



IFES Quarterly Report: April 1 – June 30, 2005

Nigeria

Assistance to the Independent National Electoral Commission (INEC)

USAID Cooperative Agreement No. DGC A-00-01-000400-00

Project Period: March 7, 2002 – June 30, 2005

Total Budget: \$5,031,630 Expenses Recorded to Date: \$4,884,690

Results Summary

- Political Party Finance Manual: IFES sponsored the development of a Political Party Finance Manual and Handbook for political parties aimed strengthening the regulatory framework for the electoral process. The Political Party Finance Manual and Handbook were launched in June by INEC. The Manual is the first of its kind in Africa.
- Draft Electoral Bill: IFES continued to support the dissemination of the draft electoral bill. IFES printed copies of the proposed draft electoral bill and is assisting INEC in its dissemination through a series of workshops around the country. IFES also attended Senate Hearings on the Draft Electoral Bill 2004 where over 900 copies of the bill were distributed to participants.

Other Results

- In April IFES President Richard Soudriette and Director for Africa Chris Hennemeyer arrived in Abuja for a four day visit. During their time in Abuja, Mr. Soudriette and Mr. Hennemeyer met with different stakeholders and partners committed to Enhanced Credibility of the Electoral Process in Nigeria.

Background

Working under this agreement, which began in 2002, IFES has endeavored to promote more professional election administration and the credibility of the electoral process in Nigeria. The federal and state elections of 2003, conducted by Nigeria's Independent National Electoral Commission (INEC), enabled the country's first civilian-to-civilian transition since 1983. The 2003 elections resulted in a landslide victory for the ruling People's Democratic Party (PDP), headed by President Olusegun Obasanjo, in which the PDP retained not only the presidency but increased the number of seats it holds in the National Assembly and State Houses of Assembly, as well as its number of Governorship slots. The election results, however, were contested by the losing political parties. The lengthy elections tribunal process, as well as appeals against decisions, continues, with outcomes in some races still somewhat uncertain. Additionally, domestic and international observers noted numerous shortcomings in the electoral process, particularly with regard to voter secrecy and the accurate transmission and collation of results.

In this post-election period, Nigerian stakeholders are working to continue to strengthen their still-fragile democracy. The Independent National Electoral Commission (INEC) initiated a review process shortly after the elections, which resulted in the identification of the need for significant reforms. Such reforms, if implemented, will greatly contribute to consolidating the transition to democracy, ensuring a more credible electoral framework and that the INEC has the confidence of the Nigerian people as an institution of good governance, capable of administering credible elections in a competitive environment.

With IFES support, several of the key reforms identified as priorities in post-2003 assessments have since been implemented. These included the development by INEC of a 2004-2007 strategic plan, which was adopted after lengthy internal consultations in December of 2004, and a draft election reform law to be forwarded to the legislature for consideration. IFES printed 2000 copies of the Strategic Plan for wide distribution within INEC and to domestic and international NGOs. INEC's Draft Electoral Bill 2004 was published and widely disseminated among key stakeholders in January.

Details of the Program

In March 2005, USAID approved IFES' request for the reprogramming of existing funds in order to carry out programs made possible by savings on indirect and program costs over the 2004 fiscal year.

In June IFES' request for \$234,000 in add-on funds was approved by USAID. The add-on funds enabled IFES to complete critical activities intended to enhance the credibility of the electoral process in Nigeria.

The activities carried out under the extended program address the long-term capacity building needs of the Independent National Electoral Commission (INEC), as well as the need for more intensive public and civil society engagement in the evolution of the electoral framework in Nigeria.

The objectives of IFES' work in the final quarter of the CEPPS agreement mirrored those that have carried through the life of the project, which include:

1. Strengthened legal framework for the electoral process;
2. Improved strategic and operational planning within INEC;
3. Strengthened training capacity of INEC to develop and conduct electoral training for permanent and ad hoc staff;
4. Increased capacity of INEC personnel in election administration;
5. More effective use of technology in the conduct of elections; and
6. Enhanced capacity of SIECs to conduct local government elections

These objectives feed into the overall goal of promoting more professional election administration in Nigeria.

Activities

Draft Electoral Bill 2004 Seminars

In April 2005, IFES Nigeria organized a one day seminar in Abuja on the Draft Electoral Bill 2004. Over 110 participants attended the seminar. The INEC Chairman and Secretary were both in attendance; six national commissioners and the FCT REC. Over 20 were represented from INEC, 27 from the media, seven from embassies and international agencies, six from political parties, UNDP and EU representatives, the national assembly and civil society groups. There was an open forum that allowed participants to make comments and ask questions, which were mostly directed to the members of the commission present at the seminar.

Bashir Danlami, National President of Joint National Association of Persons with Disabilities talked about the need for the disabled to be involved in the electoral process and certain considerations given to people with disabilities in regard to access to the polls.

Dr. Igbani, commissioner with the responsibility to liaise with Political Parties on behalf of INEC, explained to participants INEC's efforts on the manual that is presently being developed to assist political parties in reporting their Assets and Expenditures to INEC at the end of each reporting period as stipulated in the 2002 Electoral Act. This is to help in the disclosure of party finances and bring greater accountability and transparency to the electoral process.

DOVENET Youth Seminar

In June 2005, as part of the dissemination of the Draft Electoral Bill 2004, IFES sponsored DOVENET to organize a one-day workshop entitled: "Engaging Youth in Eliminating Political Violence and Understanding the content of the Draft Electoral Bill 2004." The workshop was held in Abakaliki, Ebonyi State. Over fifty (50) participants and twenty (20) observers including youth leaders, politicians, legislators and legal practitioners attended the workshop. The participants shared experiences and lessons through group discussions and lectures on various topics. The workshop participants observed that Nigerian youth faced several obstacles in achieving a violence-free life which include:

- Poverty
- Ignorance
- Insecurity
- Money Politics
- Unemployment
- Lack of information and parental guidance
- Peer influence

Draft Electoral Bill Seminar in Kano

In June 2005, IFES sponsored a one day workshop in Kano. The workshop was attended by 12 INEC representatives, 11 political party representatives, civil society representatives and the media. IFES Country Director Charles Lasham delivered a presentation on “understanding the contents of the Draft Electoral Bill 2004”. Participants received copies of the Draft Electoral Bill 2004 for comments and their input.

Senate Hearing on the Draft Electoral Bill 2004

In June 2005, IFES Country Director Charles Lasham attended the first of seven public hearings on the Draft Electoral Bill 2004 held in Abuja. In addressing the hearing, Mr. Lasham covered the work IFES had been doing in bringing to the attention to the general public, the media, political parties and civil society the contents of the Bill. Mr. Lasham distributed copies of the bill to the sixty (60) people present and also copies of the resolutions from the seminars organized by IFES throughout the country.

The Senate Committee Chairman, David Brigidi, asked IFES for support with the organization of the six other seminars to be held in Bauchi, Kaduna, Minna, Lagos, Enugu and Port Harcourt. The Committee wanted IFES to provide 500 copies of the Bill and to assist with the organization of breakout groups using the formula adopted in the IFES seminars, and for IFES to assist in writing up the resolutions. IFES will have a presence at each of the hearings. Over 900 copies of the Bill were distributed to participants at the hearings.

UK Election Observation Trip

In May 2005, IFES sponsored an election observation trip to the U.K. with for two INEC representatives. The INEC representatives participated in the general election briefing hosted jointly by the Electoral Commission and the Foreign and Commonwealth Office (FCO). They met with the biggest UK election equipment producer, Pakflat, and a company providing electronic results transmission services. They observed the elections in Trafford where IFES gained access not only to the polling stations but to the counting center. The trip to the UK allowed the INEC representatives to see how elections are run in the UK and also gave them the opportunity to discuss electoral management with members of UK Electoral Commission, and other election administrators.

CLASA Political Party Finance Seminar

In June 2005, IFES sponsored a one day workshop on Political Party Finance conducted by CLASA in Lagos bringing together participants from political parties, the media and other key stakeholders. The workshop examined the draft Electoral Bill and other materials on political finance such as the INEC Political Party Finance Manual and offered an opportunity for stakeholders in the greater Lagos area to voice their opinions and make contributions to the public debate on the draft bill.

Launch of INEC Political Party Finance Manual

With the support of IFES, INEC launched the Political Party Finance Manual. Leaders of political parties, representatives of the media, civil society, foreign donors and IFES were present. IFES was invited to make the first presentation and IFES Country Director Charles

Lasham referred to the cooperation between INEC and IFES and the success of this program. This is the first such publication of its kind in Africa. The Commissioner responsible for Political Party Finance matters within INEC Commissioner Igbani, spoke about the cooperation and technical advice provided by IFES. The Chairman then spoke indicating that he had set up a Political Party Finance Office for monitoring and evaluation of Political Party Finance. The office will also be there to support political parties with advice. He indicated that IFES would be undertaking training of political parties on the manual on July 11. The establishment inserted into the INEC 2004-2007 strategic plan. In another initiative, the INEC Chairman indicated that he would be meeting with political parties, as one of the major stakeholders in the election, on July 13 to discuss the way forward to bring about successful elections in 2007.

Other Activities

On April 2005, IFES Country Director Charles Lasham responded to an invitation held in Abuja from a sub committee on Human Rights and the Rule of Law of the National Political Reform Conference for an interactive session on disabilities access. Mr. Lasham explained the need of the disabled participating in the electoral process and the ways the government can improve and provide access to this group.

On April 28th, 2005, Mr. Lasham also gave a presentation on access to the election process for the disabled at a seminar organized by the Nigerian Joint Association of Persons with Disabilities. The seminar was attended by 54 people. Mr. Lasham distributed copies of the Draft Electoral Bill 2004 to all those present.

Deliverables

The following publications are available upon request:

- Recommendations from IFES sponsored seminars on election law
- Political Party Finance Manual

Evaluation Framework

Results	Indicators	Comments
Program Area 4.1 Reform of the Legal Framework		
Objective 1: Strengthened legal framework for the electoral process.		
1. Recommendations for legal reform are developed by civic and political leaders.	<p>1.1. Participation of key civic and political leaders in IFES-supported workshops.</p> <p>1.2. Specific recommendations for reform of the electoral legislation are developed by participants in IFES-supported workshops.</p> <p>1.3. Recommendations are submitted to INEC and Ministry of Justice for consideration.</p>	<ul style="list-style-type: none"> • Ten IFES-supported workshops have been conducted. Over 420 participants attended, including individuals from academia, political parties, civil society, students, and Assembly members, both national and state. <ul style="list-style-type: none"> ○ <u>Southwest SIEC Training Program</u>: March 4, 2004 ○ <u>Political Finance Meeting</u>: March 9, 2004 ○ <u>IRI/IFES Political Roundtable</u>: March 16, 2004 ○ <u>Election Funding in Nigeria Roundtable Discussion</u>, University of Jos, Plateau State, March 18, 2004 ○ <u>Election Systems and Women's Participation in Politics</u>: April 28, 2004 ○ <u>Election Appeals Review Seminar</u>, May 28, 2004 <ul style="list-style-type: none"> - The Legal Defence Centre, an IFES sub-awardee, conducted a national seminar in May 2004 that produced recommendations on how the election tribunal process can be strengthened. - Gender and Development Action, another IFES sub-awardee, conducted a national seminar in April 2004 on the political participation of women in Nigeria's legal reform process. The seminar resulted in a series of recommendations for the review of the Electoral Act. • The recommendation by IFES Election Technology Advisers to forego automated voting machines in 2007 was accepted by INEC in June 2004. The Commission does plan to enact and evaluate a pilot scheme for mechanized voting.
2. Draft legislation includes recommendations of civic and political leaders.	2.1. Degree to which draft legislation includes recommendations made by participants at IFES-supported workshops.	<ul style="list-style-type: none"> • To be determined after assessment of the draft law by National Assembly, IFES, and other members of the international community.
3. Draft legislation includes clear and effective provisions with regard to campaign finance.	3.1. Degree to which IFES recommendations with regard to INEC's responsibilities on party funding and monitoring of party spending are incorporated.	<ul style="list-style-type: none"> • IFES undertook a review in April 2004 of the Nigerian Electoral Act of 2002, along with draft reforms by international organizations. The review culminated in a series of recommendations for legal provisions on the

Results	Indicators	Comments
		issue of political party and campaign finance.
3. INEC public for a encourage review of draft electoral legislation by civic & political leaders.	<p>3.1. Participation of key civic and political leaders in INEC public fora.</p> <p>3.2. Degree to which specific recommendations on the electoral legislation are presented by participants.</p>	<ul style="list-style-type: none"> • 6 IFES-supported public events have been conducted with INEC participation. Specific recommendations have emerged from each of the following events: <ul style="list-style-type: none"> ○ <u>Disabilities Seminar on the law</u>, January 18, 2005 ○ <u>Public Forum on the law</u>, Jos, January 25, 2005 ○ <u>Public Forum on the law</u>, Ibadan, January 27, 2005 ○ <u>Media Seminar on the law</u>, February 25, 2005 ○ <u>Seminar on the Law</u>, Abuja April 14, 2005 ○ <u>Seminar on the Law</u>, Kano June 7, 2005 ○ <u>Youth Seminar on the Law</u>, Abakaliki, June 9, 2005 ○ <u>Political Parties and Media Workshop on the Law</u>, Lagos, June 15, 2005
4. Electoral legislation presented to National Assembly reflects input from civic and political leaders.	<p>4.1. Degree to which electoral legislation includes input from civic/political leaders.</p> <ul style="list-style-type: none"> • The extent to which IFES-supported recommendations are incorporated in the legislation cannot be ascertained until an assessment of the draft law submitted by INEC to the National Assembly. <p>4.2. Degree to which electoral legislation includes input from IFES with regard to campaign finance.</p>	To be determined after assessment of the draft law by National Assembly, IFES, and other members of the international community.
Program Area 4.2: INEC Strategic and Operation Planning		
Objective 2: Improved strategic and operational planning within INEC.		
1. INEC develops a Strategic Plan for 2004-2007.	1.1. The Strategic Planning Retreat results in the formulation of a Strategic Plan for 2004-2007, which provides a clear framework for operational planning and which is distributed widely within INEC and to Nigeria's stakeholders.	<ul style="list-style-type: none"> • The Strategic Planning Team commenced work in April 2004 and completed the draft strategic plan in May. IFES offered technical assistance to the Strategic Planning Team and facilitated their activities and meetings as needed. • The 2004-2007 Strategic plan was adopted in December by INEC Senior Management Committee.
2. INEC's utilizes operational plans to guide conduct of activities.	<p>2.1. Key INEC staff are trained in operational planning.</p> <p>2.2. Operational plans are developed for INEC's major activity areas which support the framework provided by the Strategic Plan.</p> <p>2.3. INEC develops a mechanism to coordinate the implementation of and to review the operational plans.</p> <p>2.4. INEC periodically reviews and revises operational plans.</p>	<ul style="list-style-type: none"> • Number of key INEC staff trained in operational planning: 37 <ul style="list-style-type: none"> ○ <u>Strategic Plan Retreat</u>, Lokoja, March 2004. • All directors of the commission were present at the workshops, including deputies and assistants. • Operational planning within INEC has been hindered in 2005 by a succession of leadership and lack of budgetary support from the Nigerian government. In spite of these setbacks, the new Chairman, with technical advice, has begun operational restructuring, including the establishment of an electoral institute to oversee all in-house training.

Results	Indicators	Comments
Program Area 4.3: Support for Building INEC's Professional Capacity		
Objective 3: Strengthened training capacity of INEC to develop and conduct electoral training for permanent and ad hoc staff.		
1. INEC Training Unit has a clear mandate and structure.	1.1. The mandate and structure of INEC's Training Unit, including staff roles and responsibilities, is approved by INEC.	<ul style="list-style-type: none"> • IFES Training Advisor has worked with INEC Training Unit to provide recommendations on the structure of the Training Unit and training programs for INEC permanent and ad-hoc staff. • The Lead Instructor of BEAT III conducted a facilitator training for six INEC staff members in May 2004. Four out of these six conducted BEAT trainings in two States. • Following the appointment of the new Chairman of INEC in June 2005, one of the earliest changes made within INEC was the establishment of an INEC Institute. The Institute will house the expanded Training Unit and will eventually have research facilities and a resource center.
2. INEC Training Unit demonstrates capacity to develop an operational plan.	2.1. INEC's Training Unit develops an operational plan.	
3. INEC Training Unit demonstrates capacity to develop and implement training programs	2.2. INEC's Training Unit monitors implementation of its plan, adjusting and revising as necessary.	
	3.1. INEC's Training Unit develops program for training permanent staff.	
	3.2. INEC's Training Unit works with IFES in training permanent staff.	
	3.3. Periodic skills development is included in the operational plan & an in-country resource is identified to provide training to enhance the skills of trainers in the longer-term.	
4. INEC decentralizes training, through the establishment of training teams on either a State or zonal basis.	4.1. INEC establishes state/zonal training units, with clear mandate and relationship to Training Unit at headquarters.	<ul style="list-style-type: none"> • Decentralization has not yet occurred. IFES will train the 12 members of the Training Unit in September and the Training Unit is to train the 36 state trainers in December. All of this will occur with the support of USAID under a new CEPPS Associate Award.
Objective 4: Increased INEC capacity in election administration.		
1. INEC staff and Commissioners demonstrate increased knowledge of electoral administration.	1.1. Participants in IFES training demonstrate ability to apply learnings from training.	<ul style="list-style-type: none"> • BEAT III participant evaluations demonstrate increased abilities and skills learned following BEAT course in May-June 2004. • INEC Deputy Director of Finance attends British Council seminar on "Tackling Corruption Worldwide," where international agreements and declarations were discussed. (This activity was funded jointly by the British Council and the IFES TIDE project.) • The IFES Political Finance Advisor worked with INEC in March 2004 and October 2004 to establish a working group to prepare new political party finance reporting form and a political party manual. • Political Party Finance Manual and Handbook launched and disseminated to key stakeholders and the public in May 2005.
	1.2. Participants in IFES study mission to U.S. elections articulate learnings and identify possible applications for Nigeria.	
2. INEC develops reporting procedures, guidelines, forms and tracking and reporting tools for its use in monitoring spending and to facilitate reporting of spending by parties/candidates.	2.1. Reporting procedures, guidelines, etc. are in line with international standards.	
	2.2. Reporting procedures, guidelines, etc. are approved for implementation by the Commission.	
Program Area 4.4: Elections Technology		
Objective 5: More effective use of technology in the conduct of elections.		
1. Recommendations on how INEC can best use technology to support its	1.1. IFES/UN elections technology assessment results in clear and time-bound technology recommendations for the particular components of the electoral process.	<ul style="list-style-type: none"> • IFES Election Technology advisors provided recommendations in a March 2004 report on how INEC can best use technology to administer

Results	Indicators	Comments
operations are made.	2.1. Degree to which INEC supports implementation of recommendations.	<p>INEC can best use technology to administer elections and how to build upon their current technological capabilities.</p> <ul style="list-style-type: none"> • The recommendation by IFES Election Technology Advisers to forego automated voting machines in 2007 was accepted by INEC in June 2004. The Draft Electoral Bill 2004 does contain a section which will allow the use of mechanized voting and this is still being considered by the Commission.
Program Area 4.5: State Independent Electoral Commissions (SIECs)		
Objective 6: Enhanced capacity of the State Independent Electoral Commissions (SIECs) to conduct local government elections.		
1. SIECS are able to organize, undertake and supervise all elections to local government councils within the State	1.1. Degreee to which SIECs successfully carry out the organization of local elections.	<ul style="list-style-type: none"> • A training session was conducted for SIECs in the South West geopolitical zone on March 4, 2004 in preparation for the March municipal elections. • As a result of the training, the southwest SIECs agreed to conduct the local government elections by accrediting and voting simultaneously, rather than the initial plan by the Oyo SIEC to accredit prior to voting. • At the request of the Anambra SIEC, a condensed BEAT course was held for SIEC officials in August 2004. <ul style="list-style-type: none"> ○ Average attendance of 60 participants per session • Local government elections were held in most states in March 2004. Others followed later although the elections in Anambra state still have to be conducted.