

# QUARTERLY TECHNICAL REPORT

July-August-September-2014



**moe**  
Misión de Observación Electoral

Misión de Observación Electoral  
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## INTRODUCTION

The following document presents the activities carried out during the third quarter going from July until September of 2014. During this quarter, MOE's activities concentrated on information consolidation, elaborating reports and recommendations as well as monitoring, analyzing and presenting the proposals on behalf of civil society for the BALANCE OF POWER POLITICAL REFORM.

The MOE platform of national and regional networks has made a great impact on the entities involved due to the activities in this project. In Congress and in other spaces for discussion and articulation between the Government of Colombia and Civil Society MOE has been an important reference in discussions regarding: electoral transparency, the improvement of the Colombian electoral system, the relationship between electoral politics and illegal forces and the different electoral crimes and irregularities that have presented themselves in this year's elections (for a consolidated summary of the progress of the project see annex **MOE Indicators**).

In terms of research and production of information, MOE has elaborated and revised the regional political power monographs that describe the local and departmental power structures and their relationships with legal and illegal actors. Likewise, MOE has elaborated reports about municipalities with guerrilla presence with a post conflict perspective. Also, all historical information produced by MOE has been made accessible to the public through the webpage: [www.datoselectorales.org](http://www.datoselectorales.org).

Regarding the equal inclusion of women in electoral processes MOE is carrying out a survey with a gender focus with the aim of generating controversy and impact media outlets with political news. This document will assist the advocacy work done to empower women and increase their participation in national politics.

The reports and recommendations presented also propose reforms in political and electoral issues. These reports served as input for the documents and debates held in Congress regarding the balance of power reform, and many of the recommendations were adopted by the National Government. The work done by our organization has materialized into legislative bills and even into legislative acts elaborated by Congress, which indicates the important value added by the investigation and advocacy work done by the Electoral Observation Mission (MOE).

Getting normal citizens to involve themselves and actively participate in politics is one of MOE's primary objectives. This purpose has been strengthened by the observation mission on days elections are held and with the [www.pilasconelvoto.com](http://www.pilasconelvoto.com) tool. Thanks to the funding of this project MOE was able to deploy 5,210 individual volunteers (Colombian and foreign, in Colombia and abroad) to lend their eyes and ears to the observation of transparent elections in 251 municipalities. We also were able to receive 4,321 electoral irregularity reports through the online tool. The documents elaborated with this information are used by national and local authorities to better safeguard and prepare for the upcoming elections.

# CIVIL SOCIETY'S CAPACITY TO ANALYZE ELECTORAL DYNAMICS AND PRODUCE EARLY WARNINGS STRENGTHENED.



## 1.1 Activity:

MOE will create six (6) Regional Observatories in key areas: Antioquia, Montes de María, Nariño, Norte de Santander, Valle del Cauca and Surorienté.



## 1.2 Activity:

MOE will use the Electoral Risks Maps to generate early warnings.



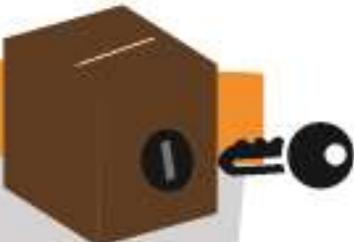
## 1.3 Activity:

Analysis on regional governability, illegality and victimization for the March 2014 elections



## 1.4 Activity:

Analysis regarding political and electoral dynamics in municipalities with guerrilla presence.



## 1.5 Activity:

Analyzing information about key subjects on the Colombian electoral processes.

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Program Component 1



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## **PROGRAM COMPONENT 1**

### **CIVIL SOCIETY'S CAPACITY TO ANALYZE ELECTORAL DYNAMICS AND PRODUCE EARLY WARNINGS STRENGTHENED.**

#### **Activity 1.1: MOE will create six (6) Regional Observatories in key areas: Antioquia, Montes de María, Nariño, Norte de Santander, Valle del Cauca and Suroriente.**

MOE's analytical perspective allow the organization to view electoral processes as events related with long term social, economic and political dynamics that enhances the explanatory reach if done from a local and regional point of view. This way the pre-electoral analysis, which is generated through the Electoral Risk Maps, and the post-electoral analysis, that cover the local and national impacts of the electoral results, allows a clear and holistic understanding of the modifications in the dynamics of power politics in the region.

For the third quarterly report MOE has divulged various documents about the post electoral results, all of them published on the institutional website. Among these the following stand out: "La Participación Política de la Mujer" (*Women's political participation- See Annex A2.1.1- Program Component 2*) and "Resultados electorales por regiones" (*Electoral results by region- See Annex A1.1.1*).

In "Electoral results by region" there is an analytical focus on six regions, along with isolated case studies of Bogotá and San Andrés. The comparative analysis of regional information called attention to the imbalances in political representation, specifically in the Piedemonte region (Putumayo, Caquetá, Meta, Casanare and Arauca) and the South-East region (Vichada, Guainía, Guaviare, Vaupés and Amazonas), which together have three (3) elected senators and twenty one (21) congressmen, while on the other hand, the Caribbean region alone, for example, reached 32 senators and an equal number of representatives to the lower chamber. This information is a key element used in the debate currently being held regarding the need to constitutionally modify the mechanisms for regional representation in Congress.

Regional analysis of political and electoral information has allowed MOE researchers to delve deeper into the different regions through decentralized investigative work. Our alliances with important academics, universities and civil society organizations, long standing partners as well as newcomers. Red Prodepaz is an example of how MOE sought new civil society alliances during this third quarter. This partner organization is structured as a network of 19 CSOs with presence in 25 departments (composed of grassroots or base organizations in each of those regions). With all this in mind, the regional MOE observatories have been active, in regions prioritized by USAID (Antioquia, Montes de Maria or the Suroriente region), in addition to other regions that have maintained or have come on board to analyze the political and electoral dynamics at a local and national level.

The regional political power monographs (**See Annex A1.1.2**), due to the sensitive information produced about the regional power structures in Colombia, are one of the major products elaborated by the network coordinated by the Electoral Observation Mission. The monographs are an important source of information for individuals and institutions interested in understanding and participating in regional political and electoral processes.

The research was conducted by investigators in our network during the second quarter of this Program and revised during the third trimester. The research contains information that can put the author's lives at risk. They reveal information about corruption, organized crime and insurgency, and therefor are not available to the general public. They serve the purpose of positioning MOE as a trustworthy source of information for investigative journalists, academics and public officials, who constantly seek our corporation when researching regional power politics.

### **Activity 1.2: MOE will use the electoral Risks Maps to generate early warnings.**

These activities were carried out and detailed in the prior quarterly reports.

### **Activity 1.3: Analysis on regional governability, illegality and victimization for the March 2014 elections**

The research project "Citizen Democracy for Peace 2014" headed by the Electoral Observation Mission (MOE), has as its main objective "to contribute to the construction of democracy through citizens who are enforcing their political rights in a tolerant, informed, active and responsible way. With this goal in mind the Fundación Paz & Reconciliación (PARES) worked rigorously to develop Activity 1.3 of the project, which was intended to; "Analyze on regional governability, illegality and victimization for the March 2014 elections within the departments of Valle del Cauca, Cordoba, Magdalena, La Guajira, Cesar, Sucre, Santander, Arauca, Casanare and Bolivar".

During the research process, PARES, worked hand in hand with the organizations of the alliance - MOE and Transparencia por Colombia – to obtain integral results with the objective of promoting democracy in Colombia.

The research was divided into three phases of quarterly periods: a pre-election research phase; post-election research phase; and an analysis phase.

During the first phase of the project we began a research process using secondary sources with which we outline a preliminary list of more than 300 candidates to probe in the 10 departments selected for the project. With the research team consolidated, we began an in-depth investigative process with firsthand sources and resources to unravel the alleged links these candidates have with criminal organizations or structures related to the "parapolitics" scandal. Of the more than 300 candidates from the preliminary list we managed to confirm that 129 candidates had links with criminal [political] structures from the 10 selected departments of the project, as well as 6 departments of interest - due to the crossing of information with the MOE. Of these 129 questioned candidates, 81 were running for House of Representatives and 48 for Senate.

Only 12 days before election on March 9, 2014, PARES organized a press conference, which was attended by 23 national and international media outlets, including, but not limited to: Noticias Caracol, El Tiempo, Semana, Noticia de Capital, CM&, Telesur, RCN Radio, BBC Mundo, City TV, and many others. Overall, we had an 80% national coverage in radio, television and print media.

The reactions from the public did not wait, and in all major national media discussion of the "parapolitics" phenomenon was reborn. During this time PARES played a major role as the most reliable source of information and knowledge for debate and controversy. The debate caused considerable outrage from the public and set off the alarms for the media to follow the tracks of the political campaigns of the questioned candidates mentioned in our research, creating a form of public oversight that contributed to the debate on electoral reforms.

During the Election Day - March 9, 2014 - the stage was complex. By the end of the day 70 of the 129 questioned candidates were elected to the Congress of the Republic – 33 to the Senate and 37 to the House of Representatives. This meant that if our list of questioned candidates was in fact a political party, they would be the largest party represented in the senate. These results largely concurred with the findings of the MOE in terms of the regions where the greatest instances of electoral fraud and vote buying occurred.

The weeks following the elections our central team was invited to multiple national media outlets to comment on the election results, and the impact it would have on the political landscape given the current peace process with the FARC. These results reiterated the need for a thorough reform of the electoral system and the need to create institutional and civil supervisory bodies. The weight of our voice in the debate, led to several government agencies, judicial bodies and political parties to approach our Foundation for advice to counter and prevent state capture by criminal structures.

During the second phase of the research (second quarter), we entered a phase where we strengthened the information related to the electoral and financial networks of power and alliances used by these candidates which allowed them to gain seats in Congress. Thus we find that the phenomenon of electing candidates with links to criminal structures was more sophisticated than the violent methods of cooptation and electoral constraint that were used in the 2002 and 2006 elections. For these elections the method of cooption that prevailed were; vote buying, through exorbitant campaign spending; buying social leaders, and support of local politician, mayors and governors, who were part of the political power networks of the mafia structures. Much of this process was facilitated by "mermelada" (jam) phenomenon, or parliamentary transfers, with which traditional political structures were able to obtain thousands of millions of pesos of State funding transfer for public works; money with which fed their networks of contractors whom in turn financed their campaigns in order to stay in power. This also led to the apathy of citizens who at the end of the day were responsible for electing these same candidates.

Thus, together with information revealed by our allies at Transparencia por Colombia, through their application "Cuentas Claras", we found that questioned candidates were not reporting campaign expenditures that our sources on the ground were reporting. As a firsthand source told us; across the Coastal region of Colombian we say a phenomenon of "distribution of money" (una feria de repartición de dinero).

For the months of May and June, during the first and second round of presidential elections, we were able to confirm that parliamentary aid transfers or "mermelada" was a decisive factor for the electoral victory of Juan Manuel Santos against rival Oscar Ivan Zuluaga whom had a slight advantage in the first electoral round. This is how the relationship between "mermelada" and votes became the standard for determining the choice for Congress and President, which further strengthens the need for structural changes to the electoral process, which our organizations alliance – MOE; PARES; Transparencia por Colombia – have promoted from civil society.

During the third phase of the research we consolidated the first final version of the research paper together with the conclusions and recommendations to mitigate the Cooption of the State by criminal organizations. At the same time we were also able to develop the structural and hierarchical networks of these political organizations and their illegal links, which gives light to how the next municipal elections in 2015 will be developed. This will give us a starting point from which we can alert public opinion and consequently draw the attention of the authorities to investigate these networks that continue to subjugate to Colombian democracy.

During this third quarter were also able to launch the book "Herederos del Mal: Clanes, Mafias, &Mermelada. Congreso 2014-2018", which was inspired by and took a number of research findings from the research project - but that was not an official product of the project. The book was published with the explicit permission of USAID, and was used as a tool to generate more public debate on the phenomenon of state capture by criminal organizations, strengthening the role of civil society to exert pressure on the institutions and supervisory bodies.

\*\*\* In **Annex A1.3.2** you will find the final recommendations of activity 1.3 of the project. **Annex A1.3.1** contains the power point presentation on the findings of the investigation.

#### **Activity 1.4: Analysis regarding political and electoral dynamics in municipalities with guerrilla presence.**

The current peace negotiations between the GOC and the FARC have covered 3 of the 6 items on the agenda, within which POLITICAL PARTICIPATION plays a prominent role. What was agreed to on this item on the agenda establishes the general principles that guarantee real political participation for opposition forces, especially for movements emerging after the guerrilla forces demobilize, and also strengthens. This item also contemplates the strengthening of social movements, augmenting citizen participation in electoral processes and citizen oversight and control of public administration.

The draft agreement on POLITICAL PARTICIPATION, which was made public during this third quarter, emphasizes the need for a more democratic, participatory and inclusive political system. In line with the aforementioned, it has been proposed that there should be a special intervention in terms of representation in order to include traditionally marginalized regions and politically shine light on vulnerable sectors of society.

Consequently MOE has undertaken the research project *Electoral panorama of municipalities with guerrilla presence*, with the central objective of identifying threats, risks, challenges and vulnerabilities for the upcoming elections in a post conflict era. This project will create the baseline model that will allow us to provide early warnings and recommendations to public authorities and the other actors involved in the prevention of these types of problems.

To create this model, MOE will geo-reference and classify a sample of municipalities identified by the 2014 Electoral Risk Map as being “at risk” for presence of guerillas (**See Annex A1.4.1**), that coincide with the integral consolidation and reconstruction zones prioritized by the GOC, some of which are also on USAID’s list of priority municipalities. MOE will apply its analytic perspective over this sample to understand the social and political processes beyond the scope of Election Day dynamics.

MOE will carry out this work in coordination with expert analysts on the protracted conflict in Colombia and with researchers working under MOE’s regional observatory network. MOE will count with the collaboration of Gustavo Duncan, renowned researcher and analyst, whose work has allowed Colombian authorities and society to understand and react to the interference of illegal armed groups in electoral processes, as was recently demonstrated with the *parapolítica* cases. MOE will deploy nine researchers or research teams in regions, each which manifest their own particular conflict dynamics (**See Annex A1.4.2 – Research Methodological Design**)

During the time covered by this report MOE completed the methodological design of the investigation. First of all the methodology entails a statistical cartography study using different variable, such as electoral, violence, socioeconomic and institutional variables (in other words variables that measure the institutional performance of municipal administrations); and second, the elaboration of the Social Maps of Electoral Risk, a method invented by MOE to socialize and interpret the Electoral Risk Maps at the regional level. This method involves mutual learning processes, for as we learn from the local actors as much as they learn from MOE’s analytical capacities and activities. Consequently, interviews and workshops will be carried out with political and social leaders, representing different ideologies and interest groups such as indigenous, and afro-colombian communities as well as local women’s advocacy groups.

The result of the investigation will be a database with the profiles and assessment of municipalities with guerrilla presence, grouped by region, and with a post conflict perspective aimed at addressing threats, vulnerabilities and challenges to transparent and democratic electoral processes.

The study on Guerrillas and Territories is carried out to provide pertinent and disaggregated information at a local level, and with the additional objective of facilitating local public policy planning in a post conflict Colombia.

### **Activity 1.5: Analyzing information about key subjects on the Colombian electoral processes.**

On July 24th of the present year MOE officially launched the website [www.datoselectorales](http://www.datoselectorales) with the presence of the media, public authorities and civil society organizations from all over the country (**See Annex A1.5.1 – Electoral data launch**). It is important to have in mind that this event was retransmitted by virtual media outlets and publicity activities have been carried out throughout the third quarter.

With this webpage MOE reaffirms its commitment to Open Data, making all its information attained from State institutions and data regarding Colombian electoral processes open to the general public. The information is presented visually through simple maps for easy access and understanding once MOE researchers polish the data. This information is permanently being updated.

In order to keep the webpage [www.datoselectorales.org](http://www.datoselectorales.org) relevant, MOE carries out official outreach to obtain up to date electoral information, along with data on other factors that influence electoral processes. Once MOE receives this information, it is analyzed, geo-referenced and adapted to a simple visual format, then finally published for general public access.

It is necessary to highlight that during the quarter covered by this report, [www.datoselectorales.org](http://www.datoselectorales.org) has served as an important source for undergraduate and graduate research from various universities throughout the country, and thus positioning itself as an open electoral information system directed at enhancing processes of citizen oversight and control of political power dynamics.

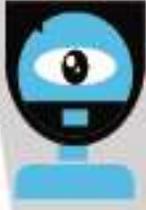
Additionally, during the national MOE Reunion the information produced in this website was worked on by the different Regional Coordinators to elaborate assessments of the political and electoral system from a regional perspective. In this sense as well, MOE has provided its data analysis to facilitate GIREPO activities and functions (Grupo de Interés sobre la Reforma Política).

Finally, MOE also seeks to take the analysis of electoral data to the academic realm, in order to share this knowledge with other researchers and CSOs specialized in democratic and electoral issues. Following this line of thought, MOE presented the article, “*Expresiones del voto en Colombia: elecciones nacionales 2014*” (**Annex A1.5.2**) published in Foro, No. 83, next to articles from academics of the utmost respectability and rank such as Rodrigo Uprimny, Pedro Santana or Clara Rocio Rodriguez. To participate in journals with national circulation, as the one mentioned, is another way that MOE may influence how civil society capacity to comprehend and actively participate in political and electoral processes.

# CIVIL SOCIETY'S ROLE IN ADVOCACY ON ISSUES RELATED TO INCLUSION OF WOMEN IN THE ELECTORAL PROCESS STRENGTHENED.

Activity 2.1 and Activity 2.4

**2.1** Activity:  Activity: **2.4**

 Produce a quantitative and qualitative analysis on political party compliance with gender quotas when creating their candidate lists and dissemination of the results of the analysis on women's political participation 

**2.2** Activity: 

Monitor gender inclusion by media outlets in at least three (3) of the priority departments

**2.3** Activity: 

A survey will be carried out with all women elected to Congress in 2014



## **PROGRAM COMPONENT 2**

### **CIVIL SOCIETY'S ROLE IN ADVOCACY ON ISSUES RELATED TO INCLUSION OF WOMEN IN THE ELECTORAL PROCESS STRENGTHENED**

#### **Activity 2.1 and Activity 2.4: Produce a quantitative and qualitative analysis on political party compliance with gender quotas when creating their candidate lists and dissemination of the results of the analysis on women's political participation**

In terms of gender focus, MOE elaborated a document titled “Women’s political participation” (See **Annex A2.1.1**). Though there has been some advancement in the political participation of women candidates, this document demonstrates that in terms of effective representation 13 departments have not elected one woman representative since the 1991 Constitution was established. It also details how 18 of the 32 departments in Colombia do not apply the gender quota law for candidates to public office, which constitutes a grave detriment to gender equality in the regions, which besides having been marginalized and scarcely populated, cover some of the largest extensions of land, and have been the central battleground in Colombia’s protracted internal conflict.

This analytical document has been presented in different reunions and network conferences, by various partner organizations and analysts that are involved in monitoring political participation and gender issues. From these events the one carried out in Medellín during the 7<sup>th</sup> and 8<sup>th</sup> of May stands out (**Annex A2.4.1**). Here MOE presented the document in the University of Antioquia in front of an assembly of women’s organizations and advocates. Another reunion that stands out is the one held in the 29<sup>th</sup> of July in Bogotá, where an advocacy strategy was elaborated to influence the national development plan, and the peace agenda, with a gender equality perspective (**Annex A2.4.2**). This was done with three national networks of women: *Red Nacional de Mujeres*, *Narrar para Vivir y Colectivos de Mujeres*. As a result of these reunions there was unanimous agreement on the need to have all regions comply with the gender quota law (which establishes that 30 % of the candidate lists must be composed of women), and on the need to better control the selection process of women candidates within the political parties.

On a similar note, within the framework of the GIREPO – interest group for political reform – a gender discussion group was created. This discussion group is integrated by academics such as Margarita Battlle from Universidad Externado de Colombia, CSO such as Sisma Mujer, an organization recognized as an important advocate for women’s rights, Red Nacional de Mujeres, led by Beatriz Quintero, and the Electoral Observation Mission. The first activity within the discussion group was to produce the official GIREPO position regarding the Balance of Powers Bill presented before congress by the national government.

#### **Activity 2.2: Monitor gender inclusion by media outlets in at least three (3) of the priority departments**

During the third quarter the media observatory coordinators analyzed and produces the different local analyses regarding media coverage of the election. Approximately 20 variables were evaluated. This analysis is a product of over 8000 journalistic articles and press notes published by the 30 media outlets that were included in the study using the data gathering tool <http://moecolombia.org/seguimientom/> (**Annex A2.1.2**)

Thanks to these actions MOE has strengthened the local Media Observatories. Due to the methodology agreed to, these universities are producing their own analyses and integrating a substantial amount of journalism students.

This first phase concluded successfully due to the commitment and dedication demonstrated by the 13 universities members of the MOE platform of organizations, six of which are in USAID target areas. This reports are a necessary input to elaborate the recommendations that aim assure media visibility of women candidates and to improve the journalistic exercise in future elections.

It is important to highlight the main conclusions of the study:

- 1) Compared with the 2010 elections, there is a higher number of mentions of women candidates in 2014, yet the time slot given is less in 2014 than in the previous elections. For these elections the media mentioned men candidates 76% of the time and women candidates 24% of the time.
- 2) Within all the topics mentioned in the agenda by the mass media, MOE found that only 2% of the information has to do with gender issues. 30 news articles were found that approached the subject.
- 3) Not only must the journalistic work be strengthened in regard to gender equal coverage and to give incentives for more women candidates, but the influence wielded in the mass media by these women leaders must be strengthened as well.

To date this is the only systematic exercise of a network of different public and private universities that enables and produces a diverse comparison of media coverage in the regions, focused on political and electoral issues.

The final publication of this exercise will be produced using the aforementioned reports. This final publication will be a general comparative analysis written by the MOE National Team in three chapters. The first analyzes the coverage of congressional elections from a local stand point; the second chapter focuses on the presidential elections; the third chapter analyzes media coverage of women candidates and programmatic gender issues. The fourth chapter will focus on the peace process analysis

### **Activity 2.3: A survey will be carried out with all women elected to Congress in 2014**

During the quarter corresponding to this report, MOE carried out the methodological design of their second survey of congressmen elect. The importance of this survey lies in the fact that existing opinion polls focus their analysis of Congress based on a global perspective, not with a gender focus, or specifically addressing women's issues.

For this survey in particular MOE decided to make special emphasis on surveying the greatest number of congresswomen elect possible. The survey contained a set of questions pertaining strictly to gender issues, for example the perception of congress men and women regarding the difficulties that women have in the exercise of politics.

The adopted methodology will allow us to disaggregate information and delve into gender issues with greater capacity, as well as issues related to the political participation of women elected to public office. In compliance with the adopted methodology, in September, the final Schedule and Action Plan was agreed to. Experts on gender issues and inclusive development were consulted. **(Annex A2.1.3)**

The gender focus survey is carried out with the purpose of generating controversy and impacting media coverage of political news. The results will serve as input to advocate for more active participation of women in national politics.

# CIVIL SOCIETY'S ROLE IN ADVOCACY ON ISSUES RELATED TO THE ELECTORAL PROCESS STRENGTHENED

**3.1 Activity :** 

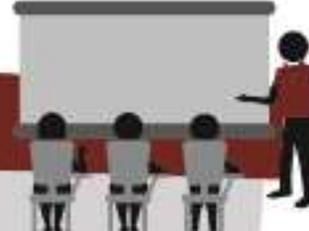
MOE will have an active advocacy role in order to impact the legislative agenda in Congress.

**3.3 Activity :** 

National Campaign [pilasconelvoto.com](http://pilasconelvoto.com).

**3.4 Activity :** 

Improve campaign financing software campaigns financing and the public access to such information.

**3.2 Activity :** 

Strengthening institutional abilities to prevent and sanction electoral irregularities and crimes.

**2) MOE Information systems**

- Web pages:**
  - [www.moe.org.co](http://www.moe.org.co)
  - [www.datos.electorales.org](http://www.datos.electorales.org)
  - [www.pilasconelvoto.com](http://www.pilasconelvoto.com)
- Social Networks:**
  - Twitter
  - Facebook
  - Twitter
- Weekly updates:**
  - Observatorio de la vida

**1) MOE Communication Media Management**

- Press release
- Press articles, publications and Lobby

**3) Campaign**

- Campaign [Pilasconelvoto.com](http://Pilasconelvoto.com)
- Communication pieces



### **PROGRAM COMPONENT 3**

#### **CIVIL SOCIETY'S ROLE IN ADVOCACY ON ISSUES RELATED TO THE ELECTORAL PROCESS STRENGTHENED**

##### **A3.1.1 Seguimiento a proyectos de Acto legislativo y de Ley.**

During the 2010-2014 legislative term, MOE executed a monitoring strategy on political and electoral issues being discussed in Congress. This monitoring exercise aims to analyze, influence and lobby on issues and proposed legislation on behalf of civil society; this activity also permitted citizens to know the different actions taken by the Legislative Branch, and will hopefully be conducive to stronger and more transparent relationships between the members of congress and their constituencies.

MOE produced a report with the intention of evaluating the legislative performance of Congress, ending their four year term on the 20th of July 2014. This report includes the following: **i)** a general panorama of the bills and legislative acts passing through congress; **ii)** Individual performance of congress men and women on political and electoral issues, identifying: **a)** types of legislative projects proposed, **b)** origin of the proposals, **c)** number of proposed projects under this legislative term, **d)** issues on their political and electoral agenda and, **e)** legislative bills proposed that became laws. (See Annex A3.1.1.1)

The legislative balance produced by MOE gave some transparency and good publicity to the congressional work done in the Capitol during the 2010 – 2014 term. This activity also constitutes an expert assessment on legislative performance and becomes a key part of the 2014-2018 report.

With the installment of a new congress, during the months of July, August and September of 2014, MOE followed eighteen (18) legislative bills and twelve (12) legislative acts, relating to political and electoral issues. This high number of projects is understood as a reaction to the large gaps in and manifest weakness of the Colombian electoral system by the newly elected congressmen and women.

MOE presented a series of reports and recommendations that proposed reforms en political and electoral issues. A number of these were consequently adopted by the national government and legislative representatives. The work done by our organization has materialized into legislative bills and even legislative acts processed through congress, indicating the important value added by the advocacy capacities of the Electoral Observation Mission. (See Annex A3.1.1.2).

Of the legislative bills and legislative acts studied, MOE carried out an analysis of four specific projects<sup>1</sup> that refer to: **i)** accountability of political parties for crimes against the public administration, **ii)** constitutional reform of the balance of powers; **iii)** voter incentivized compulsory suffrage and; **iv)** modifications to electoral and democratic participation penal code.

The “Balance of Powers” Project deserves special attention from MOE. This project is the most important in the current legislature due to the fact that it proposes controversial changes such as eliminating reelection, creating a court for those officials given sovereign immunity or making the vote a legal obligation, among other issues.

<sup>1</sup> Proyecto de Acto Legislativo 11 de 2014 Senado; Proyecto de Acto Legislativo 018 de 2014 Senado; Proyecto de Ley No. 22 del 2014 Senado; Proyecto de Ley No. 031 de 2014 Senado.

In the monitoring exercise carried out by MOE the peace talks between the GOC and the FARC are taken into account. This oversight is done to determine whether the members of congress contemplate the possible peace accords in their legislative work. To this day, Congress has not manifested a legislative interest with what is being negotiated in La Habana, yet the issue of peace is prevalent in congressional speeches and debates. As one can see, the research and information management is vital for civil society oversight and participation in political and electoral affairs, and is necessary to establish an effective early warning system in case legislative coordination is non-efficient. (See Annex A3.1.1.4).

The legislative analysis documents produced, besides manifesting MOE's stand on various issues, serve as working documents for congressional offices to better inform themselves and assume intelligent and strategic postures regarding the issues. They also serve as basic resources for political advocacy work in public forums, audiences and reunions, as well as dissertation tests for academic reflection. (See Annex A3.1.1.3).

MOE participated in public congressional audiences regarding three specific issues of interest:

- **Compulsory voting:** Regarding this issue, MOE highlighted the large inconvenience of this constitutional change, indicating that by itself obligating people to vote does not foment robust democratic culture, and does generate institutional costs that the State must consider further. As a result of the opportunity we had in voicing our position before Congress regarding this matter, the compulsory vote in Colombia has been taken out of consideration within the political reform presently being discussed. (See Annex A3.1.1.5)
- **Balance of power reform:** MOE focused the analysis and arguments on three topics: i) Composition of the Senate; ii) Election to public office (coalitions and closed lists); and iii) Incompatibilities of Congressional representatives. In regards to these main points MOE highlighted the consequences that might present themselves with the newly formed Congress, and the problems that might come along with allowing coalition lists for plurinominal offices; the consequences of having closed lists; and the alarming inconvenience in eliminating certain incompatibilities for congressional representatives. (See Annex A3.1.1.6)
- **Gender equality:** In the framework of GIREPO, the Electoral Observation Mission in Alliance with Corración Sisma Mujer, Red Nacional de Mujeres and the expert consultant, Margarita Battle, presented a joint document and proposal to the Ministry of the Interior for the balance of power reform. This document points out the need of establishing a **closed zipper list** (alternating gender in party closed candidate lists) to guarantee equal representation between men and women candidates. This proposal was adopted in the legislative bill presented as the Balance of Power Reform (See Annex A3.1.1.7). Additionally, MOE released a press statement whereby the organization publicly took a position against the actual situation of women's political participation and in favor affirmative actions in aimed to empower women in politics. (See Annex A3.1.1.7)

Through the participation in public audiences, and the elaboration of analytic documents and recommendation proposals to Congress, MOE has influenced the national political debate, so much so that the closed zipper list has remained a part of the current reform given that it will take effect in the year 2022.

### **A3.1.2 High impact civic lobbying**

MOE's participation in public events, forums and audiences, gives the public authorities, political groups and media outlets and the general citizenry a firm understanding of: **i)** the organization's political positions; **ii)** contributions to the public debate on political and electoral issues; **iii)** the influence we have on legislation regulating these issues; **iv)** how MOE strengthens the analysis done by each congress man and woman's office or legislative work units (UTL); **v)** shine light on the actions of the executive and legislative branch in terms of political and electoral affairs from a civil society perspective and; **vi)** the way we help strengthen civil society organizations as a whole with our political advocacy work.

To accomplish this MOE relies on GIREPO – Political Reform Interest Group – a platform that counts with 18 other renowned civil society organizations aimed at participating in the different political and electoral reforms proposed in Colombia.

The objective of the GIREPO platform is to open spaces for dialogue and points of agreement regarding relevant items on the legislative and judicial agenda, with the ultimate goal of presenting expert interventions and the presentation of key information before Congress and the Courts. Through GIREPO discussion groups MOE directly influences the legislative and judicial process in Colombia. (See **Annex A3.1.2.1**).

MOE participated in the political control debate held by the Centro Democrático Party in regard to the National Electoral Council and the National Registrar of the Civil State.

IMPACT OF MOE REPORTS IN DEBATES: Congressional representatives from the Centro Democrático, Liberal Party, Unidad Nacional, Green Party and the Conservative Party quoted and referenced reports and investigations produced by MOE as a reliable and objective source of information in their affirmations regarding the exercise of political control. This manifests the importance of MOE's work as a first tier source for political and electoral issues in Colombia, used by all representatives of all political and ideological backgrounds.

### **Activity 3.2: Strengthening institutional abilities to prevent and sanction electoral irregularities and crimes**

#### **A3.2.1 Presentation of the results of the PILAS CON EL VOTO application and the consequent reunions with authorities to guarantee electoral transparency.**

The electoral irregularities report for the presidential and legislative elections consolidated by the PILAS CON EL VOTO presents a qualitative and quantitative analysis regarding the totality of irregularities observed, formulates a series of recommendations for electoral authorities and vies for the improvement of administrative procedures and guaranteeing more transparent and efficient control of elections. (See **Annex A3.2.1.1 – Irregularidades electorales en Colombia: elecciones Congreso y Presidencia 2014**).

It's important to highlight the way the information produced by PILAS CON EL VOTO has been welcome by diverse entities, defining it as a technical source that allow one to set an objective position regarding the problems and urgent needs of the Colombian electoral system. The importance of this information reaches the point of influencing legislative bills and legislative acts on electoral and political issues (**Annex A3.2.1.1**).

In this document 48 recommendations were presented, of which the following are brought to the fore due to their importance in improving the efficiency of electoral authorities:

- **Submission of E14 (form for vote count scrutiny):** The photographs taken of the E14 forms by the electoral witnesses do not have probative value. It is necessary that the National Registrar Office applies the third section in Article 41 of the 1475 law of 2011, which requires handing the vote count scrutiny acts to the electoral witnesses bestowing full probative force. We recommend that all pages in the E14 Form be signed by the electoral jury members.
- **Implementation of the electronic vote:** There is a great necessity to implement the electronic vote with paper vote validations. This way there is physical evidence that provides guarantee for any audit and control exercise that aims to solve counting errors or eliminate null voting.
- **Control posts and voting table designation at entry:** MOE recommends that control posts be established at every polling station that manages voter information with the E10 and E11 Forms. It should also assign voting tables randomly, this way the voter will not be able to get information beforehand about where he or she will be casting their vote, or will be depositing the paper vote validation slip.
- **Publicity about “how to vote” inside voting stations:** Due to the large number of null and blank ballots cast, there should be more efforts in publicizing accessible and informative instructions on the correct way to vote. MOE recommends designing banners posters directed at potential voters and placing them in public spaces and inside voting stations the Day of Elections.
- **Voter signature and finger print:** With respect to the forms conforming the electoral kit, we recommend asking the voter to provide a signature and finger print in the E11 (installation act and general voter registration), as well as placing adhesive tape on the E14 Forms (Vote count scrutiny act), with the purpose of avoiding any electoral tampering.

Specific reunions were agreed to with different State authorities after presenting the recommendation aimed at implementing actions that enhance transparent electoral processes, particularly with municipal authorities in charge of the 2015 local elections.

Different local authorities have carried out actions to better guarantee transparent electoral processes in 2015 based on the recommendation presented by MOE in terms of election irregularities. Among these recommendations is the institutional strengthening of the URIEL and the Electoral Monitoring and Coordination Committee. This also aims to regulate the procedure established to dispute voter inscription, which has been a long standing problem in the local elections (**Annex A3.2.1.2**).

### **A3.2.2 MOE Participation in the Immediate Reception Unit for Electoral Transparency – URIEL.**

The Immediate Reception Unit for Electoral Transparency – URIEL – is the official entity in charge of the reception, analysis and processing of complaints regarding electoral issues in Colombia. The unit is composed of all the public authorities in charge with the election organization and public order, as well as those entities in charge of criminal, disciplinary and administrative investigations. Due to MOE’s work in the reception, research and analysis of electoral irregularities, our organization has a permanent invitation to URIEL meetings.

As an effect of the actions carried out by MOE since the end of last year, the unit has experienced a series of substantial improvements in:

- Number of reports directly being input into the URIEL system. These have risen substantially since the 2011 elections, though MOE continues being the major source of information for electoral irregularities.
- A protocol to remit the electoral complaints are denouncements from URIEL to the different competent local authorities was needed. Due to the efficacy in the information management system used by PILASCONELVOTO project, URIEL decided to create a special software that would replicate the MOE virtual platform.
- The State's response to citizens and the general public regarding the charges brought up by the immediate reception unit for electoral transparency.

After the presidential and legislative elections for 2014 MOE was invited to participate in a government oversight evaluation of URIEL performance. This was done to mitigate possible weaknesses for the 2015 local elections.

Thanks to the information received by PILAS CON EL VOTO and the information that MOE has acquired by working with the different government entities members of URIEL, we have produced a number of recommendations to improve the reception process of electoral irregularities. Among these is the important role the Procuraduría General de la Nación must play in the URIEL framework. This entity had taken some distance from the Unit in the previous elections.

### **A3.2.3 Elaboration of specific reports and recommendations for entities involved in the electoral process**

**A3.2.3.1 Post Electoral Report “Case of MIRA”:** On July 9th, 2014, the Independent movement for absolute renovation – MIRA – requested that MOE produces a report regarding the irregularities presented with more than 13,000 voting tables involved in a *tutela* mandated recount. MOE selected this case for close monitoring and assessment given the weaknesses manifest in the Colombian electoral system, such as: unjustifiable differences in the electoral result forms or the disappearance of official electoral documents and inexplicable affectations to voting materials.

Through this report MOE was able to identify and present many of the inconsistencies and problems that came up during the 2014 elections to electoral authorities. This set a strong precedent for future elections and for investigations about electoral irregularities and affectations to transparent elections (**Annex A3.2.3.1**).

MOE produced a report that was submitted to the National Electoral Council – CNE – and to MIRA. The document MOE elaborated was used by the political party as a probative element in their null election case presented on August 29<sup>th</sup>, 2014 before the Administrative Contentious Jurisdiction (**See Annex A3.2.3.2**)

**A3.2.3.2 Electoral Monitoring Commission Report:** Between the months of July, August and September MOE elaborated the document titled “*Informe de comisiones para la coordinación y seguimiento de los procesos electorales nivel departamental (CDCSE) y nacional (CNCSE) – [national commission] – Elecciones Congreso de la República 2014*”. This report was produced by analyzing **103 Acts** from the (CDCSE) - Departmental Commissions for the Coordination and Monitoring of Electoral Processes – carried out in 28 Departments and the District Capital; **6 Acts** from the National Commissions (CNCSE) and **19 Acts** from the sub commissions of the National Commissions.

The purpose of this study is to evidence the performance of these commissions, the participation of each one of its members, likewise, the formulation of recommendations to constantly improve these spaces for

inter-institutional work. The preliminary results of this investigation were shared with national authorities on the commissions on July 16<sup>th</sup>, 2014, and later with the Ministry of the Interior, Juan Fernando Cristo, on September 28<sup>th</sup> (**Annex A3.2.3.3**).

MOE and the Ministry of the Interior, entity that is responsible for coordinating the electoral monitoring commissions, have agreed to produce a training mechanism for different authorities partaking in the commissions at the national level, based on the observations and recommendations presented by MOE.

**A3.2.3.3 Caracterización de los Tribunales Seccionales de Garantías y Vigilancia electoral del Consejo Nacional Electoral.** Characterization of the National Electoral Council Sectional Courts of Electoral Vigilance and Guarantees: This characterization consists in analyzing how the Sectional Courts of Electoral Vigilance and Guarantees are conformed and how they function. An historical legal account of the normativity that has regulated the entity, as well as who has conformed these courts in the previous electoral processes.

The purpose of this investigation is to understand and evaluate the court's behavior, and to present pertinent recommendations to the CNE conducive to their institutional strengthening. (**Annex A3.2.3.4**)

**A3.2.3.4 State – Civil Society Institutional Strengthening Workshop:** From September 17 to 19th of 2014 MOE participated in a Civil Society Workshop focused on accountability and citizen audits in San Jose, Costa Rica. MOE presented the experience it had in Colombia with regard to civil society oversight of political power, along with the relationships that have been established with national authorities, all aimed at consolidating a more transparent and participative democracy.

#### **A3.2.4 Selection, monitoring and analysis of actions and decisions taken by electoral authorities.**

In terms of monitoring and analyzing electoral authorities, MOE has implemented an Electoral Justice Observatory with the participation of Law Schools from public and private universities throughout the country.

The purpose of the electoral justice observatory is to record and assess the behavior of the different electoral authorities through a quantitative and qualitative analysis. This analysis is used to elaborate useful documents for academic research and legal consultation, complementing their understanding of the issues and adding value to their legal opinions and practices.

For the second semester of 2014 the University of Tolima, I.U. CESMAF in Nariño and Universidad San Buenaventura in Valle del Cauca are partaking of the Electoral Justice Observatory. There are agreements pending with Magdalena University and Industrial University of Santander.

The work developed by the universities during the months of July, August and September of 2014 consisted in analyzing the judicial sentences of the Concejo de Estado in issues of null elections and loss of office, especially in terms of ineligibility for public office, as well as administrative pronouncements of the CNE, also addressing issues of candidate ineligibilities (**Annex A3.2.4.1**).

MOE generates legal analysis that shines light on legal blind spots and broadens the understanding authorities and the academic community have of political and electoral issues. MOE's electoral justice observatory is currently executing a study on the behavior of the administrative and judicial entities regarding electoral issues.

### **Activity 3.3: National Campaign pilasconelvoto.com**

<b>Medias</b>	<b>Number of journalistic pieces</b>
<b>Internet</b>	7
<b>Newspaper</b>	17
<b>Radio</b>	4
<b>Televisión</b>	1
<b>Total</b>	<b>29</b>

MOE has developed a systematic and continuous communication strategy for the project “Democratic citizens for peace”. This strategy counts with the principal action plans and technical support: MOE information management system and the publicity and media coverage information management system.

#### **A3.3.1 MOE Communication Media Management**

Even though during the months of July through September the electoral activities slow down, MOE is still constantly consulted with on different issues on the national political agenda. The strategy achieved MOE’s status as an important referent in electoral issues for the general citizenry, but particularly for the national media and electoral authorities.

As has been mentioned in other sections of this quarterly report, MOE has worked directly with the media on the following issues:

- Launch of [www.datoselectorales.org](http://www.datoselectorales.org)
- Monitoring the Election of the National Electoral Council – CNE (**Annex A3.3.1**)
- Monitoring the compulsory vote proposal.
- Proposal regarding closed party lists and equal representation of women.

Examples of this stance are MOE’s arguments for the public audience about compulsory voting and the balance of power reform, both highly covered issues by the national media, and manifest in 29 published articles that generated intense debate in Congress.

#### **A3.3.2 MOE Information Systems**

With the aim of reaching more interested citizens and modernizing the information management systems, MOE has redesigned the weekly bulletin “*Observación al Día*” and has changed the email platform achieving surprising results. The user response is much better with the new platform, while before MOE would receive response from one or two observers, no the rate has gone up to 12 or 15 people interacting via email with MOE personnel.

Another system that improved and permitted stronger communication between MOE and the general citizenry was PILASCONELVOTO.COM. The new system improves navigation, visual display of information and the security of this information. It is worth mentioning 7% of the information received were made through mobile phones in the last presidential and legislative elections, which also poses a challenge in demanding constant application updates.

For this quarter the visits to all MOE information systems were:

- [www.moe.org.co](http://www.moe.org.co): 4,694 individual users have visited the site 15,352 times. This is the primary tool to keep citizens up to date with MOE’s activities.
- [www.pilasconelvoto.com](http://www.pilasconelvoto.com): 521 individual users have gone on the site on 2,217 occasions.
- [www.datoselectorales.org](http://www.datoselectorales.org): 716 individual users have visited the portal since it was launched.
- **Facebook MOE**: The official Facebook page reached the maximum number of followers (5,000) and consequently opened another page, already counting with 3,098 followers.
- **Twitter MOE**: 19,038 followers. It’s important to take into account that in the beginning of this year’s electoral process MOE had 11,560 followers. We estimate that MOE’s official account has around 60,000 tweets to this day.

### **A3.3.2 Communication Campaign PILASCONELVOTO.COM**

Thanks to the impact MOE’s information reception tool [www.pilasconelvoto.com](http://www.pilasconelvoto.com) has had in the media and with electoral authorities there is greater awareness among the general citizenry about the importance of electoral observation and the right to transparent elections. Following this line of thought, MOE elaborate and audiovisual publicity skit that will be transmitted through social networks and by the social organizations members of MOE’s platform.

It is important to remember that the impact of the campaign is not only demonstrated with the number of people that view MOE’s message. Even more important is that the Colombian State had never received so many citizen reports and denouncements concerning electoral irregularities.

Four years ago the Colombian State received 902 citizen reports about electoral irregularities. This year, thanks to MOE social publicity campaign, the citizen reports increased to a total of 4,321.



The campaign strategy of [www.pilasconelvoto.com](http://www.pilasconelvoto.com) was selected by the Cátedra Andres Bello of La Salle University in Bogota, as a “**Successful Case**” in political advocacy and communication. This event highlighted how MOE was able to mobilize a substantial number of citizens to report and denounce electoral irregularities, feat that has never been accomplished in the long history of Colombia’s troubled democracy.

### **Activity 3.4: Improve campaign financing software campaigns financing and the public access to such information**

As a line of strategic action, Transparencia por Colombia, has included the promotion of transparency and integrity in the campaign financing as a way to fight corruption and strengthen democracy. With the support of USAID, the organization has been able to contribute to the transparency and integrity of the 2014 elections, by strengthening the processes of accountability of revenue and expenditure of campaigns and the public access to such information. One of the most important goals of this project was to support the electoral organization on adapting and improving the web base tool “Cuentas Claras” during 2014. This application allows candidates and political organizations to report the accounting transactions of their campaigns in accordance with the provisions of the Colombian regulatory framework.

Since 2011, “Cuentas Claras” has had a public consultation module that allows the access to the information that is being submitted by candidates and political organizations; however, this only allow the consultation of each one of the campaign’s incomes and expenses report (5b and 7b reports and annexes) separately in PDF and Excel formats. During the previous months, Transparencia por Colombia, developed a new module for public consultation to make possible for the users the statistical and qualitative analysis of the information.

During this quarterly, the new module of public consultation was donated to the National Electoral Council, and launched on August 20, 2014 in the in the website [www.enecuentasclaras.com](http://www.enecuentasclaras.com). [The improvement of this tool is a gain for the NEC, to the extent that enables it to fulfill Colombian regulation regarding access to public information \(Law 1712 of 2014\).](#) The link for this public module is: <http://www5.registraduria.gov.co/CuentasClarasPublicoCon2014/Home/>.

Citizens and mass media channels consulted the information, through this channel, during the electoral process. During the last few months, the use of “Cuentas Claras”, as a tool for media and civil society has considerably grown. For example, The El Tiempo journal on its special section “Elections 2014” for the presidential election period constantly developed a follow up of the information of “Cuentas Claras”. One of these services was the direct link to the public consultation module of “Cuentas Claras” were they invited the users to download the campaigns’ financing reports. See the link on: <http://www.eltiempo.com/elecciones-2014>.

***This tool shows how “Cuentas Claras” has become a referent for the media and civil society to be inform about political campaigns finance.***

The second major goal of this project was to encourage and facilitate public access to relevant information on the campaigns financing. During the second quarter, Transparencia por Colombia elaborated the Congress Campaign Financing report. This work began after May 9, since it was the dead line for the timely submission of the expenditures reports to the electoral authority, and ended the first week of July, after a hard work of compiling, debugging, and analyzing the information.

See the report on <http://www.transparenciacolombia.org.co/images/ACuentasClarasCongreso2014.pdf>

During the third quarter, Transparencia por Colombia worked hard on the socialization of the Congress Campaign Finance Report and in the elaboration of the Presidential Report. Although the Corporation faced delay on its progress, due to the not yet defined discussion about the property use of the products delivered under the contract as well as the socialization of these reports by Transparencia por Colombia. Despite adversity, Transparencia por Colombia made efforts to achieve the objectives and created a strategy for socializing the information through social networking.

During the months of July, August and September, Transparencia por Colombia developed an infographic from the report “Análisis Cuentas Claras Elecciones Congreso 2014” and spread it through image-link tools -publications in social networks with a striking graphic content and a link- this tool is the most important strategy of visualization in the generation between social networks and websites. Four images were produce with suggestive texts that called the eye of the audience and made them consult the infographic. Disclosure results: 27,699 persons were informed about this infographic report. Through the publication in Facebook 134 people consulted the infographics, 76-shared promotional images related with the results of the analysis of clear accounts and 99 clicking "Like" on the promotional images from Facebook. See the infographic on <https://infoqr.am/analisis-cuentas-claras?src=web>. *See Annex A3.4.1*

With the aim of socializing the report with the authority and in international scenarios, on September 25, 2014, the Transparencia por Colombia team, met in the National Electoral Council with the Magistrate, Armando Novoa, to present the main results found in the analysis of Cuentas Claras for legislative elections 2014. During this meeting, the report "Campaign Finance and Accountability in elections to Congress 2014" was given to the Magistrate and *it was discussed the importance of Cuentas Claras for the electoral authority and citizens.*

On October 1st of 2014, the coordinator of this project, Sandra Martínez presented and socialized with people across the Americas the new module of public consultation through Cuentas Claras and the results of the report “Análisis Cuentas Claras Elecciones Congreso 2014”. She was invited to participate on the “Open Data for Accountability Session” on the ConDatos event at México D.F. (México), where she share panel with Julia Hesu from the Sunlight Foundation, Daniela Tejeda from Ciudadano Inteligente (Chile), Romina Colman from La Nación Journal (Argentina), and Juan José Soto head of Modernization and Digital Government at Ministry General Secretariat of the Presidency in Chile. *During this panel, Transparencia por Colombia discuss about the importance of governments been more accountable, and the civil society role on open data and policy advocacy. See Annex A3.4.2*

A reunion with Betilde Muñoz-Poggosian, Senior Policy Officer of the Organization of American States – OAS- was arranged for the month of October.

Also in this trimester Transparencia por Colombia began to prepare the Presidential Campaign Financing Report. During this period the database was created, the statistical and qualitative data analysis was done. With the elaboration of this final report and its socialization, Transparencia por Colombia *expect to facilitate public access to relevant campaign financing information in order to raise citizens in exercising their political rights.*

# CIVIL SOCIETY'S ROLE IN OBSERVATION AND RESEARCH OF THE ELECTORAL PROCESS STRENGTHENED.

4.1

Activity :



Citizens Electoral Observation.

4.2

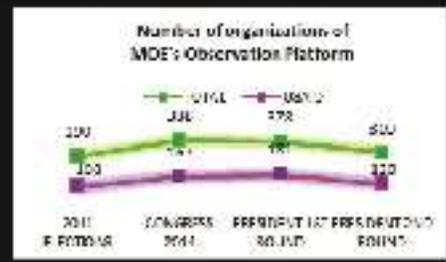
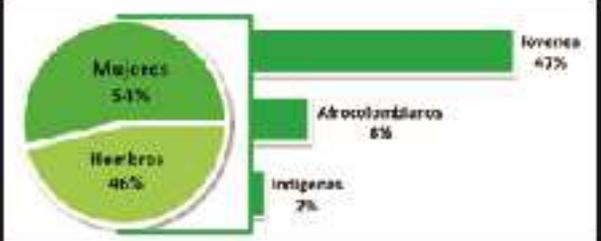
Activity :



Final report to analyze each of the three electoral processes taking place in 2014



	TOTAL	Recursos USAID
Departamentos cubiertos	31	18
Municipios cubiertos	505	251
Observadores desplegados	11.104	5.209



Program Component 4



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## **PROGRAM COMPONENT 4**

### **CIVIL SOCIETY'S ROLE IN OBSERVATION AND RESEARCH OF THE ELECTORAL PROCESS STRENGTHENED.**

#### **Activity 4.1. Citizens Electoral Observation**

Getting normal citizens to involve themselves and actively participate in politics is one of MOE's primary objectives. This purpose has been strengthened by the observation mission on days elections are held and with the [www.pilasconelvoto.com](http://www.pilasconelvoto.com) tool. Thanks to the funding of this project MOE was able to deploy 5,210 individual volunteers (Colombian and foreign, in Colombia and abroad) to lend their eyes and ears to the observation of transparent elections in 251 municipalities. The documents elaborated with this information are used by national and local authorities to better safeguard and prepare for the upcoming elections.

#### **A4.1.1 MOE Platform Consolidation:**

MOE builds and consolidates strategic alliances with civic organizations of all sorts to take into effect the different action in the regions, which are bound by a general and common interest in strengthening the culture of democracy within Colombia. These alliances make up the regional electoral observation platform, directed by 34 Regional Coordinations, of which 15 are financed by USAID.

When elections are held these regional organizations bind themselves to the electoral observation mission and partake in the analysis groups about political reforms and regional risk maps.

The purpose of this activity is to maintain and increase the number of local organizations taking part of MOE activities. The goal was to surpass 290 organizations that participated in 2011. This year the number of organizations that partook in the electoral observation mission is 388, of which 183 belong to the regions financed by USAID funds. In none of the electoral processes did the number of organization go below 300, and consolidating the data between all three election days in 2014, **521 social organizations, 233 of which were supported with USAID funds.**

The number of CSOs depend on the actions carried out and on the number of observers recruited in each region. Therefore in the three electoral cycles of 2014 the number of organizations partaking in the civic observation mission varied for each election. The variation in the organizations bound to the MOE oath depended directly on how many volunteer observers were recruited and deployed for each of the three Election Days. The higher number of observers indicate higher number of local organizations. To make better use of our resources during the run-off election MOE strategically chose target deployment areas and successfully increased the number of municipalities covered by the observation mission.

The names of the organizations associated to the Electoral Observation Mission, by election, and financed by USAID are submitted as **Annex A4.1.1** through **A4.1.4**

The National MOE Reunion was held from July 24<sup>th</sup> through July 26<sup>th</sup> as part of the strengthening activity directed at our platform leaders. This event was attended by 29 regional representatives and 10 members of MOE's national team.

This reunion had two principal activities. The first dealt with evaluating the observation processes in their financial, logistical and communication components, as wells as in regards to irregularity reports. The recommendations were discussed and presented with the aim of bringing them to the attention of the political authorities during the second semester of 2014.

The second activity took into account the recommendations agreed to establish a position with respect to the political reform currently being discussed in Congress. The work methodology involved dividing the research team into analysis groups which then prepared technical reports that could strengthen the debate. These reports are intended to help increase awareness about the importance of electoral observation as a citizen right and responsibility. These **documents** are presented below:

- **Compulsory vote and campaign finance:** involves a general assessment and identifies the main problems with campaign finance policies in Colombia. This document also presents different positions for and against compulsory voting in the country, followed by a comparative table of compulsory vote implementation in the Americas.
- **Electoral process architecture and electoral crime modifications:** Based on the recommendations in the electoral observation report and the electoral crime and irregularities report, MOE elaborated a proposal to modify the electoral code to ease the judicial process on those crimes and irregularities that are most frequently perpetrated and to propose changes that can lead to more transparent elections.
- **Political participation of women:** A historical account of woman's suffrage is described and the results of the 2014 congressional elections are presented in order to evaluate the gender quota law.
- **Reelection of uninominal and pluri-nominal public offices and High Dignitaries:** A general panorama of the reelection mechanism is described and the immediate repercussions on the balance of power.
- **Special constituencies and gender quotas in electoral results:** An up to date panorama and legal overview of the indigenous and afrocolombian constituency is presented. The same is done for the special constituency given to expatriate Colombians abroad, along with a general panorama of the normativity regarding the gender quota.
- **Preference vote and none-preference vote in Colombia:** Presents an overview of the congressional voting comparing preference vote and closed lists vote, and then analyses the strengths, weaknesses and challenges in both voting systems in national legislative elections.

These documents, the agenda, the assistance lists and the images or photographic record can be found in **Annex A.4.1.5 Reunión Nacional julio 2014.**

IMPACT ON THE MOE PLATFORM: the arrangement with the regional CSOs has a positive impact in MOE's capacity to approach and gather citizens of all colors and stripes, and interest them in the democratic processes being carried out in this country. The **521 social organizations** in MOE's regional network, gives our national team an ample platform to stand on, and greater negotiating power with official actors involved in the national electoral processes.

**IMPACT ON THE ORGANIZATIONS:** Partaking in the electoral observation mission gives local organizations recognition as valid civic partners to departmental and local authorities. It also allows them to set their agenda and position their organization as an advocate for transparent and responsible political processes.

This recognition has produced invitations to observe everyday democracy electoral process such as neighborhood council elections, student body representative elections, chamber of commerce election or participative budget voting processes, among others.

Additionally, the information and documents provided to the organizations in the workshops, and in the weekly bulletins, or the national reunions, have allowed MOE to qualify the discussion and offer specialized points of view which strengthens the network at the local and regional level, and positions them as a valid actor in the Colombian electoral system, and a recognized voice in all political and electoral issues in general

#### **A4.1.2 Recruitment and deployment of observers**

MOE seeks volunteers in all municipalities where observation missions are projected as part of an integral approach to create synergies between the general citizenry, the democratic system and the right that every citizen has to control and influence public policy. In the three national electoral processes during 2014 MOE's platform of 521 organization deployed **11,104 observers** (54% of these volunteers are women, 46% men, 47% youth, 8% African American and 2% Indigenous). Of these **5,210 observers were deployed using USAID funds** as can be seen on the following table:

<b>USAID OBSERVERS</b>	
Congress 2014	1,801
First presidential round 2014	1,863
Second presidential round 2014	1,546
<b>TOTAL</b>	<b>5,210</b>

The initial goal for the 2014 elections was to deploy 3,200 observers with USAID funds, but due to the perceived ideological polarization in the run-off elections, the GOC asked MOE to deploy a significant amount of observers for those runoff elections in June. This led MOE to increase the number of observers to 5,210 volunteers in 18 departments, of course, with previous USAID authorization (67% above the initial goal).

The polarized and volatile conditions that presented themselves during the 2014 presidential elections helped stir up the general citizenry and led them to detect and help prevent electoral crimes and irregularities. It also helped to create an independent channel of information with the Government.

When deciding what observer deployment strategy would produce the most effective results, MOE took into account the electoral risk maps, the security environment for electoral observation and the deployment capacity of each regional coordination center. With this in mind and with the objective of covering the most amount of municipalities and prioritizing high risk regions, MOE was able to observe 505 municipalities in 31 departments covering the equivalent of 77% of the potential electorate. Of all

these deployed observers, USAID funds were used to cover 251 municipalities in 18 departments (**See Annex A4.1.6 and A4.1.7**).

The deployment also prioritized reconstruction and consolidation zones on the election days as a means of complementing State actions and as a way to openly support civil society from these regions in times of polarization. MOE covered 30 of the 58 municipalities with these characteristics (**See Annex A4.1.8**) equivalent to 51.7%.

Of the consolidation municipalities, due to security risk, MOE did not observe in the following: el Bajo Cauca Antioqueño (Anorí, Briceño, Cáceres, Caucasia, El Bagre, Ituango, Nechí, Tarazá, Valdivia), Arauca (Cravo Norte, Fortul, Puerto Rendón), Córdoba (Puerto Libertador, San José de Uré), Cauca (Corinto, Miranda, Toribío), Valle del Cauca (Pradera), Meta (La Macarena).

For the run-off presidential elections our regional offices reported a decrease in the risk level for electoral observation, which allowed MOE to deploy volunteers to Antioquia (Cáceres, Nechí), Arauca (Arauca, Arauquita, Saravena, Tame), Córdoba (Tierralta, Valencia) as well as Valle del Cauca (Pradera).

**IMPACT ON THE OBSERVERS DEPLOYED:** There are three positive impacts on the volunteer derived from observing the election process.

- **DISUASIVE:** The presence of observers may deter electoral crimes and irregularities perpetrated during an election cycle. They serve a dissuasive function for those with fraudulent intentions on Election Day.
- **INFORMATIVE:** On Election Days between 80 – 90 % of the electoral crimes and irregularities are reported by MOE observers, all of whom have had specialized training in the detection of these fraudulent acts.
- **REACTIVE:** MOE observation missions allow electoral authorities to have faster information about irregularities detected and about how to resolve them expediently.

### **A4.1.3 Training of observers**

As a general rule all volunteers must be from the region they are observing and must be qualified on the Colombian political and electoral system, democratic values and practices as well as on monitoring techniques for electoral processes, matching the highest international standards.

In order to transmit and have citizens appropriate the knowledge needed for the citizen oversight activities carried out during the electoral processes, MOE has designed and put into practice two tier training system where the a team of national experts train a group of regional leaders and coordinators, who in turn train the observers volunteering in the different municipalities.

These training workshops took place from February until June of 2014. From the workshops reported by the Regional Coordinators, MOE builds the following table detailing the events financed with USAID funding in 2014:

### Regional and Local Workshops USAID 2014

REGIONAL	WORKSHOPS	TRAINED OBSERVERS	REGIONAL	WORKSHOPS	TRAINED OBSERVERS
ANTIOQUIA	10	228	NARIÑO	18	278
CAQUETA	13	147	NORTE DE SANTANDER	4	160
CARTAGENA	12	184	PUTUMAYO	5	92
CAUCA	4	225	SURORIENTE	15	235
CHOCO CENTRO	17	144	TOLIMA	16	377
CHOCO DARIEN	11	174	VALLE DEL CAUCA	13	259
GUAINIA	4	74	EXTERIOR	5	232
LA GUAJIRA	2	21	INTERNACIONAL	3	159
MONTES DE MARIA	33	339	<b>TOTAL</b>	<b>185</b>	<b>3.328</b>

In summary, of the 313 training workshops carried out, **185 were financed with USAID** resources (59.1%). In these workshops 6,013 citizens were trained, **3,328 of which were trained using USAID funding.**

The following table shows the demographic variance in the 185 training workshops financed by USAID:

WORKSHOPS DEMOGRAPHIC DISTRIBUTION						
Consolidated workshops 2014	Total assistants	Men	Women	Youth	Afrodescendents	Indigenous
	<b>3.328</b>	<b>1.582</b>	<b>1.746</b>	<b>1.228</b>	<b>354</b>	<b>67</b>
		<b>47,5%</b>	<b>52,5%</b>	<b>36,9%</b>	<b>10,6%</b>	<b>2,0%</b>

As can be seen, the inclusive development approach is kept by differentiating those individuals that attend and participate in the electoral observation training workshops. This also shows that there is a growing amount of Colombian men and women of all ages, backgrounds and ethnicities that want to contribute their time to the Electoral Observation Mission in Colombia.

All supporting information for the local and regional training workshops was handed in with the last quarterly report.

#### IMPACT OF THE TRAINING WORKSHOPS:

- **TRAINING:** Allows those citizens participating in the workshops an opportunity to learn and analyze the existing electoral legislation and about why free and transparent elections are so important, where all actors respect the rules of the game. Also, this new obtained knowledge is spread throughout the regional communities and is then taken up as a tool that individual citizens can implement when identifying possible irregularities.
- **STRENGTHENING:** The training of these volunteers is an activity that at the same time assembles, listens and discusses important social issues with citizens from multiple regions of the country. It provides useful tools and methodologies to all sectors of civil society so that these small groups of citizens can exercise their right to government oversight and political control, be it as election monitors or as municipal administration watchdogs.

#### **A4.1.4 Information management and communication systems set up for electoral observation**

The citizen monitoring exercise the Day of Elections aside from fomenting participation also aims to recollect information about how active citizens such as electoral witnesses, juries, authorities, candidates and voters comply with the legislation regulating electoral processes.

There are two types of information gathered:

**Crimes and irregularities:** when MOE observers consider there are some irregular activities going on, or that an electoral crime is being perpetrated, this information is immediately passed on to the regional coordinator who then inputs this data into the PILASCONELVOTO.COM system. This system has a direct channel with the authorities in order for them to efficiently investigate and solve these problems in an expedient and opportune manner.

Between 80 – 90 % of the electoral crimes and irregularities that are reported are done so by MOE observers, all of which have received specialized training in the detection of these fraudulent acts.

- **Election quality:** Refers to the correct monitoring of all the processes on Election Day, including the opening of polls, the voting process and closing of the polls. Observation of all actors involved is done to provide guarantees to the electoral process as a whole.

The electoral observation reports and recommendations are supported with the information gathered and serve to continuously improve the voting processes and electoral data transmission in Colombia. These reports and recommendations are handed to the electoral authorities so they can take action, improve the level of electoral transparency and strengthen the electoral system.

To gather the information and maintain open lines of communication with observers on the field, MOE has created a system that permits rapid information gathering as well as rapid response mechanisms to electoral crimes and irregularities reported by the volunteer observers. This system was tested and various drills were carried out to remove any glitches identified and assure correct functioning on Election Day. This system includes:

- The [www.pilasconelvoto.com](http://www.pilasconelvoto.com) webpage, where all observers and regional coordinators can report all and any irregularity on the day of elections.
- An application for cellular phones that allows people to report any special incident or irregularity from their Smartphone. This information is later classified and qualified by a team of expert lawyers in Bogota, where the MOE national offices are located.
- A toll free national hotline 018000112101 where citizens can report information or receive guidance regarding the elections from a group of expert lawyers adjoined to MOE's national team.
- The webpage <http://moecolombia.org/elecciones2014/> where Regional Data-Entry Teams receive key information on the day of the elections and register the data collected on the observation forms in order to facilitate the information management of electoral data.
- Regional teams of volunteer callers who get in touch with the observers on the field to collect key electoral information and irregularities. This information is used to write the national press release MOE announces on the days elections are held.
- Twitter account @moecolombia and the fanpage <https://www.facebook.com/lamoecolombia> allows real time communication with any citizen that wishes to report an incident worth divulging during the entire election cycle.

The implementation of this system gives MOE the opportunity to have various real time communication tools to better work with individual citizens, authorities and the regional civil society organizations partaking in the observation mission.

As a principal result of MOE’s information management system, data from all three election processes in 2014 was gathered, classified, qualified, duly reported and stored to later construct the different electoral observation reports and recommendations.

**11,805 effective data collection calls** were made during the three electoral processes to gather key information in the opening and closing portions of day of elections. With this information 12 press statements were released to the public, these can be found in **Annex A4.1.9**.

In terms of the electoral observation results and recommendation reports, a total of **13,088 forms** (opening, closing and vote count) were diligently filled out and processed in the following manner:

<b>Election Quality Forms in the system</b>		
<b>TYPE</b>	<b>ELECTION</b>	<b>Quantity</b>
<b>Poll Opening Form</b>	Congress	<b>2,305</b>
	Presidentia election	<b>2,438</b>
	Presidential runoff election	<b>1,906</b>
<b>Poll Closing and Vote Count Form</b>	Congress	<b>2,241</b>
	Presidentia election	<b>2,351</b>
	Presidential runoff election	<b>1,847</b>

The information gathered is used to describe, analyze and write the Election Quality Reports that are formally handed to the national electoral authorities and are also incorporated into the political reform discussions being held.

**A4.1.5 International Observation**

MOE also deployed international observers during the three election cycles as well as Colombian observers abroad. The following table illustrates the general consolidated statistics of these observers:

<b><u>International Observers deployed 2014 Consolidated</u></b>	<b>Trained observers abroad:</b>	<b>Trained International Observers:</b>	<b>Observers deployed abroad</b>	<b>International observers in Colombia</b>
Congress Elections (January - March)	87	43	87	43
Presidential elections (April - June)	145	116	145	125
<b>TOTAL</b>	<b>232</b>	<b>159</b>	<b>232</b>	<b>168</b>

MOE believes international observers enrich the exercise of citizen control and provides different points of view and preconceptions of the voting process, electoral systems and mechanisms practiced in their country of origin.

- A broader vision of electoral processes is obtained with the support of international observers.
- International observers bestow importance and prestige to the observation mission and makes government authorities to react to international pressure caused by the many eyes focused on Colombian democracy.

- Thanks to the successful results obtained by MOE, we are recognized as top CSO for electoral observation and renowned in Latin American citizen networks such as Acuerdo de Lima and GNDEM.

#### **Activity 4.1.6 Complementary actions:**

**Elections of National Electoral Council Magistrates.** MOE monitored the election of nine (9) magistrates to the National Electoral council for the 2014-2018 term. This monitoring activity is done with the objective of verifying the legality of the election held by congress and to acquire information about their political background of their campaign and election.

For this election a press statement was released to different media outlets where the need for a public, nominal vote, as a measure of transparency in the election process of these magistrates, and to respect the political minorities and congressional opposition movements as well. In this activity MOE highlights that for the first time an opposition party representative was elected as magistrate to the CNE. (See annex A3.3.1)

#### **Activity 4.2: Final report to analyze each of the three electoral processes taking place in 2014**

The election quality results and recommendation reports can be found in **Annex A4.1.10 INF Observación Calidad Elecciones Congreso 2014** and **Annex A4.1.11 INF Observación Calidad Elecciones Presidencia 2014**.

#### **IMMEDIATE IMPACT OF THE ELECTORAL OBSERVATION REPORTS:**

Of all the recommendation in the Report to Congress presented by MOE in the monitoring committees, 4 are highlighted for receiving immediate response by the Electoral Institutions, which led to newly implemented procedures in the following presidential first and second round elections. The recommendation and state response is detailed below:

- ***With respect to VOTING STATION JURIES:***

RECOMMENDATION: Though MOE recognizes the efforts carried out to filter the existing databases, we recommend that this exercise be strengthened to obtain more informed, transparent and committed electoral jury members. MOE recommends more attention be given to jury lists coming from fraudulent corporations that may affect the partiality of individuals commissioned with these vital democratic responsibilities. We also recommend that substantial improvements be made to the audit and control software that randomly assigns jury duty

MOE recommends a general public debate regarding whether all registered citizens, and not only those names sent by different education or private institutions, should be included in the database used to assign electoral jury duty.

RESPONSE: Due to the doubts generated in the assignment of juries, the Registraduría Nacional del Estado Civil opened a Jury Office where all issues related to election juries would be resolved, such as the inscription which is now an automatic process in businesses and educational institutions, and the control activities will now be executed by the municipal electoral authorities. There has yet to be implemented any type of external control to the jury selection software, but a first step was taken by allowing political parties and MOE review some general reports submitted by this newly created office. See the clip in <https://www.youtube.com/watch?v=aLR0jVrFy-4>

- ***With respect to BIOMETRIC VOTER IDENTIFICATION:***

RECOMMENDATION: Due to the amount of voter identification points available there were large lines forming in the voting stations, for up to even one hours a citizen may have been waiting in line, which in turn affected the day's activities, leading some municipal electoral authorities to sideline the process altogether for a more speedy voting process.

RESPONSE: The Registraduria implemented a combination of biometric identification locations to mitigate the long lines, both at the poll station entry and at the voting tables. It is worth noting that these long lines were used to generate disturbances or for political proselytism.

It is worth noting that for the both rounds of the executive election, the Minister of the Interior and the Electoral Institutions asked MOE for a priority list of municipalities based on the congressional electoral risk maps. These lists can be found in **Annex R4.1.12**

- ***With respect to VOTING STATIONS:***

Since its very foundation MOE has insisted en guaranteeing the minimum logistic conditions necessary for adequate, general and massive voting.

With time there has more receptivity to indoor voting practices by the authorities (Indoor Voting Law). The physical conditions that juries witnesses and voters have to endure on Election Day are determining factors in the result of the entire democratic process of free elections. As those conditions are improved and as voting becomes a safe, normal and worthwhile to the general citizenry, the whole process becomes more transparent and legitimate.

- ***With respect to VOTING DOCUMENTS:***

RECOMMENDATION: The Electoral Observation Mission recommends that all documents that will define who is elected to public office for the following four years should be treated as with the same consideration as the evidence to any legal investigation, and should count with an official and controlled **chain of custody** that lends legitimacy to the election results.

The envelopes should be signed and sealed, the material should be handed to el duly identified guardian (*clavero*) and should only be handled by the authorized personnel and the Scrutiny Commission to guarantee the most transparent and legitimate results.

RESPONSE: The Registraduría has trained jury members with precise instructions to seal the envelopes that contain the electoral and on identifying the appropriate officials or guardians in charge of transporting the material to the final vote count location.

IMPACTS OF THE ELECTORAL INFORMATION MANAGEMENT AND REPORT PRESENTATION:

- **PURPOSIVE:** With MOE's reports the structural weaknesses in the electoral system can be understood and analyzed in a rigorous manner, and the State has an additional tool to make the necessary modifications to correct and strengthen the system.
- **PRESTIGE:** The information produced by MOE counts with the utmost credibility on behalf on the government and electoral authorities. These authorities have asked MOE for consultations and recommendations in the deployment of their own teams to better safeguard the electoral process.

Evaluating the process to this date, we find that there is a high level of commitment and responsibility demonstrated by the MOE regional coordinating offices, which together with USAID assistance allowed for a substantial increase in the national coverage of the electoral observation mission in 2014:

- Coverage went from 397 municipalities on October 2011 to 505 municipalities covered in all three election processes in 2014.
- From 29 departments covered by the mission in 2011 the number went up to 31 departments with 34 MOE regional coordinating offices.
- De 2.052 personas entrenadas en 125 talleres en el 2011, se pasó a formar a 3.328 personas en 185 talleres con recursos USAID para el año 2014. Este resultado es más significativo si se tiene en cuenta que para el año 2014 USAID concentró su financiación en 17 regionales de las 33 que se habían apoyado en el 2011.
- From 2,052 people trained in 125 workshops in 2011 in 2014 MOE was able to train 3,328 people in 185 workshops. This result is more significant if you take into account that in 2014 USAID funding was concentrating on 17 of the 33 that were supported in 2011.
- As a form of continuous education, MOE sends an email to 4,381 active members of our database, which include organizations, observers and individuals interested in political and electoral information produced our organization. His bulleting is called "Observación al Día".
- In the three electoral processes a total of **11,805 effective data collection calls** were carried out to gather key information during the day of elections.
- A total of **13,088 forms** were completed, collected and processed by MOE observers and coordinating offices for the three elections in 2014. With this data the observation results and recommendation reports were written.