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National Democratic Institute for International Affairs

ELECTORAL ASSISTANCE PROGRAM IN NIGER

Legislative Elections
January 12, 1995

DEBRIEFING AND ANALYSIS

National Democratic Institute For International Affairs

conducting nonpartisan international programs to help promote, maintain and strengthen democratic institutions

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The National Democratic Institute for International Affairs (NDI) was established in 1983. By working with political parties and other institutions, NDI seeks to promote, maintain and strengthen democratic institutions in new and emerging democracies. The Institute is headquartered in Washington, D.C. and has a staff of 120 with field offices in Africa, Asia, Eastern Europe, Latin America and the former Soviet Union.

NDI has supported the development of democratic institutions in more than 60 countries. Programs focus on six major areas:

Political Party Training: NDI conducts multipartisan training seminars in political development with a broad spectrum of democratic parties. NDI draws international experts to forums where members of fledgling parties learn first-hand the techniques of organization, communication and constituent contact.

Election Processes: NDI provides technical assistance for political parties and nonpartisan associations to conduct voter and civic education campaigns and to organize election monitoring programs. The Institute has also organized more than 25 major international observer delegations.

Strengthening Legislatures: NDI organizes seminars focusing on legislative procedures, staffing, research information, constituent services, committee structures and the function and role of party caucuses. NDI programs also seek to promote access to the legislative process by citizen groups and the public at large.

Local Government: NDI provides technical assistance on a range of topics related to the processes of local governance, including division of responsibility between mayors and municipal councils, and between local and national authorities. NDI programs also promote enhanced communication between local officials and their constituents.

Civic Organization: NDI supports and advises nonpartisan groups and political parties engaged in civic and voter education programs. NDI programs work with civic organizations to enhance their organizational capabilities.

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September 1, 1994

NDI'S ELECTION PROCESSES ACTIVITIES

NDI programs concerning election processes include constitutional and law reform efforts related to political and electoral rights, domestic election monitor training for political parties and nonpartisan civic organizations, election monitoring coordination with other organizations, pre-election assessment missions and international election observer delegations. In the year between September 1993 and September 1994, NDI's elections team assisted NDI's regional teams in each of these program areas.

PRE-ELECTION ASSESSMENTS AND INTERNATIONAL OBSERVER DELEGATIONS

MEXICO: NDI's elections team assisted NDI's Latin America regional team in organizing an international delegation to Mexico's August 21 federal elections. The delegation was jointly sponsored by the International Republican Institute (IRI) and included the participation of a delegation from the Council of Freely Elected Heads of Government of the Carter Center of Emory University. The delegation's 80 members included former heads of state and government, former diplomats, elected officials, political party and civic leaders, legal scholars, regional specialists and elections experts from 17 countries.

DOMINICAN REPUBLIC: NDI's elections team assisted NDI's Latin America regional team in organizing a 26-member international delegation to observe the May 16 elections in the Dominican Republic. The delegation was preceded by a five-member international delegation that assessed the campaign environment and election preparations. The international observer delegation detected serious problems and irregularities that, given the very close margin in the preliminary voting results, could have affected the outcome of the elections. NDI has actively monitored the post-election period and has encouraged Dominican authorities to take appropriate steps to rectify the problems.

CENTRAL AMERICA: The elections team assisted the Latin America regional team in preparing the joint NDI/Carter Center of Emory University pre-election assessment delegation to Panama and NDI's participation El Salvador's recent elections. NDI's international delegation to El Salvador's elections concentrated on municipalities where NDI is planning local governance programs in the post-election period.

KAZAKHSTAN: The elections team assisted NDI's former Soviet Union (FSU) regional team in assessing the pre-election environment before Kazakhstan's March 7 elections and in training election monitors in that country. The team participated in NDI's initial international pre-election assessment delegation, developed materials on election monitoring in the country, helped draft an extensive pre-election report and assisted in organizing a follow-up assessment delegation.

PAKISTAN: The elections team assisted NDI's Asia regional team in conducting a comprehensive election monitoring effort for Pakistan's October 1994 elections. That effort included participating in NDI's pre-election assessment mission, coordinating activities of NDI's field representatives in the country for the two months prior to and for approximately one month after the elections and participating in NDI's 35-member international observer delegation to the elections for Pakistan's national and provincial parliaments.

DOMESTIC ELECTION MONITORING PROGRAMS

GUYANA: The elections team assisted NDI's Latin America team in providing support to domestic election monitoring efforts for Guyana's August 8 municipal elections. This included providing information on reports by domestic election monitoring organizations in other countries and sending an international delegation to provide assistance on election day, which included leaders of domestic election monitoring organizations from Albania, Nepal and from the West Bank.

ETHIOPIA: The elections team assisted NDI's East Africa regional team in planning and conducting a three-day seminar on domestic nonpartisan election monitoring and civic organizing. The seminar, which included an international panel organized by NDI, was sponsored jointly by A-Bu-Gi-Da (an Ethiopian civic organization) and was attended by 70 participants from throughout Ethiopia.

THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA: NDI's elections team is assisting NDI's Central and East Europe regional team in its work with the Association for Civic Initiative, which is preparing to monitor national elections this fall.

MEXICO: The elections team and NDI's political and civic organization team assisted the Latin America regional team in its work with Civic Alliance/Observation '94 (an umbrella organization of over 300 Mexican civic organizations) to aid in organizing a comprehensive domestic election monitoring effort for the August 1994 presidential election. The program focused on providing assistance to Civic Alliance/Observation '94's effort in organizing its independent nationwide parallel vote tabulation to verify official election results.

RUSSIA: NDI's elections team assisted the FSU regional team in planning and executing an election monitoring training program for Russian political parties and civic organizations in 16 cities prior to the December elections. The program began with a two-day "training the trainers" seminar for 12 NDI international trainers (one-half from the U.S. and one-half from

other countries). The trainers then traveled in teams of two to various cities over a two-week period.

UKRAINE: The elections team along with NDI's political and civic organization team assisted the FSU regional team in planning an extensive program for training nonpartisan domestic election monitors for the March 27 elections in Ukraine. This program focused on aiding the Non-Partisan Committee of Voters of Ukraine in training and deploying approximately 2,000 monitors on election day.

ELECTION LAW PROGRAMS

THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA: NDI's elections team assisted NDI's Central and East Europe regional team in drafting a critique of Macedonia's election law and proposed amendments. The critique was presented to the Minister of Justice, other government officials and to the political parties in that country. It has provided the basis for debate in parliament over election law reform.

JORDAN: The elections team is assisting NDI's Middle East regional team in conducting a series of conferences in Jordan on comparative electoral systems co-sponsored with the Al-Urdun Al-Jadid Research Center. The conferences will examine a wide range of electoral issues, including issues relevant to Jordan's electoral development.

MEXICO: The elections team assisted the Latin America regional team in planning a two-day seminar organized jointly by Mexico's Federal Electoral Institute (IFE) and NDI. The seminar was attended by IFE officials and an international delegation from NDI. The sessions included consultations on a broad range of issues related to election processes, at a time when IFE was considering additional changes to Mexico's election system.

MOZAMBIQUE: The elections team assisted NDI's southern Africa regional team in preparing a two-day seminar with the Mozambique's National Electoral Commission (CNE). The seminar was attended by CNE officials and an international delegation from NDI. The sessions covered a number of electoral issues of interest in the run-up to that country's October 1994 elections.

SOUTH AFRICA: The elections team assisted the southern Africa regional team by conducting a series of election law seminars for nine South African political parties prior to the recent elections in that country and by providing assistance to the parties on using the law to protect their electoral rights over the election period. The team also drafted a paper for South Africa's Independent Election Commission (IEC) on standards in evaluating elections and helped to develop scenarios for the IEC, depicting hypothetical problems for IEC rulings on the elections. In addition, the team drafted the sections on South Africa's electoral framework for NDI's publication entitled "The Politics of South Africa on Election Day."

WEST BANK AND GAZA: The elections team assisted NDI's Middle East regional team by preparing memoranda on democratic election systems and procedures that were presented to the Palestine Liberation Organization as part of NDI's consultations. The team also prepared materials on local elections for the PLO's commission on election systems.

PUBLICATIONS, RESOURCE COLLECTION AND COORDINATION

PUBLICATIONS: The elections team is completing a handbook on organizing election monitoring efforts by nonpartisan domestic organizations. Sections of the handbook have been translated into Spanish for use in NDI's Latin America programs. The team wrote a manual on media monitoring and an outline on nonpartisan monitoring for use in domestic election monitoring efforts. A team member is also published a volume entitled: GUIDELINES FOR ELECTION BROADCASTING IN TRANSITIONAL DEMOCRACIES (ARTICLE 19; London: August 1994).

RESOURCE COLLECTION: The elections team maintains a library of reports, publications, election laws and other materials to assist NDI's regional teams in developing and implementing programs on election processes. The team also serves as a resource for selecting experts in election processes to participate in NDI programs.

COORDINATION: The elections team helps to coordinated NDI's electoral programs with the United Nations, the Organization of American States, the Commonwealth Parliamentary Association, the European Union and with various nongovernmental organizations.

NDI ELECTION TRAINING
NIGER PARLIAMENTARY ELECTIONS
DECEMBER 26, 1994 - JANUARY 7, 1995

DELEGATION BIOGRAPHICAL INFORMATION

Taofiki Aminou is Secretary General of GERDDES-Afrique, a non-partisan, African-based organization that works toward the development and democratization of African countries. Mr. Aminou has experience in election administration, election processes, civic education, legislative training and political party training. He has previously participated in NDI programs in Senegal, Cameroon, C.A.R., and regional training seminars.

Theo Noel has an elections background with experience in training and operations of and training programs in Canada, Botswana, South Africa, Uganda, Haiti, Cambodia, Togo, Mali and Guinea. He has written training manuals for election administration and has trained hundreds of volunteer election workers. He has also worked on post-election evaluations and he has recently returned from Haiti where he worked with the UN on a pre-election assessment mission. Mr. Noel is fluent in French.

Hilary Miezah is currently the executive director of ELECTA, a non-profit organization which seeks to assist developing democracies to conduct free and fair elections. Mr. Miezah participated in the South Africa Voter Education program mounted by the International Faculty of Election Experts and Practitioners for political and civic organizations in 1991 under NDI's sponsorship. In April this year, he led an independent observer mission (ELECTA) to South Africa for the national elections. He has previously served as Electoral Officer and on the Electoral Commission in Ghana.

Hannah M. Baldwin has extensive experience working on both grassroots and policy levels in Senegal and Mali and has travelled extensively throughout West Africa. Ms. Baldwin presently works for the Foreign Service Institute as Deputy Chair of the African Area Studies Program. She has worked on African issues for the past 24 years for programs sponsored by A.I.D., Peace Corps, and the U.S. Embassy. She has also participated in the NDI Political Party Pollwatching Seminar in Senegal (1993).

Marianna Drenska is the National Coordinator for the Bulgarian Association for Fair Elections and Civil Rights (BAFECR). Ms. Drenska has been involved in numerous international projects including the African Election Monitoring Seminar in Benin (1991) and the NDI Political Party Pollwatching Seminar in Senegal (1993). She attended the Institute of Chemical Technology in Sofia. Ms. Drenska speaks French and Italian.

Tchagbale Zakari serves as a very active member of GERDDES-Côte d'Ivoire. He has experience in election monitor training in his native country and comes highly recommended by GERDDES.

NDI STAFF

Momar Diop is a field representative for the NDI Ethiopia civic education and political party program. He has served as the Chief of Staff of Senegal's Ministry of Manpower and Vocational Training. He was also National Secretary for Press and Information of the Senegalese Democratic Party. He brings with him a background in education, having taught English as a second language for more than a decade. Mr. Diop has previously participated in NDI programs in Zambia, Senegal, and Niger.

Christopher Fomunyoh is a Senior Program Officer at NDI. Before joining NDI as a full time employee in 1993, Mr. Fomunyoh served as a consultant on a number of projects including providing advice to NDI delegations to national elections Ethiopia, Cameroon and Central Africa Republic. Mr. Fomunyoh also organized international missions to observe national elections in Madagascar in 1992 and 1993, on behalf of the African American Institute. Since joining NDI's permanent staff, Mr. Fomunyoh has focused on assisting emerging democracies in Africa consolidate gains made during the transition to multi-party politics. Mr. Fomunyoh was the Program Director for NDI's regional legislative training program conducted in Niger in January 1994 for deputies of the National Assemblies of Benin, Burkina Faso, Mali and Niger. He holds a Master's Degree in Law, and a Ph.D in Political Science.

Amy Marshall is a program assistant with the NDI Southern Africa team. As a field representative in Mozambique, she helped coordinate a national civic education campaign and a domestic election monitor training program. Ms. Marshall was also a United Nations International Observer for the October 1994 Mozambican Presidential and Parliamentary elections. Ms. Marshall has previously worked at a Washington-based marketing firm where she acquired experience in conducting focus groups and organizing national polls.

Michael Smith is NDI's field representative in Cotonou, Benin where he coordinates the political party training program for which this seminar has been organized. Mr. Smith has accumulated several years international experience, including two years as a Peace Corps volunteer in the Comoros and in Morocco, and two years as a journalist in Latin America. His political background includes extensive work on U.S. senatorial campaigns.

Sheldon Yett has been a journalist for *Institutional Investor*, *The Nation* and *Congressional Quarterly*. He has worked as a reporter in Washington covering electoral politics, American foreign policy, international trade and other issues for the past six years. His overseas experience includes serving two years in Niger as a Peace Corps volunteer. Mr. Yett also worked in Thailand as a reporter covering U.S. - Asian relations. He holds a Master's degree in international economics and American foreign poilicy from Johns Hopkins University.

Benjamin Feit, is a Program Assistant at the National Democratic Institute. In February 1994, Mr. Feit helped to organize a series of focus groups in several locations around Ethiopia to gauge the levels of awareness and receptivity to democracy. Mr. Feit helped to conduct a conference in Addis Ababa in May 1994 on the role of nonpartisan civic organizations in monitoring the political process. Mr. Feit has also worked on legislative training programs in Bangui, CAR (October 1994) and in Dhaka, Bangladesh (September 1993). Prior to joining NDI in August 1993, Mr. Feit was the Assistant to the Director of the Marjorie Kovler Fund, a foundation in Washington DC.

MEMORANDUM

TO: Ken and Senior Staff

FROM: Niger Team

DATE: January 26, 1995

SUBJECT: Trip Report: 1995 Legislative Elections in Niger; Election-Related Training

I. SUMMARY

The Nigerien government, civic organizations and the U.S. Embassy in Niamey separately requested that NDI provide assistance to Niger in support of the parliamentary elections that were held January 12, 1995. NDI assistance centered around the design and implementation of a two-day training of trainers program held in Niamey and subsequently repeated in the two regional capitals of Zinder and Tahoua. The seminars, attended by domestic monitoring groups, political party representatives and election commission officials, were designed to help ensure a legitimate electoral process.

Six international experts and selected Nigeriens familiar with the elector rocess served as trainers for the seminar in Niamey on December 26 and 27, 1994. The international training faculty included: Theo Noel, a Canadian who has participated in electoral operations and training programs around the world; Hilary Miezah, who is currently the Executive Director of ELECTA, a non-profit organization based in London and which seeks to assist developing democracies to conduct free and fair elections; Hannah Baldwin, Deputy Chair of the African Area Studies Program at the Foreign Service Institute; Mariana Drenska, the National Coordinator for the Bulgarian Association for Fair Elections and Civil Rights (BAFECR); and Aminou Taofiki and Zakari Tchagbale who are members of Benin and Cote d'Ivoire chapters of the *Groupe d'Etudes et de Recherche sur la Démocratie et le Développement* (GERDDES). After the Niamey seminar, the team then split into two groups. One of the groups traveled 900km to Zinder and the other traveled 600km to Tahoua for further training on December 29 and 30.

One hundred five Nigeriens attended the seminar in Niamey, 92 participated in Zinder and 68 in Tahoua. Because the program was intentionally designed for the training of trainers, the Nigeriens trained by the NDI faculty were then encouraged to organize subsequent training programs across the country at the grassroots level. The National Election Commission and some of the civic organizations pursued the follow-up training making it possible for several thousand Nigeriens responsible for the administration and monitoring of the elections to ultimately benefit from the program.

A small team of NDI staff and advisors remained in the country through election day.

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The team spent time observing the activities of political parties and civic organizations in the pre-election period as well as informally assisting the election commission and the United Nations Development Programs (UNDP) with the briefing and deployment of international and domestic election monitors.

II. BACKGROUND

Political Developments

In the months preceding the elections, the parliament in Niger had disagreed frequently with President Ousmane over various policy issues. These disagreements developed into a full blown political crisis in September 1994 resulting in the resignation of Prime Minister Issoufou after his party, the *Parti Nigerien pour la Démocratie et le Socialisme* (PNDS), withdrew from the parliamentary majority coalition. The withdrawal of the PNDS left President Ousmane's former majority alliance with only 37 of the 83 seats available in the national assembly. An attempt by President Ousmane to appoint a new prime minister from within the ranks of what remained of the alliance failed, because of a motion of no confidence voted by the new parliamentary majority comprised of deputies from the *Mouvement National pour la Société de Développement* (MNSD) and the PNDS. Three days later on October 15, 1994, President Ousmane dissolved the parliament as provided for under the Nigerien Constitution.

The Nigerien Constitution also states that once the President dissolves parliament, new legislative elections must be held within 90 days. Elections were originally scheduled for December 31, 1994. However, given logistical concerns, that date was changed first to January 7 and finally to January 12.

Election Law and Administration

Arguments over amendments to Niger's electoral code exacerbated tensions between the government and the national assembly before it was dissolved in October 1994. On October 13, the National Assembly passed a bill that was designed to restructure the National Electoral Commission. Among other measures, the bill sought to enhance the autonomy of the commission by insulating its functions from direct oversight by the Ministry of Interior and by limiting the responsibilities of government appointed administrative officials in the commission's regional offices.

The president refused to sign the bill and returned it to the assembly for a second reading. His argument was that, although he, too, supported an independent election commission, the current structure of the commission was adequate and the changes demanded by the National Assembly were logistically impractical. The assembly was dissolved before it could take up the bill for a second time.

The dissolution of the assembly on October 15 forced the scheduling of new legislative elections before any agreement could be reached over who would conduct the necessary

administrative oversight. On November 9, however, after a week of negotiations facilitated by six of the country's leading civic organizations, a compromise was reached. The agreement reduced further the role of the Interior Ministry and gave political parties and civic organizations representation on the election commission.

Political Parties

A total of 15 political parties, including all those that had representation in the former National Assembly, fielded candidates for the election. Seventeen political parties participated in the elections in 1993. Although the election code of Niger forbids political parties from being organized around platforms that foster regionalism and ethnocentrism, some of the political parties are closely associated with specific ethnic groups.

The major political parties represented in the previous parliament and that were now contesting the election include:

- the *Mouvement National pour la Société de Devéloppement* (MNSD-Nassara), created in 1989 by the military-civilian government that was in power at the time. The MNSD was the single state party until the National Conference of 1991 mandated a transition to multiparty politics;

- the *Convention Sociale et Démocratique* (CDS-Rahama) describes itself as a centrist party that advocates social democratic principles as the basis for development in Niger. The party is led by President Mahamane Ousmane;

- the *Parti Nigérien pour la Démocratie et le Socialisme* (PNDS-Tarraya), which defines itself as a leftist party, attracts teachers and other well-educated intellectuals with leaders who hold positions in the labor movement and mineral industry; and

- the *Alliance Nigérienne pour la Démocratie et le Progrés* (ANDP-Zaman Lahiya) founded by Moumouni Adamou Djermakoye, who was president of the National Assembly before it was dissolved in October 1994.

The following five political parties do not enjoy the same degree of nationwide support as those listed above, but also won seats in the National Assembly after the 1993 elections. They include:

- the *Parti Progressiste Nigérien, Section du Rassemblement Démocratique Africain* (PPN-RDA) founded in 1946 as Niger's first political party and headed by Hamani Diori who ruled the country from independence in 1960 to 1974;

- the *Union des Patriotes Démocrates et Progressistes* (UDPD-Chamoua) whose leader and former history professor, André Salifou was president of the *Haute Conseil de la République*, the interim legislative body during the transition to democratic rule;

- the *Union des Forces Populaires pour la Démocratie et le Progrés* (UDFP-Sawaba), a Marxist-oriented party that was founded at the same time as the PPN but banned in 1959 when Niger became a one-party state under the PPN;

- the *Parti Social Démocrate Nigérien* (PSDN-Alheri), another social democratic party with similar views to that of the CDS; and

- the *Union pour la Démocratie et le Progrés Social* (UDPS-Amana), a centrist party which draws its membership almost exclusively from the Tuareg people. The Tauregs are a traditionally nomadic ethnic group that constitutes about 8 percent of the population and is concentrated in the north and west of the country.

Civic Organizations

There are six major civic groups, many of them with overlapping memberships. Although all are based in Niamey, some of these organizations have branches in the country's major urban areas. In recent years, their activities have included promoting the rights and responsibilities of citizens in a democracy and denouncing violations of due process related to the Tuareg uprising. During the 1993 elections, about 30 representatives from these groups participated in election monitoring efforts that were coordinated by NDI and the UNDP. These civic organizations recently played an active role in mediating differences between the ruling and opposition parties in Niger; and worked hard to harmonize their activities with respect to active participation in monitoring all aspects of the election. They include:

- *Le Groupe d'Etudes et de Recherche sur la Démocratie et le Développement Economique et Social* (Gerddes - Niger). Gerddes-Niger is the country chapter of Gerddes-Afrique which is a regional NGO dedicated to fostering democratic principles and practices throughout Africa;

- the *Association des Femmes Juristes du Niger* (AFJN). The AFJN is interested in providing legal services to Nigerien women and assuring that they are treated equally under the law. AFJN conducts educational campaigns through radio announcements and short television sketches aimed at increasing the turn out of female voters and increasing the participation of women in the political process;

- the *Ligue Nigerienne de Defense des Droits de l'Homme, Garkuar Dan Adam* (LNDH). The LNDH campaigns regularly against human rights abuses throughout the country and occasionally publishes newspapers and magazines;

- the *Réseau d'Intégration et de Diffusion du Droit en Milieu Rural* (RIDD-FITILA). Founded by a law professor at the University of Niamey, this group conducts workshops, clinics and seminars to teach civics to citizens in the rural areas. It also works to improve the plight of Nigerien women. The group sponsors weekly radio broadcasts on basic civics in the languages of all three of Niger's principle ethnic groups (Hausa, Djerma and Peul);

- the *Association Nigerienne de Defense des Droits de l'Homme* (ANDDH). Led by a professor at the University of Niamey, ANDDH took a leading role in drafting and negotiating a compromise between the government and opposition parties on the status of the election commission. The group is recognized on both sides of the Nigerien political spectrum as being an impartial facilitator interested in promoting transparency in the political process; and

- *Démocratie, Liberté Développement* (DLD). The DLD is another grassroots civic group led by a professor at the University of Niamey.

III. OBJECTIVES

NDI sought to achieve the following objectives through its election related training program in Niger:

- to train and provide technical advice to civic organization monitors, political party poll watchers and election commission officials on their respective roles in the election process;

- to enhance public confidence in the electoral process by facilitating cooperation among the political parties, governmental and non-governmental institutions working towards the same goal;

- to reinforce the role of domestic civic organizations in emerging democracies and to help expand their organizational and outreach capabilities;

- to assist Nigeriens in evaluating the election process in order to assess the legitimacy of the elections; and

- to train Nigerien NGOs on how to coordinate the domestic observer effort by harmonizing working methodologies and pooling available resources as a means of limiting the risks of inconsistent assessments and avoiding the duplication of efforts.

NDI conducted the seminar with the hope that Nigerien NGOs could apply the skills learned in other areas. NDI recognizes the important contribution of civic organizations in helping promote democratic behavior by offering more opportunities for participation in the political process of a country at all levels. For example, by offering ordinary citizens at the grass-roots level the opportunity to lead and administer programs or monitor the political process, citizens can feel empowered. These civic organizations in emerging democracies help buttress nascent political institutions. Non-partisan organizations can also play a useful role in building associations across ethnic or parochial lines so that attitudes of greater trust, tolerance and mutual interest can eventually emerge.

NDI designed this program in a manner that allowed the Institute to associate Nigerien

civic organizations in all components of the program. For example, NDI relied on the six most active Nigerien NGOs to facilitate the recruitment of about 250 volunteers who attended the training seminars offered by the Institute and served as domestic monitors on election day. NDI also worked closely with the leaders of these civic organizations to design and implement the training seminars in Niamey as well as in Zinder and Tahoua.

As a means of enhancing the sustainability of its assistance, NDI expected that through this kind of collaboration, Nigerien civic organizations will develop the expertise, capacity and human resources to monitor all aspects of the democratic process, educate citizens and advocate for change more effectively.

IV. PROJECT IMPLEMENTATION

Seminar Planning and Organization

NDI's experience in coordinating monitors for the 1993 elections in Niger was very useful in planning for the 1994/1995 election assistance mission. NDI was able to reproduce many of the same documents provided to observers in 1993 with few updates or revisions. These documents included: an observer's manual; observer checklists; and summary observer reports. NDI also prepared and distributed a verification sheet for political party pollwatchers and an adapted election administrator verification sheet which was borrowed from a similar training program conducted by NDI in the Central African Republic.

Because of time and resource limitations, NDI concentrated its efforts on training domestic monitors. The training sessions and seminar materials were designed to also address the needs of members of the National Election Commission and political party pollwatchers.

At every stage of planning for the seminar, NDI worked closely with representatives of the election commission and domestic civic groups. Two civic organization representatives and two election commission representatives attended each seminar planning session and worked with NDI trainers to coordinate and moderate joint plenary and workshop presentations.

During the planning stage, and in an effort to familiarize the international trainers with electoral and other political issues currently being discussed in Niger, NDI organized an informal roundtable discussion on pre-election preparations and the Nigerien political environment. The roundtable was attended by representatives of civic organizations, the election commission, political parties, the media and academics; and provided a preview of issues that were likely to be raised during the seminar itself.

Seminar Activities

Of the 105 participants in the Niamey conference, approximately 50 were members of civic groups, 30 were officials of the election commission and 25 represented the 15 political parties that contested seats. Given that few of the civic groups are well organized outside of the

capital (with the exception of Ridd-Fitila and ANDDH), a higher percentage of participants in the Zinder and Tahoua conferences were election commission representatives.

The three seminars in Niamey, Zinder and Tahoua were structured to keep large plenary sessions to a minimum in favor of small group discussions and interactive workshops. Plenary sessions during the morning of the **first day** included a short theoretical overview of election monitoring; lessons learned during the 1993 elections, presented by the president of Ridd-Fitila; and an overview of the Nigerien electoral code by the President of the National Election Commission. In these sessions, trainers emphasized in their presentations the importance of knowing the election law well and of scrupulously investigating any irregularities so that all reports are accurate, objective and verifiable. By discussing the lessons learned during the 1993 presidential and legislative elections, NDI tried to encourage an exchange of experiences among the participants in an effort to utilize any local expertise already developed. Many of the trainees had participated in monitoring missions during the previous elections.

During the afternoon sessions, Nigeriens were divided into three workshops organized to coincide with the specific roles of participants on election day: election commission members, political party delegates and civic group representatives. In each of these small group settings, two NDI international trainers and one Nigerien moderated the discussions on specific election day issues.

In the workshop for **members of the electoral commission**, issues covered included: general responsibilities of polling site officials; point-by-point examination of forms and other documentation that must be completed by polling site officials; potential issues of dispute in the electoral code; counting the ballots and tabulating results; and communications with party delegates and observers.

In the workshop for **non-partisan monitors**, issues covered included: pre-election observation, record-keeping, spotting attempted fraud, monitoring the activities of local officials at the polling site; insuring impartiality of observers as well as general responsibilities of polling site officials, point-by-point examination of forms and other documentation that must be completed by monitors; potential issues of dispute in the electoral code; counting the ballots and tabulating results and communicating with party delegates and polling officials at the polling site. These participants were encouraged to conduct follow-on training and received from NDI, copies of a form to be completed as they organized training sessions for additional observers. The forms which are still being collected by GERDDES and RIDD-FITILA will be forwarded to NDI and will allow the Institute to know exactly how many Nigeriens benefitted directly and indirectly from the training program.

In the workshop for **party delegates**, issues covered included: general responsibilities of polling site officials; point-by-point review of forms and other documentation that must be completed by polling site officials and political party delegates; potential issues of dispute in the electoral code; counting the ballots and tabulating results; communicating disputes to party headquarters; professional conduct; and documenting irregularities and potential fraud.

In each workshop, trainers spent some time discussing training techniques or different ways in which the participants themselves could present the most salient points to others. Participants regrouped briefly at the end of the day for a question and answer session on issues of general concern and to review matters that were not thoroughly discussed in the workshops.

The **second day** opened with a plenary session in which a representative of the election commission discussed a short guide prepared by the commission (and distributed to all participants) on the responsibilities of polling station officials. The guide, presented in outline form, included cite references to the section of the electoral code that provides relevant detail. The session also covered a two page verification sheet prepared by NDI for polling site officials. The rest of the day was spent in **simulation exercises** in which a mock election was conducted. Participants were assigned roles as polling site officials, voters, observers etc. Participants had to determine if the polling site was set up correctly, identify spoiled ballots, formulate detailed plans to investigate incidents, and transmit results to authorities. Two hours were set aside at the end of the day to evaluate the simulation exercise and to discuss any other issues that were not covered.

Handouts distributed during the course of the seminar included: copies of the Nigerien electoral code, an NDI-prepared manual for election monitors and copies of all documents used for the tabulation and transmission of results. Participants were also provided with separate summery checklists to be used by polling site administrators, party delegates and observers which served as simple reminders once they were at the site.

Election Observation

Before undertaking the program, NDI reached an agreement with the resident UNDP representative and the Nigerien authorities to the fact that UNDP had primary responsibility for the coordination of the observation missions although NDI would informally support UNDP efforts in coordinating missions wherever feasible.

NDI conducted pre-election assessment consultations with election commission officials, leaders of major political parties and representatives of human rights and other civic organizations (See Annex). Through these meetings NDI was able to ascertain the campaign environment, monitor security concerns and evaluate the preparedness of election commission officials. NDI communicated this information to the UNDP. The information that was gathered was useful in permitting interested observers to evaluate the overall context of the election process rather than have them simply focus on election day activities.

While NDI conducted its pre-election assessment, UNDP hosted periodic meetings with sponsors of observer delegations in order to plan the organizational and logistical steps for coordinating the observation mission. NDI informally advised and assisted the UNDP in formulating the overall objectives and structure of the observer mission. The terms of reference for participants described the dual underlying objectives of the observation mission: to provide a well informed, credible assessment of the Niger elections and to profit from the efficiencies

of a division of labor.

Uncertainty on the date of the election and the difficulty of finding qualified observers during the Christmas holidays limited the number of international observers to approximately 50. Countries providing international observer delegations included Germany, Switzerland, France and Canada. Since NDI opted not to send an international delegation, the NDI representatives in Niger were accredited under the UNDP umbrella. Representatives of the U.S. mission conducted their own independent observation mission.

Whenever possible, international observers were paired with Nigeriens to maximize the use of scarce resources as well as to make it easier for international observers to take advantage of local expertise. In total, approximately 150 two-person teams were deployed, with each team visiting at least 4 polling sites. This enabled observers to visit about 10 percent of the 4,892 polling sites throughout the country.

Each delegation presented the UNDP with a list of names of its observers. The complete list was then sent to the election commission for accreditation. Once the number of available vehicles was determined, teams were sent to each of the eight departmental capitals. Upon arrival in the town that would serve as their base for election day, teams met with local officials to introduce the mission and to select a cross-section of polling sites to visit.

The UNDP, local civic groups, and those countries sending observer delegations agreed that a uniform statement on the conduct of the elections would be issued by a five-person monitoring committee composed of: a representative of the Organization of African Unity; a representative of the Francophonie; a representative of GERDDES-Niger; a representative of RDFN, a women's civic group; and a representative of the Election Commission.

NDI strongly endorsed the principles behind the coordinated observation mission, but the team was surprised that the UNDP insisted upon discarding observation checklists drafted by NDI and used successfully in Niger during the 1993 elections, in favor of a derivative of the standard observation checklist used by the UN. Completing the form involved filling in a series of circles according to what was observed during a particular visit to a polling site. This form, similar in format to those used in American standardized tests, was not immediately understood by many of the Nigerien observers.

V. EVALUATION

After each of the three seminars, a questionnaire was distributed for the purpose of evaluating the program. Fourteen questions were asked concerning different aspects of the seminar. A total of 192 questionnaires were completed and returned. There were 55 respondents in Niamey, 61 respondents in Tahoua and 76 respondents in Zinder. Most of the questions were open ended, allowing the respondent to provide as detailed an answer as he/she wished. However, one question was asked which required the respondent to provide an overall rating of the seminar on a scale from 1 to 10.

From these questionnaires NDI found that participants were generally pleased with the outcome of the three seminars. For example, an average score of 8.2 was received for all three seminars on the rating scale; with 4 being the lowest score given and 10 the highest. Nearly all participants were satisfied with the overall preparations of the seminar but some suggested that efforts could be made to conduct future seminars in the national languages of Niger. The participants found the documents distributed to be very useful and provided some suggestions for documents that could be distributed in future programs. These materials included: a schematic drawing of the layout of a typical polling station; the rules of procedure of the National Election Commission and any related directives on its composition; the Constitution of Niger; and a film simulating the operations of a polling station. Respondents overwhelmingly expressed interest in the simulation of election day operations in a polling station and seemed to prefer the smaller workshops to the plenary sessions.

Respondents were asked to mention any difficulties they experienced during the course of the seminar. The three most common answers provided in order of frequency were: transportation, lodging, and the lead time between the seminar and the elections. In fact, many respondents reiterated that they wished more time could have been devoted to the seminar and more detail provided.

The NDI team was pleased to see the level of female participation in the Niamey seminar. However, the activism and involvement of educated women in the capitol city contrasted sharply with the situation in the countrywide where only two women attended the seminar in Zinder and one in Tahoua. Reports from some of the faculty members are attached.

VI. RECOMMENDATIONS AND OBSERVATIONS

In accordance with the Constitution, Niger was obligated to conduct new elections within 90 days of the parliament's dissolution. Due to the limited amount of lead time available to plan and formulate this program, the first NDI staff arrived in the country a week before the first seminar was scheduled to begin. Within a week of receiving funding for the program, NDI had a field representative on the ground in Niamey meeting with representatives of the election commission and civic groups and making the necessary logistical arrangements. It would have been preferable to have more time in the country to prepare for the three training programs.

Planning and conducting three seminars - including two held in remote regions of the country - for over 250 participants poses a considerable number of logistical hurdles. The timing of the legislative elections meant that the seminars had to be scheduled during the holidays. Efforts to keep the operation at low costs meant a limited level of staff involvement in Niger. Given these constraints, NDI was forced to conduct the program without a logistics team in country. This took an inordinate amount of time from the program staff. With more staff members on the ground to divide responsibilities, the overall organization of the program would have been enhanced.

NDI has built a reputation in Niger for impartial electoral expertise and top notch

organizational skills as a result of the Institute's involvement in the 1993 legislative and presidential elections. Consequently, the National Election Commission seemed to be expecting NDI to take a larger role in organizing and overseeing the elections. For example, during initial meetings with the election commission, it seemed as though they assumed the Institute would be able to provide financial resources needed to solve pressing logistical problems, such as the distribution of election-related materials.

Some persons within the UNDP and the donor community also appeared confused over the specific goals of the NDI program. They expected that the NDI seminars would be principally designed for the benefit of the election commission and others responsible for administrating the elections, as opposed to civic groups and political party pollwatchers. Although this issue was later resolved, it did lead to some initial confusion and tension, as well as some last minute programming changes. In reviewing comments received at the end of the seminars, all parties involved in the program, including the Election Commission, political parties, civic organizations, UNDP and other members of the donor community; seemed genuinely satisfied with NDI's program and its contribution to the successful conduct of the election.

VII. FUTURE PROGRAMMING

The U.S. Embassy in Niamey, among other observers, seemed to be genuinely pleased with the structure and outcome of the NDI seminars and credit NDI in part for the relatively smooth administration of the elections. There is some interest in seeing NDI more involved in Niger's political process in the future. Suggestions were made of several areas where NDI could play a constructive role in helping to keep Niger on the democratic path.

In the area of civic education, GERDDES-Niger and a Nigerien educational curriculum development group called INDRAP have submitted separate proposals to the US Embassy for funding a democracy/civic education program for the schools. The Embassy has said they are interested but has asked both groups to consolidate their resources and work together on the project. The Embassy has also mentioned that it is particularly interested in working with women's advocacy groups such as the Association of Women Jurists.

As the number and strength of civic groups grow in Niger, there is growing interest and awareness of the importance of informing Nigeriens, particularly women and other sectors of society who have faced discrimination in the past, of their legal rights and responsibilities. There is also a growing recognition of the watchdog role civic groups can play to guard against the abuse of state authority on the one hand and to enhance government accountability on the other. However, Niger's civic groups are still managed with limited outreach skills, resource control and long term planning. NDI could play a constructive role, therefore, in strengthening local civic groups through more traditional capacity building programs. In addition, after two successful elections in which domestic civic organizations have been fully involved, advocacy training vis à vis the newly elected parliament could be very useful.

NDI MEETINGS WITH NIGERIEN POLITICAL PARTIES

ANDP (*Alliance Nigérienne pour la Démocratie et le Progrés* - ANDP-Zaman Lahiya)

ANDP head, Moumouni Adamou Djermakoye, was president of the National Assembly when it was dissolved by President Ousmane on September 27. Djermakoye is a former préfet of Zinder and has also been ambassador to the United States. He was a presidential candidate in 1993. The party relies on support from the Djerma people, who are concentrated in the western region around Niamey and who dominated the government during the period of military rule.

Other key figures in the party are Abdou Hamani and Amadou Nouhou. We arranged a meeting with Amadou Nouhou on Wednesday, January 4, at his office at the treasury.

During our meeting with Mr. Nouhou, we queried him concerning the state of preparation for the upcoming election. While admitting that time was short, he seemed confidant that distribution could be completed in time for the elections on January 7, 1995. Mr. Nouhou noted that the distribution of voting materials would take place from the sous-prefectures, with each bureau de vote taking their bulletins to the site. Presidents of BVs for this election are mostly experienced, having participated in the previous elections. As for the BV lists, these are the same as before. According to Nouhou, electoral card distribution began on Sunday, and is moving quickly.

Mr. Nouhou's primary concerns are that the country finish this election process and go back to the work of moving the country forward. He noted that for the National Assembly to work, an "esprit de corps" must be created. Three key elements are necessary: "serenité dans le débat," elimination of excesses, and reconciliation. He is particularly concerned with the possibility of the exclusion of the opposition from the government, and feels that the key to being able to achieve the necessary political reconciliation is that technical posts must be equally distributed among all parties. The key is to select people for their talents, their competence, not their political alligments. He noted that whatever the outcome of this particular election, there will still be a weak majority, and opposition will continue. For this government to function, all political elements must be integrated into a national government of consensus. The nation must find a solution for the country to work together for the common good.

Mr. Nounou noted that ANDP's 42 deputies could dominate the Assemblé, but was not a majority, and would end by failing. The administration risks permanent boycotts by the rest of the country, unless consensus building is achieved.

Peace is key, according to Nouhou. A peaceful solution to the Touareg problem must be maintained, and Rwanda/Burundi or Mali types of problems avoided. This peaceful reconciliation is the key for all other things which must follow -- development from the ground with the participation of the population, return to work by Nigeriens, and satisfaction of the requirements of the SAPs pushed by international donor agencies, so that they will continue to offer assistance to help Niger in moving forward. Mr. Nouhou is optomistic about the future,

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seeing in the ANDP both experienced members of the past, and a new generation of Nigeriens who are ready for change.

PNDS -Tarraya *(Partie (Alliance?) Nigérien pour la Démocratie et le Socialisme)*

This leftist party, which still looks to socialist ideals which have largely been discredited by recent world events, attracts teachers and other well-educated "intellectuals." It is strongest around Niamey and Tahoua, although it does have membership throughout the rest of the country as well. Some of its leaders hold positions in the labor movement and mineral industry.

Key party figures are:

Mohamed Bazoum (2nd VP ass), Kane Souleymane, and Ali Chekou.

The perspective of Mr. Bazoum of PNDS contrasted sharply with that of Mr. Nouhou of the ANDP. The issue of the state of election preparations is key. While the President is still sticking to his January 7th election date, the National Election Commission notes that from the point of view of the organization of election materials, they are simply not ready for an election. He noted a series of problems that must be addressed before a transparent election can take place:

- insufficient financial means for a rapid deployment of materials around the country;
- financial constraints to putting on the election - from training to running the election;
- electoral card distribution is incomplete;
- only 50% of the delegues have been named for the Bureaux de vote;
- the ballots only arrived on Tuesday evening, January 3rd, and had to be verified before distribution could begin -- even if there were no problems.

If the government moves ahead with plans for the election on the 7th, Mr. Bazoum noted that the election could not proceed normally. PNDS will, according to him, gain representatives if the election is transparent. Transparency of the election is key to having the results be accepted. He spoke of other parties preparing to cheat, and also complained that the President hasn't consulted with the opposition to try to work towards a credible solution. He noted specific problems in the campaign, ranging from insulting songs sung by griots, to fraud in the distribution of electoral cards, with distribution being delayed in areas where the government's party is weak. He commented that the radio should be at the disposition of the electoral commission for educating the population of the electoral process, and noted that TV spots prepared for television by the Human rights and Association of Jurists organizations had not been allowed to air them, although that same evening they were seen on local television by members of the NDI team.

Additional accusations of fraud included multiple electoral cards, mis-directed cards, undistributed cards, individuals who hadn't received their cards. It is noteworthy that the electoral commission has made a decision that the electoral card is necessary to vote, with another piece of identity as well. Even if ones name appears on the electoral list, without a card, an individual cannot vote.

It is difficult to ascertain the degree of problem with the distribution of electoral cards, or if this is merely a laundry list, being prepared for trotting out if the results are not satisfactory to the party.

CDS - Rahama *(Convention Sociale et Démocratique - CDS-Rahama)*

Formerly an opposition party the CDS is the ruling party after the last presidential elections won by President Mahamane Ousmane. It is a centrist party advocating social democratic principles as the basis for development in Niger. CDS has a predominately Hausa following and is strongest in the southern and eastern parts of the country. Many of its members are associated with private business interests seeking an end to excessive government intervention in the economy. As the ruling party, it is a particular target of concerns about manipulation of the elections – and in an ideal position to do so.

Key figures in the party and the election effort are Sanousi Jacko (1st VP Assistant, Falke Bacharou, and Moctar Cherif Barare.

Concerns about the state of preparedness for the upcoming election were all answered by Mr. Barre, and we were assured that January 7th would be the date for the elections, according to the wishes of the President. He assured us that ballots were being put into packets for each area this evening, with an airplane tomorrow morning which would deliver them to all the departments: Maradi, Zinder, Diffa, Bilma, Agadez, and Tahoua. He assured us that the Electoral commission had the means to deliver -- from the airplane, to vehicles, to perdiem. Sacrifices might have to be made on the aprt of individuals, Political parties might be asked to supply vehicles -- noting that the state could "commandeer" vehicles with the state providing fuel -- to assure the election takes place in a tilmely manner. NDI did not feel reassured to hear that these extreme measures might have to be taken, and his comments served more to underscore the state of unpreparedness, than to reassure us of the possibility of being ready for the election on the 7th.

In answer to questions about training for BV members, we were assured that the BVs would be largely staffed by individuals already experienced in the electoral process. He noted that some training would be taking place, as necessary, in the final two days before the election.

Concerning problems such as distribution of electoral cards, he assured us that in the interior, the distribution was primarily complete. Difa is ready. All cards not distributed would be taken for distribution to individual bureau de votes so that voters could pick up their cards

there. With 700 to 1,000 voters per BV, the process seemed unwieldy unless only minimal numbers of cards remained for distribution. He noted that people know where the BVs are located through Radio and TV. The electorale liste has been published. There are more voters this time, because with the good rainy season, fewer people have migrated wouth. This time voting would also take place in the region of Agadez. 3 million registered to vote last time. CDS won 30%, hopes to reach 35-40% in this election.

As for the post election period, he noted that the National Assemblly has the experience of the past. He would like to see civic education and training to help them build on that experience and become a more effective body.

A number of issues need to be addressed for the country to move forward:

- Definition of the limits of power - for the president, prime miisters.
- day time frame for elections after dissolution of the parliament - provisions need to be made for things which might prevent that from happening, such as a natural disaster, without throwing the country into a constitutional crisis.

Particular problems encountered by the CDS during the campaign included PNDS agression against CDS in the Zinder region, and incidents with MNSD destroying CDS materials. These incidents have been isolated, however, and in general the campaign has gone well. But Nigerien citizens are still learning what it is to participate in a democratic process, and in the urban areas, tensions tend to be high. Additional civic education and training for political party members in the democratic process are in order, he feels.

MNSD - Nassara (*Mouvement National pour la Société de Devéloppement*) **(Nassara means "victory" in Hausa.)**

MNSD is the largest party in Niger, and like many of the older, ruling parties in Africa, has the best organization which extends deep into the rural areas. Created in 1989, MNSD represents a broad cross-section of the Nigerien populace and enjoys particularly close ties to the military. An invention of the military-civilian government in 1989, MNSD was the ruling party until the National Conference mandated a transition to multi-party rule. During the 1993 elections, the MNSD benefitted from its name recognition, its previous access to state funding and its extensive, national network of party offices.

Key party figures are Hama Amadou, Secretaire Generale, and Ibrahim Mayaki. Mr. Amadou agreed to meet with us. We began by speaking with Mr. Mayaki, campaign director.

MNSD had a number of concerns about the upcoming elections: inability of the government to distribute materials in time, logistical problems, but the January 7 date wastoo soon. Distribution of electoral cartes, reception of the bulletin de vote in the regions and villages distant from Niamey,were cited as problems. He also noted that some electoral cards had been

distributed with the appropriate stamp, but without the required signature, noting that polling stations might not permit holders of such carts to vote.

More serious in the minds of MNSD leaders was the loss of a box of election ballots in Bilma -- the ballots for the MNSD and PNDS parties, the two leading opposition groups. As Mr. Mayaki noted, mistakes happen, but when ones own party, and the other leading opposition party are disadvantaged by "mistakes" in a government distribution system, one cannot help but wonder.

MNSD officials felt that the three year time frame, instead of 5 years, had not permitted opposition parties sufficient time to prepare for the elections. In addition, a key issue is the professionalization of the electoral commission, without party ties.

Party leaders also expressed concern that, due to the short time frame, the problem of fraud could be worse this time. They cited problems with the electoral cards, and the "liste addative" for the electoral list, with no time left to correct errors. They asserted that a parallel list must be posted in each voting place, for verification, but that this had not been done.

The issue that was the most pressing for MNSD was the discrepancy between the numbers of registered voters in 1993 listed in the Supreme Court records, and the records of the Director d'Informatique, from the Ministry of the interior. Party leaders stated that there were 106,000 more voters in the second list, and that the CDS had won the election in a run-off vote, by 100,000 votes. These 100,000 votes were almost exactly the difference between the two electoral lists. Voter lists were compiled after the second round of the 1993 presidential elections, and were to be the starting point for the establishment of the 1994 additional voters' lists. MNSD asserted that 44,000 citizens who received electoral cards in 1993 did not receive new cards; 67,000 additional names have been added, not as part of the additional list, but as voters registered before the second round of the 1993 presidential election. In other words, 67,000 individuals who were never registered now have electoral cards. The problem is concentrated in three regions: Tahoua (53,000 voters), Maradi (32,000 voters), and Tillabery (16,000 voters). MNSD asserted that Nigerians were being brought across the border to vote. MNSD showed us a letter they had just written to the electoral commission, requesting clarification of this issue. They had prepared and mailed a letter to the electoral commission, asking for a review of the facts in this case. Clearly MNSD was positioning itself to protest the election outcome.

In support of the process, MNSD officials noted that a number of positive steps had been taken to prevent fraud and make the process more transparent. The electoral list had been cleaned up, and the possibility of frand reduced from "90% to 10%. Last time the ink had not been indelible -- this time it was better, which removed the possibility of multiple voting.

PROCLAMATION DES RESULTATS GLOBAUX PROVISOIRES DES ELECTIONS LEGISLATIVES ANTICIPEES DU 12 JANVIER 1995

- Nombre de bureaux de vote :.....4.892
- Nombre de bureaux de vote dont les résultats sont parvenus : 4.890
- Nombre d'inscrits :.....4.376.021
- Nombre de votants :..... 1.530.198
- Nombre de bulletins blancs ou nuls : 84.092
- Suffrages exprimés valables :.....1.446.106
- Taux de participation : .....34.97 %
- Nombre de sièges à attribuer :..... 83
- Quotien électoral :..... 17.423
- Abstention :..... 2.845.823
- Taux d'abstention :..... 65.03 %

Répartition des sièges par parti politique aussi bien au niveau des circonscriptions ordinaires que des circonscriptions spéciales :

- ADP ZUMUNCI..... 0
- ANDP ZAMAN LAHIYA..... 9
- CDS RAHAMA..... 24
- MDP ALKAWALI..... 0
- MNSD NASSARA..... 29
- PMT ALBARKA..... 0
- PNDS TARAYYA..... 12
- PPN RDA..... 1
- PRPL NAKOWA..... 0
- PSDN ALHERI..... 2
- PUND SALAMA..... 3
- UDFP SAWABA..... 0
- UDP AMINTCHI..... 0
- UDPS AMANA..... 2
- UPDP CHAMOUA..... 1

TOTAL DES SIEGES ATTRIBUES 83

Fait à Niamey, le 15 janvier 1995

REPUBLIQUE DU NIGER

COMMISSION NATIONALE DES ELECTIONS - NIGER

SEMINAIRE DE FORMATION A LA PREPARATION DES ELECTIONS LEGISLATIVES DU NIGER NIAMEY 26-27 DECEMBRE 1994

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26 décembre 1994

08:00 - 8:30	Arrivée des séminaristes et inscription
09:00 - 9:45	Cérémonie d'ouverture:
	- Bienvenue par le Président de la C.N.E.
	- Allocution du Représentant Résident du PNUD, M. Abdoulie JANNEH
	- Allocution du Représentant de IND, M. Momar DIOP
	- Allocution du Représentant des Associations Nigériennes de Défense des Droits de l'Homme
10:00 - 10:30	Objectifs et programme du séminaire.
10:30 - 11:00	Plénière - Aperçu théorique de la gestion et de l'observation des élections
11:00 - 11:30	Discussion - Questions et Réponses
11:30 - 11:45	Pause
11:45 - 12:30	Plénière - Elaboration d'un plan d'action
	- Les leçons tirées des élections de 1993 exposés par M. Joseph Sanou de RIDD-FITTILA
12:30 - 13:00	Discussion - Questions et réponses
13:00 - 14:00	Déjeuner
14:00 - 15:00	Plénière - Gestion et observation du processus électoral dans le contexte nigérien. Examen des points importants du Code Electoral par un Représentant de la C.N.E.

AVEC LA PARTICIPATION TECHNIQUE ET FINANCIERE

PNUD
PROGRAMME DES NATIONS UNIES POUR LE DEVELOPPEMENT

NATIONAL DEMOCRATIC INSTITUTE FOR INTERNATIONAL AFFAIRS

15:00	Instructions pour les ateliers
15:30 - 17:00	Ateliers - Jour des élections

Atelier 1: les membres des Sous-commissions

- aperçu sur le fonctionnement d'un BV
- les formulaires électoraux
- les irrégularités potentielles lors du vote par des membres du Bureau, des électeur(e)s, des Forces de sécurité ou des partis
- gestion efficace des irrégularités ou manquements au Code Electoral/autorité du Président(e) du BdV/uniformité dans l'interprétation du Code Electoral
- inscription des observations et/ou contestations au procès-verbal
- relations avec les délégués de partis et les observateurs
- Exercice technique sur l'aménagement d'une salle de vote et la circulation des électeur(e)s
- Evaluation formative de l'exercice technique

Atelier 2: délégués de partis

- aperçu sur le fonctionnement d'un BV
- connaissance des formulaires électoraux
- quoi contrôler, comment contrôler
- conduite professionnelle des délégues dans le respect du Code Electoral

- les types d'irrégularités, de manquements au Code Electoral et de fraudes communément commis
- gestion des différends entre les délégués de partis et le Bureau
- comment faire consigner les observations/contestations au p.-v.
- rapport au siège du Parti

Atelier 3: les observateur(e)s

- aperçu du fonctionnement d'un BV
- connaissance des formulaires électoraux
- fiches d'observation, synthèse des observations et rapport
- types d'irrégularités et de manquements au Code Electoral pouvant influencer le processus électoral à observer
- statut et conduite professionnelle des observateur(e)s
- relations entre les observateurs, le Bureau et les délégués

<u>27 décembre 1994</u>

8:30 - 10:00 Plénière

- Guide pratique à l'usage des BdV
- Rôle, tâches et devoirs des délégués de partis
- Rôle, tâches et devoirs des observateurs

10:00 - 10:15	Pause
10:15 - 12:00	Simulation d'un BdV

- Accueil des membres du BdV, des délégués et des observateurs
- Désignation des tâches des membres du BdV et instructions
- Préparation de la salle de vote, disposition des documents et des accessoires, place des délégués et observateurs
- Ouverture du procès-verbal, début du vote, vote et clôture du scrutin
- Observations
- Le Dépouillememt
- Nombre d'enveloppes et de bulletins trouvés dans l'urne
- Bulletins par partis/feuilles de dépouillement
- Bulletins nuls/suffrage exprimé
- Procès-verbal de dépouillement
- Résultats provisoires
- Transmission des résultats
- Observations

13:00 - 14:00	Déjeûner
14:00 - 15:30	Evaluation formative de la simulation
15:30 - 16:45	Plénière
	- Evaluation du séminaire
	- Remarques
	- Instructions de la C.N.E.
	- Allocution du Président de la C.N.E.
16:45	Clôture du séminaire

AVEC LA PARTICIPATION TECHNIQUE ET FINANCIERE

PROGRAMME DES NATIONS UNIES POUR LE DEVELOPPEMENT

NATIONAL DEMOCRATIC INSTITUTE FOR INTERNATIONAL AFFAIRS

SEMINAIRE DE FORMATION

ELECTIONS LEGISLATIVES DU NIGER

LA COMMISSION NATIONALE ELECTORALE

TAHOUA ET ZINDER

<u>29 décembre 1994</u>

8:00 - 9:00	Arrivée des séminaristes et inscription
9:00 - 9:45	Cérémonie d'ouverture: - Bienvenue par un représentant de la C.N.E. - Allocution par un représentant de IND - Allocution un représentant du PNUD - Allocution du représentant du ONG
10:15 - 10:30	Pause
10:30 - 11:30	Plénière - Elaboration d'un plan d'action - Les leçons tirées des élections de 1993
11:30 - 12:00	Discussion - Questions et réponses
12:00 - 13:00	Plénière - gestion et observation du processus électoral dans le contexte nigérien. Examen des points importants du Code Electoral par un représentant de la C.N.E; questions/réponses.
13:00 - 14:00	Déjeuner
14:00 - 14:45	Discussion - Questions et réponses
14:45 - 15:00	Instructions pour les ateliers
15:00 - 18:00	Ateliers - Jour des élections Atelier 1: les membres des Sous-commissions - aperçu sur le fonctionnement d'un BV - les formulaires électoraux - les irrégularités potentielles lors du vote par des membres du Bureau, des électeur(e)s, des Forces de sécurité ou des partis - gestion efficace des irrégularités ou manquements au Code Electoral/autorité

du Président(e) du BdV/uniformité dans l'interprétation du Code Electoral
- inscription des observations et/ou contestations au procès-verbal
- relations avec les délégués de partis et les observateurs
- Exercice technique sur l'aménagement d'une salle de vote et la circulation des électeur(e)s
- Evaluation formative de l'exercice technique

Atelier 2: délégués de partis
- aperçu sur le fonctionnement d'un BV
- connaissance des formulaires électoraux
- quoi contrôler, comment contrôler
- conduite professionnelle des délégues dans le respect du Code Electoral
- les types d'irrégularités, de manquements au Code Electoral et de fraudes communément commis
- gestion des différends entre les délégués de partis et le Bureau
- comment faire consigner les observations/contestations au p.-v.
- rapport au siège du Parti

Atelier 3: les observateur(e)s
- aperçu du fonctionnement d'un BV
- connaissance des formulaires électoraux
- fiches d'observation, synthèse des observations et rapport
- types d'irrégularités et de manquements au Code Electoral pouvant influencer le processus électoral à observer
- statut et conduite professionnelle des observateur(e)s
- relations entre les observateurs, le Bureau et les délégués

<u>30 décembre 1994</u>

8:30 - 10:00 Plénière
- Guide pratique à l'usage des BdV
- Rôle, tâches et devoirs des délégués de partis
- Rôle, tâches et devoirs des observateurs
- Instructions simulation

10:00 - 10:15 Pause

10:15 - 12:00	Simulation d'un BdV - Accueil des membres du BdV, des délégués et des observateurs - Désignation des tâches des membres du BdV et instructions - Préparation de la salle de vote, disposition des documents et des accessoires, place des délégués et observateurs - Ouverture du procès-verbal, début du vote, vote et clôture du scrutin - Observations - Le Dépouillememt - Nombre d'enveloppes et de bulletins trouvés dans l'urne - Bulletins par partis/feuilles de dépouillement - Bulletins nuls/suffrage exprimé - Procès-verbal de dépouillement - Résultats provisoires - Transmission des résultats - Observations
13:00 - 14:00	Déjeûner
14:00 - 15:30	Evaluation formative de la simulation
15:30 - 17:00	Plénière - Remarques (plan de formation) - Evaluation du séminaire
17:00	Clôture du séminaire

NIAMEY ATTENDANCE LIST

National Election Commission

Abdou Yacouba
Abdoulaye Yamia
Abdoulaye Moussa
Abdoulwahabou Salifou
Abdouramane Doka
Aboubacar Hama
Alhassane Tankari
Ali Amani
Amadou Hima Zagi
Amadou Yacouba
Amadou Moussa
Bankole Emilien
Bayire Assoumana Hanga
Bonkano Ouanda
Diallo Mamadou
Djibo Hamidou
Elhadj Illia Mamoudou
Gaya Maizoumbou
Gayakoye Abdou Rahamane
Hamadou Morou
Hamani Issa Siddo
Harouna Amadou
Harouna Mamdou
Hassane Gourouza
Ibrahim Moustapha
Ibrahim Dan Kountche
Illiassou Haoua
Ismael Mahamadou
Issakou Abdou
Karidjo Idrissa
Mahamadou Bonzougou
Mahamadou Diaouga
Mahamane Aichatou
Maidagi Mainassara
Mamadou Oumarou
Mamoudou Aboulaye
Moukaila Nouhou
Moumouni Soumaila
Moussa Doubou
Nayoussa Nassirou
Oumarou Hamani
Ousmane Mallam

Ousmane Ali
Salou Daouda
Samba Boubacar
Seydou Moumouni
Souleymane Ibrahim
Soumaila Yacouba
Soumana Harouna
Yacouba Karimou

Civic Organization Representatives

Aboubakar Samna
Amadou Boureima
Annou Mahamane
Ayouda Djibil
Bade Yahaya
Barry (Barky) Bibata
Daouda Mariama
Diakite Fatimata
Diarra Salamatou
Djibril Abarchi
Dodo Aichatou
Doka Daouda
Fati Gouno
Gouda Kada
Haidara Aissata
Hama Hadiza Tchiany
Hama Soumaye Diallo
Hama Seyni
Idrina Amadou Tchana
Idrissa Esther Sanou
Mahamane Any Arouna
Mai Moussa Adboua
Morou Idde
Moussa ne Satou Adamou
Omar Hassan
Paul Finance
Sanou Joseph
Seydou Salamata
Seydou Ali
Siddo Hamsatou
Taro Amali
Yahouza Issa Boube
Zeinabou Labo
Zodi Andri

Political Party Representatives

Abdoulahi Moussa
Abdoulaye Moussa
Abdouramane Doka
Aboubacar Yaou
Ahmed Akoli
Barkire Abdoulaye
Boubakar Amadou
Bouja Boukary
Chaibou Begou Abdourahamane
Dooli Amadou
Guire Issa
Hama Amadou
Hamadou Hima
Hanariman Mamadou
Ibrahim Abdou Badje
Ibrahima Saley
Idrissa N'Doli
Kadidatou Idrissa
Malam Mamadou Malam
Malla Ari
Mamadou Malam Ali
Manza Boube
Moctar Cherif Balare
Moussa nee Aissa Nouhou
Nahadjo Amadou Roufaye
Oumarou Maiwanzani
Salou Daouda
Seini Gado Ali
Salifou Amadou
Siliman Amoudou

ZINDER ATTENDANCE LIST

National Election Commission

Abdou Inazel
Abdou Azizou Mahaman
Abdoulaye Djibo
Abdoulaye Bilal
Abdoulaye Aboubacar
Aboubakar Hamane
Adamou Zanlaoli
Adamou Aboubacar
Albachir Nouhou Diallo
Ali Ousmane
Ali Almou
Amadou Anza
Anaroua Abou
Bakary Hamidou Mohamadou
Bara Joula
Boube Mamane
Boukari Adamou
Chilan Mamane
Choubou Namao
Daouda Abdoulaye
Dissata Kanta
Djibo Hamsa Garba
Garba Chipkaou
Housseini Baba
Ilra Mahamane
Ismailou Alassane
Issaka Ousmane
Issoufou Abdou
Jimaraou Inny
Mahaboubou Naarouf
Mahamadou Idder
Mahaman Hamissou Abdou
Mahaman Boukar Kolimi
Mahaman Malam Sale
Mahaman Mansour
Malam Barka
Maman Sani Ado
Mamane Adamou
Manam Sanoussi Ibrahim
Mohamed Ben Oumar
Moussa Adamou

Moussa Abba Saki
Moussa Ibrahim
Moussa Ide
Moutari Abdou
Nassamou Litto
Oume Amadou
Saidou Ali
Samma Sejni
Somissa Abdou Yak
Souleymane Ibrahim Yacouba

Civic Organization Representatives

Achirni Abdou Raini
Ahmet Ecrou Mahamane
Badaoni Halilo
Barnou Omar
Bonia Aichatou
Fido Yacouba
Hamidou Ousmane
Ibrahim Yacouba
Mahaman Souleymane
Maliki
Mama Lamine Ibrahim Diallo
Mamane Kaka
Moussa Daouda
Niandou Abdou
Ousmane Malm Abdou
Saby Manzo
Sahouja Hanouna
Salha Adamou
Salifou Aboubacar

Political Party Representatives

Abalkoy Alhousseini
Abdou Gondah
Abdoulaye Omar
Abdoulaye Yarba
Amadou Boubacar
Ari Kouta
Assane Ayouba
Chaibou Nouhou
Hadji Daoura Gachi

Hassane Bakabe
Issa Garba
Issa Bounou
Kanta Chaibou
Laman Salissou Abdou
Laouali Ousmane
Mahaman Moutari
Mahamane Yacouba
Malam Idrissa Abdoulkarim
Oumarou Djaba
Oumourou Gado
Ousamane Yacouba
Ousmane Dodo
Sane Babia
Yabaya Gado
Yahaya Ali Moutar
Yerima Mamadou

TAHOUA ATTENDANCE LIST

National Election Commission

Aboubacar Ramou
Abouzeidi Maamadou
Adam Saoui
Adamou Madougou
Ali Namassa
Ali Moussa
Almou Ousmane
Angelo Stiernin
Aumarou Kada
Chaibou Oumarou
Daniel Antoine
Djiba Seybau
Habibon Oumani
Hatabi Tambari
Ibrahim Chaibon
Ibrahim Maman
Idrissa Chaouiani
Issa Gambo
Kadi Ide
Kalla Garba
Lado Alzoume
Mahamadou Hama
Malidou Ide
Maman Galadune
Maman Barin Yahaya
Moustapha Adan
Oumarou Jimaun
Sara Idi
Sauley Hamadou
Seydon Issa
Souley Etoubou
Yacoub Oumarou

Civic Organization Representatives

Abass Alilou
Abdoulaye Inigue
Abouzeidi Noufou
Bakabe Ousseini
Bouramah Ali Haroume
Hama Bouka

Ibrahim Maman
Ibrahim Oulaudakoye
Mahamadou Mamoudou
Mohammed Ibraham Talfi
Nouhou Boubacar
Yahaya Dadaye

Political Party Representatives

Abdourahamane Hama
Abdouramane Diakite
Aboubacar Sabith
Agali Hamanane
Ali Iso Willy
Gudan Amboun
Hamidou Soumane
Hamza Abouzeidi
Hato Ailale
Illa Gagara Bako
Mahamed Agdal
Maman Eita Laman
Parousa Aboubaibai Alkainal
Salissou Madou
Sani Iro
Taroukou Alta
Uzissaka Saidou

MANUEL

Directives applicables à l'observation impartiale des élections législatives au Niger

Le 7 janvier 1995

I. PREAMBULE

Le présent manuel a été préparé à l'intention des personnes qui surveilleront le déroulement des élections au Niger en 1995. Ce document expose les caractéristiques majeures du systeme électoral et de l'environnement politique, le rôle de l'observateur d'organisation civique et parti politique lors du scrutin et la façon dont les observateurs pourront s'acquitter au mieux de leurs fonctions.

Le présent manuel a été préparé par l'Institut national démocratique pour les affaires internationales (NDI). Cet organisme non gouvernemental, implanté à Washington et spécialisé en sciences politiques a suivi le déroulement d'élections dans plus de vingt-cinq pays et a soutenu des initiatives de surveillance locales dans un nombre équivalent de nations. Le début des activités du NDI au Niger remonte à mars 1992, date à laquelle il a mis en oeuvre des programmes destinés à étayer les moyens de surveillance par les partis politiques. En novembre 1992, le NDI comptait au nombre de plusieurs organismes et représentants de pays bailleurs de fonds invités à observer le déroulement des élections au Niger.

II. INTRODUCTION

Les disputes sur les amendements au code électoral nigérien ont exacerbé les tensions entre le gouvernement et l'Assemblée Nationale avant la dissolution de celle-ci en octobre 1994. Le 13 octobre 1994, l'Assemblée Nationale a adopté un projet de loi visant à creer une Commission électorale nationale independante. Entre autres mesures, la loi cherchait à augmenter l'autonomie de la Commission en la soustrayant de la supervision directe du Ministère de l'Intérieur. Le Président Ousmane a renvoyé la loi en deuxieme lecture. Le Parlement a été dissous le 17 octobre avant qu'il ne puisse mettre le projet de loi une seconde fois à l'ordre du jour.

L'Assemblée Nationale dissoute, de nouvelles élections législatives ont été prévues avant d'arriver à un accord sur la manière dont les élections seraient administrées. Cependant, le 9 novembre, les négociations organisées par une coalition de six groupes civiques a abouti à un compromis. Bien que le Ministère de l'Intérieur participe quelque peu à la Commission et nomme le personnel technique, toutes les décisions de la Commission seront dorénavant basées sur le consensus ; sinon, elles le seront sur la majorité des voix des representants des parties politiques. Chacun des 18 partis reconnus du pays a le droit de nommer un représentant et son suppléent à la Commission. Il y a aussi cinq représentants des organisations civiques à la Commission.

Les pouvoirs de la Commission comprennent, sans y être limités, le droit de nommer les membres des commissions régionales et sous-régional des elections ansi que les membres des bureaux de vote; les droits de decidier de lieu d'implantation des bureaux de vote et le pouvoir de superviser la distribution des cartes électorales. Les résultats des élections seront annoncés au public par le Ministère de l'Intérieur, mais en présence de membres de la CNE . Les résultats seront soumis à la Cour Suprême afin d'être validés.

III. LE RÔLE DE L'OBSERVATEURS DES ÉLECTIONS

Divers groupes nationaux, ayant chacun des rôles et responsabilités différents, peuvent prendre part à la surveillance des élections. Des acteurs venant de l'étranger ajoutent aux efforts de ces groupes, mais ne peuvent pas s'y substituer.

L'observation des élections sert une série d'objectifs distincts :

- renforcer la confiance du public vis-à-vis de la démocratie, du régime électoral et des résultats de la consultation;
- encourager l'élaboration et la mise en place de règlements et pratiques électorales équitables;
- réduire le nombre de cas d'intimidation et de violence;
- décourager la fraude électorale;
- faciliter la détection et le compte rendu des cas de fraude électorale;
- faciliter l'acceptation des résultats par l'ensemble des parties, quand on peut conclure à l'absence de fraude;
- fournir à la population locale et à la communauté internationale un outil en vue d'évaluer le déroulement du scrutin de manière objective.

A. Responsables électoraux

Les responsables électoraux comprennent les membres de la CNE, des commissions régionales sous-régionales et les membres des bureaux de vote. L'existence d'un groupe de responsables électoraux à tous les niveaux en qui l'on a toute confiance et ayant une bonne formation réduira le besoin d'élaborer des opérations de contrôle compliquées. Non seulement ces responsables sont-ils chargés d'organiser et de mettre en place les élections, ils doivent aussi s'assurer que le processus des élections est conforme à la loi électorale du pays et aux standards internationaux.

B. Partis politiques

Même dans les pays qui ont des traditions démocratiques de longue date, les délégués des partis politiques sont placés dans tous les bureaux de vote le jour des élections. En plus de décourager les manipulations électorales, la présence d'observateurs électoraux montre aux électeurs éventuels la capacité organisationnelle du parti, ce qui pourrait avoir des avantages psychologiques pour un parti qui est engagé dans des élections violemment disputées. En ce qui concerne le taux de participation électorale au cours de la journée d'élections et les résultats des élections après la fermeture des bureaux de vote, les observateurs électoraux du parti servent aussi de sources d'informations importantes et opportunes aux partis politiques.

C. Observeurs nationaux non partisans

Dans le contexte des élections, le prétendu partenariat entre les responsables électoraux, les partis politiques et les médias ont conduit à la création et à la plus grande importance du rôle des organisations civiques non partisanes. Dans la plupart des cas, les organisations civiques non partisanes s'intéressent plus au processus qu'au résultat d'une élection. Par conséquent, si elles agissent d'une manière non partisane et élaborent un système de contrôle efficace, leur évaluation du processus d'une élection sera considérée comme plus fiable que celle offerte par une commission électorale gouvernementale ou un parti qui dispute l'élection. De plus, les groupes de contrôle nationaux procurent un moyen d'organiser et d'engager la participation de secteurs de la société qui autrement refuseraient ou auraient peur d'assumer un rôle partisan dans le processus électoral.

Les groupes d'observation nationaux font face à des défis constants en ce qui concerne leur bonne foi non partisane. Un grand nombre de ces groupes est constitué de personnes qui ont lutté pour apporter des changements démocratiques et le respect des droits de l'homme. Pourtant, ces groupes peuvent prendre des mesures positives pour montrer leur objectivité et assurer que leurs membres resteront non partisans.

IV. QUE RECOUVRE LE VOCABLE D'"ÉLECTIONS LIBRES ET ÉQUITABLES"?

Le caractère libre et équitable d'une consultation électorale est sujet à interprétation. Il ne s'agit pas d'une science exacte mais d'une évaluation qui doit tenir compte de toutes les preuves fiables et de la mesure dans laquelle la combinaison de facteurs choisie altère les véritables intentions des électeurs. Les caractéristiques suivantes revêtent de l'importance :

- Un **climat d'élections** où ne règne ni intimidation, ni corruption, violence, contrainte ou autre situation susceptible de dénaturer les véritables souhaits des électeurs;

- Un **régime électoral** offrant des garanties raisonnables quant au scrutin secret, à la possibilité d'exprimer un choix personnel, à la précision du dépouillement des suffrages et à l'annonce des résultats dans les meilleurs délais.

- Un degré raisonnable de succès dans la **mise en place du régime électoral.**

V. RÈGLES DE CONDUITE A OBSERVER

Si vous êtes un observateur national d'une organisation civique ou un administrateur des élections, vous ne pouvez vous départir d'une attitude **objective et impartiale**, quelles que soient vos activités. Il vous est déconseillé d'exprimer, en public, toute préférence à l'égard de tel ou tel parti politique. Vous devrez résolument vous attacher à observer les modalités de la consultation électorale dans toute la mesure du possible, étayer et consigner vos conclusions de façon complète et objective.

Cependant, les délégués des partis politiques représentent des adversaires partisans aux élections. En cas de contestation ou d'irrégularité, la responsabilité principale de ces délégués est de protéger les intérêts de leur parti, candidat ou cause. Ainsi dans un environnement politique polarisé, il se peut que les informations rassemblées et distribuées par les partis politiques soient contestées car elles ne sont ni impartiales ni fiables. De plus, surtout là où il existe des soucis de répression ou d'intimidation, les partis politiques peuvent éprouver des difficultés dans le recrutement des délégués qui serviraient dans chaque région du pays.

A. Comportement général

Tous les observateurs ont l'obligation d'évaluer la qualité globale de la consultation électorale et de faire le compte rendu. Le maintien de ce fragile équilibre est possible à condition que votre conduite soit intégralement régie par les critères suivants: zèle, objectivité, et impartialité (si vous êtes un observateur nonpartisan).

B. Observation

Vos observations conjuguées à d'autres sources crédibles de renseignements seront les fondements qui étaieront les conclusions relatives aux élections. Par conséquent, il vous faudra motiver vos observations et, dans tous les cas, vous efforcer de faire la part entre jugement objectif et subjectif.

C. Rapports avec les médias

Il est utile de signaler aux médias qui vous êtes, ce que vous faites, afin qu'ils puissent informer le public de la présence d'observateurs pendant le déroulement du scrutin. Mais étant donné que toute déclaration émanant de vous, avant ou après les élections, pourrait être appréhendée hors de son contexte, il est préférable de s'abtenir de tout commentaire personnel quant à la qualité du processus électoral

jusqu'à la soumission de votre rapport analytique au siège de la mission d'observation ou votre parti politique.

D. Compte rendu

En règle générale, le rôle d'un observateur ne se conçoit pas sans la rédaction d'un rapport sur les événements dont il a été témoin. Ce rapport peut être adressé à l'organisme ayant parrainé la mission, à d'autres observateurs, aux responsables des élections, aux partis politiques en lice, aux médias, ou à toute autre combinaison des intervenants susmentionnés. Ainsi que l'exigent d'autres devoirs de l'observateur, vos observations devront être étayées par un vaste recueil d'informations fiables et une évaluation objective et impartiale de ces éléments. Cependant, les délégués des partis politiques doivent écrire leur rapport au procès verbal.

En qualité d'observateur impartial (et non de spectateur désigné par un parti politique en lice) du déroulement de ces élections au Niger dont la valeur est historique, vous avez consenti à l'obligation d'exécuter les devoirs de votre fonction au mieux de vos facultés et dans le respect des normes que nous esquissons ici. C'est une charge qui devrait être assumée après avoir mûrement refléchi et s'être résolument engagé à servir les principes régissant l'évaluation objective de la volonté du peuple nigérien.

VI. LE RÉGIME ÉLECTORAL DU NIGER

A. Le cadre électoral

La CNE est chargée de surveiller les modalités de mise en oeuvre et de déroulement des élections. Elle a de larges compétences en matière de questions électorales. Elle doit respecter les impératifs d'indépendance, d'autonomie et de rigoureuse impartialité. La Cour suprême est l'ultime recours susceptible d'arbitrer les différends suscités par les résultats des urnes. Elle passe en revue les procès-verbaux dûment remplis, les résultats provisoires et annonce ensuite au pays les résultats définitifs et officiels de l'élection.

S'agissant des élections législatives, les sièges seront répartis selon le système de la proportionnelle (les sièges "restants" étant attribués selon le principe du reliquat des voix exprimées le plus élevé, conformément à l'article 88 du code électoral). Ce système de répartition des sièges a conduit à la création de circonscriptions électorales par département ou communauté urbaine et le nombre de sièges assigné à chaque circonscription est fonction du nombre de collectivités et de ses résidents.

Au Parlement, chaque parti recevra le nombre de sièges qui correspond au pourcentage de voix reçues.

B. Loi électorale

Les dispositions majeures de la loi électorale sont brièvement résumées ci-après.

1. Le registre électoral (articles 6 à 22 inclus): Chaque Nigérien âgé de 18 ans ou plus ou marié est habilité à voter, à l'exception des personnes privées de ce droit à l'issue d'une condamnation pour certains délits. Tous ceux qui souhaitent voter doivent préalablement être inscrits sur la liste électorale qui fait l'objet d'une

révision annuelle entre le 1er octobre et le 31 décembre et qui est susceptible d'être modifiée à d'autres moments, en cas de circonstances exceptionnelles.

Tout citoyen qui, habilité à voter et s'étant inscrit, noterait l'absence de son nom sur les listes électorales peut déposer une plainte auprès du président de la commission administrative. La commission dispose de cinq jours pour se prononcer et aviser la partie intéressée de sa décision par écrit, à la suite de quoi le requérant peut faire appel.

La copie officielle des listes électorales est conservée, aux fins d'utilisation le jour des élections, au bureau municipal local, au consulat ou à l'ambassade et trois exemplaires des registres sont expédiées au bureau des autorités déparmentales, au ministre de l'Intérieur et au Garde des Sceaux.

2. Carte d'électeur (articles 23 à 25): l'inscription sur une liste électorale donne droit à recevoir une carte d'électeur. Les tâches d'impression et de distribution des cartes d'électeur incombent à la Commission nationale électorale.

3. Conditions requises de candidature (articles 28 à 36 et article 147): Tout citoyen nigérien peut se présenter à une candidature à condition de satisfaire aux critères d'âge et de qualification énoncés par la loi. Certains responsables et le militaires ne peuvent être élus tant qu'ils conservent leur charge publique.

La demande de candidature doit être accompagnée des pièces justificatives suivantes : attestation de nationalité nigérienne, extrait de naissance, extrait de casier judiciaire, attestation de résidence, résultats d'un examen médical, document émanant du parti, récépissé du règlement de la caution, certificat délivré par le Trésor attestant le paiement de tous les impôts exigibles et symbole ou logo spécifique au parti politique représenté par le candidat.

Dans chaque circonscription électorale où le parti souhaite présenter des candidats aux élections législatives, ledit parti est censé présenter une liste de candidats dont le nombre correspond à celui des sièges à pourvoir. Chaque parti légalement constitué souhaitant présenter des candidats aux élections législatives et présidentielles doit soumettre sa liste de candidats respectivement 45 ou 50 jours au plus tard, avant le jour des élections.

En guise de caution, le parti politique doit verser la somme de 2.000.000 CFA (soit 8.000 dollars des E.U.), pour un candidat aux élections présidentielles et le montant de 100.000 CFA (soit 400 dollars des E.U.) pour un candidat aux élections législatives. Cette caution lui sera remboursée à condition que son candidat remporte au moins cinq pour cent des suffrages.

4. Horaires de vote: le scrutin commence à 8 heures et s'achève le même jour à 19 heures. Le ministre de l'Intérieur a le pouvoir de modifier les horaires de scrutin, si les circonstances l'exigent (article 38 du c.e.).

(a) Administration des bureaux de vote (article 37 à 52) : chaque bureau de votre est administré par un président, un secrétaire et cinq assesseurs. Les commissions sous-régionales suggèrent le nom de ces responsables qui sont choisis en dernière instance par la CNE. Les membres du bureau de vote sont autorisés à voter au bureau où ils ont été détachés.

Le président du bureau de vote est chargé d'assurer la sécurité des lieux et il a le pouvoir d'expulser tout individu perturbant le déroulement normal du scrutin. Le port d'armes à l'intérieur du bureau de vote est interdit sauf si l'arme question appartient à un agent de la sécurité dont la présence a été demandée, conformément aux dispositions de la loi.

Les partis politiques ont le droit de nommer des délégués afin d'observer le déroulement de chaque phase du scrutin. Par ailleurs, la présence d'observateurs nationaux et étrangers dûment agréés est permise (article 43). Les délégues sont désignés dix jours avant le vote, après avoir soumis leur nom et un document d'identification a la C.S.R. qui est tenue de fournir un recepissé qui sert de pièce d'identification et d'habilitation à l'observateur. Un délégué peut être assigné à un ou à plusieurs bureaux de vote dans un quartier donné, mais seul un délégué par liste de parti ou un candidat à la fois est autorisé à entrer dans le bureau de vote. Un délégué a le droit de voter dans n'importe quel bureau de vote du quartier dans lequel il a été agréé (article 44) et de signaler toute observation ou contestation relative au procès-verbal.

Avant l'ouverture du bureau de vote, le président établit devant les électeurs, surveillants nationaux, observateurs étrangers et autres membres du bureau de vote que l'urne est vide. Ensuite, il ferme l'urne et appose les scellés. Le président doit aussi veiller à ce que le nombre des bulletins corresponde au nombre des électeurs inscrits sur la liste électorale.

(b) Modalités du vote (articles 52 à 60) : une fois dans le bureau de votre, l'électeur doit présenter sa carte d'electeur ou tout document émanant d'un tribunal attestant son droit au vote. L'électeur doit aussi remettre l'une des pièces d'identité suivante : carte nationale d'identité, passeport, permis de conduire, carte professionnelle, carte d'étudiant, carte militaire, carnet de retraite de l'armée ou de la fonction publique, carte familiale, extrait de naissance, attestation de nationalité ou produire deux témoins qui permettront de vérifier son identité.

Après avoir apporté la preuve de son identité, l'électeur prend une enveloppe et un bulletin de vote par parti (ou candidat aux élections présidentielles) en lice et il entre dans l'isoloir. L'électeur choisit le bulletin de son choix, le place dans l'enveloppe et jette les bulletins inutiles dans la poubelle. Ensuite, l'électeur sort de l'isoloir, montre au président qu'il n'a gardé qu'une enveloppe et il place ladite enveloppe dans l'urne. A l'issue du vote, un timbre est apposé sur sa carte d'électeur avec mention de la date du scrutin. Sur la carte figure également l'empreinte du pouce gauche de l'électeur, à l'encre indélébile. En cas d'incapacité physique ou de handicap grave, un électeur habilité à voter peut se faire aider par un autre électeur figurant sur la même liste électorale.

A la clôture du scrutin, tous les membres du bureau de vote signent la liste électorale. Cette liste est conservée dans les bureaux du maire pendant un délai de huit jours après la publication des résultats et peut être consultée par tous les électeurs inscrits. Aucun vote n'est autorisé après la clôture du scrutin.

5. Dépouillement des suffrages au bureau de vote (articles 61 et 62): le décompte des votes commence sous la supervision du président dès la clôture du scrutin. Tout d'abord, il est procédé à l'ouverture de l'urne et le nombre d'enveloppe est compté en présence des membres du bureau de vote, des délégués des partis et des observateurs nationaux et étrangers. Tout écart portant sur nombre d'enveloppes contenues dans l'urne est consignée sur le rapport de votes.

Des personnes chargées du dépouillement sont choisies parmi les électeurs encore présents dans le bureau de vote. Ces personnes sortent les bulletins de vote des enveloppes et répartissent les bulletins en deux tas, d'un côté, les bulletins valides et, de l'autre, les bulletins dont la validité n'est pas certaine. Le choix indiqué sur chaque bulletin de vote est annoncé au président qui le repète devant les personnes présentes. Le secrétaire consigne ce résultat sur le p.v. Le représentant d'un candidat ou d'un parti est autorisé à vérifier chaque bulletin

dépouillé.

Les bulletins assortis des caractéristiques suivantes sont considérés nuls et non avenus: une enveloppe sans bulletin de vote ou un bulletin de vote hors de son enveloppe; une enveloppe contenant plusieurs bulletins de vote; une enveloppe ou un bulletin de vote déchiré; un bulletin de vote partiellement ou complètement coché ainsi que tout bulletin ou enveloppe non conforme à la réglementation. Les bulletins de vote mentionnés précédemment sont contresignés par les membres du bureau de vote et consignés sur le p.v.

Le président ou le secrétaire remplit le rapport de vote qui est copié et ensuite signé par tous les membres du bureau de vote. Les bulletins nuls et les bulletins blancs ont joints au rapport original de votes qui est ensuite addressé au President de la C.N.E et, ultérieurement, à la Cour suprême. Une copie est conservée dans les bureaux du maire de la localité où se trouve le bureau de vote. Un candidat ou son représentant sont autorisés, sur demande, à recevoir une copie du rapport de vote.

6. Validation du vote et annonce des résultats (articles 62 et 63): les résultats du dépouillement sont communiqués par l'entremise des départements à la commission nationale électorale. Le ministre de l'Intérieur se charge de publier les résultats provisiore en présence des membres de la C.N.E., et la Cour suprême valide les résulats et annonce ensuite les résultats définitifs.

Chaque candidat ou son délégué a le droit de déposer une plainte relative au procès-verbal. Chaque électeur a le droit de contester les résultats issus de leur propre bureau de vote. Un candidat peut remettre en cause les modalités globales d'administration du scrutin moyennant le dépôt d'une plainte auprès de la Cour suprême, quinze jours au plus après la date d'annonce des résultats définitifs. La Cour suprême doit arrêter sa décision dans un délai de 48 heures à compter de la date de dépôt de la plainte. Dans le cas où la Cour suprême estime que les résultats sont entachés de fraude, elle déclare les résultats nuls et non avenus.

VII. IRRÉGULARITÉS ÉLECTORALES À RELEVER

Il importe que vous vous efforciez de déterminer dans quelle mesure les difficultés observées sont susceptibles d'amoindrir la qualité de la consultation électorale en cours dans votre région d'affectation. Prenez bien garde d'observer, d'étayer et de consigner le degré de gravité, la fréquence et les manifestations de n'importe quelle difficulté suivante ainsi que le nombre d'électeurs concernés.

- Manoeuvres déloyales destinées à influencer les électeurs ou les responsables de la consultation par le biais de: corruption, promesses de postes, menaces, intimidation, perturbation systématique du déroulement du scrutin, accès inégal aux médias.

- Manoeuvres destinées à priver les électeurs de leur droit de vote, dont: restrictions déraisonnables à l'inscription des électeurs sur les listes, restrictions déraisonnables imposées par les critères de candidature, erreurs dans les listes d'électeurs inscrits, non envoi des cartes d'électeurs, demande déraisonnable de pièces supplémentaires d'identification à produire par l'électeur, manoeuvres destinées à compliquer systématiquement les modalités du scrutin, manque de documents nécessaires au vote.

- Fraude, dont: vol de bulletins de vote, bourrage des urnes, destruction de bulletins de vote, énoncé erroné des résultats, dépouillement erroné, comptabilisation erronée des bulletins de vote et des résultats, informations

trompeuses communiquée [illegible] comptabilisation, tentative d'enlèvement de l'encre inde[illegible]

• Problèmes logistiques, don[illegible] insuffisant de bulletins de vote, bulletins de vote manquants [illegible]ains partis, nombre insuffisant d'enveloppes, usage d'encre dé[illegible]soloirs non conformes, absence de responsables, de registre électo[illegible] clairage.

• Education civique: il semblerait que les électeurs ne comprennent pas suffisamment les modalités de choix d'un candidat ou les démarches à suivre pour exprimer leur préférence librement et que les administrateurs ne comprennent pas suffisamment leurs devoirs et les modalités de leur exécution.

VIII. TACHES SUGGEREES A L'INTENTION DE L'OBSERVATEUR D'ELECTION

Dans le but d'observer le déroulement du scrutin et d'en rendre compte avec soin, vous pourriez envisager d'adopter les recommandations suivantes :

A. Avant le jour des élections

1) Maîtrisez les rudiments du système électoral et de la loi électorale.

2) Informez-vous sur les questions électorales et les différends d'importance majeure ou sur les difficultés susceptibles de se produire.

3) Avisez le public et les autorités de vos objectifs et des grandes lignes de votre programme.

4) Evaluez la qualité des démarches d'inscription des électeurs, le déroulement de la campagne électorale, les reportages des médias sur la consultation et les préparatifs d'ordre administratif.

5) Déployez vos observateurs de façon à ce que votre champ d'observation soit le plus diversifié et vaste possible.

6) Dans la mesure du possible, identifiez les responsables des élections et les candidats dans les régions où vous êtes susceptible d'être affecté et prenez contact avec eux.

B. Le jour des élections: Préparatifs et scrutin

1) Arrivez au premier bureau de votre assigné à votre équipe à 7h30, <u>30 minutes avant</u> le début du scrutin afin que vous puissiez observer l'ouverture officielle du bureau de vote et restez le temps nécessaire en vue de constater éventuellement l'absence de documents de vote, les anomalies flagrantes ou les retards en début de scrutin.

2) Déclinez votre qualité d'observateur impartial aux autorités compétentes.

3) Consignez sur votre liste de points à vérifier les principaux renseignements concernant le bureau de vote (nom du lieu de vote, adresse, nom des responsables, nombre d'électeurs inscrits) et l'heure à laquelle vous relevez ces observations.

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4) Afin de pouvoir observer les phases importantes du déroulement des élections, vous pouvez soit rester à la même place, soit circuler, MAIS N'INTERVENEZ PAS DANS LES PRÉPARATIFS.

5) Observez les démarches d'identification des électeurs et le déroulement du scrutin; essayez de qualifier l'ambiance qui règne à l'intérieur du bureau de vote et à l'extérieur, dans la file d'attente.

6) Tenez-vous à la disposition des autorités, des délégués de partis politiques, des observateurs internationaux et des électeurs s'ils souhaitent vous faire part de leurs impressions ou faire état de problèmes MAIS N'EXERCEZ AUCUNE PRESSION SUR EUX S'ILS VOUS SEMBLENT SUJETS A DES MANOEUVRES D'INTIMIDATION. Le code électoral N'AUTORISE PAS expressément les observateurs étrangers à consigner les irrégularités sur le procès-verbal mais les responsables des bureaux de vote et les observateurs mandatés par les partis politiques sont eux investis de cette autorité (article 44).

7) Motivez toute observation ou tout compte rendu d'irrégularité, consignez ces éléments sur votre liste de points à vérifier et essayez de QUANTIFIER l'impact du problème.

8) En cas de problème grave, appliquez la procédure de recours prévue par la loi électorale mais rappelez-vous qu'il faut ÉVITER DE PERTURBER LE SCRUTIN.

9) Restez suffisamment de temps afin de vérifier les points consignés sur votre liste et de repérer d'éventuelles irrégularités, puis allez au bureau de vote suivant indiqué sur votre itinéraire.

10) NE CAUSEZ AUCUN PRÉJUDICE. Avant tout, il ne faut ni susciter, ni encourager l'accroissement de tensions si cela pouvait entacher l'objectivité et la crédibilité de la mission d'observation ou conduire à des menaces de violence accrues.

C. Le jour des élections: fermeture des bureaux de vote et décompte des voix

1) Dans la mesure du possible, retournez au bureau de vote où vous avez commencé la journée avant la clôture du scrutin.

2) Observez l'ouverture des urnes et le décompte des enveloppes et notez si le nombre total d'enveloppes correspond au nombre d'électeurs inscrits.

3) Indiquez en face des points correspondants sur votre liste le nombre total des votes exprimés, bulletins nuls, bulletins contestés, voix attribuées à chaque parti et le nombre total d'électeurs inscrits.

4) Notez toute plainte consignée au procès-verbal, toute contestation verbale et autres observations;

5) Appliquez la procédure de recours (et dans certains cas poursuivez les démarches) en cas de problème ou de différend grave, notez les mesures prises par les autorités compétentes et leur aboutissement.

6) Dans l'hypothèse où vous seriez à proximité du bureau régional chargé de centraliser les résultats officiels du scrutin, vous pouvez vous y rendre en qualité d'observateur et noter les résultats du décompte des votes.

7) COMMUNIQUEZ VOS CONSTATATIONS AU SIEGE DE LA MISSION D'OBSERVATION DANS LES MEILLEURS DÉLAIS.

D. Compte rendu

1) Assurez-vous que vous avez consigné toutes les informations relatives aux points indiqués sur votre liste.

2) Notez les contestations importantes, faites vos recherches et précisez l'aboutissement des démarches de recours.

3) Au retour de votre mission, prévoyez de vous réunir avec d'autres observateurs du scrutin et faites-leur part de vos constatations.

4) Effectuez une première évaluation d'ensemble du scrutin; désignez un membre de votre équipe auquel vous confierez la charge de rédiger et de présenter les grandes conclusions de votre mission aux autres observateurs.

AIDE-MEMOIRE DU DELEGUE DE PARTI

Le délégué de parti doit se rappeler que le Président d'un BV est, avec les autres membres du bureau, l'autorité électorale du BV et qu'il doit lui adresser en personne toute intervention.

AVANT LE JOUR DU SCRUTIN

1- Avant de se rendre au BV le jour du scrutin, le délégué devrait s'assurer d'avoir en sa possession tout le matériel nécessaire à l'accomplissement de sa mission dont:

- Récépissé de déclaration de délégué
- Copie du Code Electoral ou du Guide pratique
- Liste de vérification remise par son parti
- Bic ou crayon et papier
- Repas et eau pour la journée

LE JOUR DU SCRUTIN

2- AVANT L'OUVERTURE DU BUREAU DE VOTE

Le délégué devrait arriver au BV à sept(7) heures pour contrôler les préparatifs de la salle de vote et s'assurer que tout est en place pour le scrutin, en l'occurence:

- Le BV correspond bien à celui de l'Arrêté
- Les membres du BV sont les mêmes que ceux désignés par l'Arrêté
- Deux copies de la liste électorale du BV
- Un nombre de bulletins de chaque parti égal au nombre d'inscrits
- Un nombre d'enveloppes au moins égal au nombre des inscrits
- Les cartes électorales non distribuées
- Deux exemplaires du p.-v.
- Autant d'exemplaires de récépissés que de partis politiques
- Le Code Electoral
- Le Guide Pratique
- Une urme/cadenas en bon état
- Un isoloir/sac pour les bulletins non-utilisés
- Un flacon d'encre indélébile
- Bics/crayons
- L'absence de publicité partisane à l'intérieur et à l'extérieur du BV

3- PENDANT LE SCRUTIN

- Observer si le secrétaire a ouvert le procès-verbal
- Observer si l'urne a été scellée
- Observer si les piles de bulletins correspondent au nombre de partis et si elles sont égales
- Observer si les cartes non distribuées sont à l'entrée du BV
- Observer la vérification de la carte d'électeur et d'une pièce d'identité
- Observer l'identification de l'électeur sur la liste électorale

- Observer la vérification d'absence d'encre indélibile sur le pouce gauche de l'électeur
- Observer le nombre de bulletins et d'enveloppe pris par l'électeur
- Observer si l'isoloir dissimule bien l'électeur en train de voter
- Observer l'électeur introduire son enveloppe dans l'urne
- Observer l'assesseur parapher le nom du voteur sur la liste d'émargement
- Observer le tamponnement de la carte d'électeur
- Observer si l'électeur trempe son pouce gauche dans l'encre indélibile
- Observer si l'on accepte le vote d'un électeur porteur de sa carte et non détenteur d'une pièce d'identité mais accompagné de deux témoins
- Observer qu'un mandataire porte une procuration légalisée, la carte d'électeur et une pièce d'identité du mandant
- Observer que les cartes des électeurs en file lors de la clôture du scrutin sont collectées et qu'ils sont autorisés à voter
- Observer si la liste d'émargement est signée par tous les membres du bureau à la clôture
- Observer et noter le nombre de votants
- Observer si le Secrétaire remplit le procès-verbal à la clôture du scrutin
- Observer s'il y a des interférences des électeurs, des autorités, des membres du bureau ou des observateurs
- Observer si les électeurs sont libres de venir voter à leur guise
- Observer s'il y a des manifestations politiques partisanes à l'extérieur de la salle de vote pendant le scrutin

4- <u>APRES LE SCRUTIN: LE DEPOUILLEMENT</u>

- Observer et noter le nombre d'enveloppes et de bulletins sans enveloppes trouvés dans l'urne
- Observer et noter si le nombre d'enveloppes est plus élevé ou moindre que le nombre de votants
- Observer et noter les bulletins annulés
- Questionner en cas de doute
- Vérifier le décompte de bulletins de chaque candidat
- Vérifier que le total des bulletins décomptés et annulés égale le nombre d'enveloppes et de bulletins sans enveloppe trouvés dans l'urne
- Vérifier que le décompte de chaque candidat est enregistré au procès-verbal
- Demander au Président un récépissé de dépouillement signé par tous les membres du bureau
- S'enquérir du moyen et des heures de livraison du procès-verbal à la Commission sous-régionale

5- <u>APRES LE DEPOUILLEMENT</u>

- Entrer en contact avec son parti et faire rapport au responsable du fonctionnement du BV en notant les irrégularités observées ou

les fraudes constatées
- Rapporter aussi les corrections apportées aux irrégularités

6- Notes

a) Nombres de votants(émargements) _____

b) Nombre d'enveloppes et de bulletins sans enveloppe trouvés dans l'urne _____

c) Nombre de bulletins nuls _____

d) Suffrage exprimé (b - c) _____

e) a) = b) Oui _____ Non _____

7- Observations

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LISTE DE VERIFICATION DESTINEE AUX PRESIDENTS DES BUREAUX DE VOTE (BDV)

Avez-vous prévu à l'avance le moyen de transport pour vous rendre à votre bureau de vote d'affectation le matin des élections ?
Etes-vous allé au lit à temps la veille des élections pour vous assurer un temps plus qu'adéquat de repos ?
Aviez-vous prévu de vous reveiller assez tôt pour assurer votre arrivée au bureau de vote au moins à 5 h 30 du mation ?
Aviez-vous choisi à l'ouverture du bureau de vote les deux plus jeunes et les deux plus âgés des électeurs instruits comme assesseurs et completé l'effectif des membres du bureau de vote ? Vous êtes vous assuré que ces assesseurs sont instruits ?
Avez-vous vérifié que le bureau de vote a reçu tout le matériel électoral requis au moins une urne avec deux cadenas différents, trois isoloirs, trois poubelles, un cachet, une lampe, une table, les bulletins de vote, les enveloppes en nombre suffisant et une liste électorale ?
Vous êtes-vous rassuré que les enveloppes étaient uniformes en couleur et dimensions, et opaques ?
Avez-vous placé des poubelles (opaques) dans chaque isoloir ?
Vous étiez-vous rassuré que l'isoloir est placé de telle sorte que cela offre une solitude complète à l'électeur pour inserrer le bulletin de son choix dans l'enveloppe fournie ?
Avez-vous placé l'urne de telle sorte qu'elle puisse être aisément vue par tous les membres du bureau de vote ? (Note : cela augmenterait la confiance dans le processus si tous les membres du bureau de vote se sentaient rassurés que l'urne est vide avant le commencement du scrutin.
Avez-vous rempli les Procès Verbaux avant l'ouverture des urnes ?
Avez-vous ouvert le bureau de vote promptement à 6 h 00 de matin ?
Vous étiez-vous assuré qu'au moins trois membres de bureau de vote sont présents dans le bureau de vote à tout moment de la journée ?
Avez-vous prévu le processus électoral du jour de l'élection d'être organisé de la manière suivante :

- Le premier assesseur vérifie que l'une des formes reglementaires d'identification contient la conscription électorale correcte et le numéro du bureau de vote, et que le numéro matricule correspond au numéro d'inscription sur la liste électorale. Le prénom et le nom, la date de naissance, et l'adresse sur la pièce d'identification de l'électeur doit aussi correspondre à l'information figurant sur la liste électorale. Si toute l'information est conforme, alors l'assesseur, emarge à côté du nom de l'électeur sur la liste électorale ;

Après que l'électeur soit rentré dans l'isoloir, ait en privé placé le bulletin de son choix dans l'enveloppe, déposé les bulletins non-utilisés dans la poubelle
et ait quitté le bureau de vote, le Président, qui était en train de couvrir avec une main

l'ouverture de l'urne, alors déplace sa main permettant ainsi à l'électeur de glisser son enveloppe dans l'urne.
Après le dépot de l'enveloppe dans l'urne, le Président alors annonce : "A VOTE" ;
Le troisième assesseur alors tamponne la carte électorale du votant pour prouver que l'électeur a voté ;
Le quatrième assesseur alors applique l'encre sur le doigt de l'électeur et lui retourne sa carte électorale ;
Avez-vous permis à toutes les personnes inscrites de voter à l'issue de la présentation d'une forme valide de l'une des formes d'identification suivantes :
- La carte électorale du votant
- Le passeport du votant (expiré il y a moins de cinq ans) ;
- La carte d'identité nationale du votant ;
- Le permis de conduire du votant ; • •
Avez-vous aussi permis à tous les électeurs inscrits n'ayant aucune des formes d'identification de voter si leur identité est garantie par deux témoins ?
Avez-vous permis à des citoyens qui n'étaient pas enregistrés, de voter s'ils avaient fait preuve d'une "décision ordonnant leur inscription dans votre bureau de bote ?
Avez-vous alors ajouté leur noms à la liste électorale et fait mention au Procès Verbal ?
Avez-vous permis à tout électeur d'accéder au code électoral ou la liste électorale, s'il le désirait ?
Avez-vous expulsé du bureau de vote toutes personnes qui menaçaient par leur comportement, la sécurité ou sincérité du vote ?
Avez-vous, avec l'accord des autres assesseurs remplacé tout assesseur expulsé du bureau de vote ?
Avez-vous noté sur le Procès Verbal les reserves formulées par les représentants des candidats ?
Avez-vous permis aux assesseurs de faire de même ?
Avez-vous annexé au procès verbal tous les documents qui vous ont été remis ? Ces documents étaient-il signés par tous les membres du bureau de vote ?
Avez-vous permis à tous les candidats à l'élection et leurs représentants de contrôler l'ensemble du processus électoral ?
Avez-vous permis à tous les candidats on leurs représentants de faire des mentions aux procès verbal s'ils le désireaient ?
Avez-vous noté sur le procès verbal toutes les réclamations ou complaintes déposées par l'électeur durant le processus de vote ?
Avez-vous décidé de fermer le bureau de vote avant 19 h 00.. l'heure de fermeture normale du bureau.. seulement si tous les votants sur la liste électorale avaient déjà voté ?
Avez-vous retardé la fermeture du bureau de vote si à un moment du jour de vote, les opérations électorales avaient été interrompus ? La prolongation est-elle de même durée que la suspension ?

SI VOUS AVEZ SUIVI L'ENSEMBLE DES CONSIGNES CITES PLUS HAUT? VOUS DEVEZ ETRE EN MESURE D'ASSURER UN PROCESSUS ELECTORAL NORMAL

EXERCICES DE SIMULATION DU JOUR DES ELECTIONS

Les simulations du jour des élections sont l'une des méthodes les plus populaires et les plus efficaces de communiquer les informations se rapportant au contrôle du processus des élections durant cette journée. Tout atelier de formation des observateurs électoraux éventuels devra inclure suffisamment de temps pour conduire une simulation du jour des élections. Il faut s'assurer également de réserver beaucoup de temps aux questions et réponses pendant et après la simulation. Il faudra aussi réserver au moins 45 minutes pour conduire la simulation du jour des élections.

L'objectif d'une simulation est de donner aux observateurs électoraux éventuels une meilleure idée des problèmes qu'ils pourraient rencontrer dans l'exercice de leurs fonctions d'observateur le jour des élections. Il convient de se rappeler que les simulations du jour des élections ne constituent qu'une partie d'un programme plus étendu de formation des observateurs électoraux. Il vaut mieux organiser les simulations du jour des élections vers la fin du programme de formation car à ce moment-là les participants ont une meilleure idée de leurs responsabilités en tant que observateurs des élections.

Au début de la simulation, il faut commencer par faire un grand espace vide dans la salle où aura lieu la simulation du jour des élections, ce qui permettra d'installer les bureaux de vote et centres de dépouillement des votes simulés. Il faudra ensuite solliciter des volontaires qui joueront les différents rôles dans le bureau de vote. On pourrait par exemple demander : « Qui voudrait faire semblant d'être le scrutateur? » Les différents acteurs du bureau de vote et du centre de dépouillement des votes comprennent : le président, le ou la secrétaire, cinq assesseurs, le scrutateur adjoint, l'observateur du parti politique, l'observateur non partisan, l'observateur de l'étranger, le garde chargé de la sécurité et le volontaire chargé de la sécurité. Il conviendra ensuite de demander dix volontaires qui feront semblant d'être des électeurs.

Les responsables électoraux devront commencer la simulation par l'installation du bureau de vote simulé -- bulletins de vote, urne, tampon et encre à tampon, liste électorale, etc. En plus, il faudra placer des tables et des chaises pour les responsables du bureau de vote et les représentants des partis. Un rideau pourrait être attaché à deux murs par un morceau de papier collant dans un coin afin de procurer un endroit où les électeurs pourraient remplir leur bulletin de vote en secret. Il faut absolument expliquer que, le jour des élections, les électeurs doivent remplir leur bulletin de vote dans une salle séparée ou dans un isoloir selon le bureau de vote.

Le processus du scrutin, suivi par le processus du dépouillement devra se faire conformément à la loi électorale nigérienne. Les responsables électoraux devront superviser et participer, s'il convient, au processus entier des élections -- ouvrir le bureau de vote, déposer les bulletins de vote, trancher les conflits, fermer le bureau de vote, ouvrir le centre de dépouillement, compter les voix et annoncer les résultats. Les observateurs des élections devront surveiller de près le processus entier.

Comploter avec quelques-uns des électeurs et responsables électoraux pour simuler

des irrégularités rendrait l'exercice plus stimulant. Par exemple, les électeurs devraient s'attarder dans les lieux du scrutin pour voir si la personne jouant le rôle du scrutateur adjoint s'en rend compte. Il faudra incorporer des tentatives de voter deux fois, de mettre des bulletins de vote truqués dans l'urne, de faire une campagne électorale dans le bureau de vote, de faire des menaces et actes de violence, etc. Il faudra également incorporer quelques-unes des stipulations qui figurent dans le code que les observateurs pourraient ne pas connaître, telles que celles sur les électeurs handicapés, voter en dehors de sa circonscription électorale, etc. Veuillez vous reporter au résumé de la loi électorale incluse dans le matériel de la simulation du jour des élections pour obtenir plus de détails sur la loi.

Les éléments inclus dans le matériel de simulation du jour des élections VOUS aideront à conduire une simulation du jour des élections. Il vous appartiendra de rendre l'exercice amusant et utile aux participants dans le cadre du programme de formation de observateur électoral. Il sera souvent nécessaire d'improviser durant la simulation du jour des élections afin que tout marche bien.

Le jour des élections, des observateurs efficaces peuvent jouer un rôle important quand il s'agit d'inspirer la confiance dans le processus des élections. En conduisant une simulation du jour des élections, vous faites ce qu'il faut pour être sûr que les observateurs des élections feront bien leur travail.

Bonne chance!

FORMULAIRE A L'USAGE DES OBSERVATEURS AYANT SUIVI LES ELECTIONS LEGISLATIVES AU NIGER

Le 7 Janvier, 1995

Repondre aux questions pour chaque bureau de vote que vous avez visités:

Nom de l'observateur_____

Départment/arrondissement où les observations ont été faites_____

* * *

1) Est-ce que le bureau a été ouvert à l'heure? Si non, à quelle heure a-t-il été ouvert?

2) A l'ouverture du bureau, est-ce que toutes les fournitures élctorales (les bulletins pour chaque parti ou candidate, la liste des inscrits, l'encre, les isoloirs, etc.) et tous les membres du bureau étaient bien en place, et à l'heure?

3) Est-ce que le comportement des membres du bureau était conforme à la loi? Dans le négative, que c'est-il passé?

4) Les urnes et les isoloirs étaient-ils agencés de sorte à assurer le secret du vote?

5) L'identité des electeurs a-t-elle été établie conformément à la loi? Sinon, comment?

6) A-t-on noté des activité de propagande se rapportant à la campagne à l'intérieur du bureau?

7) Y avaient-ils des représentants des candidats dans le bureau? Combien?

8) Quelles observations ou contestations ont-ils inscrit aux procès-verbaux du bureau du vote?

9) Est-ce-que les électeurs n'ayant pas les documents d'identité requis ont été autorisés à voter? Dans quelles conditions?

10) A-t-on refusé le droit de vote à certaines personnes dans le bureau? Si oui, combien et pour quelles raisons?

11) Y a-t-il eu des tentatives d'intimidation? Si oui, où et comment?

12) Avez-vous assisté au dépouillement? Si oui, quel était l'atmosphère général?

Veuillez apporter ci-dessous d'autre observations ou commentaires que vous désirez:

RESUME SOMMAIRE DU DECOMPTE

Nom de l'observateur:_____ Lieu:_____

(ville), (arrondissement), (départment)

Bureau de Vote #:_____

Nombre total des electeurs inscrits:_____

Nombre total des electeur ayant voté:_____

Nombre total des bulletins nuls:_____

Nombre total des bulletins valides:_____

De quels partis politiques sont ils, les délégues qui ont observé le dépouillement?

(a)_____(b)_____(c)_____(d)_____(e)_____(f)_____

Veuillez réléver ci-dessous toutes contestations principales constaté lors du dépouillement et compte rendu:

Quelles sont les plaintes principals citées au procès-verbal:

(a)_____

(b)_____

(c)_____

(d)_____

RAPPORT SOMMAIRE
FORMULAIRE A L'INTENTION DES OBSERVATEURS

Nom de l'observateur _____ Date de l'élection _____ Type de l'élection _____

Bureau de vote: identification (par numéro ou nom)	Lieu: ville/ department	Heure d'arrivée/ Heure de départ	Nombre des électeurs inscrits	En moyenne, quel est le délai d'attente: avant de voter/ pour verifier l'identité et pour voter	Quels problèmes avez-vous relevé? (I. Indice des Problems)	Remarques (gravité des problèmes, nombre des électeurs concernés, nom du président du bureau de vote, mesures prises, etc.):	Indice de validté du scrutin
1.		/		/			
2.		/		/			
3.		/		/			
4.		/		/			
5.		/		/			
6.		/		/			
7.		/		/			
8.		/		/			

I. Indice des problèmes:

1 - problèmes liés aux fournitures électorales (c.a.d. distribution et utilisation des isoloirs, de l'encre, des bulletins, etc.)
2 - manque des membres de bureau
3 - erreurs des membres de bureau en administrant la processus electoral (identification des electeurs, application d'encre, etc.)
4 - électeurs votant du maniere interdit
5 - électeurs éligibles interdits de voter
6 - observateurs agréés interdits d'accès
7 - influence indue exercée sur les électeurs (par les candidats, par les responsables)
8 - actes de violence ou d'intimidation (par des civils, par les forces de l'ord
9 - autres (expliquez, S.V.P.)

II. Indices de validité du scrutin

Caracteriser le déroulement du scrutin:

A - Bien passé, normal; **B** - Irregularités mineures, administratives;
C - Anormalité grave mettant en cause les résultats; **D** - inutisable.

MEMORANDUM

To: NDI Senior Staff

From: Niger Team

Date: January 30, 1995

Re: Conclusions and Recommendations from International Faculty

The following reports are from two international trainers who took part in the recent electoral assistance program for the January 12, 1995 legislative elections in Niger. The first page is the conclusion section of a longer document sent to us from Hannah Baldwin. These conclusions are based upon meetings she and NDI's field representative conducted in the few days prior to the election with leaders of Nigerien political parties. Ms. Baldwin is the Deputy Chair of the African Area Studies Program for the Foreign Service Institute.

The second document is the full report from Hilary Miezah who is currently the Executive Director of ELECTA, a non-profit organization based in London which seeks to assist developing democracies to conduct free and fair elections. After serving as a trainer for NDI in the week preceding the election, Mr. Miezah returned to Niger on a personal capacity to observe election day proceedings.

CONCLUSIONS:

All parties expressed serious concerns and reservations about the transparency and the possibility of fraud in the election. This underscores a key issue in African elections -- there is not only inexperience with the electoral process itself, but also a lack of formal safeguards which serve to reassure the parties involved. The greater independence of the electoral commission, the more systematic and established the lists of registered voters and the distribution of electoral cards, the clearer the system for grievances and redressing wrongs, the more confidence parties will have in the system.

Some of these issues can be addressed through civic education -- on the mechanics of voting, the duties and obligations of a voter, and the role and responsibilities of the parties to the greater good of the nation. These are values which must be taught if democracy is to take root and flourish in Africa.

The series of training of trainer seminars held by NDI was an important step in this process. A second, unplanned training exercise developed out of the pairing of national with international observers by the electoral commission. National observers, having participated in the training seminars, participated in the monitoring of their own elections at sites across the country. As a team, the international/national observer was ideal. National observers reported comments by voters and polling station workers which would otherwise have gone unnoticed. They were able to address people directly in local languages. International observers provided background and a wealth of experience from other elections. They could help interpret the significance of minor variations in the carrying out of electoral code requirements, and help determine the degree to which polling station solutions to problems would tend toward fraud or where there were other checks and balances would tend to keep the process transparent.

The role of national observers in lending credibility to an election should not be underestimated. Any effort by NDI or other international institutions to enhance this aspect of the elections would enhance the process of democratization in Niger and throughout the world.

REPORT ON THE NIGER CONSTITUTIONAL PROCESS

Hilary A. A. Miezah
January 29, 1995

I joined the NDI team in Niamey from London on December 22, 1994. Members of the team had regular and intensive consultations with the National Electoral Commission, members of the National Sub-Commission, NGOS, political and civic organizations that were to play critical roles in the Nigerian constitutional process from 23 to 25 December, 1994. The purpose of these meetings was to brief members of the preparations made so far by the national Electoral Commission and to draw up a joint action program.

The program opened with a plenary session attended by participants and sponsoring institutions on 26 December 1994 in Niamey. Present at the opening ceremony were His Excellency, the United States Ambassador to Niger, the UNDP Representative, Mr. Abdulie Janneh, the President of the National Electoral Commission, Mr. Maidadji Mainassara, and heads of the various sub-commissions and committees of the Electoral Commission. Then followed immediately after the opening ceremonies the first seminar led by Mr. Momar Diop on administration and monitoring and political party agents in the electoral process within the Nigerien context. This was followed by simulation of the voting process and workshops on the roles of political party agents, observers, and the electoral machinery. It was a comprehensive program dealing with the broad spectrum of the techniques of effective supervision and control by the electoral machinery, observers, and party agents of free and fair elections. I participated in the political parties workshop, dealing with the rights and duties of party agents in the conduct of democratic elections. Contributions from participants at the workshops and during the evaluation were very stimulating and encouraging.

Divided into two groups, we left for Tahoua and Zinder on the eastern and western borders of Niger on 27 December 1994. I was with the Tahoua group. Present at the opening session of the Tahoua seminar on 28 December 1994 were the Prefect (the Regional Commissioner) and his regional officers, the mayor and representatives of the National Electoral Commission, sub-commissions, UNDP and NGOS. The Tahoua program followed the pattern of the program in Niamey on 26 December 1994. At the seminar, I contributed to the discussion on the law, procedures and modalities as the foundation of the electoral process and the role of political parties in the creation of conducive climate for the conduct of free and fair elections.

Brevity of time and the apparent state of unpreparedness for the election could not make possible for trainees/participants to train their subordinates at the grassroots level. There was also uncertainty about the date of the election.

Then came the election on 12 January 1995. It was incident free and both leaders of political parties and supporters have accepted the results, congratulating themselves on their democratic experiment.

The results of the election may be measured against the events leading to the electoral process and the purpose the election sought to achieve. To resolve a conflict and a looming political upheaval was the object and this was achieved in a grand style. A leading opposition leader, Mr. Seydou Danjouma, a UPPDP candidate, had been murdered a week before the election in the Tahoua region. Notwithstanding this murder, the motive of which is still under investigations, the election was peaceful.

A post-election analysis, however, reveals:

1) inadequacy of public enlightenment on the electoral process
2) inadequate training of polling staff
3) ineffectiveness of the present election machinery
4) weaknesses in the procedures and modalities adopted
5) non-observance of the electoral code, procedure and modalities and
6) undue interference by traditional chiefs in the electoral process

Niger is a very large country with all the socio-politico-economic problems of a developing democracy. The two day seminar and workshops for an election of such magnitude and complexity were inadequate. Hence the many flaws and electoral offences which could have been avoided. To cite a few:

1) multiple voting
2) husbands voting for wives
3) children voting for parents
4) traditional chiefs stationed at polling stations
5) campaign at polling stations
6) non-completion of statutory forms by polling staff
7) excess votes at several polling stations
8) participation of polling agents in the operations of statutory functions of election staff

The foregoing inadequacies and flaws notwithstanding, there was a peaceful atmosphere and the people of Niger consider the 1995 Parliamentary elections second to none in the country's political history. NDI played a pivotal role in what Nigeriens consider as a "triumph of democracy".

FICHE DE SYNTHESE

(A REMPLIR PAR CHAQUE FORMATEUR OU EQUIPE DE FORMATEURS APRES CHAQUE SEANCE DE TRAVAIL)

Elections Législatives du 7 Janvier 1995 au Niger

Départment de . . . . . .

Arrondissement de . . . . . .

Ville/Village . . . . . .

Heure d'arrivée . . . . . .

Combien sont-ils: . . . . . .

-de participants? . . . . . .

-d'électeurs expérimentés? . . . . . .

-de nouveaux électeurs? . . . . . .

-de représentants de l'administration . . . . . .

-de représentants de la commission electoral . . . . . .
au niveau local

-de représentants ou délégués de partis politiques. . . . . des ONG. . . . . .

-Présentateur . . . . . .Langue de communication . . . . . .

Combien de questions ont été posé par l'assistance?. . . . . .

Avez-vous fait une simulation ou démonstration?. . . . . .

Heure de départ. . . . . .

Quelles ont été les sujets les plus pertinants soulevés par l'assistance?

Quelles difficultés spécifiques avez-vous rencontré dans la journée d'aujourd'hui?

Quelles sont vos sugestions pour l'avenir?

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PROGRAMMING IDEAS FOR NIGER IN 1995

The January 12, 1995 legislative election in Niger was a determining factor in the course of democratic development in that country. Niger has held two national legislative elections since 1991 when it began its transition to multi-party democracy, and once again Nigeriens have reinforced the tenet that peaceful political change can come through the ballot box. A successful transition, however, is only one component of a stable, viable democracy. The political actors in emerging democratic institutions will now have to translate campaign and rhetoric and promises into law making and governance that is responsive to the needs of their constituents. Nigerien citizen's organizations, in ensuring that their newly elected representatives are accountable and professional, may underscore the fact that NGO activities are equally important in the post-election period. In recognizing the importance of consolidating gains made in Niger, NDI will build on its previous activities in the country to work with civic organizations and the newly elected legislature in the coming year.

Since November 1991, NDI has played an active role in working with civic organizations in assisting Niger's transition to multiparty democracy. In November 1991 and March 1992, NDI worked to enhance the capabilities of domestic monitors in Niger and the region by conducting a series of seminars for civic organizations and political parties on the mechanics of observing elections. A number of Nigeriens who are leaders of civic organizations such as GERDDES-Niger, the Nigerien Association of Women Jurists and the Human Rights League, have participated in NDI programs in other regions of Africa.

Following the most recent legislative elections, many Nigerien civic organizations, as a result of monitoring several national elections, have begun to develop a viability and expertise which needs to be further enhanced. Through conducting such monitoring activities, some of these civic organizations such as Ridd-Fitilla and the ANDDH have expanded their membership base to the grass-roots level in rural areas of Niger. Such a membership network will be very useful in civic education activities.

As the number and strength of civic organizations grow in Niger, there is a greater recognition of the importance of their role as watchdogs of nascent democratic institutions and non-partisan advocates for change. In the period preceding the most recent election, a coalition of six Nigerien civic organizations acted as facilitators in negotiations between opposition political parties and the government concerning the composition and powers of the National Election Commission. This mediation role exhibited by domestic civic organizations is commendable as a positive development in the formation of a pro-active civil society. In addition, Nigerien civic organizations have frequently overlooked any differences among themselves, in order to conduct joint activities. They have, at times, succeeded in changing government policy for the better. Such efforts provide evidence of the existence of a valuable

and constructive relationship between civil society and governmental institutions that needs to be strengthened even further.

While Niger's NGO community remains vibrant, the National Assembly in its initial stages seemed ineffective at times, because of the lack of experience. To address such hurdles, NDI conducted a three-day legislative training seminar in Niamey following the 1993 legislative and presidential elections. The seminar was a regional forum designed to bring together parliamentarians from Benin, Burkina Faso, Mali and Niger to exchange legislative experiences. A group of international experts comprised of sitting and former legislators were invited to serve as faculty and moderators of discussions in plenary sessions and workshops. The seminar covered topics such as: political parties in parliament, legislative relations with the other branches of government, legislative oversight and access to information, and constituency relations. Forty-eight Nigeriens participated in this seminar, including 40 newly elected deputies representing all political parties in parliament, six senior staff members of the Nigerien national assembly, and two representatives of the Nigerien Association of Women Jurists.

After the January 1995 elections, the National Assembly will be composed of many new deputies who could benefit from NDI's experience in training deputies on their roles and responsibilities as citizens' representatives. NDI would emphasize in its programs the advantages of forging a constructive relationship between civil society and parliament, thereby leading to the more effective functioning of both institutions and promoting forces of change from within Nigerien civil society.

NDI would propose to conduct a two-track program in Niger involving parliamentarians and members of civic organizations. NDI would seek long-term funding to establish an in-country presence in Niger with at least two field representatives with the appropriate language skills. One will have legislative experience while the other will be a civic organizer. The NDI field staff would conduct a preliminary and thorough assessment of the capacity of civic organizations to oversee and monitor legislative activities. They will also identify the major issues that the new deputies will be facing when parliament reconvenes. To evaluate fully the functioning of the new National Assembly, this assessment would also include consultations with the assembly's leadership, various government officials and parliamentary groups. By maintaining continuous presence in Niger, NDI's activities could be adjusted to respond quickly and sometimes pro-actively to political developments as they arise.

Upon completing the assessment and prior to parliament's Spring session, NDI would organize an orientation program for newly elected members of parliament. The purpose of the orientation will be to familiarize the deputies with parliamentary rules and procedure, so as to increase their ability to contribute fully and positively to the legislative process. Secondly, NDI would conduct a seminar involving members of the NGO community and the National Assembly. The joint seminar would focus on promoting transparency in governance through the legislative process, outlining responsibilities of civic organizations in this capacity, and establishing a sustainable working relationship between the two kinds of institutions. NDI would invite as international participants, deputies and members of civic

organizations from countries that have dealt with similar concerns or issues, to serve as advisors during the seminar. Topics and seminar themes would be chosen based on the specific needs of the parliament and civil society in Niger.

Following the first training seminar on transparency in governance, NDI would focus on constituency relations and would provide a subgrant to one of the local civic groups to organize constituency town meetings to be attended by members of parliament to discuss issues of local concern. A series of town meetings would take place in the various regions of the country. These town meetings will be scheduled in-between the first and second parliamentary sessions so that deputies would have the opportunity to implement some of the findings that will flow therefrom, like introducing legislation that could address the immediate concerns of the citizenry. NDI's partner civic organization, alongside the NDI field representatives, would monitor the parliament in session and would find creative ways to report to constituencies and the public in general on the proceedings. Depending on the availability of funds, the reporting process could be institutionalized in the form of a regular newsletter on the functioning of parliament and its relationship with other branches of government. This process could become self sustainable after the first few months of implementation. Throughout the monitoring mission, NDI would encourage openness and transparency by facilitating interaction between members of civic groups and their national representatives.

Political developments in Niger will be monitored on a regular basis by NDI with the advantage of an in-country field staff that will communicate with and receive constant support from the Washington office. As the situation changes, NDI could conduct individual training workshops and consultations with members of each of the parliamentary groups and civic organizations.

Niger may also hold local elections later this year. This will be the first step of the long awaited decentralization process which many African countries are thinking of engaging in. If the local elections are scheduled within the next 12 months, then NDI would be well placed to assist local NGOs in the conduct of civic and voter education. The regional legislative town meetings could be the precursor to intensive and elaborate civic education on this issue. In the process of working with the legislature, NDI could also initiate or facilitate discussions on how to best implement such a major policy decision.

1/30/95

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NIGER 1995

NDI Tentative Work Plan For A 12 Month Period

April 1995	•	NDI field office set up.
	•	One week of Parliamentary **orientation** for newly elected MPs.
May	•	Consultations with the new leadership of the National Assembly and individual parliamentary groups.
	•	Consultations with civic organizations.
June	•	Monitoring of debates and the functioning of the Assembly through the budget session.
July	•	**Seminar** on the legislative process and transparency in governance.
August	•	(Beginning of legislative recess) Evaluation of the budget session and NDI training seminar.
September	•	**Training seminar** for civic organizations on advocacy and monitoring of governmental institutions.
October	•	(Beginning of the year-end parliamentary session) **Training seminar** for MPs on constituency relations.
November	•	Monitoring of parliamentary activity and one-on-one consultations with individual parliamentary groups.
December	•	Programmatic and logistical planning for regional town meetings.
January '96	•	Conduct **legislative town meetings** in the eights regions of the country. To be facilitated or moderated by NDI and local NGOs.
February '96	•	**De-briefing** with Deputies and NGOs in Niamey on regional town meetings.
	•	NDI internal evaluation of entire program and report writing.
March '96	•	Outside / independent evaluation of NDI program.