

Codebook for the Extraterritorial Voting Rights and Restrictions (EVRR) Dataset

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Covering 195 countries between 1950 and 2020, the Extraterritorial Voting Rights and Restrictions (EVRR) dataset provides the first global time-series dataset of non-resident voting that goes beyond a binary measurement strategy. Our starting position is that the enfranchisement of non-residents is both multifaceted and dynamic. Countries that enfranchise non-resident citizens face an array of choices as to how voting will be facilitated and incorporated into the existing political system. EVRR codes the voting rights extended to non-resident citizens, the restrictions placed on the exercise of these rights, and how these rights and restrictions change over time.

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Concept Glossary

Country of Origin

The country where an individual holds citizenship but no longer lives, either temporarily or permanently. A “country of origin” is a state that may or may not organize the ability for citizens living outside of its borders to vote in national elections.

Country of Residence

The country where an individual either temporarily or permanently lives, but may or may not hold the national citizenship of that country.

Extraterritorial Voting

We consider extraterritorial voting to exist if all of the following three criteria are met:

- 1) Enfranchisement extends to citizens who live outside of a country where they hold national citizenship (i.e. non-resident citizens);
- 2) Non-resident citizens are able to cast their vote from outside of the country;
- 3) There must be a broad scope of enfranchisement for non-resident voters.

A violation of any of these three criteria is coded as the non-existence of extraterritorial voting rights. Regarding Criteria 1, citizens may live outside the country temporarily or permanently. This definition thus excludes countries that only offer external voting to those residents temporarily out of the country for business or vacation travel (i.e. absentee voters). Additionally, if non-residents are required to maintain residency in their home country in order to qualify for the external franchise, Criteria 1 is also violated. For example, prior to the 2014 Hungarian election, “only citizens living abroad who maintained a permanent residence in Hungary could vote” (OSCE/ODIHR 2014). Since non-residents were excluded from the limited form of voting abroad, Hungary would violate Criteria 1 and would not be coded as having extraterritorial voting.

Criteria 2 requires a mechanism allowing non-residents to vote from abroad. Criteria 2 is violated if there is no external mechanism for non-resident citizens to vote in the country where they currently live. This excludes countries like Nigeria and Ireland that enfranchise non-residents but require them to return to the country to vote.

Criteria 3 requires that the scope of non-resident enfranchisement be similar to the scope of resident enfranchisement. Criteria 3 is violated if the scope of enfranchisement is significantly different between residents and non-residents. This excludes countries that only enfranchise non-residents based on professional or social categories (e.g. civil service employees, students) when such criteria which do not exist for residents. Malaysia, which limited its initial 2002 non-resident extension of the franchise to state employees, their spouses, and students, would be excluded from our definition until 2012, when it extended the vote to non-resident citizens regardless of professional category.

We make a distinction between the (*de jure*) legal adoption of extraterritorial voting rights and the (*de facto*) implementation of these rights. We understand a legal adoption to exist if a constitution, law, regulation, or court decision explicitly acknowledges the enfranchisement of non-resident citizens. In terms of measurement, we focus on the first mention of voting right for non-resident citizens that could allow for voting abroad. We

do not distinguish whether a specific legal framework is either necessary or sufficient to produce implementation.

Extraterritorial voting rights, as conferred by legal policies, constitute *de jure* enfranchisement. They may or may not be implemented (i.e. *de facto* enfranchisement) in accordance with the law. In some cases, there is no actual enfranchisement following the extension of extraterritorial voting rights. Thus, implementation involves the exercise of these rights in practice. In terms of measurement, we focus on reports mentioning that non-resident citizens have voted from abroad in the last national election.

Restrictions on extraterritorial voting are rules or procedures that increase the cost of voting, limit the opportunities to participate, or deliberately dilute the potential of non-resident voters to affect outcome. Rules and procedures can have a *de jure* and *de facto* component. For example, a right to vote from abroad by post can be legally extended but never implemented. Where appropriate, we account for both the *de jure* existence and *de facto* existence of rights and restrictions.

Government Administrative Body: An official department of the country of origin that supervises, organizes, or regulates extraterritorial voting. Government administrative bodies can be located either in the country of residence or country of origin. For extraterritorial voting, government administrative bodies most often refer to diplomatic bureaus (i.e. Embassies, Consulates, High Commissions) or an Electoral Management Body (EMB).

Non-resident Citizen: A national citizen that either temporarily or permanently lives outside of their country of origin. Depending on requirements and location, non-resident citizens may or may not be eligible, or have the ability, to vote in the elections of their country of origin from their country of residence.

Coding Overview:

Our unit of analysis is the Country-Year, covering every year from 1950 to 2020. Data is coded for END of calendar year (i.e. if election with external voting occurred in July 1998, *evrr_defacto* coded as YES for that year). Most of the variables are binary, with No coded as 0 and Yes coded as 1, with the following exceptions:

1. If the variable is not applicable, we code “.a”
 - Example: *evrr_inexec* - **Can non-resident citizens vote for the national executive?** Malaysia is coded as “.a” because it has a parliamentary system and there is no election for a president.
 - For all observations where *de jure* enfranchisement has not occurred (*evrr_dejure*=0), “.a” is answer for every other variable with the exception of *de facto* enfranchisement (*evrr_defacto*) and dual-citizenship provisions (*evrr_eldualcit*).
2. If there is an absence of evidence, we code “.e”

- “.e” also applies in cases where a law exists that allows non-resident citizens to register as voters and/or vote, but we have not found any *de jure* policy or *de facto* evidence that specifies (or shows) how external voting operates in practice. In other words, “.e” may not only occur because we have not located source documentation, , but also that the contours of the policy have never been articulated.
3. If the variable has both *de jure* and potential *de facto* discrepancies, we employ the following coding scheme:
 - 0 = *de jure* no / *de facto* no
 - 1 = *de jure* yes / *de facto* no
 - 2 = *de jure* yes / *de facto* yes
 4. *evrr_elid*, which is coded by the type of identification required.

Variables:

Variables are given identifying names. The first two variables measuring legal adoption and implementation are treated as *sui generis*. All other variables are given a 2 letter “dimension” tag. These are “el” for eligibility variables, “mo” for modality variables, and “in” for institutional structure variables.

Legal Adoption of Extraterritorial Voting Rights (evrr_dejure)

Does any current national law (e.g. constitutional, electoral) allow non-resident citizens to vote?

Conditionality

- Applicable in all cases (code 0, 1, or “.e”).

Possible values (de jure):

- 0 = no
- 1 = yes

Coding criteria:

- If there is no constitutional provision, electoral law, decree, judicial ruling, or any other legal acknowledgement of non-resident citizens' right to vote from outside the country, a no (0) is coded.

Example: Angola 2012

Although the 2010 Constitution states that Angolan citizens living outside of the country have the right to elect members of the National Assembly (Article 143), it restricts the population to citizens abroad for temporary reasons: “Angolan citizens resident abroad for the purposes of work, study, illness or similar reasons.” Electoral policy further restricts external voting to Angolans who can supply “proof of the reason for his trip outside” and a valid document “stating the temporary nature of their stay.”

- If there is a constitutional provision, electoral law, decree, judicial ruling, or any other legal acknowledgement of non-resident citizens' right to vote from outside the country, a yes (1) is coded.

Example: Angola 1992

The Angola 1992 constitution creates an electoral framework for Angolans abroad to vote for their own representatives. Article 79(1)(c): (c) For Angolan communities abroad, there shall be constituted a single electoral college of three Members, two in the Africa region and one in the rest of the world.

Coding notes:

- **Backcoding:** for years prior to adoption, we backcode “No” (0) without previous legal framework (e.g. electoral code that does not include non-resident citizen voting.)
- **Planned implementation delays:** in cases where an implementation delay is deliberate, code from the adoption of the relevant law. There is an important category difference between a country that has written a law allowing non-resident citizen voting - albeit with delayed implementation - and one that has not adjusted laws to allow for voting abroad.

Example: Burkina Faso 2010

Burkina Faso passed a law allowing external voting in 2009, to go in to effect in 2015. In this instance, we answer the *evrr_dejure* question as “Yes” (“1”) starting from 2009. The law does exist, and it allows non-resident citizens to vote.

Example: Timor-Leste 2013

Timor-Leste passed a law in 2011 allowing voting abroad, then passed another law in 2012 declaring that the 2011 legal change would not be enacted in the next election. This did not remove the legal framework for voting abroad; just adjusted the date of implementation. We code as “Yes” (1) starting from the initial law, and let the delay reflect in *evrr_defacto*.

Implementation of Extraterritorial Voting Rights (*evrr_defacto*)

Did non-resident citizen voting occur in the last national election?

Conditionality:

- Applicable in all cases (code 0, 1, or “.e”).

Possible values (limited de facto):

0 = no
1 = yes

Coding criteria:

- If there is no evidence that non-resident citizens voted from outside the country in the last election that national law enables external voting rights (i.e. executive and/or legislative), a no (0) is coded.

Example: Singapore 2001

Singapore changed their laws to allow non-resident voting in April 2001, and were scheduled for implementation in the expected election later that year. Following the terrorist attacks of 9/11, the Singaporean government decided not to conduct overseas voting that election cycle under the rationale that "it was best not to expose our citizens overseas to unnecessary risks."

- If there is evidence that non-resident citizens voted from outside the country in the last election that national law enables external voting rights (i.e. executive and/or legislative), a yes (1) is coded.

Example: Singapore 2006

As noted by the Deputy Prime Minister in a 2008 speech before parliament, "The 2006 [General Election] was the first time when overseas Singaporeans could vote." This is confirmed by media reports, including a Straits Times piece noting that the 2006 election was "the first time that overseas voting was introduced."

Coding notes:

- **Eligibility and election type:** for countries with external voting, "last national election" is interpreted as "last national election in which non-residents were legally eligible to participate." In cases where non-resident participation is permitted in some elections (e.g. presidential) and not permitted in others (e.g. legislative), "last election" refers to the permitted election (in this case, presidential).

Example: Cote d' Ivoire 2012

Cote d'Ivoire had its first election with voting abroad in 2010. These were presidential elections. They had legislative elections in 2011, though non-resident citizens were not permitted to vote. Non-resident citizens did vote again in the 2015 presidential election. Since non-resident citizens are permitted to vote for presidential elections, and participated in an unbroken series of presidential elections, *evrr_defacto* = 1 from 2010-2020, despite the fact that voters could not participate in the legislative elections.

- **Last election and rescinding of rights:** for cases that subsequently rescind external voting, all years until the next election should be coded as 1.

Example: Cambodia 1997.

Extraterritorial voting took place in 1993. Non-resident voting rights were legally removed in the electoral law of 1997, with the new rules finally implemented in 1998. In 1997, then, *evrr_dejure* would be equal “0” even though *evrr_defacto* was still “1”, since there had been voting abroad in the last election.

- **Absence of elections:** *evrr_defacto* is coded as .a for countries that have not held a national election during the years of the dataset

Example: Eritrea 2002

Eritrea has not held a national election since its referendum for independence in 1993.

Dual Citizenship (*evrr_eldualcit*)

Are non-resident citizens permitted to hold dual citizenship?

Conditionality:

- Applicable in all cases (code 0, 1, or “.e”).

Possible values (de jure):

- 0 = no
- 1 = yes

Coding criteria:

- If non-resident citizens are not permitted to hold dual citizenship, a no (0) is coded
- If non-resident citizens are permitted to hold dual citizenship, a yes (1) is coded.

Coding notes:

Dual Citizenship Sources:

Manby, B. (2016). *Citizenship Law in Africa*. African Minds.

Vink, M. P., De Groot, G. R., & Luk, C. (2013). MACIMIDE Global Dual Citizenship Database. Version 1.02. Maastricht: Maastricht University. <https://macimide.maastrichtuniversity.nl/dual-citizenship-database>.

Eligibility Based on Dual Citizens Status (*evrr_dualcit_permit*)

If yes (*evrr_dejure*=1) (*evrr_eldualcit*=1), are non-resident citizens with dual citizenship allowed to vote from outside the country?

Conditionality:

- .a if *evrr_dejure*=0
- .a if *evrr_dualcit_permit*=0

Possible values (de jure):

- 0 = no
- 1 = yes

Coding criteria:

- If dual citizens are not allowed to vote (only nationals) from outside the country, a no (0) is coded

Example: Singapore 2005

Article 6 of the Parliamentary Elections Act addresses “Disqualification of electors”, which includes “acquired or applied to acquire by registration, naturalisation or other voluntary and formal act (other than marriage) the citizenship of any country outside Singapore.”

- If non-resident citizens are permitted to hold dual citizenship, and dual citizens are allowed to vote from outside the country, a yes (1) is coded.

Example: Slovenia 1992

Article 82 of the National Assembly Elections Act, first completed in 1992, states: “Voters, who are abroad on Election Day because they have temporary or permanent residence there, may vote by post or through a diplomatic consular representative body of the Republic of Slovenia, provided that they have notified the republic electoral commission not later than thirty days prior to Election Day, and that the country in which they are residing approves of such voting or that it is authorized by an international agreement.” The criteria of eligibility Slovenian citizenship. No mention of losing voting rights if a citizen of another a country.

Eligibility Based on Time Outside Country (*evrr_sunset*)

If yes (*evrr_dejure*=1), are non-resident citizens voting rights effected by time lived outside of the country?

Conditionality:

- .a if *evrr_dejure*=0

Possible values (de jure):

- 0 = no
- 1 = yes

Coding criteria:

- If non-resident citizen voting rights are not restricted based on any temporal criteria, a no (0) is coded

Example: Thailand 2001

The 1997 Constitution entrenched voting rights for citizens abroad. From Section 105: "A voter...who has a residence outside the Kingdom of Thailand shall have the right to cast a ballot in an election in accordance with rules, procedure and conditions provided by the organic law." Organic law does not mention any restrictive temporal criteria for voters abroad.

- If non-resident citizen voting rights are restricted based on any temporal criteria, a yes (1) is coded

Example: Canada 2015

Since the right to vote abroad was extended to all citizens there has been a sunset clause. The Canada Elections Act states in Part 11(11d) of the Act, that the elector will be eligible to be on the register if the elector "a person who has been absent from Canada for less than five consecutive years and who intends to return to Canada as a resident."

Coding notes:

- **Sunset clauses:** if there are rules that restrict non-citizens voting rights after a defined point in time, a yes is coded.
- **Minimal time abroad requirements:** if there are rules requiring emigrants to have lived outside of home country for months or years before eligible to vote from abroad, a yes is coded

Eligibility Based on Identification Requirements (*evrr_elid*)

If yes (*evrr_dejure*=1), are non-resident citizen voting rights effected by identification requirements?

Conditionality:

- .a if *evrr_dejure*=0

Possible values:

- 0 = flexible identification requirements

Example: Ukraine 1997

Multiple forms of identification were permitted for the first two decades of non-resident voting, as detailed in multiple electoral laws. Article 38, from the 1993 electoral law: "Ballots shall be issued by the district electoral commission, in accordance with the list of voters for the respective polling division when a voter produces a passport or other document to establish his identity." Article 40 from

1997 law: “Ballots shall be issued by the polling station commission members, based on the list of voters for the respective polling station when a voter produces a document to establish his/her identity.”

- 1 = passport sufficient

Example: Ukraine 2014

Identification requirements in Ukraine have tightened over time. From a 2015 OSCE monitor report: “Under the amendments to the election law adopted in March 2014, voters abroad could only vote with international, diplomatic or service passports.”

- 2 = specific state-id card sufficient

Example: Fiji 2014

The rules are detailed extensively in Division 5 of the 2014 Electoral Law. Section 67 (6) requires “a copy of the voter’s identification card and the signature or thumbprint of the voter.”

- 3 = multiple forms of identification required

Example: Sudan 2010

An assessment of the electoral framework by Democracy Reporting International reported that Sudanese citizens had to present both a national passport and valid resident visa in order to register to vote. Carter Center election reports for 2010 also corroborate “prohibitively strict” identification requirements to register.

Coding notes:

- We code *de jure* identification requirements even if countries may not organize external voting in subsequent elections (e.g. South Sudan).
- Higher values of *evrr_dejure* connote increasingly restrictive eligibility requirements.
- **Interpretation of “flexible” (*evrr_elid* = 0)** also captures lax registration/voting eligibility

Example: Morocco 2011

“Given that [MREs] are not enrolled on the electoral lists and do not have voting cards, they were able to do so using documents not foreseen by the electoral law (their Moroccan ID card, passport, family record book or foreign ID card plus their consular registration number).”

- If any one of a particular state id (including passport) is acceptable, we code as 2. If passport is a required to register and/or vote, we code as 1.

Eligibility Based on Registration in Country of Residence (*evrr_elregres*)

If yes (*evrr_dejure*=1), are non-resident citizens required to register with a government administrative body in the country of residency (e.g. embassy/consulate) prior to election day in order to vote?

Conditionality:

- .a if *evrr_dejure*=0

Possible values (de jure):

- 0 = no
- 1 = yes

Coding criteria:

- If non-resident citizens are not required to register with an embassy or consulate in order to vote in elections, a no (0) is coded.

Example: Russia 1996

The laws on registration of non-resident citizens have been lax. International Republican Institute describes the process in 1996: "Just as regular voter registration is a passive exercise requiring no action or application by the voter within the Federation, citizens abroad need not apply... There is a general acknowledgement that the number of citizens officially registered abroad may be somewhat understated. For the presidential elections approximately 805,700 appeared on the voter lists from abroad. In some polling stations, the lists appeared quite accurate. However, in most cases, a good percentage of voters were added to the rolls on Election Day after showing proper identification."

- If non-resident citizens are required to register with an embassy or consulate in order to vote in elections prior to election day, a yes (1) is coded.

Example: Mongolia 2012

Section 6.7. of the election law requires voters pre-register with the diplomatic mission: "An eligible voting citizen residing in a foreign country in which a diplomatic mission of Mongolia is located and registered with the state register shall abide by the following procedures to participate in an election."

Coding notes:

- **Interaction rule:** if a non-resident citizen has to interface with a diplomatic entity prior to the election, voter registration or otherwise, *evrr_elregres* is coded as 1 (yes). This includes instances where non-resident citizens must register with the embassy / consulate within the host country as a prerequisite to being able to vote.
- **Diplomatic offices and electoral management bodies:** *evrr_elregres* = 1 (yes) includes cases where non-resident citizens register to vote with the electoral commission through their embassy / consulate (e.g. with the diplomatic office acting as a registration station on behalf of electoral commission).

Eligibility Based on Registration of Residency Status

(evrr_elregres_status)

If yes (*evrr_dejure=1*) (*evrr_elregres =1*), are non-resident citizens required to register their residency status with the embassy / consulate in order to maintain eligibility to vote?"

Conditionality:

- .a if *evrr_dejure=0*
- .a if *evrr_elregres=0*

Possible values (de jure):

- 0 = no
- 1 = yes

Coding criteria:

- If non-resident citizens are not required to register their residency status with the embassy / consulate in order to maintain eligibility to vote, a no (0) is coded

Example: Georgia 2003

As explained by OSCE election monitors: "Previously, only citizens registered with diplomatic missions were eligible to register as out-of-country voters. New procedures enabled citizens to register to vote abroad up to 21 days before the elections, without registering their status with the diplomatic mission."

- If non-resident citizens are required to register their residency status with the embassy / consulate in order to maintain eligibility to vote, a yes (1) is coded

Example: Benin 2016

Article 156 of the 2013 Electoral Code states that as part of the biometric voter registration, a document is required that a citizen has been registered at least six months with the embassy or consulate "in the country of their habitual residence."

Eligibility Based on In-Person Registration in Country of Residence

(evrr_elregres_person)

If yes (*evrr_dejure=1*) (*evrr_elregres=1*), are non-resident citizens required to register in person with a government administrative body in the country of residency (e.g. embassy/consulate) prior to election day in order to vote?

Conditionality:

- .a if *evrr_dejure=0*
- .a if *evrr_elregres=0*

Possible values (de jure):

- 0 = no
- 1 = yes

Coding criteria:

- If non-resident citizens are not required to register with an embassy or consulate in person order to vote in elections, a no (0) is coded.

Example: Philippines 2004

Section 11.2 of the "Overseas Absentee Voting Act of 2003": "Every application to vote in absentia may be done personally at, or by mail to, the embassy, consulate or foreign service establishment, which has jurisdiction over the country where he/she has indicated his/her address for purposes of the elections."

- If non-resident citizens are required to register with an embassy or consulate in person in order to vote in elections, a yes (1) is coded.

Example: Indonesia 1999

Article 35 of the 1999 electoral law states: "1) Citizens who are eligible to vote and domicile overseas shall register to local Overseas Election Commission hereinafter referred to as the PPLN. 2) The PPLN is located at the local representation offices of the Republic of Indonesia."

Coding note:

- **Remote alternatives:** if non-resident citizens have to register with embassy, but can do that online or over the phone, that observation would be coded as no ("0") as registration *in person* would not be required.

Eligibility Based on Registration in Country of Origin (*evrr_elreghome*)

If yes (*evrr_dejure*=1), are non-resident citizens required to register with a government administrative body in the country of origin prior to election day in order to vote?

Conditionality:

- .a if *evrr_dejure*=0

Possible values (de jure):

- 0 = no
- 1 = yes

Coding criteria:

- If non-resident citizens are not required to register with a government administrative body in the country of origin prior to election day, a no (0) is coded.

Example: Tunisia 2011

As reported by Jaulin (2016, p.7), during the constituent assembly elections in 2011, the ISIE decided that Tunisians abroad could vote “decided that anyone would be entitled to vote even if not registered on the electoral roll, providing that he/she had a Tunisian ID or passport.”

- If non-resident citizens are required to register with a government administrative body in the country of origin prior to election day, a yes (1) is coded

Example: Tunisia 2014

As Jaulin (2016, p8) reports that the electoral law adopted in 2013 requires all citizens to register in order to be entitled to vote.

Coding notes:

- **Country of Origin election management bodies:** a yes is coded in cases where non-resident citizens need to register with the electoral commission, but do not have to interface with the diplomatic mission.

Example: South Africa 2014

You need to submit an online form to the IEC (so *evrr_elreghome*=1, *evrr_elreghome_person*=0).

Eligibility Based on In-Person Registration in Country of Origin

(*evrr_elreghome_person*)

If yes (*evrr_dejure*=1) (*evrr_elreghome*=1), are non-resident citizens required to register in person with a government administrative body in the country of origin prior to election day in order to vote?

Conditionality:

- .a if *evrr_dejure*=0
- .a if *evrr_elreghome*=0

Possible values (de jure):

- 0 = no
- 1 = yes

Coding criteria:

- If non-resident citizens are required to register with a government administrative body in the country of origin prior to election day, but that registration does not need to be completed in person, a no (0) is coded

Example: Malaysia 2013

Voters must make their request to the EMB in their country of origin. Voters work through the embassy / consulate to submit the application to the EMB. A report from voters' rights organization Bersih: "To register as overseas postal voters in GE13, voters who were already on the electoral roll had to submit a completed Form 1B by facsimile or email to the EC in Malaysia. The respective overseas missions then informed voters whether their applications were accepted or rejected. Information was then relayed to voters via the EC's website as to where and when overseas voting would take place in their respective countries of residence"

- If non-resident citizens are required to register with a government administrative body in the country of origin prior to election day, and that registration must be completed in person, a yes (1) is coded

Example: Syria 2014

The 2014 elections law indicates that a passport will work as ID, but it must be "stamped with the stamp of exit from any Syrian border post" (Article 105, translation). This effectively requires Syrians to interface with the border authorities. A substantial percentage of Syrians abroad have fled the country, avoiding interaction with Syrian border authorities. Since prospective voters require a physical stamp from an in-country authority, we code as "1".

Extraterritorial Voting in Embassies and Consulates (*evrr_modiplo*)

If yes (*evrr_dejure*=1), can non-resident citizens vote at embassies / consulates?

Conditionality:

- .a if *evrr_dejure*=0

Possible values (de jure):

- 0 = no
- 1 = yes

Coding criteria:

- If non-resident citizens do not vote at embassies or consulates, a no (0) is coded.

Example: Morocco 2016

The 2011 Constitution (Article 17) explicitly extends voting right for Moroccan citizens living abroad. *Morocco world news* reports that the only way for Moroccans to participate in the 2016 parliamentary elections is via proxy voting (*Tasweet Bilwakala*)

- If non-resident citizens are allowed to vote, in person, at an embassy or consulate, a yes (1) is coded.

Example: South Korea 2009

Chapter XIV-2 Special Cases Concerning Overseas Election (Public Official Election Act, as amended 2009) - Article 218-16: "In an overseas election, an overseas elector shall go to an overseas polling place to cast a ballot...".

Coding notes:

Registration rule: where registration rules mention interaction with the embassies / consulates, and no other mode of voting is explicitly mentioned, we assume embassy / consulate voting.

Extraterritorial Voting in all Embassies and Consulates

(evrr_modiplo_broad)

If yes (*evrr_dejure*=1 & *evrr_modiplo*=1), do all embassies / consulates serve as polling stations?

Conditionality:

- .a if *evrr_dejure*=0
- .a if *evrr_modiplo*=0

Possible values (de facto):

- 0 = de jure no / de facto no
- 1 = de jure yes / de facto no
- 2 = de jure yes / de facto yes

Coding criteria:

- If legal documentation specifies that only a portion of embassies/consulates serve as polling locations, a 0 is coded.

Example: Micronesia 2007

The Revised National Election Act of 2005, passed in 2006, added a "Voting absentee ballot at a special Polling Place" section (605), which states "there shall be one special Polling Place in Guam and one special Polling Place in Honolulu and that these shall be the only special Polling Places located outside the Federated States of Micronesia." The operation of the Guam and Honolulu polling stations was confirmed by the Standing Committee Report No. 15-01 of 2007.

- If legal documentation specifies that embassies and consulates serve as polling stations, but evidence indicates that none or only a portion of embassies/consulates serve as polling stations in practice, a 1 is coded.

Example: Kazakhstan 2011

The relevant procedures were set forth in 1995 in the Act “On Elections in the Republic of Kazakhstan.” Article 25(5) on registration states citizens can register “at the polling stations formed in the representative offices of Republic in foreign states....”. The number of polling stations vary significantly from election to election. In 2011, OSCE reported 35 polling stations; in 2012, 46 polling stations.

- If legal documentation specifies that embassies and consulates serve as polling stations, and existing evidence is consistent with all embassies/consulates serving as polling stations in practice, a 2 is coded.

Example: Benin 2016

Article 346 in the 2013 Electoral Code states that the electoral constituency is the national territory of Benin including the consular and diplomatic offices of the Republic of Benin abroad. The list of polling stations for the 2016 presidential election includes 44 embassies and consulates of Benin. The number of electors registered at each location range from 1 (in Riyadh) to over 10,000 at the Consulate in Lagos.

Coding Notes:

- **Legal exclusion:** For *evrr_modiplo_broad* to be coded as “0,” the legal framework must exclude a category of countries. Exclusions may come in the form of in-country voter quotas (e.g. countries with 250 or more voters) or targeted selection of countries (e.g. only countries in the Gulf Cooperation Council). Note: where *evrr_moquotas* equals 1 or 2 (the presence of quotas effecting voting locations) it is highly likely that *evrr_modiplo_broad* is coded as “0.” Quotas are designed to constrain the placement of polling stations.

Extraterritorial Voting in Neighborhood Polling Stations

(*evrr_moneighbor*)

If yes (*evrr_dejure*=1), are additional polling stations available outside of embassies / consulates?

Conditionality:

- .a if *evrr_dejure*=0

Possible values (de facto):

- 0 = de jure no / de facto no
- 1 = de jure yes / de facto no
- 2 = de jure yes / de facto yes

Coding criteria:

- If no legal documentation specifies additional polling stations beyond embassies / consulates, and no evidence exists of additional polling stations exist in practice, a 0 is coded.

Example: Kenya 2013

de jure no: Electoral Act 2011: "A decision by the Commission to register Kenyan citizens residing outside Kenya or to conduct elections outside Kenya shall be based on the presence of a Kenyan Embassy, High Commission or Consulate."

de facto no: 2013 election results abroad: Voting occurred at high commissions of four EAC countries (Burundi, Rwanda, Tanzania, Uganda).

- If legal documentation specifies additional polling stations, but evidence indicates that no additional polling stations exist in practice, a 1 is coded.

Example: Pakistan 2013

The legal framework extending the right to vote to non-resident citizens – "Ordinance No. IV of 2014 to Amend the Representation of the People Act, 1976" – allows for polling stations outside the diplomatic missions. The Ordinance allows polling stations at the "premises of an Embassy, a Mission or a Consulate or any other public place notified by the Embassy, Mission, Consulate." Despite the existence of a legal framework allowing additional polling stations, Pakistan has never implemented voting abroad.

Example: Namibia 2009

de jure Yes: Electoral Act (1994) states "Commissions may establish polling stations outside Namibia at any Namibian diplomatic mission or at such other convenient places as may be determined by the Commission."

de facto No: EISA observer report of the 2009 elections: "the ECN registered voters and conducted elections in 23 Namibian diplomatic missions and embassies worldwide" (p. 24).

- If legal documentation specifies additional polling stations, and existing evidence is consistent with additional polling stations in practice, a 2 is coded

Example: Russia 1996

The Federal Law on the Election of the President of the Russian Federation (1995) provides a broad mandate for setting up polling stations. Article 24 states "Polling stations for citizens of the Russian Federation staying on the territory of a foreign state shall be established by heads of diplomatic missions and consular offices of the Russian Federation on the territory of their country of stay." This mandate, which allowed for polling stations outside of diplomatic missions, was implemented in 1996 and onwards. That year, the International Republican Institute election monitors reported "A total of nine polling places were set up in five Crimean cities."

Coding notes:

- **Obscure legal framework:** where we have any de facto evidence of additional polling stations existing outside of embassies and consulates, we assume the legal framework exists but is not readily available; we therefore code as “2.”
- There are two types of cases where *evrr_moneighbor* is coded as 1; countries (e.g. Pakistan 2013) where the law specifies the ability to organize external polling stations but external voting is never implemented (*evrr_defacto*=0, *evrr_moneighbor*=1) and countries (e.g. Namibia 2009) where the law specifies the ability to organize external polling stations but external voting is limited to diplomatic locations In practice (*evrr_defacto* =1, *evrr_modiplo*=1, *evrr_moneighbor*=1).
- **Additional stations only:** There have been a few elections where in-person polling locations are provided, but only in locations outside of an embassy / consulate; we code these as *evrr_moneighbor*=2 and *evrr_modiplo*=0.

Example: South Sudan 2011

FAQ on Referendum on Sudan Tribune Website: “Q: Will the Referendum Centres be in neutral venues? A: Yes. As they are the same locations and sites as were used for registration, the Referendum Centres for voting will be in neutral venues. They will not be in either embassies or Government of South Sudan (GoSS) liaison offices.”

In-person Extraterritorial Voting Stations Determined by Quotas

(*evrr_moquotas*)

If yes (*evrr_dejure*=1), are there quotas that effect non-resident citizen voting locations?

Conditionality:

- .a if *evrr_dejure*=0

Possible values (de facto):

- 0 = de jure no / de facto no
- 1 = de jure yes / de facto no
- 2 = de jure yes / de facto yes

Coding criteria:

- If no legal documentation specifies polling station quotas, and no evidence exists of quotas in practice, a 0 is coded.

Example: Croatia 1995

Article 45(2) of the Constitution reads: “In elections for the Croatian Parliament and for the President of the Republic, the Republic of Croatia shall ensure suffrage to its

citizens who are abroad at the time of the elections, so that they may vote in the countries in which they are or in any other way specified by law.” There is no mention of any quota of voters as a requirement for a polling station.

- If legal documentation specifies polling station quotas, but there is no evidence of quotas existing in practice, a 1 is coded.

Example: Lebanon 2013

Article 107 of the 2008 Parliamentary Elections Law explains “the number of registered voters in one electoral district shall not be less than 200 voters.” This was never implemented, however, as the 2013 election was postponed.

Example: Kenya 2017

In their 2015 policy on registration and voting of Kenyans abroad, the electoral commission of Kenya (IEBC) proposed that each country that would organize elections abroad have at least 3,000 eligible voters registered in the diplomatic mission. They did not follow this guideline for the 2017 elections, instead organizing polling at the missions where they had organized voting in 2013: Burundi, Rwanda, Uganda, Tanzania, plus South Africa.

- If legal documentation specifies polling station quotas, and existing evidence is consistent the use of quotas in practice, a 2 is coded.

Example: Georgia 2016

Georgia had minimum requirements for voters per polling station, which apply to polling stations abroad, in its earliest electoral laws. The 2012 Election Code of Georgia put the quota at “not less than 20 and no more than 1,500 voters.” However, the election management body website places the quota at “no less than 20 and no more than 3000 voters.” Regardless, there is an operational quota in place.

Coding notes:

- **Minimum and maximum quotas:** polling station quotas can provide rules around either the minimum or maximum number of voters. Usually these are laws that they use to determine # of polling stations in-country that they then apply abroad. If either minimum or maximum quotas exist, a yes is coded.
- There are two types of cases where *evrr_moquotas* is coded as 1; countries (e.g. Lebanon 2013) where the law specifies quotas but external voting is never implemented (*evrr_defacto*=0, *evrr_moquotas*=1) and countries (e.g. Kenya 2017) where the law specifies quotas but external voting is organized in such a way that does not reflect the *de jure* quotas (*evrr_defacto* =1, *evrr_moquotas*=1).

Extraterritorial Voting by Post (*evrr_mopost*)

If yes (*evrr_dejure*=1), can non-resident citizens vote by mail?

Conditionality:

- .a if *evrr_dejure*=0

Possible values (de facto):

- 0 = de jure no / de facto no
- 1 = de jure yes / de facto no
- 2 = de jure yes / de facto yes

Coding criteria:

- If no legal documentation specifies postal voting, and no evidence of postal voting in practice, a 0 is coded.

Example: Mongolia 2012

The election law of 2011 extends voting rights to non-resident citizens. Section 6.7 identifies eligible voters as “citizen residing in a foreign country in which a diplomatic mission of Mongolia is located and registered with the state register.” All procedures mention in-person voting; no mention of postal voting could be found in the law or the election reports of 2012 / 2013.

- If legal documentation specifies postal voting, but there is evidence that no postal voting in occurs in practice, a 1 is coded.

Example: Greece 2012

Article 51 of the 1975 Constitution of Greece contains a provision permitting voting for Greek nationals abroad: “Matters pertaining to the exercise of the right to vote by persons living outside the Country may be specified by statute, adopted by a majority of two thirds of the total number of Members of Parliament. Concerning such persons, the principle of simultaneously holding elections does not impede the exercise of their right to vote by postal vote or by other appropriate means, provided that the counting of votes and the announcement of the results is carried out when this is also carried out across the Country.” While the postal vote is extended in the constitution, it has never been implemented in practice.

- If legal documentation specifies postal voting, and existing evidence is consistent with postal voting in practice, a 2 is coded.

Example: Egypt 2012

The Carter Center report on the 2012 Parliamentary Elections, p. 44: Out-of-Country Voting. “The People’s Assembly and Shura Council elections included out-of-country voting (OCV) by Egyptian nationals through Egyptian embassies overseas. OCV voters could register to vote online using their National Identity Card number and personal information, download and mark their ballots, and submit them in a double-envelope procedure to the nearest embassy by mail or in person.”

Extraterritorial Voting by Post from All Countries (*evrr_mopost_broad*)

If yes (*evrr_dejure*=1 & *evrr_mopost*=1), can non-resident citizens vote by mail from any country?

Conditionality:

- .a if *evrr_dejure*=0
- .a if *evrr_mopost* =0

Possible values (de facto):

- 0 = de jure no / de facto no
- 1 = de jure yes / de facto no
- 2 = de jure yes / de facto yes

Coding criteria:

- If legal documentation specifies that postal voting is only permitted in a portion of countries, a 0 is coded.

Example: Philippines 2004

Section 17.1(A) of the “Overseas Absentee Voting Act of 2003” permits postal voting “Where the mailing system is fairly well-developed and secure to prevent the occasion of fraud” One of the recommendations presented to the “Joint Congressional Oversight Committee on Absentee Voting” was to “Adopt voting by mail in countries other than Japan, UK and Canada.”

- If legal documentation specifies that postal voting is permitted in all countries, but there is evidence that postal voting only occurred in a portion of countries in practice, a 1 is coded.
- If legal documentation specifies that postal voting is permitted in all countries, and existing evidence is consistent with postal voting in all countries in practice, a 2 is coded.

Example: Fiji 2014

Division 5 of the Electoral Act addresses the procedures for postal voting. These apply to all those “living outside of Fiji or will be outside of Fiji on the polling day.” No mention of geographic exclusions were found.

Extraterritorial Voting by Proxy (*evrr_moproxy*)

If yes (*evrr_dejure*=1), can non-resident citizens vote by proxy?

Conditionality:

- .a if *evrr_dejure*=0

Possible values (de facto):

- 0 = de jure no / de facto no
- 1 = de jure yes / de facto no
- 2 = de jure yes / de facto yes

Coding criteria:

- If no legal documentation specifies proxy voting, and no evidence exists of proxy voting in practice, a 0 is coded.

Example: Armenia 2003

Armenia had voting abroad in 2003, but only at embassies / consulates. Article 2(2) of The Electoral Code of 1999 states “During the preparation and conduct of the elections, the citizens of the Republic of Armenia who live or are living outside Armenia, have the electoral right. The Diplomatic and Consular Missions of the Republic of Armenia, in accordance with the procedures set by this Code and by Central Electoral Commission, guarantee the realization of the electoral right of Armenian citizens.” An OSCE Mission Report from 2003 confirms “Polling stations in Armenian Embassies and Consulates did provide the opportunity for some Armenians abroad to vote overseas.” Proxy voting is not mentioned in any law or report.

- If legal documentation specifies proxy voting, but there is evidence that no proxy voting exists in practice, a 1 is coded.

Example: Togo 2003

The 2000 Electoral Code, Article 121.5 states that Togolese living abroad who are registered with the embassy in their residence country can vote by proxy. However, there is no evidence that Togolese living abroad have been able to vote in any subsequent election via proxy.

- If legal documentation specifies proxy voting, and existing evidence is consistent with proxy voting in practice, a 2 is coded.

Example: Algeria 2014

The Electoral Act of 2012, Article 53 states that “citizens who are temporarily abroad may exercise their right to vote by proxy. Article 54 further reinforces the ability for Algerians to vote by proxy: For presidential elections, consultations, referendum and the parliamentary elections, voters living abroad exercise their right to vote at the diplomatic offices in the country of their residence. Voters mentioned in paragraph above may, upon request, exercise their right to vote by proxy...with Algerian diplomatic and consular representations. They may also exercise their right to vote by proxy for elections to municipal people's congresses and wilaya.

Extraterritorial Voting by Online System (*evrr_moonline*)

If yes (*evrr_dejure=1*), can non-resident citizens vote online?

Conditionality:

- .a if *evrr_dejure=0*

Possible values (de facto):

- 0 = de jure no / de facto no
- 1 = de jure yes / de facto no
- 2 = de jure yes / de facto yes

Coding criteria:

- If no legal documentation specifies online voting, and no evidence exists of online voting in practice, a 0 is coded.

Example: Kosovo 2008

Section 3.3 of the Out of Kosovo Voting, Electoral Rule No. 03/2008 states, "After marking the ballot for Out of Kosovo Voting, the voter shall send it by mail in one of the Mail boxes established and publicly announced by the CEC, by a date determined by the CEC." Although voters can download the ballot online, it must be returned by mail."

- If legal documentation specifies online voting, but there is evidence that no online voting occurs in practice, a 1 is coded.

Example: Egypt 2012

The Carter Center report on the Parliamentary Elections, p. 44: Out-of-Country Voting: "The People's Assembly and Shura Council elections included out-of-country voting (OCV) by Egyptian nationals through Egyptian embassies overseas. OCV voters could register to vote online using their National Identity Card number and personal information, download and mark their ballots, and submit them in a double-envelope procedure to the nearest embassy by mail or in person." OCV voters can download the ballot online but must mail or personally deliver ballot to embassy.

- If legal documentation specifies online voting, and existing evidence is consistent with online voting in practice, a 2 is coded.

Example: Estonia 2007

A 2006 amendment to the "Riigikogu Election Act" added a section (53) addressing "Electronic voting in foreign states." This was operational for the 2007 election. Though later versions of the election law note that Section 53 was repealed in 2012.

Extraterritorial Voting in Presidential Elections (*evrr_inexec*)

If yes (*evrr_dejure*=1), can non-resident citizens vote for the national executive?

Conditionality:

- .a if *evrr_dejure*=0
- .a if no executive elections (parliamentary system)

Possible values (de jure):

- 0 = no
- 1 = yes

Coding criteria:

- If non-resident citizens are not permitted to vote in elections for the national executive, a no (0) is coded

Example: Mozambique 1999

Electoral Law of Mozambique 1993, article 11: "Mozambican citizens resident abroad, if registered, may exercise the right to vote in the parliamentary elections at the diplomatic representation of the Republic of Mozambique in their area of residence." There is no mention of participation in presidential elections.

- If non-resident citizens are permitted to vote in elections for the national executive, a yes (1) is coded.

Example: Mozambique 2004

The electoral code of 2004 expands non-resident voter participation to presidential elections. An electoral observer report of the 2004 elections notes that "The presidential election is direct and the whole country and voters abroad are considered one constituency."

Coding notes:

- **Code even if no implementation:** if the electoral law allowing non-resident citizen voting rights applies to presidential elections, but there is no implementation in subsequent elections, a yes is still coded.
- **Non-eligible for presidential, eligible for others:** if presidential elections exist, but non-resident citizens can only vote for the legislature and/or other elections, a no is coded.

Extraterritorial Voting in Legislative Elections (*evrr_inleg*)

If yes (*evrr_dejure*=1), can non-resident citizens vote for the national legislature?

Conditionality:

- .a if *evrr_dejure*=0

Possible values (de jure):

- 0 = no
- 1 = yes

Coding criteria:

- If non-resident citizens are not permitted to vote in elections for the national legislature, a no (0) is coded.

Example: Azerbaijan 2003

Azerbaijan limits voting abroad to only presidential elections. Article 35 of the Electoral Code states “voting stations can only be created during referenda and Presidential elections.”

- If non-resident citizens are permitted to vote in elections for the national legislature, a yes (1) is coded.

Example: Burundi 2010

The 2009 Electoral Code contains a section provisions related to Burundians living abroad for Presidential elections, Député elections, and referendum. The National Assembly contains 100 Députés. Article 220: “For Député elections, Burundians living outside the country to vote for candidate lists of their origin’s electoral district.”

Coding notes:

- **Code even if no implementation:** if the electoral law allowing non-resident citizen voting rights applies to legislative elections, but there has been no implementation in subsequent elections, a yes is coded.
- **Non-eligible for legislative, eligible for others:** if non-resident citizens can only vote for the executive and/or other elections, but not the legislative elections, a no is coded.

Extraterritorial Voting for Designated Diaspora Representatives

(evrr_moleg_reps)

If yes (*evrr_dejure*=1) and (*evrr_inleg*=1), do non-resident citizens vote for their own representative(s)?

Conditionality:

- .a if *evrr_dejure*=0
- .a if *evrr_inleg*=0

Possible values (de jure):

- 0 = no
- 1 = yes

Coding criteria:

- If non-resident citizens are permitted to vote in elections for the national legislature, but not for designated diaspora representatives, a no (0) is coded.

Example: Latvia 2014

Parliamentary votes are integrated into the Riga electoral district. Article 44(1) of the Saeima Election Law: “voters casting their votes in polling stations that have been established in foreign countries or aboard ships shall receive ballot papers containing the lists of candidates nominated for the Riga constituency, and their votes shall be added to the other votes cast in the Riga constituency.” An OSCE election monitor report from 2014 confirms that “Voters residing abroad are included in the constituency of Riga.”

- If non-resident citizens are permitted to vote in elections for the national legislature, and vote for their own diaspora representatives, a yes (1) is coded.

Example: Croatia 2015

Croatia has had extraterritorial legislative seats since at the election of 1995. From a 2015 OSCE election monitor report from: “...there are two non-territorial constituencies. One represents Croatian citizens residing abroad and elects three MPs under a proportional system, also with a five per cent threshold and the option of a preferential vote.”

Coding notes:

- Code even if no implementation: if the electoral law allowing non-resident citizen voting rights specifies designated diaspora representation but there has been no implementation in subsequent elections, a yes is coded.

Example: Angola 1992

The 1992 Constitution (Article 79.1.c) and 2004 Electoral Law (Article 30(c)) both establish legislative seats for non-resident citizens: “For Angolan communities abroad, there shall be constituted a single electoral college of three Members, two in the Africa region and one in the rest of the world.” However, these seats were never filled and external voting has never been implemented in Angola.

- if non-resident citizens vote in legislative elections, but not their own specific representative, a no is coded.

Extraterritorial Voting in Any Other Elections (*evrrr_inother*)

If yes (*evrr_dejure*=1), can non-resident citizens vote in any other elections?

Conditionality:

- .a if *evrr_dejure*=0

Possible values (de jure):

- 0 = no
- 1 = yes

Coding criteria:

- If non-resident citizens are permitted to vote in only legislative and/or presidential elections, a no (0) is coded

Example: Indonesia 2004

Indonesia allows voting for the presidential election and the legislative election. The law on legislative elections explicitly limits voting to only the national level (Article 95: "Citizens of the Republic of Indonesia who are overseas shall vote only for the election of the DPR"). There are no provisions for referendums.

- If non-resident citizens are permitted to participate in any other elections (e.g. referendum, sub-national), a yes (1) is coded.

Example: Morocco 2011

Morocco provides non-resident citizens the right to vote in referendums, including the 2011 Constitutional referendum. As an OPEMAM elections report notes (p.3), "Moroccans residing abroad (MRE) over the age of 18 and enrolled in their consulates were also allowed to vote...in total, 526 [polling stations were set up] abroad (148 in France, 87 in Spain, 74 in Italy, 32 in Holland, 21 in Belgium and 164 elsewhere in the world)."

Extraterritorial Voting Subject to Maximum Quotas (*evrr_moquotas*)

If yes (*evrr_dejure*=1), are there maximum quotas for non-resident citizen participation in elections?

Conditionality:

- .a if *evrr_dejure*=0

Possible values (de jure):

- 0 = no
- 1 = yes

Coding criteria:

- If there are no rules that limit the percentage if non-resident citizen votes from exceeding a defined percentage of the vote total, a no (0) is coded.

Example: Turkmenistan 2013

In most cases, countries without a quota do not mention the non-existence of a quota. Turkmenistan's laws discuss voting abroad broadly. The 2006 law "On Presidential Elections in Turkmenistan" states simply "Precincts/ electoral areas/ may also be formed at the institutions of Turkmenistan located abroad. They shall fall under a constituency determined by Centrizbircom." The 2013 law "On Approval and Putting the Electoral Code of Turkmenistan into Force" states "In voting stations formed under diplomatic representative offices of Turkmenistan, the citizens of Turkmenistan who are currently abroad shall be included in the voters list." The 2013 OSCE election monitor report notes the presence of polling stations abroad, with no details of any quotas.

- If there are any rules limit the percentage of non-resident citizen votes from exceeding a defined percentage of the total vote, a yes (1) is coded.

Example: Cape Verde 2001

Article 117.2-3 of the 1992 Constitution: "2. For purposes of the election of the President of the Republic, each registered voter abroad shall have one vote, with the total of these votes not to exceed one-fifth of the verified votes in the national territory. 3. If the total votes of the electors registered in the electoral census abroad is higher than the limit referred to in the last part of the preceding paragraph, such total shall be converted into a number equal to this limit and the totality of the votes obtained by each candidate shall be converted in the respective proportion."

Source Documentation:

Our objective is to base all coding decisions on primary sources. For *de jure* changes, we seek to rely on the relevant legal documents. Depending on the context, these include constitutions, electoral laws, legal rulings, and/or administrative regulations. Wherever possible, multiple iterations of the same source type are collected over time to establish the critical change in the text. Beyond the legal texts, we also utilize reports by contemporaneous observers, including news articles, legislative committee hearings, as well as election monitor and government reports. We supplement our primary research with secondary sources, including academic articles as well as publications from NGOs and diaspora groups. All coding decisions are referenced and reported in individual country country-files; all sources cited in country-files are included in an electronic project database.

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