



## Organization of American States

# OBSERVING THE ELECTORAL PARTICIPATION OF INDIGENOUS PEOPLES AND AFRODESCENDANTS: a Manual for OAS Electoral Observation Missions

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General Secretariat of the Organization of American States (GS/OAS)  
Secretariat for Political Affairs (SPA)  
Department of Electoral Cooperation and Observation (DECO)

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American States

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# TABLE OF CONTENTS

Acknowledgements .....	7
Introduction.....	9
<b>1. Conceptual Framework</b>	
1.1. Indigenous Peoples and their Current Situation.....	11
1.2. Afrodescendants and their Current Situation.....	14
1.3. Indigenous Peoples and Afrodescendants.....	16
1.4. Legal Framework for the Protection and Promotion of the Political Rights of Indigenous Peoples and Afrodescendants.....	19
1.4.1. Rights of Indigenous Peoples and Afrodescendants Based on their Condition as Human Beings .....	19
1.4.2. International Instruments for the Elimination of Racism and Racial Discrimination .....	21
1.4.3. Rights of Indigenous Peoples and Afrodescendants for their Condition as Collective Subjects .....	23
1.5. Inclusion of Indigenous Peoples and Afrodescendants in Electoral Processes .....	25
1.6. Inclusion of Indigenous Peoples and Afrodescendants: participation as voters, candidates, and in the organization of electoral processes.....	29
1.6.1. Participation as voters.....	29
1.6.2. Participation as candidates.....	33
1.6.3. Participation of Indigenous Peoples and Afrodescendants in the Organization of Political Processes .....	40
<b>2. Methodological Framework</b>	
2.1. Criteria for electoral observation with an ethnic-racial focus.....	45
a. What to observe?.....	45
b. How to observe?.....	45
c. Sources of information and data.....	45
2.2. OAS/EOM structure and electoral observation with an ethnic-racial focus .....	47
a. Chief of Mission.....	47
b. Deputy Chief of Mission.....	48
c. General Coordinator.....	48
d. Methodologies Coordinator.....	48
e. Press Specialist.....	48
f. Regional Coordinators.....	49
g. Methodology Implementation Specialists.....	49
2.2.1. Responsibilities of Specialists in Electoral Observation with an Ethnic-Racial Focus.....	50

2.3. Conducting electoral observation with an ethnic-racial focus.....	51
2.3.1. Observation during the initial phases of the OAS/EOM.....	51
2.3.2. Observing during the OAS/EOM installation and deployment phase.....	53
2.3.3. Observation during the Final Phase of the OAS/EOM.....	55
<b>3. Tools to collect, systematize and present information</b>	
3.1. Model timetable for observing the electoral participation of indigenous peoples and afrodescendants.....	57
3.2. General form on the inclusion of indigenous peoples and afrodescendants in electoral processes.....	58
3.3. Document Checklist.....	67
3.4. Preliminary study format.....	68
3.5. Questionnaire for meetings during OAS/EOM deployment.....	69
3.6. Visit report format.....	70
3.7. Daily report format for regional coordinators.....	71
3.8. Preliminary report format.....	73
3.9. New Questionnaires on Election Day.....	74
3.10. Final report format.....	80
<b>Bibliography.....</b>	<b>81</b>

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# Introduction

The Electoral Observation Missions (EOMs) of the Organization of American States (OAS) are technical and political instruments that have been deployed in electoral processes in many countries in the Americas, over various decades. While these missions initially were symbolical mechanisms of accompaniments, they have since evolved into one of the premier mechanisms of democratic cooperation and promotion in the region. It is no coincidence that an entire chapter of the Inter-American Democratic Charter is dedicated to EOMs, establishing the baseline conditions and guarantees for their deployment as well as the mandate to report on their activities.

Since 1962, the OAS has deployed more than two hundred missions, within a variety of national and regional political contexts. The presence of these missions during periods of democratic transition as well as consolidation has transformed them into an internationally recognized instrument. At the same time, the experience acquired through mission deployment, and the institutional memory that has developed as a result, has provided the OAS with the necessary knowledge to strengthen its own observation mechanisms.

The high level of professionalization of OAS Electoral Observation Missions is the product of an evolutionary process of institutionalization and standardization that began

in the last decade with the adoption of an observation methodology based on criteria emanating from the Inter-American System of Human Rights.

At the same time, in light of issues that over the years have gained relevance from an electoral perspective, the process of professionalization has recently shifted towards the development of specific methodological instruments. These instruments facilitate the observation not just of the electoral mechanism itself, but also of those elements that influence the quality of electoral processes from a comprehensive perspective.

DECO has developed these methodologies to address three key criteria: the functioning of the electoral process, the integrity of the electoral process and political integration. In terms of the first criterion, there are methodological tools in place to observe equity in media access, electoral organization and electoral technology; a methodology to observe processes of electoral dispute resolution is currently in the development stage. As for electoral integrity, DECO has developed a tool to observe systems of political and campaign finance and will soon complete a methodology to observe issues of electoral security and malpractice. Lastly, on the issue of political integration, DECO has designed a methodology to observe the equal participation of men and women in electoral processes. The

methodology presented in this manual, to observe the electoral participation of indigenous peoples and afrodescendants, also addresses the broader issue of political integration.

The initiative to create a methodology to observe the electoral participation of indigenous peoples and afrodescendants arose from the recognition of the necessity to analyze, in a more specific and rigorous manner, the conditions in which a large part of the population in the Americas, that for centuries has been subject to exclusion and discrimination, exercise their political rights.

The starting point for this undertaking is a conscious recognition that indigenous peoples and afrodescendants historically have faced a high level of economic, social and cultural exclusion. The political arena is no exception. As a result, an extensive

collection of international instruments recognizing and protecting their rights have been developed in the past decades, which coupled with increasing State commitment aims to repair this structural discrimination.

The tool presented here constitutes a new methodology for electoral observation, which first and foremost will present technical criteria to analyze the compliance of OAS Member States with the binding obligations, both national and international, which they have ratified to guarantee the rights of indigenous peoples and afrodescendants. The ultimate goal of this tool is to allow the OAS, within the framework of its Electoral Observation Missions, to formulate recommendations to its Member States that contribute to greater political inclusion and respect for cultural diversity in all of the countries in the region.

## 1

# Conceptual Framework

## 1.1 | Indigenous Peoples and their Current Situation<sup>1</sup>

The estimated total indigenous population in Latin America and the Caribbean constitutes approximately 50 million people<sup>2</sup>, which, in regional terms, corresponds to about 10% of the total population on the subcontinent. Close to 400 linguistic groups have been identified, with Mexico, Guatemala, Peru, Bolivia and Ecuador as the countries with the highest percentages of indigenous population in the region.

Indigenous peoples have faced exclusion, domination, exploitation and discrimination in various forms. They continue to suffer high levels of poverty and enjoy limited access to justice, healthcare and education compared to the rest of the population, placing them in a situation of particular vulnerability from an economic and social perspective.

These communities operate with their own collective forms of social organization, ancestral authorities, power structures, territorial administration, religious practices

and systems of communal conflict management. Indigenous communities have a high level of organization based on the principles of common good and respect for the environment.

In 1953, the International Labour Organization (ILO) conducted a study entitled: *“Indigenous peoples: Living and Working Conditions of Aboriginal Populations in Independent Countries.”* The study analyzed the different definitions and criteria used by states and social scientists. Concluding that there is no specific and universally valid definition of indigenous peoples, the study proposed a provisional description as an “empirical orientation to identify indigenous groups in independent countries.”<sup>3</sup>

A few years later, in 1957, also within the ILO framework, Convention 107 on Indigenous and Tribal Populations in independent countries became the first international convention to regulate the living and work-

<sup>1</sup> This chapter was written by Álvaro Pop, Vice-President of the United Nations Permanent Forum on Indigenous Issues.

<sup>2</sup> United Nations Development Programme (UNDP). *Ciudadanía Intercultural: Aportes desde la participación política de los pueblos indígenas en Latinoamérica* [Intercultural Citizenship: Contributions from the political participation of indigenous peoples in Latin America]. New York, 2013, p. 20

<sup>3</sup> STAVENHAGEN, R. *Los derechos indígenas: nuevo enfoque del sistema internacional* [Indigenous Rights: a new focus of the international system], en *Revista del Instituto Interamericano de Derechos Humanos (Vol. 10)*. San Jose, Costa Rica, 1989, p. 44

ing conditions of indigenous populations in a specific and comprehensive manner. The convention applies to “members of tribal or semi-tribal<sup>4</sup> populations in independent countries whose social and economic conditions are at a less advanced stage than the stage reached by the other sections of the national community, and whose status is regulated wholly or partially by their own customs or traditions or by special laws or regulations,” as well as “members of tribal or semi-tribal populations in independent countries which are regarded as indigenous on account of their descent from the populations which inhabited the country, or a geographical region to which the country belongs, at the time of conquest or colonisation and which, irrespective of their legal status, live more in conformity with the social, economic and cultural institutions of that time than with the institutions of the nation to which they belong.”<sup>5</sup>

More than ten years later, in 1971, the United Nations (UN) published a report on racial discrimination, recommending a specific study on discrimination against indigenous populations. This report prompted the designation of a Special Rapporteur, Jose Ricardo Martínez Cobo, to carry out a study on the subject, later published in 1987.<sup>6</sup> That study proposed a definition that was much more developed than previous attempts, defining indigenous communities, peoples and nations from a general perspective, and an indigenous person from an individual perspective.

According to the study, “[i]ndigenous communities, peoples and nations are those which, having a historical continuity with pre-invasion and pre-colonial societies that developed on their territories, consider themselves distinct from other sectors of the societies now prevailing on those territories, or parts of them. They form at present non-dominant sectors of society and are determined to preserve, develop and transmit to future generations their ancestral territories, and their ethnic identity, as the basis of their continued existence as peoples, in accordance with their own cultural patterns, social institutions and legal system.”<sup>7</sup>

On the other hand, an indigenous person is defined as “...one who belongs to these indigenous populations through self-identification as indigenous (group consciousness) and is recognized and accepted by these populations as one of its members (acceptance by the group).”<sup>8</sup>

The term peoples is generally considered as synonymous with ‘ethnic’ and ‘indigenous’; the same applies to the terms ‘ethnicity’ and ‘race.’ Following Stavenhagen, while that which is indigenous can be placed within the concept of ethnic, not all that is ethnic can be considered indigenous. Indigenous can be considered a subcategory of ethnic, with the characteristics of being “native” or “original,”<sup>9</sup> given that the concept of “peoples” is recognized at an international level. For the specific case of indigenous peoples and within the framework of in-

<sup>4</sup> This convention considers a semi-tribal group as those groups of people, which although they find themselves in the process of losing their tribal characteristics, have not yet been integrated within the national community (Art.1.2).

<sup>5</sup> Article 1, Convention 107, International Labour Organization (1957)

<sup>6</sup> STAVENHAGEN, op. cit., p.

<sup>7</sup> United Nations (UN). Study of the Problem of Discrimination Against Indigenous Populations, by Special Rapporteur José R. Martínez Cobo, UN Doc. E/CN.4/Sub.2/1986/7. 1986. 70 pp.

<sup>8</sup> Ibid.

<sup>9</sup> Ibid.

ternational organizations, a consensus has been reached on the definition, deviating from the one presented by Martínez Cobo. This definition has been incorporated in the various conventions and legal instruments developed by the International Labour Organization (ILO), the Organization of American States (OAS), and the United Nations (UN), as well as in documents of indigenous organizations, such as the Constitutional Convention of the Fund for Development of the Indigenous Peoples of Latin America and the Caribbean (Indigenous Fund), which has been ratified by most of the countries in the region. (Second Ibero-American Summit of Heads of State and Governments, 1992)

Finally, in 1989, ILO Convention 169 on indigenous and tribal peoples in independent countries, was adopted as a revision of Convention 107. Its preamble states that "... the developments which have taken place in international law since 1957, as well as developments in the situation of indigenous and tribal peoples in all regions of the world, have made it appropriate to adopt new international standards on the subject with a view to removing the assimilationist orien-

tation of the earlier standards." This states is a response to the "assimilationist" way in which Convention 107 had recognized indigenous peoples with the aim of guaranteeing their survival. Indigenous peoples rejected integrationist and assimilationist theories and Convention 169 was designed specifically to remedy this. The convention states that a people are considered indigenous "on account of their descent from the populations which inhabited the country, or a geographical region to which the country belongs, at the time of conquest or colonization or the establishment of present state boundaries and who, irrespective of their legal status, retain some or all of their own social, economic, cultural and political institutions."<sup>10</sup> Furthermore, "self-identification as indigenous or tribal shall be regarded as a fundamental criterion for determining the groups to which the provisions of this Convention apply." Recognition of cultural identity and territorial rights is one of the principal claims made by indigenous peoples. Such recognition is in fact captured in the individual and collective rights expressed in international instruments, which have been gradually incorporated into national legislation.

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<sup>10</sup> Article 1, Convention 169, ILO (1989)

## 1.2 | Afrodescendants and their Current Situation<sup>11</sup>

Across the continent, the afrodescendant population is estimated at 200 million people, comprising nearly 30% of the total population in the region. Brazil has the largest afrodescendant population in the world outside of Africa, with nearly 100 million people, according to the most recent census in 2010. Regionally, Brazil is followed by the United States with 45 million, Colombia with 10 million and Haiti with nearly 10 million.

The gathering of information on the location of afrodescendant populations has been helped tremendously by censuses, increasing the visibility of these populations within in the region. The work of social movements and the requirements established by international organizations such as the Committee on the Elimination of Racial Discrimination (CERD) have been crucial in this effort, particularly through the inclusion of “black/afro” as a variable in surveys.

Prior to the regional conference that took place in Santiago, Chile in 2000 – a preliminary event to the Third World Summit against Racism, Racial Discrimination, Xenophobia and Related Intolerance in Durban, South Africa in 2001 – afrodescendants were not recognized as a collective subject on the global level. Likewise, the importance of afrodescendant populations in different countries and regions around the world was ignored. There was little knowledge regarding their contributions towards the construction of societies of which they “are part,” not to mention their potential, the problems they face, and the potential causes of and solutions to these problems.

The aforementioned regional conference in Santiago was essential to the process of recognizing afro-descendants as subjects under international law. In fact, the road to Durban was one of the defining moments in the resurgence of the Afrodescendant Social Movement in the Americas. The civil society forum, carried out in parallel to the Santiago Conference in December 2000, and dubbed the Citizen Conference against Racism, Xenophobia, Intolerance and Discrimination, proved a key event. As a result of that platform, afrodescendant leaders reached an agreement on their demands for the Santiago and Durban conferences. In the words of the various leaders who participated in the process, including Romero Rodriguez, Carlos Rosero and Jhon Anton Sanchez, “*We arrived in Santiago and Durban as blacks and came out as afrodescendants.*”

The road towards full recognition of afrodescendants continues today. In fact, the United Nations General Assembly, during its plenary session in December 2013, adopted by consensus the text of the Project Resolution A/RES/68/237 “**Proclamation of the International Decade for People of African Descent.**” The resolution commenced on January 1, 2015, under the motto “*Recognition, Justice and Development.*” In 2011, the UN proclaimed the *International Year for of Afrodescendants* under the same motto.

To date, there is no universally accepted legal definition of afrodescendants. Despite this deficiency, the concept of afrodescendants is uncontroversial on the international level. International organizations, including the United Nations and the Organization of

<sup>11</sup> This chapter was written by Pastor Murillo, Independent Member of the United Nations Committee on the Elimination of Racial Discrimination.

American States, frequently use the term. In fact, the proclamation of the *International Year of Afrodescendants* in 2011, and now “the Decade,” have ratified the concept.

At the Regional Conference in Santiago, the American States defined an afrodescendant “...as the person of African origin who lives in the Americas and in all the areas of the African Diaspora as a result of slavery, having historically been denied the exercise of their fundamental rights”<sup>12</sup>.

While the definition of afrodescendants adopted in Santiago is rather illustrative, two missing aspects must be pointed out: for one, it is unclear as to the collective character of the population; and it does not refer to migrations that took place after the transatlantic slave trade.

On the other hand, the Durban Declaration and Programme of Action did not provide an explicit definition of afrodescendants. The text, however, refers to the afrodescendant population as victims of transatlantic slave trade and colonialism.

When adopting General Recommendation No. 34 in August 2011, the United Nations Committee on the Elimination of Racial Discrimination (CERD) opted to privilege self-identification, using the Durban document as a model. The committee stipulated that “For the purposes of this general recommendation, afrodescendants are

*those referred to as such by the Durban Declaration and Programme of Action and who identify themselves as such.*” It is important to note that CERD places special value on self-identification. The Committee has repeatedly reiterated this fact upon presenting their observations to state parties in periodic reports, specifically requesting disaggregated information on the afrodescendant population.

In the region, it is generally understood that afrodescendants refer to the descendants of those who were victims of slavery. However, as the discussion on the rights of these populations has spread and bridges are constructed between the descendants of the victims of the transatlantic slave trade, Africans, and new African migrants - especially in Europe - the political and conceptual framework has begun to reflect the vision of these populations.

This leads us to look at the definition coined by anthropologist John Anton Sanchez, a scholar and activist of the Afrodescendant Social Movement, who states that: “the term “afrodescendants” refers to all of the populations and people who descended from the African diaspora in the world. In Latin America, the concept refers to the different “black” or “Afro-American” cultures that emerged from African descendants, survivors of the slave trade and commerce that took place in the Atlantic between XVI and XIX centuries.”<sup>13</sup>

<sup>12</sup> Inter-American Commission on Human Rights (IACHR). *The Situation of People of African Descent in the Americas*. Washington, D.C., 2011, p. 7

<sup>13</sup> A ANTÓN, J.; DEL POPOLO, F. *Visibilidad estadística de la población afrodescendiente en América Latina: aspectos conceptuales y metodológicos* [Statistical visibility of the afro-descendant population in Latin America: conceptual and methodological aspects]. *Afrodescendientes en América Latina y el Caribe: del reconocimiento estadístico a la realización de derechos* [Afrodescendants in Latin America and the Caribbean: from statistical recognition to attaining rights], ANTÓN, J.; BELLO, A.; DEL POPOLO, F.; PAIXAO, M.; RANGEL, M. published by the Economic Commission for Latin America and the Caribbean (ECLAC). Santiago, Chile, 2009, p.20

### 1.3 | Indigenous Peoples and Afrodescendants

In the past quarter century, international organizations have made a concerted effort to recognize the exclusion, discrimination, limitations and barriers faced by diverse population groups, both on the global and regional levels. The Inter-American system is no exception. Through a variety of bodies and mechanisms, the system has urged states to pay special attention to the human rights of indigenous peoples and afrodescendants, as well as other vulnerable groups.

In the regional conference that took place in Santiago, Chile in 2000 – a preliminary event to the Third World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance in Durban, South Africa in 2001 – the American States re-affirmed that *“the American continent cannot separate itself from its multi-racial, pluri-ethnic, multicultural, multi-linguistic and pluralist characteristics, and that the wide diversity of our societies constitutes a benefit for human coexistence and the construction of cultures of mutual respect and democratic political systems.”*<sup>14</sup> The Santiago declaration explicitly recognized that conquest, colonialism, slavery and other forms of servitude were a source of racism, racial discrimination, xenophobia and other forms of intolerance. As a result, the declaration condemned *“the injustices that were committed against indigenous peo-*

*ples, Africans and their descendants,”*<sup>15</sup> and the crimes and brutal injustices committed against those populations who were *“forced into slavery, the slave trade and other forms of servitude that today could constitute crimes against humanity.”*<sup>16</sup>

The countries of the Americas have formally recognized the value and diversity of the cultures and heritage of their indigenous peoples and afrodescendants. They have emphasized the importance of these populations to the development and political and social stability of states, as well as their contributions to cultural development and pluralism. States have also recognized the need for the participation of these populations in all aspects of society, particularly in those matters that affect them directly.

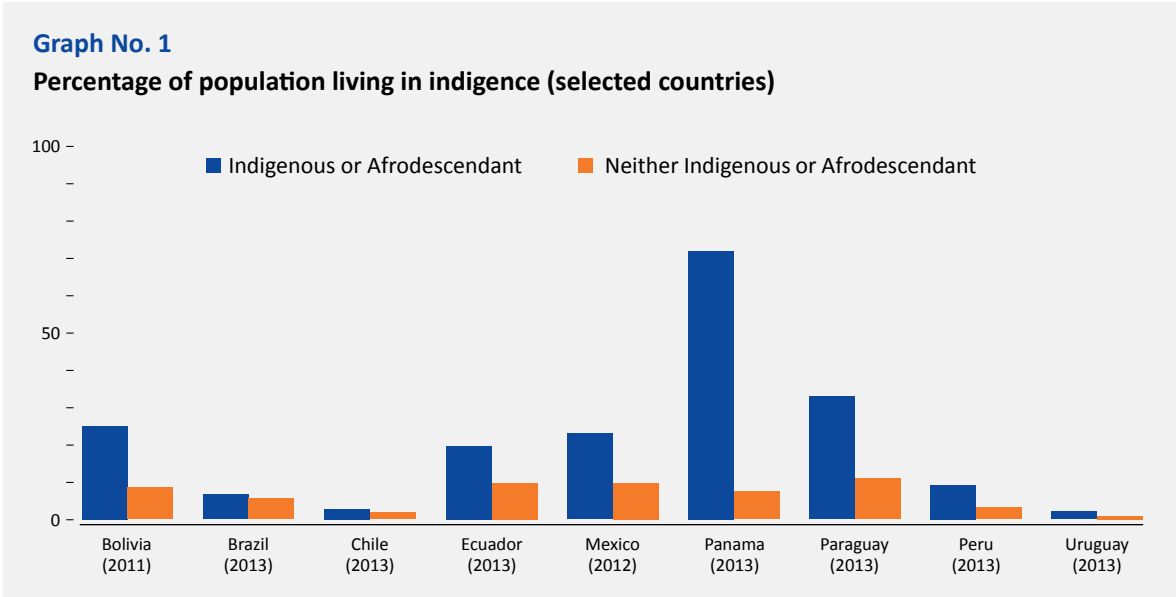
Nonetheless, indigenous populations and afrodescendants have been victims of structural discrimination. A large proportion of their population continues to live in conditions of particular vulnerability. These groups are connected through a historical context marked by violence and oppression – a consequence of colonialism and slavery – the effects of which can still be observed today. This structural discrimination is reflected today through indigence and poverty, which these groups face to a greater degree than the rest of the population.

<sup>14</sup> Declaration and Plan of Action adopted at the Regional Conference of the Americas in Santiago, Chile, p. 6. See at (Spanish Only) <http://www.oas.org/es/sla/ddi/docs/RSantiagoS.pdf>

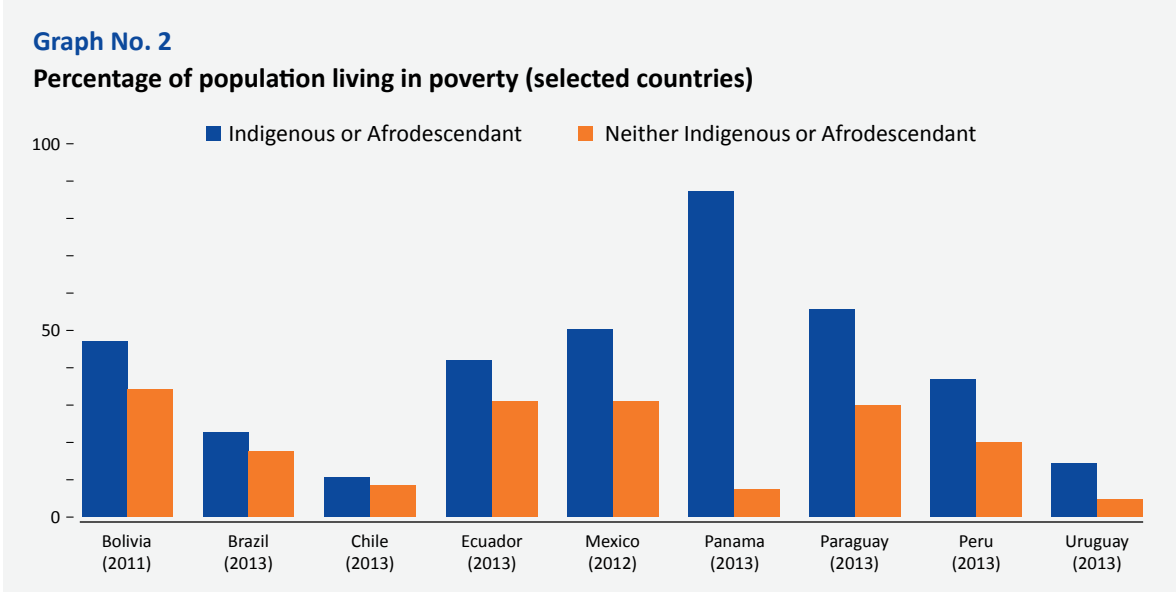
<sup>15</sup> Ibid., p. 8

<sup>16</sup> Ibid.





Source: CEPALSTAT Databased and Statistical Publications, Economic Commission for Latin America and the Caribbean.



Source: CEPALSTAT Databased and Statistical Publications, Economic Commission for Latin America and the Caribbean.

In spite of the progress made in the recognition of the individual and collective rights of indigenous peoples and afrodescendants, Graphs No. 1 and No. 2 both demonstrate the important gaps in social and economic conditions that persist between these groups and the rest of the population. This

tendency can be observed throughout the region, where indigenous and afrodescendant populations live in poverty, and in some cases in conditions of extreme poverty. This gap also applies to other areas, particularly when it comes to the exercise of political rights.

Although a large percentage of the population in many countries in the region is indigenous, these numbers do not translate into a proportionate participation in political affairs. On the contrary, indigenous populations clearly are underrepresented in public decision-making positions at all levels: executive, legislative and judicial. Underrepresentation is even more evident at the sub-national level, where there is a stark contrast between high population numbers

and limited presence in public office. The lack of presence in legislative bodies is a clear consequence of the structural discrimination faced by indigenous populations. According to data from “Political Citizenship: Voice and Citizen Participation in Latin American,” published by the United Nations Development Program, countries with large indigenous populations do not have correspondingly large representation in legislative bodies.

**Table No. 1**

**Percentage of indigenous representation in parliament compared to percentage of population**

Country	Years	Total Parliament Representatives	Percentage of indigenous representation	Percentage of population that is indigenous
Bolivia	2009-2015	130	31,5	59,0
Ecuador	2009-2013	124	5,6	35,3
Guatemala	2012-2016	158	12,0	42,8
Mexico	2012-2015	500	2,8	7,4
Peru	2011-2016	130	6,9	40,2

The situation of afrodescendants is not much different. Similarly to indigenous peoples, afrodescendants in the Americas historically have faced racism and structural racial discrimination. Today this is reflected through a large social, economic and cultural gap, originating from slavery as a

well as the racial segregation and systemic racism present in national states. Their underrepresentation in legislative bodies highlights the failure of advancements in combatting exclusion and discrimination to translate into higher levels of inclusion in political decision-making.

**Table No. 2**

**Percentage of Afrodescendants in parliamentary representation compared to percentage of population**

Country	Years	Total Parliamentary representatives	Percentage represented by afrodescendants	Percentage of afro-descendant population
Bolivia	2009-2015	584	7,4	50
Ecuador	2009-2013	268	5,22	26
Guatemala	2012-2016	137	5,8	10
Mexico	2012-2015	535	8,9	14
Peru	2011-2016	75	2,6	8

This methodology aims to contribute to OAS Member States within the aforementioned context, through electoral observation with an ethnic-racial focus. Such observation will consider the conditions that

have a differentiating effect on indigenous and afrodescendant populations as they exercise their political rights in the electoral processes in the countries of the region.

## 1.4 | Legal Framework for the Protection and Promotion of the Political Rights of Indigenous Peoples and Afrodescendants

The legal framework for the international and national protection of indigenous peoples and afrodescendants in the Americas has three dimensions: 1) *Rights derived from their condition as human beings*, as such, subjects of universal and regional instruments of human rights protection; 2) Rights recognized for the *victims of racism and racial discrimination*; and 3) *Collective*

*rights* that arise out of two circumstances: a) structural discrimination as a consequence of the prolonged effects of slavery and the transatlantic slave trade in the case of afrodescendants, and domination and exclusion in the case of indigenous peoples, and b) maintenance of certain forms of life as collectively differentiated subjects.

### 1.4.1 Rights of Indigenous Peoples and Afrodescendants Based on their Condition as Human Beings

Article 1 of the Universal Declaration of Human Rights establishes that “all human beings are born free and equal in dignity and rights. They are endowed with reason and conscience and should act towards one another in a spirit of brotherhood.” Regardless of that statement, the false beliefs of racial superiority and the categorization of people as inferior subjects persist today. Hence the existence of a wide range of regional and universal rights that seek to guarantee the practical application of the principles of equality and dignity of all people.

Among the instruments adopted by the United Nations Human Rights System, the following documents merit special mention: the Charter of the United Nations, 1945, proclaims the principle of equality in Article 1.3; the Universal Declaration of Human

Rights, 1948, establishes the same right in articles 1, 7, 16 and 23; the International Covenant on Civil and Political Rights guarantees equality in articles 3 and 26, as well as non-discrimination in articles 2, 25 and 26; the International Covenant on Economic, Social and Cultural Rights; and the Convention on the Elimination of all Forms of Discrimination against Women. Additionally, the International Convention on the Elimination of all Forms of Racial Discrimination, and the United Nations Declaration on the Rights of Indigenous Peoples are of special significance.

These and other more recent international instruments constitute a catalogue of rights, including the right to equality, to non-discrimination and the right of all individuals to participate, without distinction as

to “race”, “ethnicity” or “gender,” to name a few. equality, non-discrimination and the recognition of political rights of all citizens, support the development of this tool. The following are highlighted:

Additionally, the principal human rights instruments of the Inter-American framework, whose provisions on the subjects of

- The Charter of the Organization of American States stipulates in article 3, letter I, that “The American States proclaim the fundamental rights of the individual without distinction as to race, nationality, creed, or sex.”
- The American Declaration of the Rights and Duties of Man stipulates in its article II that “[a]ll persons are equal before the law and have the rights and duties established in this Declaration, without distinction as to race, sex, language, creed or any other factor.” Article XX establishes that “[e]very person having legal capacity is entitled to participate in the government of his country, directly or through his representatives, and to take part in popular elections, which shall be by secret ballot, and shall be honest, periodic and free.”
- The American Convention on Human Rights declares that “[t]he States Parties to this Convention undertake to respect the rights and freedoms recognized herein and to ensure to all persons subject to their jurisdiction the free and full exercise of those rights and freedoms, without any discrimination for reasons of race, color, sex, language, religion, political or other opinion, national or social origin, economic status, birth, or any other social condition.” Additionally, in article 23, the Convention recognizes the right of every citizen “a. to take part in the conduct of public affairs, directly or through freely chosen representatives; b. to vote and to be elected in genuine periodic elections, which shall be by universal and equal suffrage and by secret ballot that guarantees the free expression of the will of the voters; and c. to have access, under general conditions of equality, to the public service of his country.” Also, article 24 affirms that “[a]ll persons are equal before the law. Consequently, they are entitled, without discrimination, to equal protection of the law.”
- The Inter-American Democratic Charter stipulates that “[t]he elimination of all forms of discrimination, especially gender, ethnic and race discrimination, as well as diverse forms of intolerance, the promotion and protection of human rights of indigenous peoples and migrants, and respect for ethnic, cultural and religious diversity in the Americas contribute to strengthening democracy and citizen participation.”
- The Inter-American Convention against Racism, Discrimination and Related Forms of Intolerance stipulates in article 2 that “[e]very human being is equal under the law and has a right to equal protection against racism, racial discrimination, and related forms of intolerance in any sphere of life, public or private.” At the same time it recognizes that “[e]very human being has the right to the equal recognition, enjoyment, exercise, and protection, at both the individual and collective levels, of all human rights and fundamental freedoms enshrined in their domestic law and in international law applicable to the States Parties.”

### 1.4.2 International Instruments for the Elimination of Racism and Racial Discrimination

Indigenous peoples and afrodescendants, as well as Roma communities, migrants, persons with disabilities, women or the LGBTI community, among others, are often subject to discriminatory practices and legal norms. Such discrimination prompted the adoption of binding legal instruments that provide special protective guarantees to these groups.

The international instrument of most relevance to the issue of racial discrimination is the International Convention on the Elim-

ination of All Forms of Racial Discrimination, adopted by 1965 by the United Nations General Assembly, and entered into force in 1969. This convention, adopted by all of the states in the Americas, is particularly relevant as the first binding instrument adopted by the United Nations and ratified by 177 countries. The Committee for the Elimination of Racial Discrimination (CERD) is the body that monitors compliance with the Convention. Racial discrimination is defined in Article 1 of the Convention, as follows:

*“Article 1*

- 1. In this Convention, the term “racial discrimination” shall mean any distinction, exclusion, restriction or preference based on race, colour, descent, or national or ethnic origin which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise, on an equal footing, of human rights and fundamental freedoms in the political, economic, social, cultural or any other field of public life.*
- 2. This Convention shall not apply to distinctions, exclusions, restrictions or preferences made by a State Party to this Convention between citizens and non-citizens.*
- 3. Nothing in this Convention may be interpreted as affecting in any way the legal provisions of States Parties concerning nationality, citizenship or naturalization, provided that such provisions do not discriminate against any particular nationality.*
- 4. Special measures taken for the sole purpose of securing adequate advancement of certain racial or ethnic groups or individuals requiring such protection as may be necessary in order to ensure such groups or individuals equal enjoyment or exercise of human rights and fundamental freedoms shall not be deemed racial discrimination, provided, however, that such measures do not, as a consequence, lead to the maintenance of separate rights for different racial groups and that they shall not be continued after the objectives for which they were taken have been achieved.”*

Within the Inter-American System it is important to highlight the Inter-American Convention against Racism, Racial Discrimination and Related Forms of Intolerance, and the Inter-American Convention against all Forms of Discrimination and Intolerance, adopted by the Organization of American States in 2013.

For the adoption of the Inter-American Convention against Racism, Racial Discrimination and Related Forms of Intolerance, the OAS bore in mind that *“although the fight against racism and racial discrimination was brought to the forefront in an earlier international instrument, the 1965 International Convention on the Elimination of All Forms of Racial Discrimination, the rights set forth therein must be reaffirmed, developed, improved, and protected, in order to consolidate in the Americas the democratic content of the principles of legal equality and nondiscrimination.”*<sup>17</sup>

The OAS Convention provides added value that transcends the mere re-affirmation of the United Nations Convention on the subject. It is important to note article 9, according to which *“[t]he States Parties undertake to ensure that their political and legal systems appropriately reflect the diversity within their societies in order meet the legitimate special needs of each sector*

*of the population, in accordance with the scope of this Convention.”* Of no less importance are the explicit references to indigenous peoples and afrodescendants as well as the mechanisms to safeguard their collective rights. The convention considers *“that the victims of racism, racial discrimination, and other related forms of intolerance in the Americas are, inter alia, people of African descent, indigenous peoples, and other racial and ethnic groups or minorities, or groups that by reason of their lineage or national or ethnic origin are affected by such manifestations.”*

In consonance with the UN Convention against Racism, which requires special measures, the OAS instrument also explicitly obliges states parties to adopt these measures, referring to them as affirmative actions, the term most frequently used in the Americas. At the same time, the OAS is aware of the modern forms of propagation of racism, and therefore engages states parties to combat such practices within all media, including the internet.

Another added value provided by the OAS Convention is the explicit definition of the concepts of indirect racial discrimination, multiple discrimination and racism. Article 1 defines these in the following terms:

<sup>17</sup> Organization of American States (OAS). *American Convention on Human Rights (Pact of San Jose)*. San Jose, Costa Rica, 1969.

- “...2. Indirect racial discrimination shall be taken to occur, in any realm of public and private life, when a seemingly neutral provision, criterion, or practice has the capacity to entail a particular disadvantage for persons belonging to a specific group based on the reasons set forth in Article 1.1,<sup>18</sup> or puts them at a disadvantage, unless said provision, criterion, or practice has some reasonable and legitimate objective or justification under international human rights law.*
- 3. Multiple or aggravated discrimination is any preference, distinction, exclusion, or restriction based simultaneously on two or more of the criteria set forth in Article 1.1, or others recognized in international instruments, the objective or result of which is to nullify or curtail, the equal recognition, enjoyment, or exercise of one or more human rights and fundamental freedoms enshrined in the international instruments applicable to the States Parties, in any area of public or private life.*
- 4. Racism consists of any theory, doctrine, ideology, or sets of ideas that assert a causal link between the phenotypic or genotypic characteristics of individuals or groups and their intellectual, cultural, and personality traits, including the false concept of racial superiority.”*

The issue of identifying victims of discrimination provoked a widespread debate within the OAS and prompted the simultaneous adoption of an additional instrument, the Inter-American Convention against all Forms of Discrimination and Intolerance. This Convention recognizes that: *“Discrimination may be based on nationality; age; sex; sexual orientation; gender identity*

*and expression; language; religion; cultural identity; political opinions or opinions of any kind; social origin; socioeconomic status; educational level; migrant, refugee, repatriate, stateless or internally displaced status; disability; genetic trait; mental or physical health condition, including infectious-contagious condition and debilitating psychological condition; or any other condition.”*

### **1.4.3 Rights of Indigenous Peoples and Afrodescendants for their Condition as Collective Subjects**

The study of the rights of indigenous peoples and afrodescendants requires a different focus than that employed for the study of individual universal rights. One

must address the dimension of collective rights, traditionally recognized in the context of indigenous peoples, though not normally applied to afrodescendants.

<sup>18</sup> Article 1.1. Racial discrimination shall mean any distinction, exclusion, restriction, or preference, in any area of public or private life, the purpose or effect of which is to nullify or curtail the equal recognition, enjoyment, or exercise of one or more human rights and fundamental freedoms enshrined in the international instruments applicable to the States Parties.

Racial discrimination may be based on race, color, lineage, or national or ethnic origin.

(Organization of American States (OAS). *Inter-American Convention against Racism, Racial Discrimination and Related Forms of Intolerance*. Washington, D.C., 2013.)

The notion of collective rights is based on the customary rights of ethnic groups, and involves the norms and practices that have traditionally guided behavioral patterns within these communities.

Over the past few decades, as a result of processes of social integration, states and communities have had to address directly these dispositions within their national laws. These provisions have formalized legal rights that in the past present no controversy, such as the right to land or natural resources, including water, among others.

Essentially, the new judicial standards aim to safeguard the collective identity of ethnic groups, understood as *“an implicitly shared state of consciousness of individuals, who recognize and express their belonging to a category of persons, or a community that takes them in.”*<sup>19</sup>

One of the main legal frameworks on collective rights is the ILO Convention 169 on Indigenous and Tribal Peoples, which also applies to the afrodescendant population, as some national legislations and courts have ruled, such as that of Colombia. The aforementioned right can be deduced from article 1.a of the Convention, which applies to *“tribal peoples in independent countries whose social, cultural and economic conditions distinguish them from other sections of*

*the national community, and whose status is regulated wholly or partially by their own customs or traditions or by special laws or regulations.”*

The United Nations Declaration on the Rights of Indigenous Peoples recognizes that *“indigenous peoples have the right to the full enjoyment, as a collective or as individuals, of all human rights and fundamental freedoms as recognized in the Charter of the United Nations, the Universal Declaration of Human Rights and international human rights law.”* In terms of politics, the Declaration states that *“indigenous peoples have the right to maintain and strengthen their distinct political, legal, economic, social and cultural institutions, while retaining their right to participate fully, if they so choose, in the political, economic, social and cultural life of the State.”*

As collective groups, indigenous peoples and afrodescendants share the condition of being victims of structural discrimination relative to the rest of the national population, which manifests itself in various spheres, including social, cultural and economic. Both groups also share differentiating characteristics from “the others” due to their particular ways of interacting with the world and with nature, this being part of the reason why they are recognized as ethnic groups.<sup>20</sup>

<sup>19</sup> HERRERO, J. Identidad Colectiva y Grupos Étnicos [Collective Identity and Ethnic Groups], 2002, available at <http://www-01.sil.org/training/capacitar/antro/identidad.pdf>

<sup>20</sup> **Nadel** - An ethnic group is a closed group, whose members are selected based on the belief that they have common ancestors, assuming therefore that they are of the same parentage. **Paul Mercie** - An ethnic group is an arbitrary and contingent reality, which surfaces due to migrations and contacts. **Meyer Fortes** - An ethnicity is a group of humans living in the same place, who agree on having more in common than their neighbors, and therefore they are different from them. **Max Weber** - Ethnic groups are human groups that based on their habits (habitus) come to the subjective belief of a shared origin.



## 1.5 | Inclusion of Indigenous Peoples and Afrodescendants in Electoral Processes

Article 2b of the OAS Charter establishes the promotion and consolidation of representative democracy as one of the essential goals of the organization. Under these terms, in resolution 1080 on Representative Democracy, product of the 21<sup>st</sup> regular session of the General Assembly, the States declare that *“representative democracy is the regional form of government and its effective exercise, consolidation and constant improvement are shared priorities.”* On the other hand, the Inter-American Democratic Charter establishes in article 6 that *“[i]t is the right and responsibility of all citizens to participate in decisions relating to their own development. This is also a necessary condition for the full and effective exercise of democracy. Promoting and fostering diverse forms of participation strengthens democracy.”*

The Conceptual Manual for Electoral Observation of the Organization of American States furthers a concept of democratic elections based on fundamental rights enshrined within the legal instruments of the Inter-American system. Democratic elections are defined by compliance with four basic conditions: elections must be inclusive, meaning that all citizens must be effectively trained to exercise their right to vote, complying with the concept of the universal equitable vote and the effective use of the right to vote; elections must be clean, which must be reflected in the integrity of voter preferences and the exact registry of these preferences; elections must be competitive, meaning that there must be alternatives in

electoral options, implying the right to run for public office and a basic set of guarantees for an electoral campaign; and finally, there must be a regime of elected public officials, selected through periodic elections, with the necessary guarantee that electoral results are irreversible.

In terms of the exercise of political rights, the aforementioned definition and its subsequent attributes require that indigenous peoples and afrodescendants enjoy the same rights and opportunities to *“to take part in the conduct of public affairs (...), to vote and to be elected in genuine periodic elections, which shall be by universal and equal suffrage and by secret ballot that guarantees the free expression of the will of the voters, and to have access, under general conditions of equality, to the public service of his country”*.<sup>21</sup> According to the Inter-American Court of Human Rights *“the right and the opportunity to vote and to be elected enshrined by article 23.1.b of the American Convention, are exercised regularly in periodic, authentic elections, which are carried out through equal and universal voting, through a secret vote, which guarantees the freedom of expression of electors’ preferences.”*<sup>22</sup>

The methodology presented here provides indicators to observe the inclusion of indigenous peoples and afrodescendants in electoral processes. These indicators are disaggregated based on the rights to elect, to be elected and to access to the public

<sup>21</sup> Article 23, American Convention on Human Rights

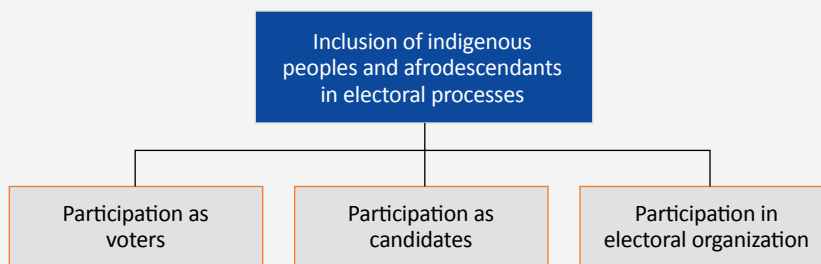
<sup>22</sup> Case of Castañeda Gutman vs. United States of Mexico, par. 149

functions of one's country. Specifically, the objective is to observe inclusion on three levels: as voters, as candidates, and within the organization and administrative aspects of an electoral process. The ultimate purpose is to determine whether indigenous peoples and afrodescendants face obstacles when exercising their right to vote; whether there are barriers or limitations that impede their ability to compete for elected office in conditions of equality; and to understand if

these groups enjoy the same opportunities to participate in the organization of electoral processes. The above considerations are put forward without prejudice and armed with an understanding that the exercise of political rights is not limited to the power to vote, be elected and access public office. The full exercise of political rights involves the guarantee of a series of other rights and liberties enshrined within international and regional human rights instruments.

**Figure No. 1**

**Inclusion attribute: electoral participation of indigenous peoples and afrodescendants**



The right to elect, be elected and access public office are basic recognitions that must guide the involvement of indigenous peoples and afrodescendants in the political lives of their respective countries. This refers to the individual expression of every person, whose universally recognized rights must be respected, protected and guaranteed by the States, under the principles of equality and non-discrimination. As per international human rights instruments, if such a complement of rights is not enjoyed, legislative measures or other necessary actions must be implemented to ensure the effectiveness of these rights.<sup>23</sup> As indigenous peoples and afrodescendants enjoy better conditions to

exercise these rights, political participation will continue to expand in the countries of the Americas.

However, the structural discrimination faced by indigenous peoples and afrodescendants is evident through the political underrepresentation of these groups. Any measure to counter this reality must take into consideration that further inclusion of indigenous peoples and afrodescendants in political life, should not be exclusively focused on the rights to elect, to be elected and to access public office. Such measures must also recognize their traditions and cultures, and the collective expression of their

<sup>23</sup> Article 2, American Convention on Human Rights.

rights. Strengthening democracy and citizen participation is closely linked to the elimination of all forms of discrimination and to the respect of ethnic and cultural diversity. The Inter-American Democratic Charter states that “the elimination of all forms of discrimination, especially gender, ethnic and race discrimination, as well as diverse forms of intolerance, the promotion and protection of human rights of indigenous peoples and migrants, and respect for ethnic, cultural and religious diversity in the Americas contribute to strengthening democracy and citizen participation.”<sup>24</sup> The need to eliminate all forms of discrimination and to respect ethnic and cultural diversity has been reinforced by the enactment of the Inter-American Convention against Racism, Racial Discrimination and Related Forms of

Intolerance, which, in article 9, encourages states parties to take on the responsibility to “ensure that their political and legal systems appropriately reflect the diversity within their societies in order meet the legitimate needs of all sectors of the population...”

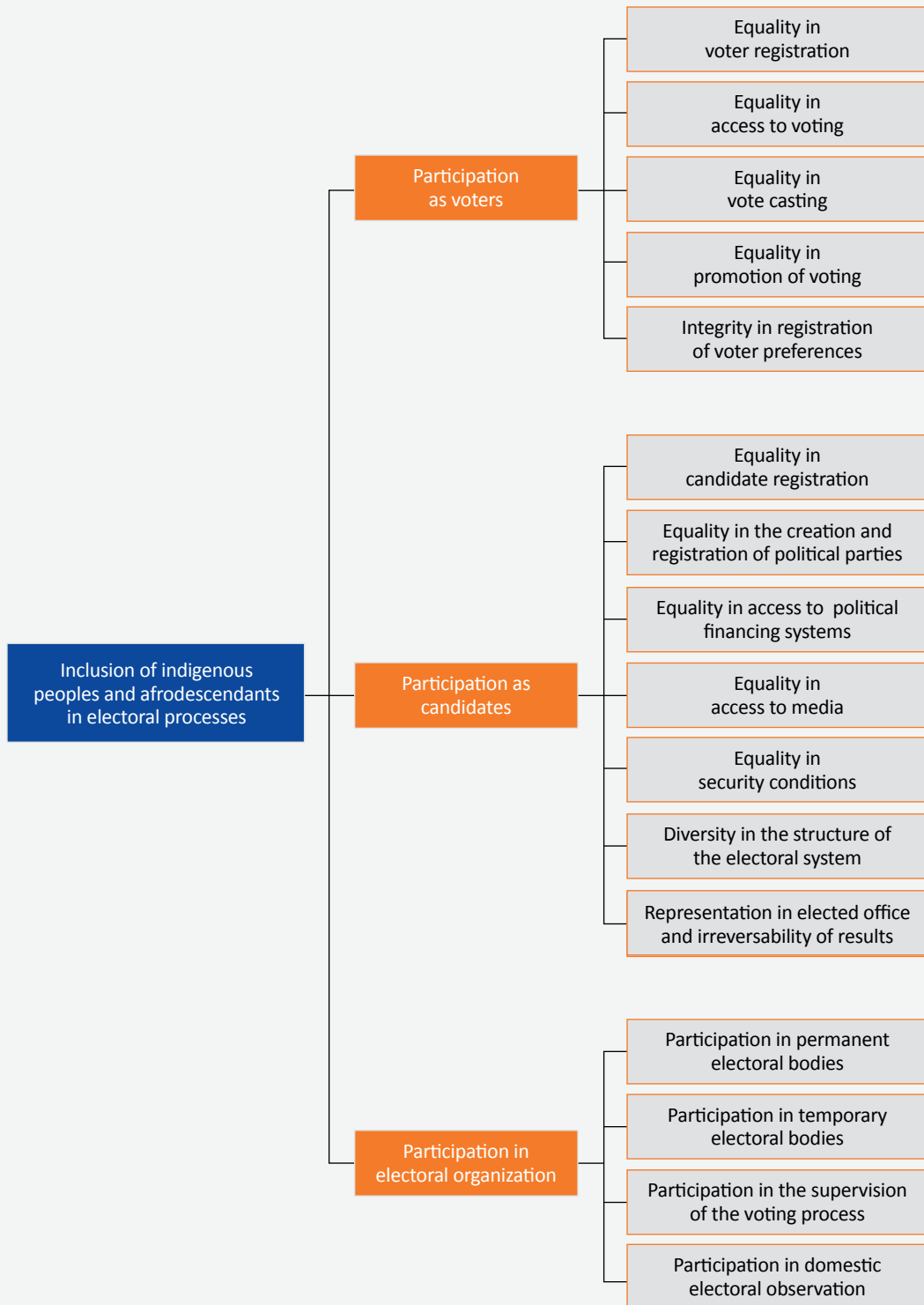
Based on the previous elements, this methodology proposes a model of electoral observation that adopts a differential focus, which will analyze the exercise of electoral-political rights from the ethnic-racial dimension, based on the protection of human rights of indigenous peoples and afrodescendants, with full compliance with the principles of equality and non-discrimination, and respecting the ethnic and cultural diversity of our continent.

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<sup>24</sup> Article 9, Inter-American Democratic Charter.

Figure No. 2

Indicators on the inclusion of indigenous peoples and afrodescendants in electoral processes

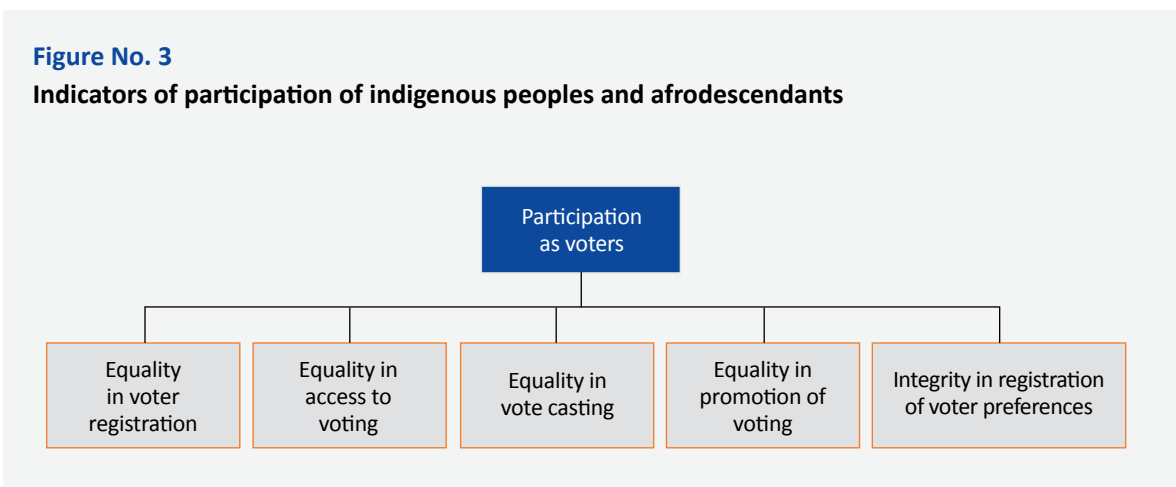


**1.6 | Inclusion of Indigenous Peoples and Afrodescendants: participation as voters, candidates, and in the organization of electoral processes**

**1.6.1. Participation as voters**

The right to elect within the framework of periodic and authentic elections based on universal, equal and secret suffrage implies that every elector is properly informed to exercise their right to vote under equal conditions. From an ethnic-racial perspective, this means evaluating the conditions that ensure full exercise of the right to vote

of indigenous peoples and afrodescendants: equality in voter registration and in the procurement of the required credentials to vote, in the access to voting centers on election day, during the voting process, when it comes to the promotion of voting, and finally, equality in the registry of voter preferences.



**Indicator #1**  
**Equality in voter registration**

A basic prerequisite for participation in electoral processes is proper voter registration. When applying an ethnic-racial focus, laws must guarantee equality for indigenous peoples and afrodescendants in access to voter credentials and the voter registration process, and also ensure the absence of barriers or limitations, whether physical, economic, cultural, legal or administrative, that impede equality in the registration process. Barriers may include the absence of iden-

tity documents or difficulties in traveling to complete the required paperwork, or in relation to the cost of obtaining or renewing voting credentials. Another important limitation is language, given that normally all services involving documentation and emission of credentials, are carried out in Spanish or Portuguese (or any other official language) and not in indigenous languages.

Often times, the distance between urban centers and the areas where large populations of indigenous peoples and sometimes afrodescendants reside, constitutes an addi-

tional obstacle to the completion of the required administrative processes for incorporation in the electoral registry. As a result, it is necessary to observe whether state institutions, particularly electoral management bodies, implement programs that facilitate access to voter registration and the emission of identification documents, so that indigenous peoples and afrodescendants can be incorporated on the voters list.

At the same time, one must consider whether these barriers or limitations affect men and women in a differential fashion, in order to ascertain whether gender is an additional mediating factor affecting the participation of indigenous peoples and afrodescendants.

Population censuses and statistical samples are valuable tools for quantifying the number of people who identify as indigenous or afrodescendants, and who see themselves as part of a specific people or identified with a given *"ethnonym."*<sup>25</sup> Electoral observation must consider this information to compare the level of incorporation on the voters list with the total population, and verify that the registration and document emission processes incorporate cultural and linguistic dimensions.

Lastly, the preparation of an electoral roll must provide citizens with mechanisms to dispute any arbitrary omissions or errors that impede their inclusion on the list of registered voters. Observation with an ethnic-racial focus should also pay attention to the opportunities, both administrative and legal, afforded to indigenous peoples and afrodescendants to safeguard their right to voter registration with the designated au-

thorities, and protect their legitimate right to inclusion in the voters list.

### Indicator #2

#### Equality in access to voting

Throughout the region, indigenous peoples and afrodescendants tend to reside in rural areas or away from the main urban centers. In many cases this reality involves more than just geographic distance, but also isolation. Implementing an ethnic-racial focus requires observing whether voting centers are accessible to these populations, and in more extreme cases, if there are tools or measures in place for voters in difficult-to-access areas. The location of voting centers, the presence of access routes and available transportation, may result in barriers to equal exercise of the right to vote, resulting in de facto discrimination against people living in certain areas. One must also take into consideration that equality of access to voting implies that people can vote in the polling places closest to their places of residence.

Equality in voting access can also be evaluated on the basis of factors other than geography and economy. Access is also affected by political, social, or even military phenomena, when large percentages of a population are displaced during an armed conflict or a humanitarian crisis, for example; such a situation generates objective conditions that limit the exercise of the right to suffrage. Even intra-urban phenomena can be a factor. Observation with an ethnic-racial focus evaluates whether such phenomena affect indigenous peoples or afrodescendants in a differential fashion, and if so, the measures or programs put

<sup>25</sup> "It is the proper name of an ethnicity, an ethnic group, a tribe, or a people." UNTERMANN, J. *Los Etnonimos de la Hispania antigua y las lenguas prerromanas de la Península Ibérica [Ancient Hispania ethnonyms and pre-roman languages of the Iberian Peninsula]*. Complutum, 1992. <http://revistas.ucm.es/index.php/CMPL/article/viewFile/CMPL9292120019A/30057>

in place by national institutions to ensure their right to vote, including the observation of security measures implemented to allow suffrage, for example. Particular attention should be paid to potential gaps in access to voting between indigenous and afrodescendant women compared to men. It is important to analyze whether gender is a factor that exacerbates vulnerability and exclusion, resulting for example, in a lower proportion of indigenous or afrodescendant women voting compared to men, in areas subject to armed conflict or humanitarian crises.

Equality of access also requires that everyone have the necessary information to effectively exercise their right to vote. As a result, it is important to observe the mechanisms employed by electoral institutions to disseminate information on where and how to vote. Given that language can be an important barrier preventing indigenous people from accessing information on voting processes and electoral options, one must assess whether or not electoral authorities, political parties and related institutions carry out information campaigns in indigenous languages and dialects. Attention should also be paid to the manner in which such information is transmitted to indigenous peoples and afrodescendants, especially in rural areas.

As with equality in registration, it is important to determine whether there are mechanisms in place to contest errors or arbitrary omissions that could impede suffrage. In the case of equality in voting access, one should verify that indigenous peoples and afrodescendants have the possibility to address situations in which their assigned voting center is not the closest geographically to their residence, which in

practice may constitute a discriminatory administrative measure.

### Indicator #3

#### Equality in vote casting

Equality in voter registration and access to voting does not necessarily translate to equality in the emission of one's vote. Equality in vote casting implies that indigenous peoples and afrodescendants are able to exercise their right to vote under the same conditions as the rest of the population. To this end, one should observe the percentage of indigenous and afrodescendant population that effectively cast a ballot in the observed election, preferably disaggregating the results by incorporating variables such as gender, age and geographic location. In terms of geography, it is particularly relevant to distinguish between observation in urban and rural areas, in order to understand whether there is a related participation gap, and differentiate observation by areas or regions, thus identifying any participation gaps resulting from belonging to certain populations or geographic zones. The observation of these potential barriers may simply clarify the limitations identified through the indicators on voter registration or access, but may also point to structural exclusion related to economic, political, social or cultural conditions. Specifically, a lower percentage of voter turnout compared to the rest of the population can reveal specific barriers to suffrage. Nonetheless, any data analysis must not ignore the fact that low voter turnout may also reflect a voluntary decision to not take part in the process of public decision-making offered by the state apparatus.<sup>26</sup>

Equality in vote casting should not only be observed through the collection of data

<sup>26</sup> United Nations (UN). *United Nations Declaration on the right of indigenous peoples*. New York, 2007.

on voter turnout. It must also consider the actual act of voting. An ethnic-racial focus must involve analysis of the ballot to determine whether it can be easily understood and whether its content allows the voter to clearly distinguish for whom he or she is voting. For example, the lack of a logo or photograph could limit one's ability to vote in cases where the voter is only able to recognize their preference through an image, because he or she does not know the name of the candidate or simply cannot read. On the other hand, language itself can create a barrier for those who are monolingual in an indigenous or afrodescendant language.

In addition to the characteristics of the ballot, to observe equality in vote casting requires determining whether voters adequately understand the voting system and how to register their preferences on the ballot. This is of particular concern in rural areas, where information and electoral training are often lacking. A larger percentage of null or blank votes in areas with a high concentration of indigenous or afrodescendant populations, could be related to, among other factors, a lack of understanding as to the ballot or inadequate electoral training. Collecting this information would facilitate the analysis of gaps associated with race or ethnicity when it comes to equality in vote emission.

#### **Indicator #4**

##### **Equality in the promotion of voting**

The concept of democracy rests, in part, on the capacity of citizens to contribute to public opinion. It is therefore imperative that every person be equipped with sufficient knowledge to exercise their right to vote in a free and informed manner. In terms of equality in the promotion of voting, the ethnic-racial focus in observation

looks at the existence of policies, programs, activities and campaigns focused on indigenous or afrodescendant populations, aimed at incentivizing or promoting suffrage. To this end, observation must evaluate whether there is information that allows the identification of different languages and locations where these populations reside. With this information, one can observe the existence of focused campaigns, such as, for example, voting promotion initiatives in languages spoken by indigenous peoples or afrodescendants.

When observing equality in the promotion of voting, one should also consider administrative and logistical factors: the nature of materials, their levels of dissemination and the times when such activities are carried out, among other factors. Substantive factors, such as policies, programs, activities and campaigns, merit attention as well. With respect to the latter, it is particularly interesting to observe the existence of voting promotion processes that aim to tackle ethnic and racial discrimination.

While the responsibility for carrying out these types of activities largely falls on public entities, the involvement of political parties, civil society and media outlets should also be observed, with an eye towards evaluating how this involvement contributes to equality of conditions and non-discrimination for indigenous and afrodescendant populations when voting.

#### **Indicator #5**

##### **Integrity in recording of voter preferences**

Observing integrity in recording the preferences of indigenous and afrodescendant voters entails examining possible limitations to the exercise of free and secret suffrage, as well as possible external pressures resulting



from violence, manipulation, or vote-buying. Equality in registration, access to voting, vote casting and promotion of voting do not guarantee the right to elect when pressure, coercion, threat or violence prevents free and secret voting.

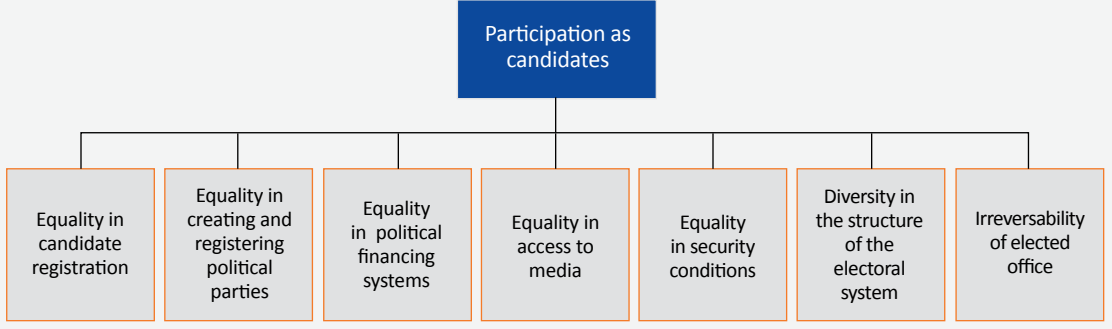
Observation with an ethnic-racial focus combines the observation of the above-mentioned factors in order to determine the level to which these practices exist on both individual and collective levels among afrodescendant and indigenous communities.

**1.6.2 Participation as candidates**

Various international instruments recognize the right of all persons to be elected to public office in periodic, authentic elections, carried out through universal and equal suffrage through a secret vote, guaranteeing freedom of expression of electoral preferences. This right implies the ability

to present one’s candidacy at various levels of popular elections. The application of an ethnic-racial focus aims to observe those factors that affect conditions of equity in electoral campaigning for indigenous and afrodescendant candidates who aspire to elective office.

**Figure No. 4**  
**Indicators of participation of indigenous peoples and afrodescendants as candidates**



**Indicator #1**  
**Equality in candidate registration**

In order to present one’s candidacy, one must comply with a number of legal requirements, specified by the legal framework of each country. Additionally, potential candidates must complete certain administrative procedures to officially register as such. Equality in candidate registration implies observing that neither the legal requirements nor the necessary administrative procedures creates barrier to the presentation of

candidacies for elected office by indigenous peoples or afrodescendants. International law, however, does recognize the legitimacy of certain restrictions for candidacy, such as age or nationality. The American Convention on Human Rights establishes criteria for the regulation of this and other rights. Restrictions must be objective and reasonable. Some restrictions that may seem objective and reasonable on the surface may effectively constitute discrimination; for example, requirements associated with presenting a high number of electors to support a

candidacy, or related to levels of education. There may even be pecuniary conditions for registration. In summary, one should observe that there are no restrictions that imply practical discrimination against the effective access of indigenous and afrodescendant candidates to elected office.

One element that can endanger equality in candidate registration is the requirement that candidates be nominated by political parties. This requirement can particularly affect indigenous peoples and afrodescendants, who may prefer independent candidacies or whose traditions may involve a different type of organization. The Inter-American Court on Human Rights has declared that “there is no provision in the American Convention that allows it to be established that citizens can only exercise the right to stand as candidates to elected office through a political party. The importance of political parties as essential forms of association for the development and strengthening of democracy are not discounted, but it is recognized that there are other ways in which candidates can be proposed for elected office in order to achieve the same goal, when this is pertinent and even necessary to encourage or ensure the political participation of specific groups of society, taking into account their special traditions and administrative systems, whose legitimacy has been recognized and is even subject to the explicit protection of the State.”<sup>27</sup>

Finally, equality in candidate registration should also consider the level of participation of indigenous and afrodescendants as members of political parties within electoral lists. Observation with an ethnic-racial fo-

cus should verify the number of indigenous and afrodescendant candidates presented by the parties and assess whether or not these groups encounter clear and transparent mechanisms that permit equality in competition for elected office. The analysis must also consider any existing gaps between indigenous and afrodescendant women and men.

#### **Indicador #2**

#### **Equality in the creation and registration of political parties**

Participation in political life is closely related to the freedom of association and the opportunity to create and participate in political parties. The right to be elected is directly linked to political organizations, which are formed with the objective of participating in elections and gaining access to power. The Inter-American Democratic Charter states in article 5 that “the strengthening of political parties and other political organizations is a priority for democracy.” Additionally, the United Nations Human Rights Committee stated in general comment No. 25 that “the right to freedom of association, including the right to form and join organizations and associations concerned with political and public affairs, is an essential adjunct to the rights protected by article 25”<sup>28</sup> of the International Covenant on Civil and Political Rights.<sup>29</sup>

Equality in the creation and registration of political parties implies that indigenous peoples and afrodescendants enjoy the same opportunities to create political parties as any other group of people. Aside from participating through the existing po-

<sup>27</sup> Inter-American Court on Human Rights, Yatama Case, p. 89

<sup>28</sup> United Nations (UN). *International Covenant on Civil and Political Rights: General Comment approved by the Human Right Committee with a correction to paragraph 4 of article 4 of the International Covenant on Civil and Political Rights*. New York. 1996.

<sup>29</sup> Article 25, Office of the High Commissioner for Human Rights (OHCHR). *International Covenant on Civil and Political Rights*.

litical parties, they should have the possibility of competing in electoral processes by forming their own political organization free from discrimination at the time of registration or formation. Theoretically, there is no reason to assume that the process of creating and registering a political party would be different for different populations, since everyone must follow the same set of rules. However, these very rules may be discriminatory towards indigenous peoples and afrodescendants, compared to the rest of the population. For example, requiring a party to register in various regions or departments of the country impedes the opportunities for those populations that are only located in one or a few particular areas. A similar obstacle is created by the requirement to register a large number of supporters, which might cause a strong disproportionality compared to the population or the number of registered voters.

As a result, it is important to observe whether the legal framework contains any dispositions whose application could result in any type of discrimination against indigenous peoples or afrodescendants, limiting their participation in political parties that have an indigenous or afrodescendant vocation. Furthermore, if the legal framework is restrictive on the subject of political party formation, it is important to determine whether alternative mechanisms exists, such as “movements,” which being less formal and involving less restrictive formation requirements, could facilitate the participation of indigenous peoples and afro-descendants in electoral competition.

### Indicator #3

#### Equality in political financing systems

Equality in political financing systems implies observing the way that indigenous and afrodescendant populations are able to access public financing sources that will allow them to conduct an electoral campaign in which they compete on a level playing field with the rest of the candidates. Campaign financing systems are key determinants of equity and access to power. Campaign finance “affects equal opportunity among the candidates in an election since (...) asymmetries in access to campaign resources have an impact on equity in exercising the right of access to power.”<sup>30</sup>

The issue needs to be observed with three distinct criteria. Firstly, in the case of independent candidacies, one should observe whether there are public financing mechanisms in place for such candidates, and if so, evaluate the barriers that impede indigenous or afrodescendant candidates from accessing these resources. As per the ruling by the Inter-American Court on Human Rights, mentioned in the previous section, the role of political parties as essential institutions of democracy must not be disregarded. However, there are other forms of nominating candidates, some of which take on particular importance for the representation of specific societal groups. Within this context, the financing of independent candidates is a fundamental guarantee that indigenous and afrodescendant candidates are able to participate in equal conditions with other competitors for public office.

<sup>30</sup> Organización de los Estados Americanos (OEA). *Observando los Sistemas de Financiamiento Político-Electoral: Un Manual para las Misiones de Observación Electoral de la OEA.*, p. 12

Secondly, as regards indigenous or afrodescendant candidacies within political parties, the existence of so-called direction mechanisms should be observed, as a variable of direct or indirect public financing. These mechanism can promote equity for these candidacies in electoral competition. The direction mechanism can be established in electoral legislation or by political parties themselves. In cases in which no such mechanisms exist, it is important to observe if in practice, indigenous and afrodescendant candidates are able to access party public financing, whether direct or indirect, in conditions of equality. In the case of indirect public financing, observation should pay special attention to opportunities for media access afforded to indigenous and afrodescendant candidates, relative to other candidates within the given political party.

Thirdly, as regards candidates from political parties with an indigenous or afrodescendant vocation, one should observe whether these organizations enjoy equitable access to public resources, relative to other political parties. To this end, the OAS methodology on observing political-electoral financing systems sets out two fundamental elements applicable to the observation of the participation of indigenous peoples and afrodescendants with relation to public financing: distribution mechanisms and delivery mechanisms. The former refers to the criteria used to distribute direct or indirect public funds among candidates, which may consider electoral strength and the participation of small and new parties. This latter is especially important in cases in which indigenous peoples and afrodescendants constitute an electoral minority. The

delivery mechanism refers to the procedure that determines when parties receive public financing, direct or indirect. The political finance methodology states that “systems in which public financing is delivered before elections may have a greater impact on equity in electoral races.” As a result, the delivery mechanism is a crucial element in evaluating whether political parties with an indigenous or afrodescendant vocation are able to access public funding in conditions of equality, considering that these are generally parties with the least financial security and the lowest electoral projections.<sup>31</sup>

#### Indicador #4

##### Equality in media access

Media pluralism is a cornerstone of all democratic systems, and a prerequisite for citizens to be able to exercise their right to suffrage in a free and informed manner. For this to happen, candidates need to be able to access the media, in order to promote their proposals to the electorate, participate in debates and publicize their campaign activities. Observation with an ethnic-racial focus should verify whether indigenous and afrodescendant candidates are permitted the necessary space in print media, radio, and television to allow them to compete on a level playing field with the rest of the candidates. The OAS Methodology for Media Observation during Elections<sup>32</sup> defines electoral equity in terms of media observation as “balanced coverage that allows candidates to present their political platforms, defend their visions and present their electoral campaigns, with news pieces that do not contain bias in the description of the information.”<sup>33</sup>

<sup>31</sup> Ibid.

<sup>32</sup> Organization of American States (OAS). *Methodology for Media Observation during Elections: a Manual for OAS Electoral Observation Missions*.

<sup>33</sup> Ibid., p. 6

Evaluation of this indicator requires observation of media access for indigenous and afrodescendant candidates, as well as the coverage provided to political parties with an indigenous or afrodescendant vocation. For the former, it is necessary to evaluate whether candidates are able to participate in debates, if their proposals are covered, and whether their campaign activities are publicized. As for the latter, it must be determined whether media outlets collect information about the party and its campaign platform. In both cases, equality of access to media also involves observing the potential existence of propaganda against indigenous or afrodescendant candidacies or against parties with indigenous or afrodescendant vocations. Such propaganda may constitute a justification for racial hate or incite violence or any other similar illegal action against them; these should be prohibited by law, as per article 1, No. 5 of the American Convention on Human Rights.

#### **Indicator #5**

##### **Equality in security conditions**

Indigenous peoples and afrodescendants are often more vulnerable than the rest of the population. They are exposed to racism and racial discrimination, which in many cases translates into hate, violence and threats based on ethnicity or race. Indigenous and afrodescendant candidates may be exposed to greater risks to their personal security during an electoral process. From the point of view of equality in security, observation implies verifying whether the security of all candidates and their campaign activities is guaranteed during the electoral process, and if state authorities consider the situation of indigenous peoples and afrodescen-

dants in the development of security plans for electoral processes.

Observation with an ethnic-racial focus requires verifying that indigenous and afrodescendant candidates are not subject to threats or physical or psychological attacks, or any other coercive or intimidating action, be it for political reasons or elements related to racism or racial discrimination. While this indicator is designed in relation to candidates, observation should also consider the environment surrounding the candidate, including family members and campaign teams. At the same time, observation with an ethnic-racial focus must verify that indigenous or afrodescendant candidates are not arbitrarily arrested or detained by state authorities within the framework of the electoral process.

#### **Indicator #6**

##### **Diversity in the structure of the electoral system**

An electoral system determines “the rules through which electors can express their political preferences, and which allow the conversion of votes into parliamentary seats (in the case of parliamentary elections) or into government positions (in the case of elections for president, governor, mayor, etc.)”<sup>34</sup> In general terms, electoral systems fall into two categories: majority representation and proportional representation.<sup>35</sup> Not every system, however, can be easily classified under these categories. Each electoral system has its own particularities.

Observation with an ethnic-racial focus evaluates whether the electoral system in question promotes the representation of

<sup>34</sup> NOHLEN, D. *Gramática de los Sistemas Electorales: Una Introducción a la Ingeniería de la Representación.*, p. 3.

<sup>35</sup> *Ibid.*, p. 17

indigenous peoples and afrodescendants in elected office at various levels. Firstly, it is necessary to distinguish between different types of elections, which are typically conducted with different systems. Secondly, one should observe whether each system in itself promotes or impedes access to elected office. Thirdly, it is important consider the existence of affirmative action measures, such as quotas, that ensure a certain level of representation of indigenous peoples or afrodescendants. Finally, one must observe whether the cumulative effects of the aforementioned elements promote a long-term and sustainable representation of indigenous peoples and afrodescendants in public office.

The nature of an electoral system depends on a variety of technical factors, which in combination produce certain political effects. In terms of the representation of indigenous peoples and afrodescendants, each of these elements may have either positive or negative effects. Dieter Nohlen groups these elements into four areas: the conformation of electoral districts, the voting format, the conversion of votes into seats, and legal barriers.<sup>36</sup> In terms of electoral districts, their size and geographical distribution result in different opportunities for accessing public office. As for voting format, there is a difference between direct voting for individual candidacies or voting carried out through party lists. In the latter case, lists may be open, closed or blocked. If the lists are blocked, the number of preferences that a voter is allowed to register can influence the results. In the case of converting votes into seats, the possibility of accessing

public office depends on the existence of a majority or proportional formula. If it is the former, then one should distinguish between simple or absolute majority. For the latter, one must take into consideration the conversion formula, which is typically determined by a divisor or quotient.<sup>37</sup> Finally, legal barriers or formal thresholds, i.e. the “minimum level of support which a party needs to gain representation,”<sup>38</sup> may affect the level of exclusion of indigenous peoples or afrodescendants.

One must also consider whether there are affirmative action measures that have been established to promote access of indigenous peoples and afrodescendants to elected office. These measures can take a variety of forms. Firstly, there can be special quotas for indigenous and afrodescendant candidacies that parties must respect when presenting their slate of candidates. These can be party-specific quotas, in which the rules are laid out by internal statutes and the parties themselves ensure compliance. Quotas can also be established in legal instruments that regulate the electoral process, such as the constitution, electoral code, or political party law, among others. In that case, responsibility for verifying compliance with the quotas rests with the electoral body. Generally, legal sanctions are applied to those political organizations that present candidate lists that do not comply with the quotas.

Secondly, one should observe the existence of placement mandates. In the case of blocked lists, such mandates require political parties to place minority candidates in specific places within the list, in order to promote their election.

<sup>36</sup> Ibid. p. 7

<sup>37</sup> Ibid., p. 13

<sup>38</sup> Institute for Democracy and Electoral Assistance (IDEA). *Electoral Systems Design: the New International IDEA Handbook*. p. 83

Finally, observation must consider the existence of reserved seats, which are intended to guarantee a minimum representation of indigenous peoples or afrodescendants within public decision-making spaces.

The effects of each electoral system on the electoral participation of indigenous peoples and afrodescendants should be carefully analyzed. For example, quotas for indigenous or afrodescendant candidates seem like a mechanism that will contribute to political participation. However, such quotas could also weaken communities that, accustomed to other participation mechanisms, may end up infighting or distancing themselves from other members of these groups. For this reason, this is a component that should be analyzed according to the specific context and reality faced by indigenous peoples and afrodescendants in the observed country.

#### **Indicator #7**

##### **Representation in elected positions and the irreversibility of electoral results**

The final indicator for the observation of the participation of indigenous and afrodescendants as electoral candidates refers to levels of achieved representation and the irreversibility of electoral results. As for the former, electoral observation with an eth-

nic-racial focus requires an evaluation of the number of indigenous or afrodescendant candidates elected in the observed electoral process, including the gender distribution among those elected.

Additionally, it is important to distinguish those cases where the election of indigenous or afrodescendant candidates resulted from affirmative action measures, such as quotas or reserved seats. On the other hand, one should also observe whether political parties with an indigenous or afrodescendant vocation achieved representation within elected bodies. With information on both candidacies and political parties, one can verify whether the representation of indigenous peoples and afrodescendants increased relative to previous electoral processes.

In terms of the second element, the irreversibility of electoral results, one should observe that elected indigenous and afrodescendant candidates effectively assume the positions for which they are elected, and that they do not face pressure, threats or instructions to resign their positions. For example, in the case of quotas or reserved seats, elected candidates could face pressure from political parties for whom they have competed to yield their position to someone with more party connections.

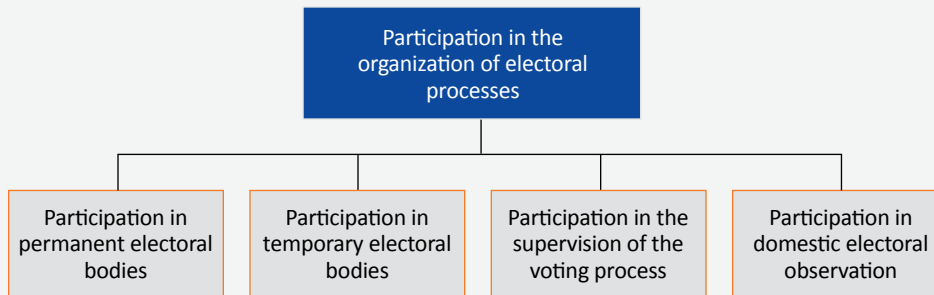
### 1.6.3 Participation of Indigenous Peoples and Afrodescendants in the Organization of Political Processes

The inclusion of indigenous peoples and afrodescendants in electoral processes extends beyond the rights to elect and be elected. Observation must also consider the right of access to public functions. Electoral observation with an ethnic-racial

focus implies observing the participation of indigenous peoples and afrodescendants in the different stages of organization of electoral processes. Likewise, attention must be paid as to what degree electoral bodies adopt an intercultural focus.

**Figure No. 5**

**Indicators for the participation of indigenous peoples and afrodescendants in the organization of electoral processes**



#### **Indicator #1**

##### **Participation in permanent electoral bodies**

In general terms, the countries of the Americas operate with permanent electoral bodies. They are either organized under a unified system in which the same entity organizes elections and imparts electoral justice, or one in which two distinct bodies carry out these tasks independently. Rather than being concerned with the composition, functions and responsibilities of these bodies, observation with an ethnic-racial focus implies observing the degree to which indigenous peoples and afrodescendants are represented in the public institutions that organize elections or impart electoral justice. It is therefore important to observe whether the

indigenous and afrodescendant diversity of the country is reflected in the staff of each organization, both at the level of maximum authority and among management and administrative personnel.

Additionally, one should observe whether ethnic and cultural diversity is reflected in the policies and programs of the institutions responsible for electoral organization and electoral justice. This means verifying whether these bodies have adopted an intercultural focus that considers the realities of indigenous peoples and afrodescendants in the adoption of decisions that directly affect these groups.

Finally, measuring participation in permanent electoral bodies means observing



the existence of specific departments within these institutions that work on the inclusion of indigenous peoples and afrodescendants. To this end, one should analyze the resources, competencies and impact of such departments, and ultimately their ability to promote a vision that respects and promotes racial and ethnic diversity in electoral processes.

### **Indicator #2**

#### **Participation in temporary electoral bodies**

Temporary electoral bodies are those whose functions are limited to the electoral period. Among these are polling stations, as well as municipal, provincial and departmental election boards that do not have permanent functions. In this regard, the adoption of an ethnic-racial focus implies observing that indigenous peoples and afrodescendants are properly represented within the structures of these temporary bodies, particularly in areas where these groups constitute a significant proportion of the population. Participation in these institutions is fundamental to ensuring that ethnic and racial diversity is properly reflected in those geographical areas where indigenous peoples and afrodescendants form part of the population. Additionally, it is important to analyze whether important positions are filled by indigenous or afrodescendant people, either as assigned members or presidents of voting centers and polling stations.

Participation in temporary electoral bodies should be accompanied by timely and relevant training on pertinent responsibilities. Trainers with knowledge of specific

native languages are needed in some cases. Training materials must be prepared with similar considerations. Observation with an ethnic-racial focus must also verify that indigenous and afrodescendant people have been properly trained and that relevant tools or materials have been distributed.

### **Indicator #3**

#### **Participation in the supervision of the voting process**

An electoral process should be subject to oversight and supervision. Political parties, the media, civil society, among others, should constantly scrutinize the process. These actors can play a key role in solving or improving elements of the elections, in promoting transparency on Election Day, and contributing to the improvement of future processes.

Participation in entities that supervise elections is also an important indication of the greater inclusion of indigenous peoples and afrodescendants in electoral processes. As a result, an ethnic-racial focus means observing whether there are norms that promote the participation of indigenous peoples and afrodescendants as representatives or scrutineers on Election Day. Additionally, one should verify whether indigenous peoples or afro-descendants face legal, administrative or other types of obstacles, which could limit or impede their accreditation as party representatives or scrutineers.

Finally, observation should consider whether the indigenous peoples or afrodescendants tasked with these functions have received proper training and if this training was done in their native languages, when applicable.

**Indicator #4****Participation in domestic electoral observation**

In addition to supervision of the voting process, the role of civil society is another important element to consider on the subject of electoral organization. Civil society groups continue to play an important role in the fight for the rights of indigenous peoples and afrodescendants, at national and international levels. For this reason, the role of civil society in the electoral process is fundamental to the full respect of ethnic and racial diversity and promoting inclusion. Participation in electoral processes through

domestic electoral observation contributes to electoral transparency. Through the ethnic-racial focus, one should observe whether there are domestic electoral observation groups that promote inclusion of indigenous peoples and afrodescendants among their participants, and if they incorporate ethnic-racial variables in their electoral observation.

Additionally, participation in domestic electoral observation implies observing the existence of indigenous or afro-descendant domestic electoral observation groups, and the evaluation of any legal or administrative barriers to their function.

**Table No. 3****Matrix of Indicators for the inclusion of indigenous peoples and afrodescendants in electoral processes: participation as voters**

Attribute		Indicator	Variables
Inclusion of indigenous peoples and afrodescendants in electoral processes	Participation as voters	Equality in voter registration	<ul style="list-style-type: none"> <li>• Distribution of credentials</li> <li>• Electoral registry</li> </ul>
		Equality in access to voting	<ul style="list-style-type: none"> <li>• Accessibility conditions</li> <li>• Information mechanisms</li> </ul>
		Equality in vote casting	<ul style="list-style-type: none"> <li>• Voting system</li> <li>• Information mechanisms</li> <li>• Level of participation</li> </ul>
		Equality in promotion of voting	<ul style="list-style-type: none"> <li>• Policies, programs, activities or campaigns to promote the right to vote</li> </ul>
		Integrity when registering voter's preferences	<ul style="list-style-type: none"> <li>• Free and secret suffrage</li> </ul>

**Table No. 4****Matrix of Indicators for the inclusion of indigenous peoples and afrodescendants in electoral processes: participation as candidates**

Attribute		Indicator	Variables
Inclusion of indigenous peoples and afrodescendants in electoral processes	Participation as candidates	Equality in candidate registration	<ul style="list-style-type: none"> <li>• Legal and administrative requirements</li> <li>• Internal competition mechanisms</li> <li>• Measures of affirmative action within political parties</li> </ul>
		Equality in creating and registering political parties	<ul style="list-style-type: none"> <li>• Legal and administrative requirements</li> <li>• Alternative participation mechanisms</li> </ul>
		Equality in political finance systems	<ul style="list-style-type: none"> <li>• Access to public financing</li> <li>• Management mechanisms</li> <li>• Distribution and delivery mechanisms</li> </ul>
		Equality in media	<ul style="list-style-type: none"> <li>• Access for candidates</li> <li>• Access for political parties</li> <li>• Racism or ethnic-racial discrimination</li> </ul>
		Equality in security conditions	<ul style="list-style-type: none"> <li>• Security in the electoral campaign</li> <li>• Threats or violence</li> </ul>
		Diversity in the structure of the electoral system	<ul style="list-style-type: none"> <li>• Elements of the electoral system</li> <li>• Affirmative action measures</li> </ul>
		Representation in elected office and irreversibility of results	<ul style="list-style-type: none"> <li>• Composition of elected positions</li> <li>• Effective transition into elected office</li> </ul>

**Table No. 5****Matrix of Indicators for the inclusion of indigenous peoples and afrodescendants in electoral processes: participation in the process of electoral organization**

Attribute		Indicator	Variables
Inclusion of indigenous peoples and afrodescendants in electoral processes	Electoral organization process	Participation in permanent electoral bodies	<ul style="list-style-type: none"> <li>• Composition of the electoral body</li> <li>• Internal departments</li> <li>• Policies and programs</li> </ul>
		Participation in temporary electoral bodies	<ul style="list-style-type: none"> <li>• Composition of temporary electoral bodies</li> <li>• Member training at temporary electoral bodies</li> </ul>
		Participation in the supervision of the voting process	<ul style="list-style-type: none"> <li>• Composition of party representatives</li> <li>• Training of party representatives</li> </ul>
		Participation in domestic electoral observation	<ul style="list-style-type: none"> <li>• Composition of domestic electoral observation groups</li> <li>• Indigenous or afrodescendant missions of electoral observation</li> </ul>



## 2

# Methodological Framework

## 2.1 | Criteria for electoral observation with an ethnic-racial focus

### a. What to observe?

This manual provides a series of theoretical and methodological tools to observe the electoral participation of indigenous peoples and afrodescendants in electoral processes. It considers those aspects that promote participation in relation to the concept of democratic elections, and can be applied to any electoral process.

Electoral observation with an ethnic-racial focus evaluates those conditions that directly or indirectly affect the inclusion of indigenous peoples and afrodescendants in the electoral process. This methodology focuses on the norms, public institutions (their composition, policies and programs), practices and structural aspects (social, economic and cultural) that affect the full exercise of political rights by indigenous peoples and afrodescendants within an electoral framework, as well as the respect and promotion of diversity as an essential component of the plurality of our societies.

### b. How to observe?

Taking into consideration indicators established in the previous chapter, electoral observation with an ethnic-racial focus consists of researching and evaluating the variables found in the *matrix of indicators* (Tables No. 3, 4 and 5) in order to

determine the degree to which indigenous peoples and afrodescendants are included in electoral processes. This evaluation is carried out through a review of the laws and norms of the observed country, its relevant institutions (their composition, policies and programs), and other practices and structural aspects that affect the political-electoral participation of indigenous peoples and afrodescendants.

During the deployment of an OAS Electoral Observation Mission (OAS/EOM), the evaluation of these indicators is divided among different members of the Mission. Mainly, the methodology will be implemented by a group of specialists, who are principally responsible for collecting the necessary data, in conjunction with core group specialists, regional coordinators and observers, who are responsible for observing the situation in the areas to which they are deployed, thus providing a broader perspective on the national level.

### c. Sources of information and data

Collecting information for electoral observation with an ethnic-racial focus is the responsibility of EOM members, particularly the specialists implementing the methodology. To systematically collect information, special report formats have been devel-

oped, which will be completed by specialists and regional coordinators. These forms consist of a series of questions derived from the variables to be observed, in order to guide data collection.

To respond to these questions, information should be collected from primary and secondary sources. Primary sources include first-hand unprocessed information, such as original documents, interviews and journals, among others. Secondary sources are those that contain processed or analyzed information, for example, analytical reports, books or encyclopedias.

In this case, primary sources should be consulted to respond to questions regarding the regulatory framework: laws, regulations, resolutions, manuals, party statutes or by-laws, and any other document that forms part of the country's legal framework. Secondary sources, on the other hand, consist of any other document that studies or analyzes current norms or legal reform proposals, for example.

In order to respond to questions regarding institutions (their structure, programs and policies), the main sources of information are internal documents that regulate institutional functions (statutes, regulations, procedure manuals, among others.) This information should be complemented with information obtained by OAS/EOM specialists

from representatives of these institutions during the deployment phase of the mission.

Other sources that will also be used to collect information on indicators, are analytical reports on the situation of indigenous peoples and afrodescendants. Generally, these documents are produced by civil society organizations, international organizations, think tanks and universities.

The methodology contemplates the collection of both objective and subjective information. Objective information is that which can be supported by numbers; for example, the percentage of indigenous or afrodescendants that self-identify as such and who present themselves on a specific list of candidates, or the number of indigenous or afrodescendants who carry out a particular function within an electoral institution. Information is considered subjective when obtained through opinions or impressions of the different actors in the process. This information normally is collected through meetings or by analyzing information obtained before or during observation.

OAS/EOM specialists will always look to respond to questions on indicators with objective and verifiable data, and will only use subjective data in a complementary manner to analyze or contextualize obtained information.

## 2.2 | OAS/EOM structure and electoral observation with an ethnic-racial focus<sup>39</sup>

Developing a methodology for electoral observation with an ethnic-racial focus requires changes within the structure of an observation mission. The main modification to the current observation structure is the incorporation of subject-matter specialists that collect pertinent information to verify indicators, and that coordinate necessary observation components.

Methodology specialists will be responsible for collecting information, analyzing observations, and training other OAS/EOM members on topics relevant to the objective proposed in this manual. The team of specialists, which will become part of the Mission's core group, will include two people, a specialist on indigenous peoples and a specialist on afrodescendants. Depending on the population of the observed country, it is possible that only one of the two topics will be observed, meaning that only the relevant specialist will be part of that mission. For example, in countries where there is a significant proportion of an indigenous population but few or no afrodescendants, it may be best to only include a specialist on indigenous peoples, who will observe the subject following the guidelines of this methodology.

When it is possible to deploy both specialists to observe the participation of indigenous peoples and afrodescendants in an electoral process, they will implement the methodology in its entirety before, during and after mission deployment. These spe-

cialists will also be responsible for producing the deliverables required by the methodology.

The Core Group, whose members and functions are defined in the *Manual for OAS Electoral Observation Missions*<sup>40</sup> and other observation methodologies,<sup>41</sup> should collaborate with the specialists to complement their observation work and their data collection efforts. The responsibilities of each member of the Core Group with regard to electoral observation with an ethnic-racial focus are detailed below:

**a. Chief of Mission:** The Chief of an OAS/EOM is appointed by the Secretary General and is preferably someone external to the Organization. He or she is responsible for all of the public work of the mission, as the only person authorized to make public declarations. During meetings with core group specialists, the Chief of Mission is informed of all the different aspects observed by the mission. Specialists in the methodology on electoral observation with an ethnic-racial focus should inform the Chief of Mission about the exercise of indigenous and afrodescendant political rights within the electoral process, specifically addressing the attributes described in this methodology. The Chief of Mission is responsible for the public announcement of the key findings from the implementation of this methodology and of the most relevant recommendations on this subject during public appearances: press

<sup>39</sup> To learn all of the specific functions of EOM members, see: Organization of American States. *A Manual for OAS Electoral Observation Missions*: [http://www.oas.org/en/spa/docs/Manual\\_Misiones\\_publicado\\_en.pdf](http://www.oas.org/en/spa/docs/Manual_Misiones_publicado_en.pdf)

<sup>40</sup> Ibid.

<sup>41</sup> See OAS/DECO Methodologies on Gender and Financing: [http://www.oas.org/en/spa/deco/pro\\_metodo.asp](http://www.oas.org/en/spa/deco/pro_metodo.asp)

conferences, interviews with the media, presentation of reports to the Permanent Council, among others.

**b. Deputy Chief of Mission:** This position is assigned by the Director of the Department for Electoral Cooperation and Observation (DECO), and is responsible for supervising all of the work carried out by the Core Group. He or she is responsible for drafting the reports presented by the Chief of Mission, and should incorporate the findings and recommendations made by specialists that implement the methodology for observation with an ethnic-racial focus.

It is also the responsibility of the Deputy Chief of Mission to present the list of possible international observers and regional coordinators in the mission. In that sense, it is his or her responsibility to include indigenous and/or afrodescendant participants in the OAS/EOM, as core group specialists, regional coordinators and observers.

**c. General Coordinator:** This position is responsible for organizing the training of mission participants and the deployment of regional coordinators and observers. He or she is the liaison between international observers and regional coordinators, the OAS/EOM headquarters and the different members of the core group. The general coordinator is appointed by the DECO director, from among the department's specialists.

The general coordinator also serves as the liaison between the specialists implementing the ethnic-racial observation methodology and the regional coordinators and observers. In their periodic reports to the Mission, EOM participants should include information on the political participation of indigenous peoples and afrodescendants in the regions in which they are deployed. This

information should be based in the matrix of indicators in this manual.

**d. Methodologies Coordinator:** Appointed by the DECO director, this coordinator is responsible for assisting the various methodology specialists of the core group in the collection of documents, the coordination of meeting agendas during deployment in the host country and for representing the OAS/EOM by accompanying specialists to some of their meetings. He or she is the liaison between the specialists and the Deputy Chief of Mission. The methodologies coordinator is responsible for reviewing all of the material prepared by methodology specialists and submitting them to the Deputy Chief of Mission.

It is the responsibility of the methodologies coordinator to arrange meetings among the different OAS/EOM specialists, in order to exchange relevant information, and share their observation reports. Such exchange will promote information-sharing among the different methodology specialists and identify potential synergies between observed topics: access to media, gender, political-electoral financing, among others.

**e. Press Specialist:** This person is responsible for implementing the communication strategy of the OAS/EOM. He or she convenes press conferences, coordinates interviews for the Chief of Mission, and supports the Chief of Mission in the drafting of press releases. To this end, the press specialist will organize findings from core group specialists to help define the message conveyed by the OAS/EOM in its public pronouncements. The press specialist must therefore receive observation findings from the specialist implementing the electoral observation methodology with an ethnic-racial focus in a timely manner.



**f. Regional Coordinators:** Regional coordinators are assigned by the Deputy Chief of Mission and approved by the DECO director. These are experienced international observers, who have proven themselves in previous missions. Regional coordinators are deployed to previously defined regions or provinces and responsible for coordinating the work of an assigned team of international observers. Regional coordinators report directly to the general coordinator of the mission on the activities carried out in their region during deployment, and on specific observations of the electoral process. In countries in which the observation methodology with an ethnic-racial focus is implemented, coordinators will be deployed in areas with a high concentration of indigenous peoples or afrodescendants.

The daily report that regional coordinators draft and submit to the general coordinator will contain specific questions on the exercise of political rights by indigenous peoples and afrodescendants. Their role of regional coordinators is fundamental, by permitting the collection and contrasting of information from different regions of the host country as well as the direct observation of the different problems faced by indigenous peoples and afrodescendants relating to the electoral process. During the training of regional coordinators, specialists on the observation methodology with an ethnic-racial focus will present the tool and explain the different indicators and information that must be collected.

**g. Methodology Implementation Specialists:** DECO currently operates with various specialized electoral observation methodologies and is in the process of developing new ones. Some of the topics observed by these methodologies are particularly relevant to specialists in the observation methodology on the electoral participation of indigenous peoples and afrodescendants. Of particular importance are the following: the methodologies to observe media coverage in electoral campaigns, gender equity and political-electoral financing.<sup>42</sup> Overall, the combination of information collected through these methodologies will be vital for the comprehensive analysis of the participation of indigenous and afrodescendant peoples, by identifying the different factors that influence the participation of these groups, thereby permitting better conclusions and recommendations. For example, combining information from the gender equity methodology with this manual will allow for a more in-depth analysis of the gaps that exist between the exercise of political rights by indigenous or afrodescendant women and the rest of the population, and help identify possible situations of multiple discrimination experienced by indigenous or afrodescendant women.

Close coordination between different methodology specialists and the continuous exchange of information is of the utmost importance, in order to collect all of the information required by the indicators presented in this manual.

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<sup>42</sup> Ibid.

### 2.2.1 Responsibilities of Specialists in Electoral Observation with an Ethnic-Racial Focus

As members of the core group, specialists are responsible for collecting information and presenting findings and recommendations aimed at promoting the inclusion of indigenous peoples and afrodescendants in electoral processes. Specialists are also responsible for advising the other core group members on the subject matter. They have the following specific responsibilities:

- Develop a work plan and present it to the methodologies coordinator, who will then present it to the deputy chief of mission.
- Coordinate and carry out all of the necessary steps to implement the electoral observation methodology with an ethnic-racial focus, in coordination with the methodologies coordinator.
- Collect and systematize information necessary to evaluate the variables in the matrix of indicators.
- Draft the preliminary study on the political-electoral participation of indigenous peoples and afrodescendants in the host country.
- Prepare and carry out a country visit within the framework of the Electoral Observation Mission, in coordination with the methodologies coordinator.
- Coordinate and carry out meetings with other core group specialists, with collaboration from the methodologies coordinator.
- Coordinate and carry out meetings with key actors in the country, with collaboration from the methodologies coordinator.
- Participate in any other meetings indicated by the OAS/EOM Chief and deputy chief.
- Inform the OAS/EOM Chief and deputy chief about the relevant aspects of electoral observation with an ethnic-racial focus.
- Complete the corresponding forms, following the criteria described in this manual.
- Organize and carry out training sessions for regional coordinators and observers on incorporating an ethnic-racial focus in OAS electoral observation.
- Systematize information collected by regional coordinators, through daily reports completed as part of their work within the Mission.
- On the day before the election, present a preliminary report containing the most relevant information on the electoral participation of indigenous peoples and afrodescendants in the observed electoral process, in order to disseminate the information in OAS/EOM press releases, interviews with the Chief of Mission, and OAS/EOM press conferences.

- Deploy to areas with a high level of indigenous and afro-descendant populations on the day of elections, in case this is deemed pertinent and time allows, to observe the electoral process in these areas.
- Draft a final report with data and findings from electoral observation, which should include specific recommendations to strengthen political-electoral participation of indigenous peoples and afrodescendants in the electoral processes in the host country.
- Sign and comply with the Code of Conduct for International Electoral Observers.
- Carry out any other functions assigned by the DECO Director.

## 2.3 | Conducting electoral observation with an ethnic-racial focus

### 2.3.1 Observation during the initial phases of the OAS/EOM

The initial phase begins when a Member State requests that the OAS General Secretariat deploy an Electoral Observation Mission and concludes when the mission is installed in the host country. During this period, the following steps should be completed by the specialists in electoral observation with an ethnic-racial focus:

#### Step 1

##### Design and approval of work plan

Once specialists are assigned by the director of the DECO, they must design a work plan, which should then be approved by the Mission's methodologies coordinator.

#### Step 2

##### Drafting of a Preliminary Study

The goal of drafting a preliminary study is to conduct an initial evaluation of the electoral participation of indigenous peoples and afrodescendants, before deployment within the host country. This evaluation should include analysis of international

instruments ratified by the state in which the OAS/EOM is to be deployed, as well as the national legal framework. The study will provide specialists and other members of OAS/EOM with a general analysis of the conditions faced by indigenous peoples and afrodescendants in the exercise of their political rights, as well as their geographic location within the host country. The document should be descriptive, and if possible, focus on previous electoral processes mentioned in past Electoral Observation Mission reports.

To develop the preliminary study, specialists should collect documents, systematize information and draw up the text. The first step is to select documents that contain information on the relevant regulatory framework. This information should be complemented by information on current practices (see *Document Checklist* format). The preliminary study should be written based on the *Preliminary Study Format*, which can be found in the section on "Tools for collecting, systematizing and presenting information."

### Step 3

#### General form

The general form is a tool to capture the most important information on electoral observation with an ethnic-racial focus. The way in which information is accumulated and the actual dynamics of the OAS/EOM implies continuously completion of these forms.

These forms should be completed according to the instructions found in the *general form on inclusion of indigenous peoples and afrodescendants in electoral processes* (tool 3.2). This process should begin immediately after presenting the preliminary report. This step includes the following activities:

- a) The study and classification of information collected to date, mainly through the preliminary study (including review of documents used for drafting this document).
- b) Selection of useful information to answer questions from the form.
- c) Capturing information in the form.

### Step 4

#### Preparation of a Work Plan in the OAS/EOM host country

Prior to the installation of the OAS/EOM, the specialists in electoral observation with an ethnic-racial focus should prepare a work plan with all of the meetings to be conducted in the host country and the technical aspects that will be addressed in these meetings. The work plan will be completed with support from, and in coordination with, the methodologies coordinator. Planning the agenda involves developing a proposal of all the relevant sources of information on the exercise of political rights by

indigenous peoples and afrodescendants in the observed country. This information is necessary for the completion of the matrix of indicators. Once the meeting agenda is approved by the Deputy Chief of Mission, the methodologies coordinator will provide support with arranging meetings. Some of the actors that should be included in the agenda are:

- **Electoral Bodies:** specifically, departments or individuals that work in promoting the political rights of indigenous peoples and/or afrodescendants.
- **Political Parties and Organizations:** mainly indigenous and afrodescendant candidates. Interviews with staff or areas that oversee indigenous and afrodescendant populations should also be included.
- **Governmental Institutions (ministries, secretariats, sub-secretariats, and others) and civil society organizations:** institutions that work in areas related to the promotion of political rights of indigenous peoples and afrodescendants should be prioritized.
- **Academic institutions and think tanks:** mainly those that conduct research on indigenous and afrodescendant populations.
- **International organizations or institutions with branches in the host country:** mainly those that have financed projects or initiatives to promote the rights of indigenous peoples and afrodescendants.

Some institutions and actors on the meeting agenda will coincide with those of other core group specialists. When there are specialists on both indigenous peoples and afrodescendants, they should coordinate meetings that are useful for both and allow

the flexibility to schedule meetings of individual interest to each specialist.

The organization of technical aspects involves the development of three documents:

- 1) **Institutional Profiles:** a brief description of the responsibilities and policies of each institution, specifically those that relate to the political participation of indigenous peoples and afrodescendants. In the case of the electoral body and political parties, the description should include a brief analysis of the structure as well as the mission or statutes of the organization, and how these relate (or not) to the promotion of the political participation of indigenous and afrodescendant people.
- 2) **Tools** listed in section “Tools for collecting, systematizing and presenting information” to be used in the meetings, es-

pecially the *meeting questionnaires and document checklist*.

- 3) **List of texts** that could not be accessed during the preliminary study, and that need to be requested directly with the authorities during on-site meetings.

#### Step 5

#### Preparing the Presentation for Regional Coordinators and/or International Observers

Finally, during the initial stages of the OAS/EOM, specialists in the implementation of this methodology should prepare a presentation for the training of regional coordinators. This presentation should contain the most important information relating the indicators relevant to the methodology, with the aim of contextualizing the political-electoral participation of indigenous peoples and afrodescendants in the host country.

### 2.3.2 Observing during the OAS/EOM installation and deployment phase

The installation and deployment stage begins when members of the core and mobile groups arrive in the host country. The stage is finalized when international observers return from their assigned observation areas. During this period, the following steps will be taken:

#### Step 1

#### Meetings with core group specialists

Specialists on the electoral observation methodology with an ethnic-racial focus should attend a meeting before and after deployment with the core group, in order to share information on the political rights of indigenous peoples and afrodescendants in the observed country. In these meetings, relevant information derived from each of the implemented methodologies is shared.

#### Step 2

#### Training Sessions for Regional Coordinators and/or International Observers

During the training sessions organized by the OAS/EOM and led by the general coordinator, EOM members (regional coordinators and international observers) are presented with relevant information for their deployment in the country. They are trained on the OAS methodology applied in every Electoral Observation Mission, and informed about the specific aspects of the observed electoral process, from both a political and technical perspective. Information is also provided on the methodologies being implemented in that given mission.

Given that the work of specialists on electoral observation with a racial-ethnic focus is closely related to that of regional coordinators, particularly those deployed in indigenous or afro-descendant areas, the training should include a specific session on this methodology. This session should include information on the political participation of indigenous peoples and afrodescendants in the host country, and provide orientation on the completion of questions relevant to this topic, which form part of the daily report.

### Step 3

#### Meetings with Key Actors

The meetings with key actors play a fundamental role in the deployment stage, affording specialists the opportunity to collect information on the exercise of political rights by indigenous peoples and afrodescendants, on the ground in the country where the methodology is implemented. This step will include three activities: 1) confirming meetings and the work plan with the actors identified in the previous stage; 2) conducting the meetings in the OAS/EOM host country and; 3) producing a brief report on each meeting in accordance with the *meeting report format* (see section: “Tools for collecting, systematizing and presenting information.”)

### Step 4

#### Deployment to Areas with a Predominantly Indigenous or Afrodescendant Population

Another important stage in the implementation of this methodology is the deployment of specialists to directly observe the voting process on Election Day in areas or territories with a large indigenous or afrodescendant presence. Even though Election Day observations cannot be considered representative of all the areas where

indigenous and afrodescendant populations reside, collecting information is useful in providing a first-hand understanding of the barriers faced by indigenous peoples and afrodescendants in the exercise of their political rights. These observations, complemented by the information provided by regional coordinators, and obtained during meetings with various actors in the process, allows for a more comprehensive analysis, thus resulting in better recommendations.

### Step 5

#### Data Collection

During the deployment stage, methodology specialists should collect, systematize and update their information, based on regional coordinator reports, which contain key information on the situation in the interior of the observed country. Reports prepared by coordinators deployed in territories with a predominantly indigenous and/or afrodescendant population should prove particularly useful.

### Step 6

#### Continued Completion of Forms

Methodology specialists will continue to fill out the *general form on the inclusion of indigenous peoples and afrodescendants in electoral processes* (tool 3.2), which includes three activities:

- 1) Study and classification of collected information, mainly from the preliminary study, meetings with host country actors, and the deployment in areas with indigenous and/or afrodescendant populations
- 2) Reading and selection of useful information in order to complete the questions from the form.
- 3) Recording information in the forms.

Information accumulated up to this stage should be sufficient to complete the questions related to regulations and the legal framework. Specialists should proceed by responding to questions on the practices that affect the participation of indigenous peoples and afrodescendants in the electoral process. This stage of form completion thus will focus largely on practices and the efficacy of regulations.

Ideally, this phase will result in answers to all questions regarding regulations and practices. Despite the fact that this stage is subject to time constraints, it is of utmost importance that methodology specialists complete the required forms, as these form the foundation for the preliminary observation report.

#### Step 7

#### Drafting of the Preliminary Report

The goal of the preliminary report is to provide a concise and specific analysis of the most relevant findings from the implementation of the methodology on observ-

ing the electoral participation of indigenous peoples and afrodescendants.

With a basis in the information collected on the different variables in the matrix of indicators, this report should analyze whether the observed host country presents a favorable or a disadvantageous context to the participation of indigenous peoples and afrodescendants as voters, candidates, and within the process of electoral organization and administration. This report will serve as input for OAS/EOM press releases and for the report presented by the Chief of Mission to the OAS Permanent Council.

Inputs should comprise rigorous findings, conclusions and recommendations on the exercise of political-electoral rights by indigenous peoples and afrodescendants.

Specialists in the implementation of this methodology will be responsible for drafting the text. The report should follow the schema of the *preliminary report format* (see section: “Tools for collecting, systematizing and presenting information.”)

### 2.3.3 Observation during the Final Phase of the OAS/EOM

The final phase of the OAS/EOM begins when Election Day has concluded, and culminates with the announcement of official results. During this phase, the following steps are carried out:

#### Step 1

#### Finalizing General Forms

The final stage of completing the *general form on the inclusion of indigenous peoples and afrodescendants in electoral processes* (tool 3.2) begins when the deployment phase is complete, immediately prior to the submission of the preliminary report. It

is fundamental that the team of specialists take special care to respond to all of the questions, as these are the foundation for the final report on electoral participation of indigenous peoples and afro-descendants. This step includes the following activities:

- 1) Study and classification of the information collected to date, mainly the preliminary study, reports from meeting (as well as documents obtained in those meetings), deployment to areas with predominantly indigenous or afrodescendant populations, and data produced by other OAS/EOM methodologies, among others.

- 2) Selection of useful information to respond to the questions in the form.
- 3) Recording information in the form.

Methodology specialists should submit the completed form to the GS/OAS headquarters for archiving and referencing, if required.

### **Step 2**

#### **Drafting and Approval of Final Report**

The objective of the final report of the implementation of this methodology is the presentation of a comprehensive evaluation on the conditions that influence the effective inclusion of indigenous peoples and afrodescendants in the observed electoral process. This document will be a key input for the OAS/EOM final report and therefore should be descriptive and analytical; it should identify regulation and practices that influence, characterize and condition the exercise of political-electoral rights of indigenous peoples and afrodescendants. It

should be exhaustive, focus on the observed electoral process and present background information that provides an adequate understanding of the underlying reality. To this end, every component outlined in the matrix of indicators in this methodology should be evaluated.

Specialists on this methodology are responsible for drafting this report and should follow the *final report format*.

The first draft of this report should be presented to the methodologies coordinator no later than 21 days after the observed electoral process has concluded. The methodologies coordinator will then review the first draft together with the Deputy Chief of Mission and submit comments to the specialists, who will attend to these as quickly as possible. Once the final version is approved, the document will be used as an input for the OAS/EOM final narrative report.





## 3.2 | General form on the inclusion of indigenous peoples and afrodescendants in electoral processes

### Instructions for completing the form:

- In the binary (yes/no) response columns, mark the answer that best characterizes the evaluated situation. In cases where the answer is not precise, mark the closest option and explain in the provided space.
- In cases where compliance with regulation includes more than one actor, the yes/no response should be assigned based on compliance rate (i.e. more than half or more than 50%), and the numerical data should be included in the corresponding column.
- In the “basis” column, include the source of information (law, report, etc.) as well as the article, page number or any other reference that identifies the specific supporting document.
- In the “observation” column, include any analysis that explains the yes/no response in more detail.

Characteristic 1: Participation of indigenous peoples and afrodescendants as voters					
Indicator 1.1 Equality in voter registration		Responses			
Variables	Questions	Yes	No	Basis	Observation
Obtaining Voting Documents	Do indigenous or afrodescendant people face legal or administrative obstacles when obtaining the necessary documents for voting?				
	Do indigenous or afrodescendant people face cultural, geographic, economic or other obstacles when obtaining the necessary documents for voting?				
	Do indigenous or afrodescendant people face obstacles associated with racism and structural racial discrimination when obtaining the necessary documents for voting?				
	Is there an ethnic-racial variable in the process of issuing voting documents?				
	Do state institutions operate with special programs to facilitate the issuance of voting documents for indigenous peoples or afrodescendants?				
	Are there gaps between the rates of receiving voting credentials between the indigenous or afrodescendants and the rest of the population?				

	Are there gaps between indigenous and afrodescendant men and women in rates of receiving voting credentials?				
Electoral Registry	Do indigenous peoples or afrodescendants face legal or administrative obstacles in voter registration?				
	Do indigenous or afrodescendants face cultural, geographic, economic or any other type of obstacles in voter registration?				
	Do indigenous or afrodescendants face obstacles associated with racism and structural racial discrimination in voter registration?				
	Is there an ethnic-racial variable in the electoral registry?				
	Do state institutions operate special programs to facilitate the registration of indigenous or afrodescendants as voters?				
	Are there gaps between the rates of voter registration between indigenous peoples or afrodescendants and the rest of the population?				
	Are there gaps between indigenous and afrodescendant men and women in rates of voter registration?				
<b>Indicator 1.2. Equality in access to polling centers</b>		<b>Responses</b>			
<b>Variables</b>	<b>Questions</b>	<b>Yes</b>	<b>No</b>	<b>Basis</b>	<b>Observation</b>
Accessibility Conditions	Do indigenous peoples or afrodescendants face legal or administrative obstacles in their access to polling stations?				
	Do the indigenous or afrodescendants face cultural, geographic, economic or any other type of obstacles in their access to polling stations?				
	Do state institutions operate with special programs to facilitate the access of indigenous or afrodescendants to polling stations?				
	Are there gaps between indigenous and afrodescendant men and women in terms of access to polling stations?				
Information Mechanisms	Do indigenous peoples or afrodescendants receive timely information on their assigned polling stations?				

	Are there special information campaigns to inform indigenous peoples or afrodescendants on where they can vote?					
<b>Indicator 1.3. Equality in vote casting</b>			<b>Responses</b>			
<b>Variables</b>	<b>Questions</b>	<b>Yes</b>	<b>No</b>	<b>Basis</b>	<b>Observation</b>	
Voting system	Do indigenous peoples or afrodescendants face obstacles related to the design or the language of the voting ballot that limit or impede them from correctly selecting their preference?					
	Do indigenous peoples or afrodescendants face any obstacles associated with the voting system that limit or impede them from adequately understanding the voting process?					
Information Mechanisms	Do indigenous peoples or afrodescendants receive clear and timely information on how to vote?					
	Are there special information campaigns to inform indigenous peoples or afrodescendants on how to vote?					
Level of Participation	Are there gaps in electoral participation between indigenous peoples or afrodescendants and the rest of the population, associated with cultural, economic, political or social conditions?					
	Are there gaps in electoral participation between indigenous peoples or afrodescendants and the rest of the population, associated with racism or racial discrimination?					
	Are there gaps in electoral participation between indigenous peoples or afrodescendants, associated with geographic conditions or the urban-rural divide?					
	Are there gaps in electoral participation between indigenous or afrodescendant women and men?					
<b>Indicator 1.4. Equality in voting promotion</b>			<b>Responses</b>			
<b>Variables</b>	<b>Questions</b>	<b>Yes</b>	<b>No</b>	<b>Basis</b>	<b>Observation</b>	
Policies, programs, or activities to promote the right to elect	Are there specific policies or programs implemented by the electoral authority or other institutions to promote the electoral participation of indigenous peoples or afrodescendants?					

	Are there policies or programs to promote the electoral participation of indigenous peoples or afrodescendants in their native languages?				
	Are there policies or programs to promote the electoral participation of indigenous peoples or afrodescendants that tackle the issue of racism or racial discrimination?				
	Do indigenous peoples or afrodescendants participate in the development of the aforementioned policies and programs?				
<b>Indicator 1.5. Integrity in registering voter preferences</b>		<b>Responses</b>			
<b>Variables</b>	<b>Questions</b>	<b>Yes</b>	<b>No</b>	<b>Basis</b>	<b>Observation</b>
Free and secret suffrage	Are indigenous peoples and afrodescendants able to exercise their right to vote without external pressure or threats?				
	Are there acts of violence against indigenous peoples or afrodescendants that impede free and secret suffrage?				
	Do indigenous peoples or afrodescendants face limitations to free and secret suffrage associated with racism or ethnic-racial discrimination?				
	Do indigenous peoples or afrodescendants face limitations to free and secret suffrage associated with gender?				

<b>Characteristic 2: Participation of indigenous peoples and afrodescendants as candidates</b>					
<b>Indicator 2.1. Equality in candidate registration</b>		<b>Responses</b>			
<b>Variables</b>	<b>Questions</b>	<b>Yes</b>	<b>No</b>	<b>Basis</b>	<b>Observation</b>
Legal and administrative requirements	Do indigenous peoples or afrodescendants face legal or administrative obstacles related to the registration of candidates that limit or impede their participation in the electoral process?				
	Do indigenous peoples or afrodescendants face impediments to the registration of independent candidates?				
Internal competition mechanisms in political parties	Are there clear and transparent mechanisms for the participation of indigenous peoples or afrodescendants in the internal competition within political parties for elected office?				

Affirmative action measures within political parties	Are there regulations within political parties to promote the representation of indigenous and afrodescendant candidates in electoral lists?				
	Are the regulations established by political parties to incorporate indigenous or afrodescendants candidates in electoral lists respected?				
<b>Indicator 2.2. Equality in the creation and registration of political parties</b>		<b>Responses</b>			
<b>Variables</b>	<b>Questions</b>	<b>Yes</b>	<b>No</b>	<b>Basis</b>	<b>Observation</b>
Legal and administrative requirements	Do indigenous or afrodescendants face legal or administrative obstacles that limit or impede them from forming their own political parties?				
Alternative participation methods	Are there alternative participation methods that promote the inclusion of indigenous peoples and afrodescendants to compete in elections?				
<b>Indicator 2.3. Equality in access to the political financing system</b>		<b>Responses</b>			
<b>Variables</b>	<b>Questions</b>	<b>Yes</b>	<b>No</b>	<b>Basis</b>	<b>Observation</b>
Access to public financing	Do independent indigenous and afrodescendant candidates have access to public financing?				
	Do political parties with an indigenous or afrodescendant vocation have access to public financing?				
Direction mechanisms	Does legislation contemplate direction mechanisms that promote access to public financing for indigenous or afrodescendant candidates within political parties?				
	Are there direction mechanisms within political parties that promote access to public financing for indigenous or afrodescendant candidates?				
Distribution and delivery mechanisms	Do distribution mechanisms create obstacles that limit the access of political parties with an indigenous or afrodescendant vocation from accessing public financing?				
	Do delivery mechanisms create obstacles that limit the access of political parties with an indigenous or afrodescendant vocation from accessing public financing?				

Indicator 2.4. Equality in media access		Responses			
Variables	Questions	Yes	No	Basis	Observation
Access for candidates	Are there gaps in media access between indigenous or afrodescendant candidates and the rest of the competitors?				
Access for political parties	Are there gaps in media access between indigenous or afrodescendant political parties and other political organizations?				
Racism and ethnic-racial discrimination	Does the media disseminate racist or discriminatory propaganda?				
Indicator 2.5. Equality in security conditions		Responses			
Variables	Questions	Yes	No	Basis	Observation
Security conditions for the electoral campaign	Is the security of indigenous or afrodescendant candidates guaranteed during the electoral campaign?				
	Are indigenous peoples and afrodescendants taken into consideration when developing electoral security plans?				
Threats or violence	Do indigenous or afrodescendant candidates face threats or violence for political reasons during electoral campaigns?				
	Do indigenous or afrodescendant candidates face threats or violence as a result of racism or racial discrimination during electoral campaigns?				
Indicator 2.6. Diversity in the structure of the electoral system		Responses			
Variables	Questions	Yes	No	Basis	Observation
Elements of the electoral system	Are the size and number of electoral districts conducive to the representation of indigenous or afrodescendant people?				
	Do the geographical limits of electoral districts constitute an obstacle for indigenous or afrodescendant candidates to access public office?				
	Does the voting system create obstacles for indigenous or afrodescendants to access public office?				
	Does the system of conversion from votes to seats create obstacles for indigenous or afrodescendants to access public office?				
	Do the indigenous or afrodescendants face obstacles in accessing public office, resulting from legal barriers to obtain representation?				

Affirmative action measures	Are there regulations that establish special quotas for the nomination of indigenous or afrodescendant candidates?				
	Are there regulations that establish position mandates for indigenous or afrodescendant candidates?				
	Is there compliance with the indigenous or afrodescendant quotas?				
	Are there regulations that establish reserved seats for indigenous or afrodescendant candidates?				
	Is there compliance with the reserved seats for indigenous or afrodescendant candidates?				
<b>Indicator 2.7. Representation in public office and irreversibility of electoral results</b>		<b>Responses</b>			
<b>Variables</b>	<b>Questions</b>	<b>Yes</b>	<b>No</b>	<b>Basis</b>	<b>Observation</b>
Composition of elected positions	Do indigenous peoples or afrodescendants obtain representation in public office?				
	Do political parties with an indigenous or afrodescendant vocation obtain representation in public office?				
	Are there gaps between indigenous or afrodescendant men and women in public office on the national, regional or municipal level?				
	Did indigenous peoples or afrodescendants increase their representation compared to previous elections?				
	Are indigenous or afrodescendant candidates elected through affirmative action measures such as quotas or reserved seats?				
Actual possession of public office	Do indigenous or afrodescendant candidates actually assume the public office to which they were elected?				
	Do indigenous or afrodescendant candidates face pressure or threats to not assume their positions?				



Characteristic 3: Participation of indigenous peoples and afrodescendants in the organization of the electoral process					
Indicator 3.1. Participation in permanent electoral bodies			Responses		
Variables	Questions	Yes	No	Basis	Observation
Composition of the permanent electoral body	Are there regulations or policies that promote the participation of indigenous or afrodescendants in permanent electoral bodies?				
	Are indigenous peoples or afrodescendants represented in management positions of permanent electoral bodies?				
	Are indigenous peoples or afrodescendants represented among the staff of permanent electoral bodies?				
Internal departments	Is there a secretariat, department or any other internal office at the permanent electoral bodies that works to promote the inclusion of indigenous and afrodescendants in electoral processes?				
Policies and programs	Do permanent electoral bodies undertake policies or programs with an intercultural focus to promote indigenous and afrodescendant inclusion in electoral processes?				
	Do permanent electoral bodies undertake policies or programs that condemn racism or racial discrimination in electoral processes?				
Indicator 3.2. Participation in temporary electoral bodies			Responses		
Variables	Questions	Yes	No	Basis	Observation
Composition of temporary electoral bodies	Are there regulations or policies that promote the participation of indigenous or afrodescendant in temporary electoral bodies?				
	Are indigenous peoples or afrodescendants represented within temporary electoral bodies?				
	Do indigenous peoples or afrodescendants participate as presidents of temporary electoral bodies?				
Training of the members of temporary electoral bodies	Do indigenous peoples or afrodescendants receive adequate training to carry out their functions within temporary electoral bodies?				
	Do indigenous peoples or afrodescendants receive training in their native languages to carry out their functions within temporary electoral bodies, when applicable?				

Indicator 3.3. Participation in the supervision of the voting process		Responses			
Variables	Questions	Yes	No	Basis	Observation
Composition of party representatives	Are there regulations or policies that promote the participation of indigenous or afrodescendant people as party scrutineers or representatives?				
	Do indigenous or afrodescendants face legal, administrative or any other type of obstacles that limit or impede their accreditation as party scrutineers or representatives?				
	Do the indigenous or afrodescendants participate as party scrutineers or representatives?				
Training of party representatives	Do indigenous peoples or afrodescendants receive adequate training to carry out their functions as party representatives or scrutineers?				
	Do indigenous peoples or afrodescendants receive training in their native languages to carry out their functions as party representatives or scrutineers, when applicable?				
Indicator 3.4. Participation in domestic electoral observation		Responses			
Variables	Questions	Yes	No	Basis	Observation
Composition of domestic electoral observation groups	Do indigenous peoples or afrodescendants participate as members of domestic electoral observation groups?				
	Do domestic electoral observation groups include ethnic-racial variables as part of the observation?				
Indigenous or afrodescendant electoral observation missions	Do indigenous peoples or afrodescendants face obstacles when creating domestic observation groups?				
	Are there indigenous or afrodescendant electoral observation groups in the electoral process?				

### 3.3 | Document Checklist

Documents on regulations					
#	Type of Document	Yes	No	Basis	Observation
1	National Constitution				
2	International instruments of the global and Inter-American systems on human rights on the subject of indigenous peoples and afrodescendants				
3	Recommendations or observations issued by the Committee on the Elimination of Racial Discrimination (CERD) or other international organizations				
4	Laws on elections, political parties, and on inclusion and non-discrimination, or other relevant laws				
5	Regulations issues by the executive branch, such as regulations, resolutions, agreements, etc.				
6	Regulations issued by electoral bodies, such as resolutions, agreements, etc.				
7	Internal regulations and statutes of political parties				
8	Other minor regulations, such as circulars, notes, etc.				

Documents on practices					
#	Type of document	Yes	No	Basis	Observation
1	Electoral Body reports				
2	Political organization documents or reports				
3	OAS/EOM reports on previous elections				
4	Reports from other International Electoral Observation Missions				
5	Documents produced by civil society organizations in the host country				
6	Academic documents published by universities, research centers and other institutions				
7	Other documents that contain information on the electoral participation of indigenous peoples and afrodescendants in the observed country				

### 3.4 | Preliminary study format

#### Observation of electoral participation of indigenous peoples and afrodescendants OAS/EOM (host country/date) Preliminary Study

1. Introduction (maximum 1 page)
  - Description of the elements of the political and electoral system related to the inclusion of indigenous peoples and afrodescendants: type of election observed, elements of the electoral system, affirmative action measures, electoral institutions, number of contending parties, among other relevant aspects
2. Electoral participation of indigenous peoples and afrodescendants in previous elections.
  - 2.2. Demographic Information and Participation as Electors (maximum 1 page)
    - Geographic location of indigenous and afrodescendant populations within the national territory.
    - Percentage of indigenous and afrodescendant population of voting age.
    - Participation rate of indigenous peoples and afrodescendants in previous elections.
    - Description of regulation, practices and statistical data available from previous elections, related to equality in voter registration, access to voting, vote-casting, promotion of voting, and integrity in registry of preferences.
    - Description of electoral reforms subsequent to the previous elections, related to the subject matter, as well as their potential effects on the observed elections.
  - 2.3. Inclusion as Candidates (maximum 1 page)
    - Description of regulations, practices and statistical data available from previous elections, related to equality in candidate registration, creation and registration of political parties, access to political finance systems, media access, and candidate security, as well as the structure of the electoral system and the irreversibility of electoral results.
    - Description of reforms subsequent to previous elections, related to the same subject matter, as well as potential effects on the observed elections.
  - 2.4. Inclusion in the organization of the electoral process (maximum 1 page)
    - Description of the regulations, practices and data available from previous elections, related to the inclusion in permanent electoral bodies, in temporary electoral bodies, in the supervision of the voting process, and in domestic electoral observation.
    - Description of electoral reforms subsequent to the previous elections, related to the same subject-matter, as well as potential effects on the observed elections.
3. Conclusions (maximum 1 page)


### 3.5 | Questionnaire for meetings during OAS/EOM deployment

Questionnaire for meetings with key actors/institutions OAS/EOM (host country/date) (place, time, date)	
Meeting participants representing the EOM / Names, titles	Meeting participants representing other institutions, parties, organizations, etc. / Names, titles
<ul style="list-style-type: none"> <li>• Topic: Participation as electors</li> <li>• Sub-topics:                             <ul style="list-style-type: none"> <li>◦ Equality in voter registration</li> <li>◦ Equality in access to voting</li> <li>◦ Equality in vote casting</li> <li>◦ Equality in voting promotion</li> <li>◦ Integrity in registration of preferences</li> </ul> </li> <li>• Questions: Select from those found in the <i>general form on the inclusion of indigenous peoples and afrodescendants in electoral processes</i> (tool 3.2), for which sufficient information has not been obtained</li> <li>• Sources of information: attach supporting documents when possible</li> </ul>	
<ul style="list-style-type: none"> <li>• Topic: Participation as candidates</li> <li>• Sub-topic:                             <ul style="list-style-type: none"> <li>◦ Equality in candidate registration</li> <li>◦ Equality in the creation and registration of political parties</li> <li>◦ Equality in access to political finance</li> <li>◦ Equality in media access</li> <li>◦ Equality in candidate security</li> <li>◦ Diversity in the electoral system structure</li> <li>◦ Representation in elected office and irreversibility of electoral results.</li> </ul> </li> <li>• Questions: Select from those found in the general form on the inclusion of indigenous peoples and afrodescendants in electoral processes (tool 3.2), for sufficient information has not been obtained</li> <li>• Sources of information: attach supporting documents when possible</li> </ul>	
<ul style="list-style-type: none"> <li>• Topic: Participation in the electoral organization process</li> <li>• Sub-topics:                             <ul style="list-style-type: none"> <li>◦ Participation in permanent electoral bodies</li> <li>◦ Participation in temporary electoral bodies</li> <li>◦ Participation in supervising the electoral process</li> <li>◦ Participation in domestic electoral observation.</li> </ul> </li> <li>• Questions: Select from those found in the general form on the inclusion of indigenous peoples and afrodescendants in electoral processes (tool 3.2), for which sufficient information has not been obtained.</li> <li>• Sources of information: attach supporting documents when possible.</li> </ul>	

### 3.6 | Visit report format

<b>Observation of electoral participation of indigenous peoples and afrodescendants</b> <b>OAS/EOM (country/date)</b> <b>Visit report (preliminary or at deployment)</b>	
1. Introduction	
2. General description of the participation of indigenous peoples and afrodescendants as voters, candidates, and in the process of electoral organization, based on the information collected during the visit (maximum 1 page)	
3. General analysis regarding aspects that favor or hinder the participation of indigenous peoples and afrodescendants in the electoral process as electors, candidates, and in electoral organization, based on the information collected during the visit (maximum 1 page)	
4. List of meetings	
Meeting 1	
a. Meeting participants	
Meeting participants representing the EOM / Names, titles	Meeting participants representing other institutions, parties, organizations, etc. / Names, titles
b. Summary of relevant information: <ul style="list-style-type: none"> <li>• Findings regarding participation as electors</li> <li>• Findings regarding participation as candidates</li> <li>• Findings regarding participation in the organization of the electoral process</li> </ul>	
c. List of requested documents or information (classify based on access status: obtained, follow-up required, or denied)	
d. Attach all documents collected during meetings held throughout the visit	

### 3.7 | Daily report format for regional coordinators

 Organization of American States	Department of Electoral Cooperation and Observation Electoral Observation Mission (country) (election) (date)
Coordinator name:	
Province / department:	
Report date:	
1. Analysis of the political-electoral situation within the region (departmental, provincial) <sup>43</sup> :	
1.1 Problems faced by women in exercising their political rights.	
1.2 Actions carried out by authorities to promote gender equality in the exercise of political rights.	
<b>1.3 Problems faced by indigenous peoples or afrodescendants in participating in the electoral process as: electors, candidates, and in the organization of the electoral process.</b>	
<b>1.4 Actions carried out by electoral authorities or other state authorities to promote the participation of indigenous peoples or afrodescendants in the electoral process.</b>	
1.5 Observation of the political-electoral financing system  Equity in financing: <ul style="list-style-type: none"> <li>Do local party branches receive direct public financing for campaigns (request copies of records)</li> <li>Do local party branches receive indirect public financing for campaigns (request copies of records)</li> </ul> Transparency in financing: <ul style="list-style-type: none"> <li>Do local party branches elaborate integrated reports on campaign finances (request copy of the reports)?</li> <li>Does the local office of the public institution responsible for control receive reports on party finances (request copy of received reports)?</li> <li>Does the local office of the public institution responsible for control audit parties (request copy of audit reports)?</li> <li>Are party reports and audit reports of public offices made available to the public (request a copy or the electronic link that certifies public availability)?</li> </ul>	
2 Official activities carried out throughout the day (include routes, visits, communication tests, etc.):	
3 Electoral topics that the mission should follow up on in the region and implement possible lines of action <sup>44</sup> :	

<sup>43</sup> Analysis should only focus on the region assigned to the Regional Coordinator

<sup>44</sup> Highlight any sources that support this information

3.1 Do you consider that the equal exercise of political rights of men and women is problematic and therefore this area should have special follow-up? (mention specific topics that the EOM should pay attention to)
<b>3.2 Do you consider that there are problems of inequality in the ability of indigenous peoples and afrodescendants to exercise their political rights to elect and be elected, and therefore special follow-up is needed in the assigned area? (mention specific topics that the EOM should pay attention to)</b>
3.3 What aspects in financing do you consider effect equity of electoral competition and transparency on the local level (use criteria during training as base)
4. Regional electoral news (indicate the media outlet and include links if possible):
4.1 Electoral news that contain sexist language and/or gender stereotypes (include name of media outlet/ date and send a link or hand-in a photocopy to the coordinator):
<b>4.2 Electoral news that contain racist language or encourage ethnic or racial discrimination (include name of media outlet/ date and send a link or submit a copy to the coordinator):</b>
4.3 Local electoral news that contain any information on the system of campaign financing (indicate the media outlet and include links if possible):
5. Minutes from meetings held (include minutes for every meeting)



### 3.8 | Preliminary report format

#### Observation of electoral participation of indigenous peoples and afrodescendants OAS/EOM (host country/date) Preliminary Report

1. Findings (maximum one page)
  - 1.1 Participation of indigenous peoples and afrodescendants as electors
    - Analysis of the regulations and practices that promote or hinder equality in voter registration, access to voting, vote-casting, vote promotion, and the integrity in the registration of preferences in the observed elections, based on collected information
  - 1.2 Participation of indigenous peoples and afrodescendants as candidates
    - Analysis of the regulations and practices that promote or hinder equality in candidate registration, the creation and registration of political parties, access to the system of political financing, media access, and candidate security, as well as the structure of the electoral system and the irreversibility of electoral results
  - 1.3 Participation of indigenous peoples and afrodescendants in the organization of the electoral process
    - Analysis of the regulations and practices that promote or hinder participation in permanent electoral bodies, temporary electoral bodies, in voting supervision, and in domestic electoral observation
2. Conclusions and recommendations (maximum 1 page)
  - 2.1 Participation of indigenous peoples and people of afrodescendants as voters
    - Conclusions on the most relevant ways that the indicators on the inclusion of indigenous peoples and afrodescendants promote or hinder their participation as voters. Also include recommendations to strengthen the favorable effects and diminish disadvantageous effects, in order to strengthen the participation of indigenous peoples and afrodescendants as voters
  - 2.2 Participation of indigenous peoples and afrodescendants as candidates
    - Conclusions on the most relevant ways that the indicators on the inclusion of indigenous peoples and afrodescendants promote or hinder their participation as candidates. Also include recommendations to strengthen the favorable effects and diminish disadvantageous effects, in order to strengthen the participation of indigenous peoples and afrodescendants as candidates
  - 2.3 Participation of indigenous peoples and afrodescendants in the organization of the electoral process
    - Conclusions on the most relevant ways that the indicators on the inclusion of indigenous peoples and afrodescendants promote or hinder their participation in the organization of electoral processes. Also include recommendations to strengthen the favorable effects and diminish disadvantageous effects, in order to strengthen the participation of indigenous peoples and afrodescendants in the organization of electoral processes

## 3.9 | New Questionnaires on Election Day



Organization of American States

**ORGANIZATION OF AMERICAN STATES (OAS)  
ELECTORAL OBSERVATION MISSION (EOM)**

Country : \_\_\_\_\_ Date: \_\_\_\_\_

**ELECTION DAY QUESTIONNAIRE - A**

Name of the observer: \_\_\_\_\_  
 Name of voting center: \_\_\_\_\_  
 Assigned polling station: \_\_\_\_\_

*Note: All questions refer exclusively to the voters assigned to the polling station being observed. Please respond to questions based on observations you have made yourself or those for which you have received credible information. If you observe more than one polling station, please use a different questionnaire for each. Questions that contain an ethnic-racial component should be answered based on the auto-determination of the mentioned persons.*

A	Opening of the Polling Station:	Response <small>(mark with an X or write your answer)</small>																		
1	What time did the polling station open?	Time: ____:____ Did not open <input type="checkbox"/>																		
2	Were all the essential electoral materials available at the polling station?	Yes <input type="checkbox"/> No <input type="checkbox"/>																		
3	Were all the designated polling officials present at the opening of the polling station?	Yes <input type="checkbox"/> No <input type="checkbox"/>																		
3.a	How many men and women were designated members of the polling station?	<table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 33%; text-align: center;">Men</th> <th style="width: 33%; text-align: center;">Women</th> <th style="width: 34%; text-align: center;">Total</th> </tr> <tr> <td style="text-align: center;"><input style="width: 100%;" type="text"/></td> <td style="text-align: center;"><input style="width: 100%;" type="text"/></td> <td style="text-align: center;"><input style="width: 100%;" type="text"/></td> </tr> </table>	Men	Women	Total	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>												
Men	Women	Total																		
<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>																		
3.b	How many men and women were alternate members of the polling station?	<table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 33%; text-align: center;">Men</th> <th style="width: 33%; text-align: center;">Women</th> <th style="width: 34%; text-align: center;">Total</th> </tr> <tr> <td style="text-align: center;"><input style="width: 100%;" type="text"/></td> <td style="text-align: center;"><input style="width: 100%;" type="text"/></td> <td style="text-align: center;"><input style="width: 100%;" type="text"/></td> </tr> </table>	Men	Women	Total	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>												
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3.c	Was the presiding officer of the polling station a man or a woman?	<table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 60%; text-align: center;">Man</th> <th style="width: 40%; text-align: center;">Woman</th> </tr> <tr> <td style="text-align: center;"><input style="width: 100%;" type="checkbox"/></td> <td style="text-align: center;"><input style="width: 100%;" type="checkbox"/></td> </tr> </table>	Man	Woman	<input style="width: 100%;" type="checkbox"/>	<input style="width: 100%;" type="checkbox"/>														
Man	Woman																			
<input style="width: 100%;" type="checkbox"/>	<input style="width: 100%;" type="checkbox"/>																			
3.d	Does the polling station presiding officer identify him or herself with one of the following ethnic racial categories?	<table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 33%; text-align: center;">Indigenous</th> <th style="width: 33%; text-align: center;">Afrodesc.</th> <th style="width: 34%; text-align: center;">Other</th> </tr> <tr> <td style="text-align: center;"><input style="width: 100%;" type="text"/></td> <td style="text-align: center;"><input style="width: 100%;" type="text"/></td> <td style="text-align: center;"><input style="width: 100%;" type="text"/></td> </tr> </table>	Indigenous	Afrodesc.	Other	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>												
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3.e	If applicable, how many of the men and women integrating the polling station identify themselves as indigenous or afro-descendant?	<table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 33%; text-align: center;">Indigenous</th> <th style="width: 33%; text-align: center;">Afrodesc.</th> <th style="width: 34%; text-align: center;">Total</th> </tr> <tr> <td style="text-align: center;"> <table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%; text-align: center;">M</th> <th style="width: 50%; text-align: center;">W</th> </tr> <tr> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> </tr> </table> </td> <td style="text-align: center;"> <table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%; text-align: center;">M</th> <th style="width: 50%; text-align: center;">W</th> </tr> <tr> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> </tr> </table> </td> <td style="text-align: center;"> <table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%; text-align: center;">M</th> <th style="width: 50%; text-align: center;">W</th> </tr> <tr> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> </tr> </table> </td> </tr> </table>	Indigenous	Afrodesc.	Total	<table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%; text-align: center;">M</th> <th style="width: 50%; text-align: center;">W</th> </tr> <tr> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> </tr> </table>	M	W	<input style="width: 50%;" type="text"/>	<input style="width: 50%;" type="text"/>	<table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%; text-align: center;">M</th> <th style="width: 50%; text-align: center;">W</th> </tr> <tr> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> </tr> </table>	M	W	<input style="width: 50%;" type="text"/>	<input style="width: 50%;" type="text"/>	<table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%; text-align: center;">M</th> <th style="width: 50%; text-align: center;">W</th> </tr> <tr> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> </tr> </table>	M	W	<input style="width: 50%;" type="text"/>	<input style="width: 50%;" type="text"/>
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4	Were agents of the following parties present at the polling station at 7:00 am?	<table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%; text-align: center;">Men</th> <th style="width: 50%; text-align: center;">Women</th> </tr> <tr> <td style="text-align: center;"><input style="width: 100%;" type="text"/></td> <td style="text-align: center;"><input style="width: 100%;" type="text"/></td> </tr> </table>	Men	Women	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>														
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4.a	How many men and women were accredited as party agents at your polling station?	<table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 33%; text-align: center;">Men</th> <th style="width: 33%; text-align: center;">Women</th> <th style="width: 34%; text-align: center;">Total</th> </tr> <tr> <td style="text-align: center;"><input style="width: 100%;" type="text"/></td> <td style="text-align: center;"><input style="width: 100%;" type="text"/></td> <td style="text-align: center;"><input style="width: 100%;" type="text"/></td> </tr> </table>	Men	Women	Total	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>												
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4.b	How many of the men and women party agents identify themselves as indigenous or afro-descendant?	<table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 33%; text-align: center;">Indigenous</th> <th style="width: 33%; text-align: center;">Afrodesc.</th> <th style="width: 34%; text-align: center;">Total</th> </tr> <tr> <td style="text-align: center;"> <table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%; text-align: center;">M</th> <th style="width: 50%; text-align: center;">W</th> </tr> <tr> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> </tr> </table> </td> <td style="text-align: center;"> <table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%; text-align: center;">M</th> <th style="width: 50%; text-align: center;">W</th> </tr> <tr> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> </tr> </table> </td> <td style="text-align: center;"> <table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%; text-align: center;">M</th> <th style="width: 50%; text-align: center;">W</th> </tr> <tr> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> </tr> </table> </td> </tr> </table>	Indigenous	Afrodesc.	Total	<table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%; text-align: center;">M</th> <th style="width: 50%; text-align: center;">W</th> </tr> <tr> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> </tr> </table>	M	W	<input style="width: 50%;" type="text"/>	<input style="width: 50%;" type="text"/>	<table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%; text-align: center;">M</th> <th style="width: 50%; text-align: center;">W</th> </tr> <tr> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> </tr> </table>	M	W	<input style="width: 50%;" type="text"/>	<input style="width: 50%;" type="text"/>	<table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%; text-align: center;">M</th> <th style="width: 50%; text-align: center;">W</th> </tr> <tr> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> </tr> </table>	M	W	<input style="width: 50%;" type="text"/>	<input style="width: 50%;" type="text"/>
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<input style="width: 50%;" type="text"/>	<input style="width: 50%;" type="text"/>																			
5	Were domestic electoral observers present at the polling station at 7:00 am?	Yes <input type="checkbox"/> No <input type="checkbox"/>																		
5.a	How many domestic electoral observers present at the polling station were men and how many were women?	<table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 33%; text-align: center;">Men</th> <th style="width: 33%; text-align: center;">Women</th> <th style="width: 34%; text-align: center;">Total</th> </tr> <tr> <td style="text-align: center;"><input style="width: 100%;" type="text"/></td> <td style="text-align: center;"><input style="width: 100%;" type="text"/></td> <td style="text-align: center;"><input style="width: 100%;" type="text"/></td> </tr> </table>	Men	Women	Total	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>												
Men	Women	Total																		
<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>	<input style="width: 100%;" type="text"/>																		
5.b	How many of the men and women domestic electoral observers identify themselves as indigenous or afro-descendant?	<table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 33%; text-align: center;">Indigenous</th> <th style="width: 33%; text-align: center;">Afrodesc.</th> <th style="width: 34%; text-align: center;">Total</th> </tr> <tr> <td style="text-align: center;"> <table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%; text-align: center;">M</th> <th style="width: 50%; text-align: center;">W</th> </tr> <tr> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> </tr> </table> </td> <td style="text-align: center;"> <table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%; text-align: center;">M</th> <th style="width: 50%; text-align: center;">W</th> </tr> <tr> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> </tr> </table> </td> <td style="text-align: center;"> <table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%; text-align: center;">M</th> <th style="width: 50%; text-align: center;">W</th> </tr> <tr> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> </tr> </table> </td> </tr> </table>	Indigenous	Afrodesc.	Total	<table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%; text-align: center;">M</th> <th style="width: 50%; text-align: center;">W</th> </tr> <tr> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> </tr> </table>	M	W	<input style="width: 50%;" type="text"/>	<input style="width: 50%;" type="text"/>	<table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%; text-align: center;">M</th> <th style="width: 50%; text-align: center;">W</th> </tr> <tr> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> </tr> </table>	M	W	<input style="width: 50%;" type="text"/>	<input style="width: 50%;" type="text"/>	<table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%; text-align: center;">M</th> <th style="width: 50%; text-align: center;">W</th> </tr> <tr> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> </tr> </table>	M	W	<input style="width: 50%;" type="text"/>	<input style="width: 50%;" type="text"/>
Indigenous	Afrodesc.	Total																		
<table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%; text-align: center;">M</th> <th style="width: 50%; text-align: center;">W</th> </tr> <tr> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> </tr> </table>	M	W	<input style="width: 50%;" type="text"/>	<input style="width: 50%;" type="text"/>	<table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%; text-align: center;">M</th> <th style="width: 50%; text-align: center;">W</th> </tr> <tr> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> </tr> </table>	M	W	<input style="width: 50%;" type="text"/>	<input style="width: 50%;" type="text"/>	<table style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 50%; text-align: center;">M</th> <th style="width: 50%; text-align: center;">W</th> </tr> <tr> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> <td style="text-align: center;"><input style="width: 50%;" type="text"/></td> </tr> </table>	M	W	<input style="width: 50%;" type="text"/>	<input style="width: 50%;" type="text"/>						
M	W																			
<input style="width: 50%;" type="text"/>	<input style="width: 50%;" type="text"/>																			
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M	W																			
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Organization of American States

**ORGANIZATION OF AMERICAN STATES (OAS)  
ELECTORAL OBSERVATION MISSION (EOM)  
Country : \_\_\_\_\_ Date: \_\_\_\_\_**

**ELECTION DAY QUESTIONNAIRE - B**

Name of the observer:  
Name of voting center:  
Assigned polling station:

**Note:**

All questions refer exclusively to the voters assigned to the polling station being observed. Please respond to questions based on observations you have made yourself or those for which you have received credible information. If you observe more than one polling station, please use a different questionnaire for each. Questions that contain an ethnic-racial component should be answered based on the auto-determination of the mentioned persons.

<b>B Voting process at the polling station, at approximately 1 p.m.</b>		<b>Response</b> <i>(mark with an X or write your answer)</i>																																	
<b>1</b>	How many voters are there on the electoral roll?	Number:	<input type="text"/>																																
<b>2</b>	How many voters had cast a ballot by 1:00 p.m.?	Number:	<input type="text"/>																																
<b>3</b>	How many minutes does each voter take to cast his or her ballot?	Minutes:	<input type="text"/>																																
<b>4</b>	Were party agents of the following parties present at the polling station at 1:00 p.m.?	<table border="1"> <tr><td></td><td></td><td></td><td></td></tr> <tr><td></td><td></td><td></td><td></td></tr> <tr><td></td><td></td><td></td><td></td></tr> <tr><td></td><td></td><td></td><td></td></tr> <tr><td></td><td></td><td></td><td></td></tr> <tr><td></td><td></td><td></td><td></td></tr> <tr><td></td><td></td><td></td><td></td></tr> <tr><td></td><td></td><td></td><td></td></tr> </table>																																	
<b>4.a</b>	How many men and women were present as party agents from all political parties at your polling station?	Men	Women Total																																
		<input type="text"/>	<input type="text"/> <input type="text"/>																																
<b>4.b</b>	How many of the men and women party agents identify themselves as indigenous or afro-descendant?	Indigenous	Afrodesc. Total																																
		M W M W M W	<input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>																																
<b>5</b>	Were domestic election observers present at the polling station at 1:00 p.m.?	Yes	No																																
		<input type="checkbox"/>	<input type="checkbox"/>																																
<b>5.a</b>	How many of these domestic observers were men and how many were women?	Men	Women Total																																
		<input type="text"/>	<input type="text"/> <input type="text"/>																																
<b>5.b</b>	How many of the men and women domestic observers identify themselves as indigenous or afro-descendant?	Indigenous	Afrodesc. Total																																
		M W M W M W	<input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>																																
<b>6</b>	Did you observe any of the following practices at the polling station?																																		
<b>i.</b>	Voters on the voters' list were not allowed to vote.	Yes	No																																
		<input type="checkbox"/>	<input type="checkbox"/>																																
<b>i.a</b>	If this was the case, in how many cases did you observe acts of violence or manipulation to keep registered persons from casting a ballot? Identify the gender and ethnic-racial origin these persons identify themselves with.	Men	Women																																
		<input type="text"/>	<input type="text"/>																																
		I : _____	I : _____																																
		A : _____	A : _____																																
		O : _____	O : _____																																
<b>ii.</b>	Long lines of voters waiting to vote	Yes	No																																
		<input type="checkbox"/>	<input type="checkbox"/>																																
<b>ii.a</b>	When applicable, was preference to casting a ballot given to pregnant women or women with children?	Yes	No																																
		<input type="checkbox"/>	<input type="checkbox"/>																																

<b>iii.</b>	Interruptions in the voting process	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
<b>iv.</b>	Restrictions to the right to a secret vote	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
	<b>iv.a</b> In the cases of restriction of the right to a secret vote, did you observe situations of “family” or “proxy” voting that effect women voters?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
<b>v.</b>	Electioneering	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
<b>vi.</b>	Incidents of violence	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
	<b>vi.a</b> In these cases, did persons affected by incidents of violence identify themselves as indigenous or afro-descendants?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
<b>vii</b>	Other ( <i>specify</i> )				
<b>7</b>	How many voting centers have you visited by 1 p.m.?	Number:		<input type="text"/>	

<b>8</b>	Are there any other issues or observations not covered in the questions that you consider significant?
	<input type="text"/>



Organization of American States

ORGANIZATION OF AMERICAN STATES (OAS)  
ELECTORAL OBSERVATION MISSION (EOM)

Country : \_\_\_\_\_ Date: \_\_\_\_\_

ELECTION DAY QUESTIONNAIRE - C

Name of the observer: \_\_\_\_\_  
 Name of voting center: \_\_\_\_\_  
 Assigned polling station: \_\_\_\_\_

**Note:**

All questions refer exclusively to the voters assigned to the polling station being observed. Please respond to questions based on observations you have made yourself or those for which you have received credible information. If you observe more than one polling station, please use a different questionnaire for each. Questions that contain an ethnic-racial component should be answered based on the auto-determination of the mentioned persons.

C	Closing of polling station and vote count	Response <i>(mark with an X or write your answer)</i>																																																
1	What time did the polling station close?	Time: ____:____																																																
2	Were there voters who were left in line and not allowed to vote?	Yes <input type="checkbox"/> No <input type="checkbox"/>																																																
3	Were agents from the following parties present at the polling station when it closed?	<table border="1" style="width: 100%; text-align: center;"> <tr><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td><td> </td><td> </td><td> </td></tr> </table>																																																
3.a	How many men and women were present as party agents from all the parties at your polling station?	<table style="width: 100%; text-align: center;"> <tr> <td style="width: 33%;"><i>Men</i></td> <td style="width: 33%;"><i>Women</i></td> <td style="width: 33%;"><i>Total</i></td> </tr> <tr> <td><input type="text"/></td> <td><input type="text"/></td> <td><input type="text"/></td> </tr> </table>	<i>Men</i>	<i>Women</i>	<i>Total</i>	<input type="text"/>	<input type="text"/>	<input type="text"/>																																										
<i>Men</i>	<i>Women</i>	<i>Total</i>																																																
<input type="text"/>	<input type="text"/>	<input type="text"/>																																																
3.b	How many of the men and women party agents identify themselves as indigenous or afrodescendant?	<table style="width: 100%; text-align: center;"> <tr> <td colspan="2"><i>Indigenous</i></td> <td colspan="2"><i>Afrodesc.</i></td> <td colspan="2"><i>Total</i></td> </tr> <tr> <td><i>M</i></td><td><i>W</i></td><td><i>M</i></td><td><i>W</i></td><td><i>M</i></td><td><i>W</i></td> </tr> <tr> <td><input type="text"/></td><td><input type="text"/></td><td><input type="text"/></td><td><input type="text"/></td><td><input type="text"/></td><td><input type="text"/></td> </tr> </table>	<i>Indigenous</i>		<i>Afrodesc.</i>		<i>Total</i>		<i>M</i>	<i>W</i>	<i>M</i>	<i>W</i>	<i>M</i>	<i>W</i>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>																														
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<i>M</i>	<i>W</i>	<i>M</i>	<i>W</i>	<i>M</i>	<i>W</i>																																													
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>																																													
4	Were domestic election observers present at the polling station when it closed?	Yes <input type="checkbox"/> No <input type="checkbox"/>																																																
4.a	How many of the domestic observers present were men and how many were women?	<table style="width: 100%; text-align: center;"> <tr> <td style="width: 33%;"><i>Men</i></td> <td style="width: 33%;"><i>Women</i></td> <td style="width: 33%;"><i>Total</i></td> </tr> <tr> <td><input type="text"/></td> <td><input type="text"/></td> <td><input type="text"/></td> </tr> </table>	<i>Men</i>	<i>Women</i>	<i>Total</i>	<input type="text"/>	<input type="text"/>	<input type="text"/>																																										
<i>Men</i>	<i>Women</i>	<i>Total</i>																																																
<input type="text"/>	<input type="text"/>	<input type="text"/>																																																
4.b	How many of the men and women domestic observers identify themselves as indigenous or afrodescendant?	<table style="width: 100%; text-align: center;"> <tr> <td colspan="2"><i>Indigenous</i></td> <td colspan="2"><i>Afrodesc.</i></td> <td colspan="2"><i>Total</i></td> </tr> <tr> <td><i>M</i></td><td><i>W</i></td><td><i>M</i></td><td><i>W</i></td><td><i>M</i></td><td><i>W</i></td> </tr> <tr> <td><input type="text"/></td><td><input type="text"/></td><td><input type="text"/></td><td><input type="text"/></td><td><input type="text"/></td><td><input type="text"/></td> </tr> </table>	<i>Indigenous</i>		<i>Afrodesc.</i>		<i>Total</i>		<i>M</i>	<i>W</i>	<i>M</i>	<i>W</i>	<i>M</i>	<i>W</i>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>																														
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<i>M</i>	<i>W</i>	<i>M</i>	<i>W</i>	<i>M</i>	<i>W</i>																																													
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>																																													
5	How many voters are on the voter's list?	Number: <input type="text"/>																																																
6	What is the total number of votes cast in the presidential election?	Number: <input type="text"/>																																																
7	How many votes in the presidential election were declared null and void?	Number: <input type="text"/>																																																
8	Was the statement of poll challenged?	Yes <input type="checkbox"/> No <input type="checkbox"/>																																																
9	Was a copy of the protocol of voting returns given to the political parties?	Yes <input type="checkbox"/> No <input type="checkbox"/>																																																
10	Did the counting of ballots follow legal procedures?	Yes <input type="checkbox"/> No <input type="checkbox"/>																																																
11	What time did the vote-counting end?	Time: ____:____																																																
12	How many voting centers did you visit during the day?	Number: <input type="text"/>																																																
13	Are there any other issues or observations not covered in the questions that you consider significant?																																																	



Organization of American States

ORGANIZATION OF AMERICAN STATES (OAS)  
ELECTORAL OBSERVATION MISSION (EOM)

Country : \_\_\_\_\_ Date: \_\_\_\_\_

ELECTION DAY QUESTIONNAIRE - D

Name of the observer: \_\_\_\_\_  
 Name of voting center: \_\_\_\_\_  
 Assigned polling station: \_\_\_\_\_

**Note:**

All questions refer exclusively to the voters assigned to the polling station being observed. Please respond to questions based on observations you have made yourself or those for which you have received credible information. If you observe more than one polling station, please use a different questionnaire for each. Questions that contain an ethnic-racial component should be answered based on the auto-determination of the mentioned persons.

D	Overall evaluation in light of observations made at the polling station throughout the day and in the subsequent transfer of the ballot boxes to counting centers.	Response <i>(mark with an X or write your answer)</i>			
<b>Voter education</b>					
1	Did voters appear to understand when, where, and how to vote?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
	Was information for voters available in indigenous or afrodescendant languages?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
<b>Exclusion of registered voters</b>					
2	Were registered voters prevented from voting because of problems with the register of voters, voting hours, or other reasons?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
<b>Ballot design</b>					
3	Did the design of the ballot allow voters to accurately record their preferences?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
<b>Voter Intimidation</b>					
4	Did you observe threats or violence targeted at voters?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
4.a	If so, in how many cases were threats and/or violence targeted at women voters and how many at men?	Men	Women	Total	
		<input type="text"/>	<input type="text"/>	<input type="text"/>	
i	In the case of male victims, how many identified themselves as indigenous, afrodescendant, or of other ethnic-racial origin?	Indigenous	Afrodesc.	Other	
		<input type="text"/>	<input type="text"/>	<input type="text"/>	
ii	In the case of female victims, how many identified themselves as indigenous, afrodescendant, or of other ethnic-racial origin?	Indigenous	Afrodesc.	Other	
		<input type="text"/>	<input type="text"/>	<input type="text"/>	
<b>Vote buying</b>					
5	Was there evidence of vote buying?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
<b>Electioneering at voting center</b>					
6	Was there evidence of electoral propaganda in or around the voting center?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
<b>Secret Ballot</b>					
7	Was the secrecy of the ballot guaranteed?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
7.a	In the cases of restriction of the right to a secret vote, did you observe situations of "family" or "proxy" voting that effect women voters?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
<b>Observation of the vote count</b>					
8	Were parties agents present during the vote count?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
9	Were domestic observers allowed to observe the vote count?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
<b>Vote count</b>					
10	Were there any administrative or organizational issues during the vote count?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
11	Were there any intentional acts to alter the expressed preferences of voters during the vote count?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
<b>Secure Ballot</b>					
12	Were ballots properly supervised and secured before, during and after the voting?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
13	Was the transfer of protocols and electoral material to the computer center conducted in a secure and orderly manner?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
14	Was the transmission of results conducted in an orderly manner?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
<b>Dispute resolution</b>					
15	Were complaints and disputes dealt with in a fair and timely manner?	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
<b>General observation</b>					
16	In general, the voting process at the polling station observed was...	Very good	Good	Bad	Very bad



ORGANIZATION OF AMERICAN STATES (OAS)  
ELECTORAL OBSERVATION MISSION (EOM)

Country : \_\_\_\_\_ Date: \_\_\_\_\_

ELECTION DAY QUESTIONNAIRE - E

Organization of  
American States

Name of the observer: \_\_\_\_\_

Note:

All questions refer exclusively to the voters assigned to the polling station being observed. Please respond to questions based on observations you have made yourself or those for which you have received credible information. If you observe more than one polling station, please use a different questionnaire for each. Questions that contain an ethnic-racial component should be answered based on the auto-determination of the mentioned persons.

E	Assessment in light of observations made at polling stations visited through the day	Response (Indicate a response for each polling station)	Statio n 1	Statio n 2	Statio n 3	Statio n 4	Statio n 5	Statio n 6	Statio n 7	Statio n 8	Statio n 9	Statio n 10
1	<b>Voter education.</b> Did voters appear to understand when, where, and how to vote?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A										
2	<b>Exclusion of registered voters.</b> Were registered voters prevented from voting because of problems with the register of voters, voting hours, or other reasons?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A										
3	<b>Ballot design.</b> Did the design of the ballot allow voters to accurately record their preferences?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A										
4	<b>Voter intimidation.</b> Did you observe threats or violence targeted at voters?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A										
4a	If so, in how many cases were threats and/or violence targeted at women voters and how many at men?	H: _____ M: _____ <input type="checkbox"/> N/A										
4b	If so, in how many cases were threats and/or violence targeted at indigenous or afro-descendants?	I: _____ A: _____ <input type="checkbox"/> N/A										
5	<b>Vote buying</b> Was there evidence of vote buying?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A										
6	<b>Electioneering at voting center.</b> Was there evidence of electoral propaganda in or around the voting center?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A										
7	<b>Secret Ballot.</b> Was the secrecy of the ballot guaranteed?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A										
7a	In the cases of restriction of the right to a secret vote, did you observe situations of "family" or "proxy" voting that effect women voters?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A										
8	<b>Vote security.</b> Were ballots properly supervised and secured before, during and after the voting?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A										
9	<b>Dispute resolution.</b> Were complaints and disputes dealt with in a fair and timely manner?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A										
10	<b>Party representatives.</b> How many parties had party agents at the polling station?	<input type="checkbox"/> All <input type="checkbox"/> Some <input type="checkbox"/> None										
11	<b>Domestic observers.</b> Were domestic observers present at the polling station?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A										
12	<b>General observation.</b> In general, the voting process at the polling station observed was...	<input type="checkbox"/> Very good <input type="checkbox"/> Good <input type="checkbox"/> Bad <input type="checkbox"/> Very bad										

## 3.10 | Final report format

### Observation of electoral participation of indigenous peoples and afrodescendants OAS/EOM (host country/date) Final Report

1. Executive summary (maximum 3 pages)
2. Introduction (maximum 1 page)
3. Political system and legal framework for elections
  - Description of elements of the political and electoral systems related to the inclusion of indigenous peoples and afrodescendants: type of election observed, elements of the electoral system, affirmative action measures, electoral institutions, number of contending parties, among other relevant aspects
4. Inclusion of indigenous peoples and afrodescendants in the observed elections
  - 4.1 Participation as electors (maximum 4 pages)
    - Each indicator will be a subtitle under this heading, as per the matrix (tables No. 3, 4 and 5) and contain at least:
      - The description of the regulations and practices of each variable under the indicator, based on the *general form* (tool 3.2)
      - The analysis of the interrelation, effects and results with regard to the attainment or not of each indicator
  - 4.2 Participation as candidates (maximum 4 pages)
    - Each indicator will be a subtitle under this heading, as per the matrix (tables No. 3, 4 and 5) and contain at least:
      - The description of the regulations and practices of each variable under the indicator, based on the *general form* (tool 3.2)
      - The analysis of the interrelation, effects and results with regard to the attainment or not of each indicator
  - 4.3 Participation in the organization of the electoral process (maximum 4 pages)
    - Each indicator will be a subtitle under this heading, as per the matrix (tables No. 3, 4 and 5) and contain at least:
      - The description of the regulations and practices of each variable under the indicator, based on the *general form* (tool 3.2)
      - The analysis of the interrelation, effects and results with regard to the attainment or not of each indicator
5. Conclusions (maximum 1 page)
6. Recommendations (maximum 1 page)
7. Bibliography
8. Annexes



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