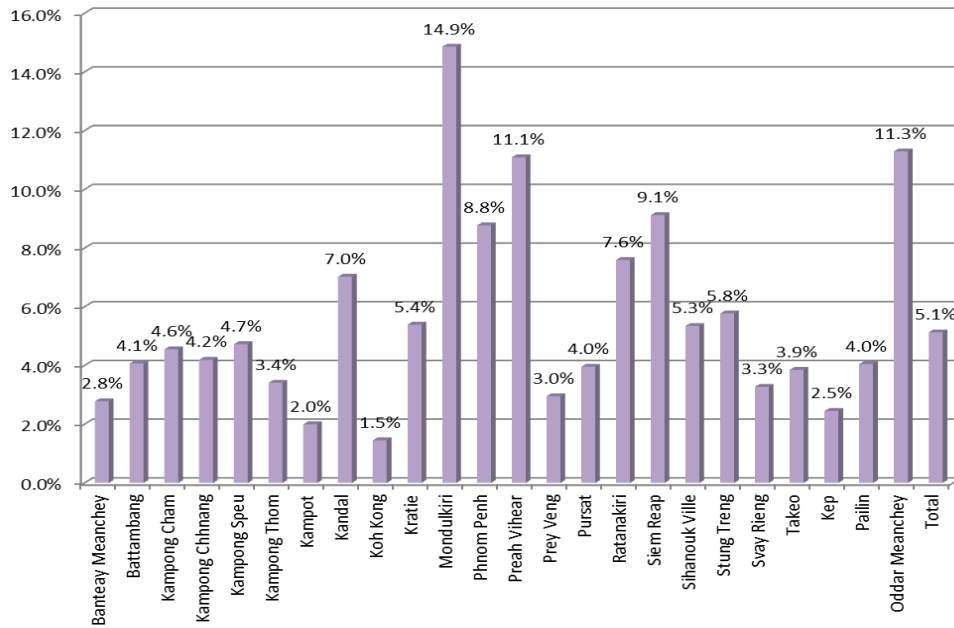
6.E Percentage of voters added and deleted from the voter registry in the 2012 voter registration exercise, by province.



Source: NEC – 2012 Voter Registration Result

The chart below demonstrates the increase in the number of voters in the voter registry during the 2012 voter registration period. The overall increase in the size of the voter registry was not consistent across provinces, which can be expected if there is a high rate of internal migration to some provinces or other population trends. The highest rate of growth of the voter registry occurred in Mondulkiri, where the voter registry grew by 14.9% in 2012. Preah Vihear and Oddar Meanchey grew significantly, increasing by 11.1% and 11.3% respectively. Other provinces saw smaller increased of voters, including Koh Kong (1.5%), Kampot (2.0%) and Kep (2.5%). The average rate of increase for the entire country was 5.1%.

6.F Comparison between 2011 and 2012 voter registries: Percentage increase in registered voters



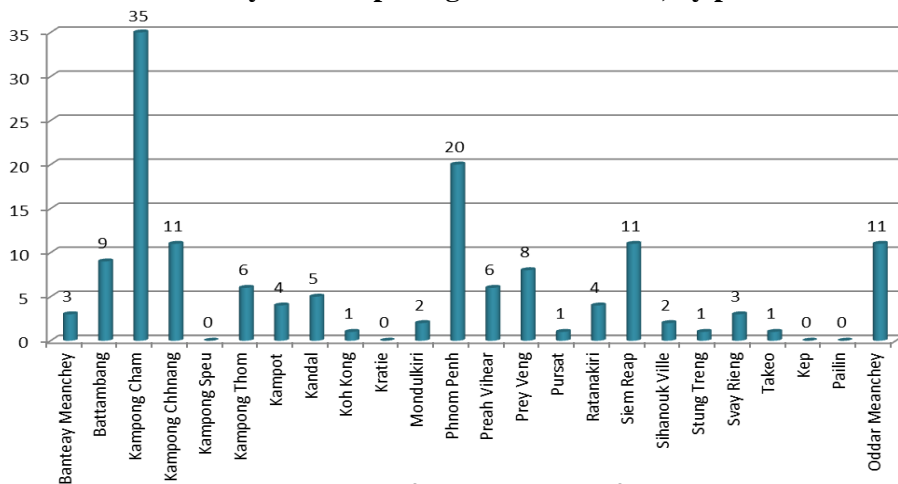
Source: NEC – 2012 Voter Registration Results

Polling Station Analysis (Partial Computer Audit)

New polling stations are created to accommodate new voters or “spill over” voters when existing polling stations become too crowded. To accommodate a growing number of voters, the National Election Committee created new polling stations across the country designed to serve no more than 700 voters per station. NDI analyzed the 2013 list of polling stations to ascertain the location of newly-created polling stations, the distribution of voters between polling stations, and the rate of change within each polling station.

The 2013 list of polling stations shows more than 100 new polling stations around the country. Kampong Cham and Phnom Penh received the largest number of new polling stations at 35 and 20 respectively. Kampong Speu, Kratie, Kep and Pailin did not have any new stations.

6.G Distribution of newly-created polling stations in 2013, by province

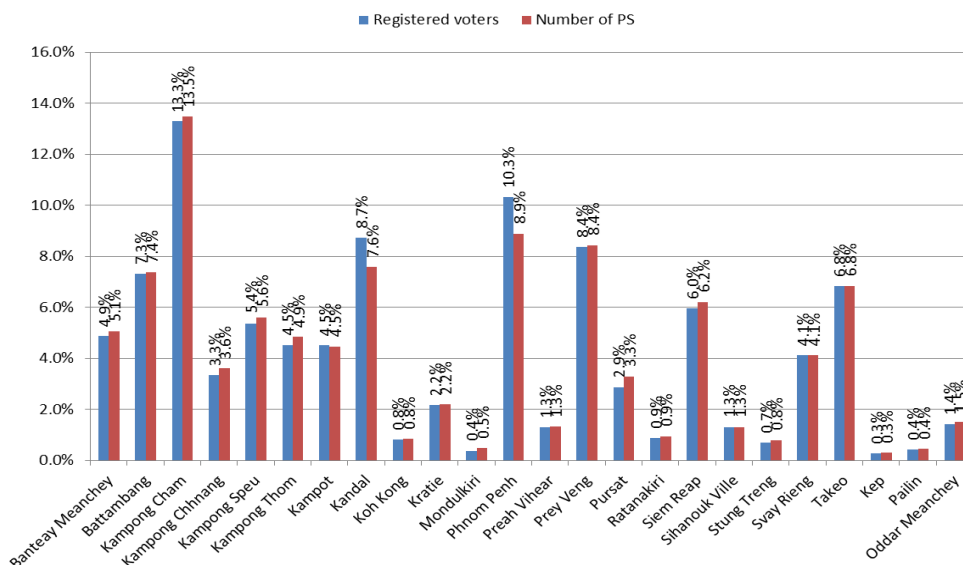


Source: NEC – List of Polling Stations for National

As part of the computer analysis, NDI compared the distribution of polling stations (both pre-existing and new) to the distribution of voters in each province. Overall, the distribution of

polling stations was nearly proportional to the number of voters in most provinces. There was a slightly higher share of voters than polling stations in Phnom Penh and Kandal.

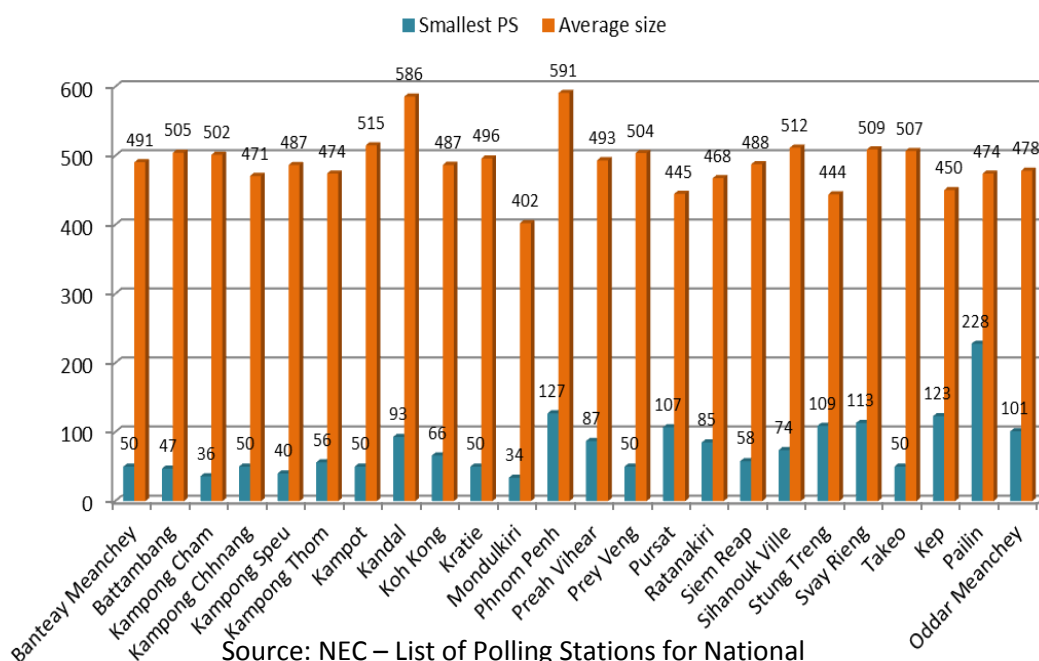
6.H Distribution of polling stations compared to distribution of registered voters



Source: NEC – List of Polling Stations for National Elections 2013

According to the law, polling stations may not exceed 700 voters. When a polling station reaches the maximum capacity of 700 voters, a new “roll over” polling station is created to serve the additional voters in that area. Across the country, the average size of polling stations was between 400 and 500 voters, with Kandal and Phnom Penh having a higher than average number of voters at 586 and 591 respectively. Phnom Penh’s smallest polling station has 127 voters and is likely a “roll over” station. Within an urban area like Phnom Penh, some polling stations may be very crowded (serving over 600 voters), while others are quite small (serving less than 200). While this is consistent with the “roll over” practice, it may lead to inefficiencies in the way that resources are allocated between polling stations on election day.

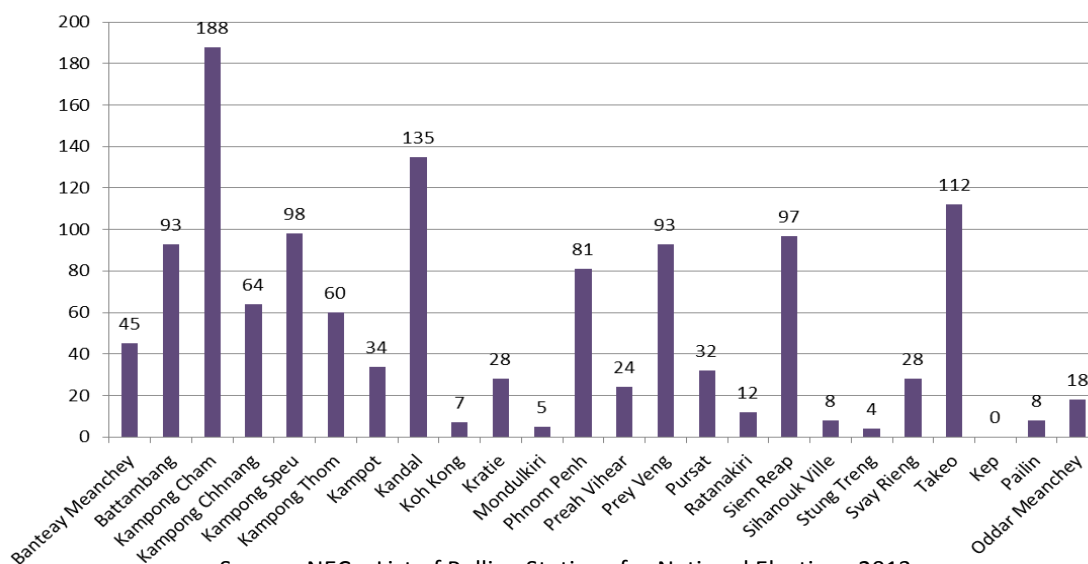
6.I Average number of voters per polling station compared with smallest polling station in each province.



Source: NEC – List of Polling Stations for National Elections 2013

As with each voter registration period, voters were added and deleted from polling station voter lists during the 2012 voter registry update. The chart below shows the number of polling stations in each province that increased in size by 50% or more, indicating more than half of the voter list in that location was added in the 2012 registration period. This number excludes all newly-created polling stations in which all voters would be newly added. Kampong Cham, Kandal and Takeo each had more than 100 polling stations with increases over 50% in the 2012 voter registration exercise.

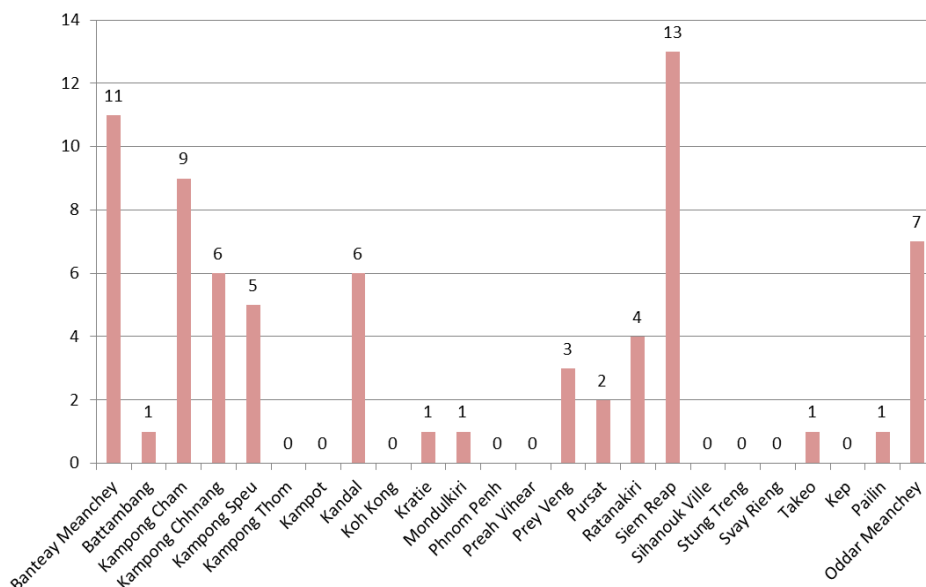
6.J Total number of polling stations in each province with more than 50% newly registered voters



Source: NEC – List of Polling Stations for National Elections 2013

Similarly, some polling stations removed a large percentage of voters during the 2012 registration period. The chart below shows the number of polling stations in each province where more than 50% of voters in the station were deleted in 2012. Siem Reap and Banteay Meanchey had the highest number of such polling stations with 13 and 11 respectively. This would indicate that more than half of the people in that polling station either died or relocated within one year.

6.K Number of polling stations with more than 50% of names deleted in 2012



Source: NEC – List of Polling Stations for National Elections 2013

Recommendations

Based on the findings of the voter registry audit, NICFEC, NDI and CAS developed recommendations to improve the voter registry and to strengthen confidence in the electoral process. The VRA partners recommend the following measures to be implemented before the July 2013 elections:

- Due to the significant number of eligible citizens who believe they are registered but are not, the NEC should organize another period for voters to check their names on the voters list and register if needed.
- Given the rate of inaccuracy of voters' personal data and the high percentage of unknown voters on the list, the NEC should provide access for independent monitors to observe the identification of voters by standing directly behind the polling station clerk and should provide monitors with access to the voter list used in the polling station.
- To avoid the possible misuse of invalid names on the list by ineligible people (under 18 years of age, non-citizens), the Ministry of Interior and NEC should prohibit further issuance of the Statement of Identity for Electoral Purposes.²⁰
- Considering the high internal migration rate, NEC should open a mechanism to allow voters who are away from their electoral district at the time of the election to vote.
- To build public confidence in the voter registry, the NEC should allow independent observers and political parties to access the voter registry in its entirety in analyzable format. This is common practice in established democracies and would allow the VRA to expand upon its findings and provide more comprehensive information.

In the longer term, fundamental changes in the voter registration and list compilation process in Cambodia are urgently needed. To ensure the right to vote for all eligible citizens, to prevent invalid names from appearing on the registry, and to remove the potential for manipulation and fraud, the following is recommended:

- The Government of Cambodia and the NEC should consider the adoption of a more efficient voter registration system that would better address the increasing rate of internal migration and would enfranchise unregistered citizens who may learn too late they are not on the list. This could include a change to a continuous or automatic registration system,²¹ which would allow for changes or corrections to the voter registry closer to election day.
- An impartial, unelected professional local body should be assigned or created to register voters, removing this responsibility from the elected and partisan commune councils. .
- To increase the accuracy of the list and ease the registration process and voting for citizens, the Ministry of Interior should complete the civil registry and expedite the distribution of national ID cards to all citizens.
- The NEC should take steps to improve its data management systems at all levels of election administration. This includes a more coordinated oversight of data collection and entry, the systematic use of Khmer spelling and fonts, and current and synchronized IT systems.

The Royal Government of Cambodia and the National Assembly should enact the necessary laws and allocate appropriate resources to allow for these recommended electoral reforms to occur.

²⁰ The Statement of Identity for Electoral Purposes is a temporary identification paper for citizens who have no documentation to allow them to register and vote. They are distributed by the commune councils.

²¹ An automatic registration would require a complete civil registry; when citizens turn 18 years old, their names would be automatically added to the voter registry.

Appendices

1. VRA Press Statement, March 21, 2013
2. People-to-List Questionnaire
3. List-to-People Questionnaire
4. Map of Sample Deployment Locations
5. NEC Response to VRA Findings, March 22, 2013 (Unofficial Translation)
6. VRA Partners Response to NEC's Press Release, March 22, 2013

Appendix 1: VRA Press Statement, March 21, 2013



SUMMARY STATEMENT

Phnom Penh, Cambodia

March 21, 2013

Concerns about Quality of Voters List and Franchise; Incorrect Deletions of Eligible Voters

A Voter Registry Audit (VRA) of Cambodia's 2012 voters list has shown an overall decline in the quality of the voters list since 2008 with regard to comprehensiveness, accuracy, and currency (validity).

The VRA found a decrease in the registration rate since 2008, with 82.9% of eligible citizens on the list, compared to 87.9% prior to the 2008 general election. This finding represents a discrepancy with the National Election Committee's statistic that the number of registered voters is at 101.7% of the eligible population. Furthermore, 10.8% of eligible citizens who believe they are registered cannot be found on the list and will not be able to vote on election day. The VRA found that only 63.6% of the names on the voters list can be verified in person to currently live where they are registered, while another 17.9% of respondents exist but live most of the time in another location and a further 10.4% do not exist in person.

The Voter Registry Audit (VRA) is a systematic, scientific, and independent evaluation of the quality of the voters list and is a method used by independent organizations worldwide. The Neutral and Impartial Committee for Free and Fair Elections in Cambodia (NICFEC), the Centre for Advanced Studies (CAS) and the National Democratic Institute for International Affairs (NDI) conducted an audit of the voter registry to be used in the upcoming July 28 National Assembly elections. Voter registration is a fundamental part of the elections process and the voter list determines the right to vote.

NICFEC volunteer observers deployed to 414 communes across Cambodia in February 2013 to interview 4893 respondents. All communes, polling stations and respondents were selected using statistically representative random sampling. The VRA is a two-way test. In a "list-to-people test," NICFEC randomly selected names from the voter registry and made contact with the voter to check the validity and accuracy of the information on the list. In a "people-to-list test," eligible voters were chosen randomly from the community and registration information was checked against the voter registry to identify the proportion of registered voters. The VRA employed rigorous data quality control mechanisms involving NDI and CAS audits, as well as targeted redeployment of interviewers and re-checking by NICFEC operators to verify data. The VRA assumes a margin of error of $\pm 2.5\%$ and the level of confidence was 95%.

Key findings:

- 82.9% of eligible citizens are registered. (People-to-list test.) This represents a decline from the 2008 VRA showing an 87.9% registration rate. It is also a discrepancy with the National Election Committee's statistic that the number of registered voters is at 101.7% of the eligible population.
- 10.8% of eligible citizens who think they are registered were not found on the voter registry. Among eligible citizens not on the registry, only 2.1% were found on the 2012 deletion list. Further, 7.8% of eligible citizens are currently unregistered even though they said they voted in the 2008 and/or 2012 elections.

- Only 63.6% of names on the list can be verified to exist in person, while another 17.9% exist but live most of the time in another location. Of the invalid names, 7.4% have permanently relocated, 0.5% were confirmed as dead and 10.4% are unknown. (List-to-people test.)
- 9.4% of the people in the deletion list were incorrectly removed. This represents no progress since 2008, despite extra measures taken by the NEC and commune councils to prevent false deletions. (Deletion list-to-people test.)
- Voter data is less accurate than in 2008. Only 63% of records show matching data for date of birth, compared to 78.97% in 2008; and 86.4% of names match, compared to 87.88% in 2008. (Both tests.)
- 96.5% of registered voters said they intend to vote in the July elections; 74% of unregistered respondents said they intend to vote.

NICFEC, NDI, and CAS are concerned about the decline in the accuracy and validity of the voters list and the ability for eligible voters to exercise their franchise in July. “These findings reveal flaws that may have implications on the quality and legitimacy of these elections,” said Laura Thornton, NDI senior director. “I am concerned by the large number of eligible citizens who will show up on election day to discover their names are not on the list and can’t vote either because they were incorrectly deleted or think they are registered but are not. I’m equally concerned that there is a significant number of names on the list that are not attached to real people. I’m disappointed that the list is less accurate than five years ago, opening up possibilities of further problems at the polls.” On the registration rate, Dr. Hang Puthea, Nicfec director, expressed concern: “If there is a 82.9% registration rate, representing a decline since 2008, yet the number of names on the voters list keeps rising, which the NEC calculates at 101.7% of the eligible population, then there are likely names on the list that cannot be accounted for.”

We have the following immediate recommendations:

- Given the inaccuracy of voter data and presence of unknown voters on the list, the NEC should allow access for independent monitors to observe the identification verification of voters at the polling stations and provide access to voter lists in polling stations.
- Considering the high internal migration rate, NEC should open a mechanism for non-resident voter registration to allow registered voters who are away from their electoral district at the time of the election to vote.
- To build the public confidence in the voter registration process, NEC should improve transparency by allowing independent observers and political parties to access the whole voter registry (in analyzable format). This is common practice in established democracies and would allow the VRA to expand upon its findings and provide more comprehensive information.
- Given the number of eligible citizens not on the registry who plan to vote on election day, the NEC and all those concerned with a successful election, such as non-governmental organizations, political parties, media and the general public, should encourage eligible voters to check their registration status on the voters list before July 28, 2013.
- Due to the significant number of eligible citizens incorrectly deleted, the NEC should organize another period for voters to check their names on the deletion list and submit complaints in order to be registered.

In the longer term, there is a dire need for fundamental change in the voter registration and list compilation process in Cambodia to ensure the right to vote for all eligible citizens and to prevent ghost voters and potential for manipulation and fraud. The Government of Cambodia must address the voter registration system’s core and structural weakness: the absence of a unique citizen/voter identifier that would allow proper maintenance of voter registries in a context marked by flawed civil records and ever increased population mobility. Other recommendations include:

- The Government of Cambodia and the NEC should consider the adoption of a more efficient voter registration system that can better address the increasing rate of internal migration and that can enfranchise eligible citizens not on the registry who learn too late they are not on the list. This could include a change to continuous, or even automatic, registration that can allow for changes or corrections to registration closer to election day.
- To improve the accuracy and validity of the voter list, create or assign an impartial, unelected, well-trained, well-funded, professional local body with the focused task of registering voters.

- To increase the accuracy of the list and ease the registration process for citizens, the Ministry of Interior should improve the civil registry—including a unique serial number for each citizen--and distribute national ID card to all citizens.
- The NEC should take steps to improve its data management systems, including systematic use of Khmer spelling and fonts, current and synced IT systems, and more coordinated oversight of data collection and entry at all levels of election administration.
- The addition and placement of polling station should be conducted in a transparent manner and with stakeholder support, especially with considerations to ease of voter access.

The Royal Government of Cambodia and the National Assembly should enact the necessary laws and allocate the necessary resources for these expanded activities.

Neutral and Impartial Committee for Free and Fair Elections in Cambodia (NICFEC) is a nonprofit, nonpartisan organization established in 1998 which works to strengthen democracy in Cambodia. NICFEC has monitored three national elections and three commune elections in Cambodia.

Centre for Advanced Study (CAS) was founded in 1996 as an independent, non-political Cambodian institution devoted to research, education and public debate on issues affecting the development of the Cambodian society. CAS has conducted research for different national and international organizations on various subjects including health care (such as HIV/AIDS), civil society, voter awareness, conflict resolution, legal and judicial awareness, gender issues, and trafficking of women and children.

National Democratic Institute for International Affairs (NDI) is an international non-profit and non-partisan organization working to strengthen and expand democracy worldwide. NDI has successfully pioneered the VRA technique around the world. NDI is supported by generous assistance of the United States Agency for International Development (USAID).

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Appendix 2: People-to-List Questionnaire



The 2013 Voter Registry Audit People to Voter list Survey



A	Interviewer ID		E	Province			
B	Interviewer Name		F	District			
C	Respondent No.		G	Commune			
C	Questionnaire type	Random People to List	1	H	Village		
		Quota People to List	2		PSU [circle one]	Urban	1

[CAS Supervisor Use Only]

[NICFEC/ CAS Data Center Headquarter Officer only]

Respondent back-checked?	Yes	1	Questionnaire checked?	Yes	1
	No	2		No	2
Supervisor signature			Data checker Name		
			Data Entry Clerk Name		

Notes:

- Please write clearly. Pay attention while writing numbers. Write in understandable
- During the interview, you only need to ask Q1 – Q36
- After conducting interview, please fill Q37 – Q40
- **NICFEC Headquarter Office:** Please fill A1-A3 with the information provided on the voter list. Also answer the NICFEC Office portion of Q17 – Q20 in the voter list section and draw a conclusion by matching both information you have from the respondent's ID and the voter list.

Information from the Village Chief

Number of Household in the village		Number of people 18 years old and above in the village	
------------------------------------	--	--	--

Household Selection Procedure

- It is your job to select a random (this means any) household. A household is a group of people who presently eat together from the same pot.
- Your field supervisors will select the sampling start point for each village. Use a 10 (for rural) or 20 (for urban) interval pattern to select a household. That is, walking in your designated direction away from the start point. For rural village, select the 10th household for the first interview, counting houses on both the right and the left (and starting with those on the right if they are opposite each other). Once you leave your first interview, continue on in the same direction, this time selecting the 20th household, again counting houses on both the right and the left. If the settlement comes to an end and there are no more houses, turn at right angles to the right and keep walking, continuing to count until finding the tenth dwelling. For urban village, select the 20th household for the first interview and select the 40th household for the second interview, and so and so forth.
- If you are unable to speak with anybody in the household throughout the interview period (4 days), use the table below to record your progress until you make a successful call. Replace by the NEXT numbered household on your list.

History of Successful & Unsuccessful Attempts for this Survey	HH	HH	HH	HH	HH	HH
	1	2	3	4	5	6
Successful	1	1	1	1	1	1
Reasons for failure:						
Refused to be interviewed	2	2	2	2	2	2
Person selected was never at home after at least two visits	3	3	3	3	3	3
Household/Premises empty for the survey period after at least two visits	4	4	4	4	4	4
Not a citizen/Spoke only a foreign language	5	5	5	5	5	5
Deaf/Did not speak a survey language	6	6	6	6	6	6
Did not fit gender quota	7	7	7	7	7	7
No adults in household	8	8	8	8	8	8
Other (specify)	9	9	9	9	9	9

- If no one is at home (i.e., premises empty), substitute with the very **next** household. If the interview is refused, use an interval of 10 to select a substitute household, counting houses on both the right and the left.
- When you find a household with someone home, please introduce yourself using the following script. You must learn this introduction so that you can say it exactly as it is written below.

Good day. My name is _____ . I am from NICFEC, an independent non-governmental civil society organization that is monitoring and observing the forth coming 2013 elections. We do not represent the Government or any political party/organization. One of the things of NICFEC is assessing the quality of the voters registration list to determine how accurately the voters' list reflects all eligible voters in Cambodia. We are here to do that with you. The results of this study will also help the National Electoral Commission to improve the quality of the register.

Your household has been selected at random and you are part of over 1,660 people we are speaking to. Your participation will be kept confidential. Your responses will be put together with other people to get an overall picture regarding the accuracy of the voters' register. The interview will take about 30 minutes. There is no penalty for refusing to participate. Do you wish to proceed? [Proceed with interview only if answer is positive].

First, we would like to choose one person from your household to take the interview. Would you help us pick one?

Was consent given?	No	0	Fill in the next table and select another household
	Yes	1	

Note: The person must give his or her informed consent by answering positively. If participation is refused, walk away from the household and record this in the above table on "History of Successful and Unsuccessful Attempts for this Survey." Substitute the household using an interval of 10 households for rural areas and 20 for urban areas. If consent is secured, proceed to Respondent Selection.

Respondent Selection Procedure

- **Within** the household, it is your job to select a random (this means any) individual. This individual becomes the interview respondent. In addition, you are responsible for alternating interviews between men and women. Circle the correct code below.
- Note that "First interview" should **ONLY** be used for your very first day of fieldwork in each village, **NOT** your first interview every day.

	First interview	Male	Female
PREVIT, Previous interview was with a:	0	1	2
THISINT: This interview must be with a:		1	2

- **Please tell me the names of all males / females [select correct gender] who presently live in this household. I only want the names of males / females [select correct gender] who is Cambodia citizen and born before July 28, 1995.**
- *If this interview must be with a female, list only women's names. If this interview is with a male, list only men's names. List all eligible household members of this gender who are 18 years or older, even those not presently at home but who will return to the house at any time that day. Include only citizens of Cambodia*

Women's Names	Men's Names
1	1
2	2
3	3
4	4
5	5
6	6
7	7
8	8
9	9
10	10

- *Take out your deck of numbered cards. Present them face-down so that the numbers cannot be seen. Ask the person who is selecting respondents to pick any card, by saying: Please choose a card. The person who corresponds to the number chosen will be the person interviewed.*
- *[Interviewer: **REMEMBER** to circle the code number of the person selected on the table above.]*

The person I need to speak to is [insert name]_____ . Is this person presently at home?	
If yes:	May I please interview this person now?
If no:	Will this person return here at any time today?
If no:	Thank you very much. I will select another household. Substitute with the next household to the right and repeat the respondent selection procedure. [NOTE: YOU CAN ONLY SUBSTITUTE HOUSEHOLD NOT INDIVIDUALS].
If yes	Please tell this person that I will return for an interview at [insert convenient time]. If this respondent is not present when you call back, replace this household with the next household to the right.

If the selected respondent is not the same person that you first met, repeat introduction:

Good day. My name is _____ . I am from NICFEC, an independent Non-government civil society organizations that have come together to monitor and observe the forth coming 2013 elections. We do not represent the Government or any political party/organization. One of the activities of NICFEC is assessing the quality of the voters register; that is determine how accurately the voters' register represents all eligible voters in Cambodia. We are here to do that with you. Some people will be selected randomly and their particulars will be verified in the voters register. The results of this study will also help the National Electoral Commission to improve the quality of the register.
Your household has been selected at random and you are part of over 1,660 people we are speaking to. Your participation will be kept confidential. Your responses will be put together with other people to get an overall picture regarding the accuracy of the voters' register. The interview will take about 30 minutes. There is no penalty for refusing to participate. Do you wish to proceed? [Proceed with interview only if answer is positive].

Note: The person must give his or her informed consent by answering positively. If participation is refused, walk away from the household and record this in the above table on "History of Successful and Unsuccessful Attempts for this Survey." Substitute the household using an interval of 10 households for rural areas and 20 for urban areas. If consent is secured, proceed to Respondent Selection.

Date of interview	Day	Month	Year
<i>Enter day, month, and year</i>			
Start Time	Hour	Minute	
<i>Time interview started (enter hour and minute, use 24 hour clock)</i>			

I. Voter Registration Information

Q1	To the best of your knowledge, are you a registered voter?	Yes	1	Go to Q5
		No	2	Go to Q2
Q2	Have you ever attempted to register to vote with the Commune Clerk?	Yes	1	Go to Q3
		No	2	Go to Q4
Q3	If yes, why could you not register? [Do not read the options] [Select all that apply]	I do not have an ID document for voter registration	1	Go to Q16
		I tried to register but was turned away	2	
		I registered but was removed from the list/ was not on the list	3	
		I was pressured/ threatened to not register	4	
		Others [specify] _____	5	
		Refused to answer	99	
Q4	If no, why did you not register to vote? [Do not read the options] [Select all that apply]	I do not understand how to register	1	Go to Q16
		I was not aware about the voter registration period	2	
		The procedure for voter registration is difficult for me	3	
		I do not have an ID for voter registration	4	
		The distance to voter registration station is too far	5	
		I am not interested in voting	6	
		I was busy	7	
		I am too old/ was sick/ disabled	8	
		I do not live in this area	9	
		There is no financial/ material benefits for me to register	10	
		Others (specify) _____	11	
		Refused to answer	99	

Q5	When did you get registered or update/ change your voter registration information?	Please provide the registration date: Date: _____ Month: _____ Year: _____	1	
		Do not remember	98	
Q6	Is this your original/permanent home area?	Yes, I am originally from here	1	
		No, this is just a current/temporary place of residence	2	
		<i>Please specify your area of origin</i> Province : _____ District : _____ Commune : _____ Village : _____		
		Don't know details of origin	98	
Q7	Is this your original area of registration or have you transferred from somewhere else? If no, please tell me about the old place and the most recent place of registration from where you transferred.	Yes, this is my original place of registration	1	
		No, this is not my original place of registration. I transferred from another area. Please specify your old address when you are registered Province : _____ District : _____ Commune : _____ Village : _____ Polling station no: _____	2	
Q8	Are you planning to reside at this address in July 2013?	Yes	1	
		No	2	
		Undecided	3	
Q9	Which identity document (or documents) did you use when you registered? <i>[do not mention the options]</i> <i>[check all that apply]</i>	National ID Card	1	
		Passport	2	
		Family book with photo	3	
		Family certificate issued by State of Cambodia	4	
		Birth Certificate	5	
		Letter of ID document for election purpose	6	
		Form 1018	7	
		Civil servant ID Card National	8	
		Police ID Card	9	
		RCAF ID Card	10	
		Theravada Monk ID	11	
		Mahayana Monk ID	12	
		ID card issued by Ministry	13	
		Voter registration form (Form 1019)	14	
		Others <i>[specify]</i> _____	15	
No document required	16			
Do not remember	98			
Q10	Why did you decide to register to vote? <i>[do not mention the options]</i> <i>[check all that apply]</i>	It is my right	1	
		Because others were registered	2	
		I was encouraged to register	3	
		So I can vote in the election	4	
		So I can vote for my party	5	
		I was forced to	6	
		I can sell my vote	7	
		Others <i>[specify]</i> _____	8	

Q11	Did you experience any challenges or problems during the registration? <i>[do not mention the options]</i>	No, the process was simple & easy	1	
		The registration official didn't know what to do	2	
		The process took too much time	3	
		The registration timeline was too short	4	
		The distance to the registration center was too far	5	
		The office was not open on time	6	
		Others <i>[specify]</i> _____	7	
Q12	Did you verify & check your voter registration status during the voter list review period (September 1 st – October 12 th 2012)?	Yes	1	Go to Q13
		No	2	Go to Q15
Q13	Did you check the posted list of deleted voters for your name in 2012?	Yes	1	Go to Q14
		No	2	
Q14	Why did you verify & check your registration status? <i>[choose only one answer]</i>	To confirm I was on the list	1	Go to Q16
		Because others were verifying/encouraged	2	
		I was forced to	3	
		I can sell my vote	4	
		Others <i>[specify]</i> _____	5	
Q15	Why did you choose not to verify & check your registration status? <i>[choose all that apply]</i>	I believe that my name is in the list already	1	
		I was not aware about the Sept – Oct 2012 voter registration period	2	
		I do not understand how to verify	3	
		I do not care whether I am registered or not	4	
		The voter registration station is too far	5	
		I was paid not to verify	6	
		I was busy/ not regularly at home	7	
		I am too old/ I am sick/ disable	8	
		I moved	9	
		Others <i>[specify]</i> _____	10	

II. Respondents Data (as in the ID Document used during registration OR official ID)

Q16	May I see the ID you used to register?	Yes, I have	1	
		No, I don't have it	2	If no, ask for another valid ID

Interviewer, please look at the ID or certificate used to register and fill in the Q24-Q27 below OR if the respondent does not have the document used to register, use their National ID or other document and ask Q24-Q27 below

NICFEC: 1) Match 2) Does not match/ incomplete 3) No data

No	Respondent Data	In ID Document <i>[Fill by interviewers]</i>	In voter list <i>[Fill by NICFEC Office]</i>	Codes: <i>[Fill by NICFEC Office]</i>		
				1	2	3
Q17	Name	Family name	Family name	1	2	3
		Given name	Given name			
Q18	Date of birth	Day:	Day:	1	2	3
		Month:	Month:			
		Year:	Year:			
Q19	Gender	Male <input type="checkbox"/> Female <input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/>	1	2	3
Q20	Address	Village:	Village:	1	2	3
		Commune:	Commune:	1	2	3
		Province:	Province:	1	2	3

Q21	May I see your receipt from voter registration?	Yes, I have	1	
		No, I don't have it	2	Go to Q23
Q22	What is the voter receipt number?	No. _____	-	
		Number not found	2	

Q23	What is your ethnicity?	Khmer	1	
		Chinese	2	
		Cham	3	
		Vietnamese	4	
		Lao	5	
		Indigenous Minority Group	6	
		Others, <i>specify</i> _____	7	
		Refused to answer	99	
Q24	What is your current profession? <i>[Do not read options]</i>	Unemployed	1	
		Farmer	2	
		Teacher/ professor	3	
		Self-employed	4	
		Professional	5	
		Trader/ artisan	6	
		Employed in private sector/ NGOs	7	
		Employed in public sector	8	
		Military/ police	9	
		Student	10	
		Housewife	11	
		Others, <i>specify</i> _____	12	
		Refused to answer	99	
Q25	What is the highest level of education you have completed? <i>[Do not read options]</i>	Did not attend school	1	
		Primary school or other education of the same level	2	
		Junior High School or other education of the same level	3	
		Senior High School or other education of the same level	4	
		Bachelor decree and/ or above	5	
		Refused to answer	99	
		Q26	How many Cambodian citizens over 18 live in your household?	No.
Refused to answer	99			
Q27	May we have your contact number?	Yes _____	1	
		No	2	

III. Respondent's Opinion

Q28	How much confidence do you have in the voter registration process?	Very confident	1	
		Somewhat confident	2	
		Not confident	3	
		Don't know	4	
		Refused to answer	99	
Q29	Did you vote in either the 2008 or 2012 elections?	Yes	1	Go to Q31
		No	2	Go to Q30
Q30	If no, why not?	I was not registered at that time	1	
		I could not find my polling station	2	
		I could not find my name on the polling station list	3	
		I was not interested	4	
		I was busy	5	
		I was not at home	6	
		Other, <i>specify</i> _____	7	
		Refused to answer	99	

Q31	Can you tell me the year, month and day in which the next national assembly elections will be held? <i>[choose the correct answer provided by respondent]</i>	Date: Month:	Year:	
		If the answer to all correct	1	
		If only know the month and year of election (incorrect date)	2	
		If only know the year of election (incorrect month and date)	3	
		If only know the date of election (incorrect month and year)	4	
		Did not know/got all answers wrong	98	
Q32	Do you intend to vote in the next election?	Yes	1	Go to Q33
		No	2	Go to Q34
		Undecided	3	Go to Q35
Q33	Why do you want to vote? <i>[do not read options]</i>	It is my right/duty/important	1	Go to Q35
		Because others do/will encourage me	2	
		So I can vote for my party	3	
		I am afraid to lose my voice	4	
		So I remain on voter list/ not be removed from list	5	
		I can sell my vote/already sold	6	
		I will be forced/ sworn/pressured to vote	7	
		Other, <i>specify</i> _____	8	
		Refused to answer	99	
Q34	Why don't you want to vote?	I am not interested in the election	1	Go to Q35
		I am too busy to vote	2	
		The distance to the polling station is too far	3	
		I don't know how to vote	4	
		I don't know where my polling station is	5	
		I won't be home on election day	6	
		I don't believe it makes a difference	7	
		I am frightened to vote	8	
		I will be pressured to not vote	9	
		Other, <i>specify</i> _____	10	
		Refused to answer	99	
Q35	What is the main source of information that you obtain about the voter registration? <i>[choose only one answer]</i>	Public meeting	1	
		Printed media	2	
		Radio	3	
		TV	4	
		Door to door campaign	5	
		Political party/ campaign team	6	
		Commune council	7	
		NGOs	8	
		From the voter registration officer	9	
		Village chief	10	
		Family/ Neighbour/ Friends	11	
		Other, <i>specify</i> _____	12	
Q36	Are you aware of anybody in this neighbourhood who either: a. was a registered voter but passed away in the last 6 months b. will turn 18 before July 28, 2013 c. disabled d. recently moved here in 2012	No, I don't know anybody with one of those criteria	1	
		Yes. [Please provide the name and go to address] Family Name : Given name : Date of birth : Address :	12	

Thank you very much, your answer have been very helpful

End Time	Hour	Minute
<i>Time interview ended (use 24 hour clock)</i>		

IV. Interviewer Evaluation *[should be answered by the interviewer]*

Q37	What is the respondent's category <i>(check all that apply)</i>	Ordinary citizen (19 -65 years old)	1	
		Senior/ old voter over 65 years old	2	
		First time voters (just turned/ will turn 18 before July 28, 2013)	3	
		Voter who recently died	4	
		Voter recently moved to the area	5	
		Disabled person	6	
		Not registered	7	
Q38	Did anyone try to stop you from conducting the interview?	Yes	1	
		No	2	
Q39	Overall, would you say that the respondent's attitude toward the interview was?	Interested and involved	1	
		Friendly	2	
		Impatient	3	
		Worried and nervous	4	
		Hostile	5	
Q40	INTERVIEWER: Do you have any comments on the interview? For example, did anything happen during the interview?	No	0	
		Yes, <i>please specify</i>	1	
I hereby certify that this interview was conducted in accordance with instructions received during training. All responses recorded here are those of the respondents who were pre-selected.				
Interviewer Signature: _____				

V. Presence on the voter list (fill by NICFEC Headquarter Office)

Please search voter list for voter's status using Q6, Q7 and Q17-Q20 to answer the questions below.

A1	Is the respondent registered as voter in the voter list?	No the respondent is not registered	1	
		Yes, the respondent registered in the same village/ polling station where NICFEC found them Province : _____ District : _____ Commune : _____ Village : _____ PS Code : _____ PS Name : _____ No at the PS: _____	2	
		Yes, the respondent registered in other polling station from where NICFEC found them. <i>Please specify:</i> Province : _____ District : _____ Commune : _____ Village : _____ PS Code : _____ PS Name : _____ No at the PS: _____	3	
		Yes, the respondent is registered in multiple polling stations. <i>Please specify:</i> Province : _____ District : _____ Commune : _____ Village : _____ PS Code : _____ PS Name : _____ No at the PS: _____ Province : _____ District : _____ Commune : _____ Village : _____ PS Code : _____ PS Name : _____ No at the PS: _____ Province : _____ District : _____ Commune : _____ Village : _____ PS Code : _____ PS Name : _____ No at the PS: _____	4	
A2	Is the respondent's name in the old address was deleted from the voter list?	Yes	1	
		No	2	
A3	Does the respondent live in a commune changed by the Ministry of Planning?	Yes	1	
		No	2	

Appendix 3 List-to-People Questionnaire

The 2013 Voter Registry Audit

Lists to People Survey

Voter List and Deletion List



A	Interviewer ID		E	Province				
B	Interviewer Name		F	District				
C	Respondent No.		G	Commune				
D	Questionnaire Type	List to People	3	H	Village			
		Deletion List to People	4	I	PSU [circle one]	Urban	1	Rural

[CAS Supervisor Use Only]

[NICFEC/ CAS Data Headquarter Officer only]

Respondent back-checked?	Yes	1	Questionnaire checked?	Yes	1
	No	2		No	2
Supervisor signature			Data checker Name		
			Data Entry Clerk Name		

Notes:

- Please write clearly. Pay attention while writing numbers. Write in understandable
- Please make efforts to meet and interview the pre-selected respondents, at least three times following the protocols outlined in the manual.
- Before the interview, please write down the information given on the respondent in table “Respondent Data Given by the Headquarter Office” below and question number 24-27 under the voter list column.
- Q1-Q6 should be answered by the interviewer after trying to locate the respondent.
- When answering Q 24 to 27, please ask the voter’s ID used in the voter registration or any other official identification.
- After conducting interview, please fill Q41 – Q44 by yourself.
- **NICFEC Headquarter Office:** Please fill A1-A2 with the information provided on the voter list.

Information from the Village Chief

Number of Household in the village		Number of member with 18 years old and above in the village	
------------------------------------	--	---	--

Respondent Data Given by the Headquarters

Respondent No on the lists (either in VL or DL)					
Name	Family name				
	Given name				
Date of Birth	Day: _____	Month: _____	Year: _____		
Gender	Male <input type="checkbox"/>	Female <input type="checkbox"/>			
Address	Province		Village		
	Commune		Polling station		
			No		

Please introduce yourself using the following script. You must learn this introduction so that you can say it exactly as it is written below.

Good day. My name is _____. I am from NICFEC, an independent non-governmental civil society organization that is monitoring and observing the forth coming 2013 elections. We do not represent the Government or any political party/organization. One of the things of NICFEC is assessing the quality of the voters registration list to determine how accurately the voters’ list reflects all eligible voters in Cambodia. We are here to do that with you. We have selected a random sample of people currently listed in [pick one: the voter register OR the deletion list] and are here to verify if your identification details are accurately recorded in the voters’ list. Your name was selected as one of the 1,660 people to participate in this exercise. Your participation will be kept confidential. Your responses will be combined and analysed with the other names in our sample in order to evaluate the accuracy of the voters list. The results of this study will also help the National Election Commission improve the quality of the list in the future. The interview will take about 30 minutes. There is no penalty for refusing to participate. Do you wish to proceed? [Proceed with interview only if answer is positive].

Date of interview	Day	Month	Year
Enter day, month, and year			

I. Presence on the Voter Register (Should be answered by the interviewer after trying to locate the respondent)

Q1	Have you been able to meet the selected person from the voter or deletion list?	Yes	1	Go to Q6
		No	2	Go to Q2
Q2	If no, why couldn't you meet the respondent?	N/A (If you met the respondent or the answer for Q1 is yes = 1)	0	Go to Q6
		There is no such address/ village as mentioned in the voter list	1	Go to Q4
		Was able to locate the residence, but no one lives in that house (empty house)	2	Go to Q4
		Was able to locate the residence, but there is no respondent with that name living at that address	3	Go to Q4
		Was able to locate the residence, the respondent lives there, but he/she has not been living there for some period of time/ lives most of the time in another location	4	Go to Q3
		Was able to locate the residence, the respondent lived there for a while, but he/she has moved out forever	5	Go to Q3
		Was able to locate the residence, the respondent lived there before, but he/she has died. Write down the time: (date/ month/ year) ___/___/___	6	Go to Q4
		Was able to locate the residence, the respondent lived there before, but he/ she doesn't have the right to vote anymore	7	Go to Q4
		Was able to locate the village, but no one in the villages knows any person by that name living in the village or having lived there before	8	Go to Q4
	Other reason (specify) _____	9	Go to Q4	
Q3	Interviewer, if you couldn't find the respondent in that address because he/ she had moved, please ask the new contact information on how to reach the respondent. Forwarding new address of the respondent	N/A (If Q1 = 1 or Q2 = 1, 2,3, 6, 7, 8, and 9)	0	
		Yes, forwarding address are given Province : _____ District : _____ Commune : _____ Village : _____ Phone : _____	1	
		No forwarding address are given	2	
Q4	What person has given you the information above?	N/A (if the answer for Q1=1)	0	
		Relative/ family member	1	
		Present house owner/ employer	2	
		Village chief	3	
		Neighbour/ friend/ workmate	4	
	Others, specify _____	5		
Q5	Please provide your informants' contact information [Informants referred to here are the person named in Q4].	N/A (If the answer for Q1 = 1)	0	
		Informant code		
		Full name		
		Phone		
	Signature			
Q6	Are you able to interview this respondent?	N/A (If the answer to Q1 = 2)	0	
		Yes, I found but can't interview the respondent (deceased respondent)	1	
		Yes, I found and interviewed the respondent	2	
		No, I found the respondent, but they refused to be interviewed	3	Replace (see manual)

II. Voter Registration Information

Q7	Start Time	Hour	Minute	
	Time interview began (enter hour and minute, use 24 hour clock)			
Q8	Are you a Cambodian national/citizen?	Yes, I am a Cambodia national/citizen	1	Go to Q10
		No, I am not a Cambodia national/citizen	2	Go to Q9
Q9	If no in Q8, interviewer ask: In which country are you a citizen?	N/A (if the answer for Q8 = 1)	0	Go to Q10
		Thailand	1	
		Laos	2	
		Vietnam	3	
		Other, specify _____	4	
Q10	When did you get registered or update/ change your voter registration information?	Please provide the registration date: Date: _____ Month: _____ Year: _____	1	
		Do not remember	98	
Q11	Is this your original/permanent home area?	Yes, I am originally from here	1	
		No, this is just a current/temporary place of residence <i>Please specify your area of origin</i> Province : _____ District : _____ Commune : _____ Village : _____	2	
		Don't know details of origin	98	
Q12	Is this your original area of registration or have you transferred from somewhere else? If no, please tell me the old place and the most recent place of registration from where you transferred.	Yes, this is my original place of registration	1	
		No, this is not my original place of registration. I transferred from another area. Please specify your old address when you are registered Province : _____ District : _____ Commune : _____ Village : _____ Polling station no: _____	2	
Q13	Are you planning to reside at this address in July 2013?	Yes	1	
		No	2	
		Undecided	3	
Q14	Which identity document (or documents) did you use when you registered? <i>[do not mention the options]</i> <i>[check all that apply]</i>	National ID Card	1	
		Passport	2	
		Family book with photo	3	
		Family certificate issued by State of Cambodia	4	
		Birth Certificate	5	
		Letter of ID Document for election purpose	6	
		Form 1018	7	
		Civil servant ID Card National	8	
		Police ID Card	9	
		RCAF ID Card	10	
		Theravada Monk ID	11	
		Mahayana Monk ID	12	
		ID card issued by Ministry	13	
		Voter registration form (Form 1024)	14	
		Others <i>[specify]</i> _____	15	
No document required	16			
Do not remember	98			

Q15	Why did you decide to register to vote? <i>[do not mention the options]</i>	It is my right	1	
		Because others were registered	2	
		I was encouraged to register	3	
		So I can vote in the election	4	
		So I can vote for my party	5	
		I was forced to	6	
		I can sell my vote	7	
		Others <i>[specify]</i> _____	8	
Q16	Did you experience any challenges or problems during the registration? <i>[do not mention the options]</i>	No, the process was simple & easy	1	
		The registration official didn't know what to do	2	
		The process took too much time	3	
		The registration timeline was too short	4	
		The distance to the registration center was too far	5	
		The office was not open on time	6	
		Others <i>[specify]</i> _____	7	
Q17	Did you verify & check your voter registration status during the voter list revision (September 1 st – October 12 th 2012)?	Yes	1	Go to Q18
		No	2	Go to Q20
Q18	Did you check the posted list of deleted voters for your name in 2012?	N/A (if Q17 =2)	0	Go to Q20
		Yes	1	Go to Q19
		No	2	
Q19	Why did you verify & check your registration status? <i>[choose only one answer]</i>	To confirm I was on the list	1	Go to Q21 for deletion list voter, Go to Q23 for regular voter
		Because others were verifying/encouraged	2	
		I was forced to	3	
		I can sell my vote	4	
		Others <i>[specify]</i> _____	5	
Q20	Why did you choose not to verify & check your registration status? <i>[choose all that apply]</i>	I believe that my name is in the list already	1	Go to Q21 for deletion list voter, Go to Q23 for regular voter
		I was not aware about the Sept – Oct 2012 voter registration period	2	
		I do not understand how to verify	3	
		I do not care whether I am registered or not	4	
		The voter registration station is too far	5	
		I was paid not to verify	6	
		I was busy/ not regularly at home	7	
		I am too old/ I am sick/ disable	8	
		I moved	9	
		Others <i>[specify]</i> _____	10	
For respondents from the Deletion List Only—				
Q21	Do you know that your name has been deleted?	Yes	1	
		No	2	
Q22	Do you know the reason that your name has been deleted? <i>[choose only one answer, do not read options]</i>	Because my right was withdrawn/ convicted of a crime	1	
		I moved to other addresses	2	
		I did not go to vote last time	3	
		Because I'm supporter of particular party	4	
		Don't know	5	
		Others, specify _____	6	
		Refused to answer	99	

III. Respondents Data (as in the ID Document used during registration OR official ID)

Q23	May I see the ID you used to register?	Yes, I have	1	If no, ask for another valid ID
		No, I don't have it	2	

Interviewer, please look at the ID or certificate used to register and fill in the Q24-Q27 below OR if the respondent does not have the document used to register, use their National ID or other document and ask Q24-Q27 below

NICFEC: 1) Match 2) Does not match/ incomplete 3) No data

No	Respon dent Data	In ID Document	In voter list [Fill by NICFEC Office]	Codes: [Fill by NICFEC Office]		
				1	2	3
Q24	Name	Family name	Family name	1	2	3
		Given name	Given name			
Q25	Date of birth	Day:	Day:	1	2	3
		Month:	Month:			
		Year:	Year:			
Q26	Gender	Male <input type="checkbox"/> Female <input type="checkbox"/>	Male <input type="checkbox"/> Female <input type="checkbox"/>	1	2	3
Q27	Address	Village:	Village:	1	2	3
		Commune:	Commune:	1	2	3
		Province:	Province:	1	2	3

Q28	What is your ethnicity?	Khmer	1
		Chinese	2
		Cham	3
		Vietnamese	4
		Lao	5
		Indigenous Minority Group	6
		Others, <i>specify</i> _____	7
	Refused to answer	99	

Q29	What is your current profession? [Do not read options]	Unemployed	1
		Farmer	2
		Teacher/ professor	3
		Self-employed	4
		Professional	5
		Trader/ artisan	6
		Employed in private sector/ NGOs	7
		Employed in public sector	8
		Military/ police	9
		Student	10
		Housewife	11
		Others, <i>specify</i> _____	12
	Refused to answer	99	

Q30	What is the highest level of education you have completed? [Do not read options]	Did not attend school	1
		Primary school or other education of the same level	2
		Junior High School or other education of the same level	3
		Senior High School or other education of the same level	4
		Bachelor decree and/ or above	5
		Refused to answer	99

Q31	How many Cambodian citizens over 18 live in your household?	No.		
		Refused to answer	99	

Q32	May we have your contact number?	Yes _____	1	
		No	2	

IV. Respondent's Opinion

Q33	How much confidence do you have in the voter registration process?	Very confident	1	
		Somewhat confident	2	
		Not confident	3	
		Don't know	4	
		Refused to answer	99	

Q34	Did you vote in either the 2008 or 2012 elections?	Yes	1	Go to Q36
		No	2	Go to Q35

Q35	If no, why not? (Do not read options, select only one)	I was not registered at that time	1	
		I could not find my polling station	2	
		I could not find my name on the polling station list	3	
		I was not interested	4	
		I was busy	5	
		I was not in my home province	6	
		Other, specify _____	7	
Refused to answer	99			

Q36	Can you tell me the year, month and day in which the next national assembly elections will be held? [choose the correct answer provided by respondent]	Date: Month: Year:		
		If the answer to all correct	1	
		If only know the month and year of election (incorrect date)	2	
		If only know the year of election (incorrect month and date)	3	
		If only know the month of election (incorrect year)	4	
		Did not know	5	

Q37	Do you intend to vote in the next election?	Yes	1	Go to Q38
		No	2	Go to Q39
		Undecided	3	Go to Q40

Q38	Why do you want to vote? [do not read options]	It is my right/duty/important	1	Go to Q40
		Because others do/will encourage me	2	
		So I can vote for my party	3	
		I am afraid to lose my voice	4	
		So I remain on voter list/ not be removed from list	5	
		I can sell my vote/already sold	6	
		I will be forced/ sworn/pressured to vote	7	
		Other, specify _____	8	
		Refused to answer	99	

Q39	Why don't you want to vote?	I am not interested in the election	1	Go to Q40
		I am too busy to vote	2	
		The distance to the polling station is too far	3	
		I don't know how to vote	4	
		I don't know where my polling station is	5	
		I won't be home on election day	6	
		I don't believe it makes a difference	7	
		I am frightened to vote	8	
		I will be pressured to not vote	9	
		Other, specify _____	10	
		Refused to answer	99	

Q40	What is the main source of information that you obtain about the voter registration? [choose only one answer]	Public meeting	1	
		Printed media	2	
		Radio	3	
		TV	4	
		Door to door campaign	5	
		Political party/ campaign team	6	
		Commune council	7	
		NGOs	8	
		From the voter registration officer	9	
		Village chief	10	
		Family/ Neighbour/ Friends	11	
		Other, specify _____	12	

Thank you very much, your answers have been very helpful

End Time	Hour	Minute
Time interview ended (use 24 hour clock)		

V. Interviewer Evaluation [should be answered by the Interviewer]

Q41	What is the respondent's category (check all that apply)	Ordinary citizen (19 -64 years old)	1	
		Senior/ old voter over 65 years old	2	
		First time voters (just turned 18/will turn 18 before July 28, 2013)	3	
		Voter who recently died	4	
		Voter recently moved to the area	5	
		Disabled person	6	

Q42	Did anyone try to stop you from conducting the interview?	Yes	1	
		No	2	

Q43	Overall, would you say that the respondent's attitude toward the interview was?	Interested and involved	1	
		Friendly	2	
		Impatient	3	
		Worried and nervous	4	
		Hostile	5	

Q44	INTERVIEWER: Do you have any comments on the interview? For example, did anything happen during the interview?	No	0	
		Yes, please specify	1	

I hereby certify that this interview was conducted in accordance with instructions received during training. All responses recorded here are those of the respondents who were pre-selected.

Interviewer Signature: _____

Final Instruction:

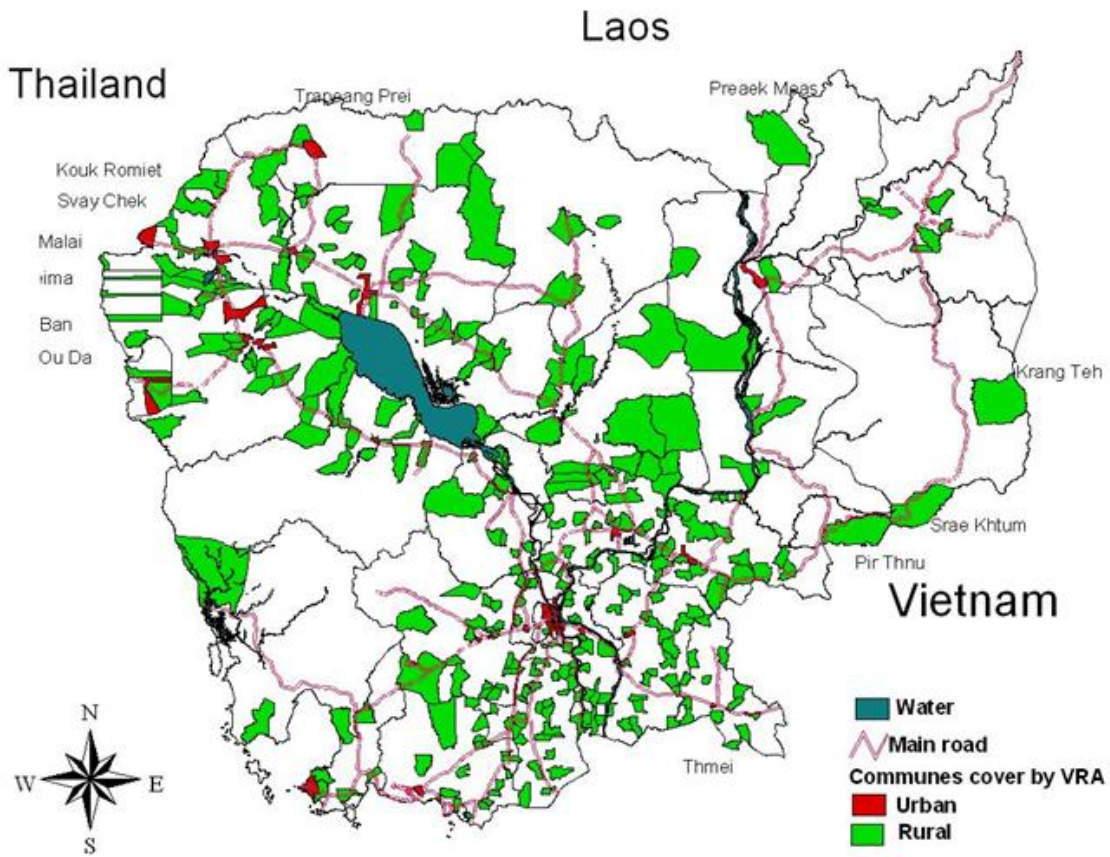
Make sure you check your questionnaire item by item immediately after completing the interview to check for completeness and to make sure all items are correctly filled in before you start the next interview. After doing so, pass your completed questionnaire to your supervisor for him/her to also cross check further before you leave the PSU. Any incomplete interviews will be redone under supervision at the interviewer own costs.

VI. Presence on the voter list (fill by NICFEC Headquarter Office)

Please search voter list for voter's status in previous/other addresses using Q3, Q11 and Q12 to answer the question below.

A1	Is the respondent registered at another location?	No the respondent is not registered at another address	1	
		Yes, the respondent registered in multiple polling stations. <i>Please specify other location:</i> Province : _____ District : _____ Commune : _____ Village : _____ PS Code : _____ PS Name : _____ No at the PS: _____	2	
A2	Does the respondent live in a commune changed by the Ministry of Planning?	Yes	1	
		No	2	

Appendix 4: Map of Sample Deployment Locations



Appendix 5: NEC Response to VRA findings, March 22, 2013 (Unofficial Translation)

The following is an unofficial translation of a press release sent on March 22nd by the National Election Committee.

NEC has doubt on VRA Report by the Three Organizations

After seeing presentations on Voter Registry Audit on March 20, 2013 and the summary report released on March 21, 2013 by National Democratic Institute for International Affairs (NDI), Neutral Impartial Committee for Free and Fair Elections in Cambodia and Center for Advance Study (CAS); the NEC found some unclear points which cast doubts on accuracy of this Voter Registry Audit.

Those unclear points included the VRA report which shows that Identify Statement for Electoral Purpose was issued at 1.8%, around 10,000 forms. In fact, during the voter registry 2012, Commune Chief and Sangkat Chief had issued the Identity Statement for Electoral Purpose around 420,000 forms. This inaccurate number of the VRA leads to confusion and has bad affects on the election.

The VRA report, from people-to-list, shows that only 82.9% of the voters were registered on the list. However, the same report shows that in list-to-people test:

- Verified voters that exist in person is 63.6% are living in the commune/sangkat
- Verified voters that exist, but mostly live in other area is 17.1%
- Verified voters that exist, but relocated is 7.4%
- Unknown voters is 10.4% (which those who conducted audit had called to village chief by phone)

Based on above data, the registered voters and has name on the list was around 90%.

Comparing the two numbers above shows a discrepancy, and thus is not a reliable data.

Furthermore, the report shows that 97% of the voters said that registry process was easy and simple, while only 1.3% that has no confidence in the registry process. According to the voters' opinions above, the quality of 2012 voter list is not lower quality than 2008 voter list as the conclusion made by the three organizations.

Appendix 6: VRA Partners Response to NEC's Press Release, March 22, 2013

NDI Response to NEC Press Release

The National Democratic Institute (NDI) has responded directly to the National Election Committee (NEC) and clarified misunderstandings of the VRA findings and data.

Point 1:

NEC: “Those unclear points included the VRA report which shows that Identify Statement for Electoral Purpose was issued at 1.8%, around 10,000 forms. In fact, during the voter registry 2012, commune chief and sangkat chief had issued the Identity Statement for Electoral Purpose around 420,000 forms. This inaccurate number of the VRA leads to confusion and has bad affects on the election.”

NDI response: The data on the Statement of Identity for Electoral Purposes was simply reporting what respondents told surveyors they used to register. The VRA did not track how many forms were distributed nor did surveyors ask voters if they received one.

Point 2:

NEC: “The VRA report, from people-to-list, shows that only 82.9% of the voters were registered on the list. However, the same report shows that in list-to-people test:

- Verified voters that exist in person is 63.6% are living in the commune/sangkat
- Verified voters that exist, but mostly live in other area is 17.1%
- Verified voters that exist, but relocated is 7.4%
- Unknown voters is 10.4% (which those who conducted audit had called to village chief by phone)

Based on above data, the registered voters and has name on the list was around 90%.

By comparing the two numbers above, which had shows discrepancy, it is not a reliable data.”

NDI response: These two numbers cannot be combined or compared as they come from two different tests, with two different types of respondents, measuring two different things. In the first, we are interviewing eligible citizens to see if they are on the list to measure comprehensiveness. In the second, we are looking for people *already on the list* to see if they exist in person to measure currency. As can be seen in the 2008 VRA, the numbers between comprehensiveness and currency were also different numbers, as is the case in all VRAs done around the world.

Furthermore, to clarify any misrepresentation of the audit process, the VRA was not conducted by telephone. Any unknown voters (10.4%) whom we were not able to verify in the list-to-people test, we first checked *in person* asking the village chief as well as numerous other members of the community, including pagoda leaders, police, and residents. In our *second* search/recheck, we either re-deployed observers or followed up by telephone to village chiefs for final confirmation.

Point 3:

NEC: “Furthermore, the report shows that 97% of the voters said that registry process was easy and simple, while only 1.3% that has no confidence in the registry process. According to the voters' opinions above, the quality of 2012 voter list does not have lower quality than 2008 voter list as the conclusion made by the 3 organizations.”

NDI: Again, this statement is confusing two different things. The 97% comes from questions related to voter opinion, and refers to those *who are on the registry* not all eligible citizens in the

sample, including those who are not on the registry. It is likely that if they are on the registry, they probably found the process simple. Furthermore, the opinions of citizens are not used to measure the quality of the voters list. The quality of the voters list is measured, in VRAs around the world, by a scientific examination of three key indicators -- comprehensiveness, currency/validity, and accuracy.

Point 4:

NEC requests for names.²²

NDI: Because this is a sample-based study, looking at individual cases from the research, and even addressing them, will not solve any problems for the voter registry. Furthermore, because of the confidentiality agreement we had with respondents, NDI is ethically not able to share this information. Again, this is common practice for VRAs around the world.

In 2008, names of disenfranchised voters were provided to the NEC as an extraordinary measure because the election was only one month away and the NEC would have no other means by which to enfranchise those voters. This year, however, there is more time for the NEC to take measures that could enfranchise any falsely deleted voters at the national level, not just those in NDI's sample. As stated in our recommendations, another public review and appeals period of the deletion list, for example, could offer inaccurately deleted voters another chance to participate in the election.

²² The NEC requested names of respondents of the VRA through comments to the media and letters to NDI. This was not included in their official press release on the VRA.