

# EU Election Observation Missions: context, planning, implementation



EC – UNDP – IDEA SEMINAR ON ELECTION ASSISTANCE  
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# Legal basis for EU election observation?

- EU based on the principle of democracy and rule of law
- Treaty of European Union (art 5): commitment to develop and consolidate democracy and rule of law, respect of Human Rights and fundamental freedoms
- EC partnership and co-operation agreements (e.g. Cotonou): strong emphasis on human rights and democracy. Human rights clauses included in all agreements with third countries
- Human rights regulations 975/99 (updated by 2240/2004) and 976/99 (updated by 2242/2004) - EIDHR (European Instrument for Democracy and Human Rights)

# 2000 Communication

(Reference: COM(2000) 191 final)

- A “milestone” in the development of EU EOMs.
- Strategy is based on:
  - Strategic approach to programming
  - Coherence with Human Rights and Democracy initiatives
  - Standard methodology
  - Long-term, comprehensive election observation
  - Independence of EU EOM to assessment election

# A fundamental distinction :

Election Observation



Election Assistance

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- **To provide an independent, neutral and professional appraisal of the electoral process**
  - To contribute to the enhancement of public confidence in the electoral process,
  - To deter fraud, illegal procedures and intimidation,
  - To strengthen respect for human rights and
  - To contribute to conflict prevention and resolution.
- Assistance to election management bodies, procurement of election materials
  - Support to NGO and civil society (e.g. voter and civic education, local observers, media monitoring and training...)

# EU EOMs TODAY

Since 2000 :

- 65 EU Election Observation Missions
- +40 Countries
- Over 4000 Observers deployed
- Increasing Activity :
  - ☺ 7 EOMs in 2004
  - ☺ 12 EOMs in 2005
  - ☺ 14 EOMs in 2006
  - ☺ 10 EOMs in 2007 ( + 2 elections postponed)
  - ☺ 10 EOMs in 2008

2009: Priorities being defined, 14 countries pre - selected

# Election Observation in 2007

- Bangladesh (suspended)
- Mauritania
- Aceh (Indonesia)
- Nigeria
- Timor-Leste
- Sierra Leone
- Guatemala
- Ecuador
- Togo
- Kenya
- Pakistan (postponed early 2008)

# EU EOMs in 2008 and possible priorities in 2009

- Finalised: Pakistan, Bhutan, Nepal, Cambodia, Angola, Rwanda, Ecuador.
- On – going: Guinea Bissau, Bangladesh
- ExMs carried out: Bolivia (EOM not deployed for revocatory referendum, EOM will be deployed to the constitutional referendum in 2009); Ivory Coast (election postponed to mid-2009)
- Volatile political / electoral contexts: Guinea Conakry
- Possible priorities in 2009: El Salvador, Bolivia, Ivory Coast, Guinea Conakry (ex-2008), Ecuador, Lebanon, Yemen, Fiji, Indonesia – Aceh, Malawi, Afghanistan, Honduras, Chad, Mozambique.

# Organising EU EOMs

- Programming
- Exploratory Mission
- Decision
- Contracting I.P/ / Selection
- « Core Team » Deployment
- Observers (LTOs, STOs) Deployment
- E-Day + PRELIMINARY STATEMENT
- FINAL REPORT
- Closure

# Programming

- Election calendar
- Identification of “priority” and “to be followed” countries
  - How? How Many? How Much?
    - Consistency with EU democratisation and crisis management initiatives; increasing peace building component
    - Geographical balance
    - Value of constructive engagement, added value

# Institutional Setting of Programming

- Intra-Commission consultation: RELEX, DEV, AIDCO
  - Delegations
- Inter-institutional Dialogue:
  - Consultation with Council Policy Unit
  - Consultation with Member States in all relevant Council Working Groups (COHOM, COASI, COAFR, COLAT, etc.)
  - European Parliament Election Coordination Group

# Exploratory Mission

- Composition: COM officials (3) + experts contracted (3) + MS secondments (2 max)

## ⇒ REPORT

- Advisable : Genuine elections?
- Useful : Added value of EU EOM?
- Feasible : Modalities for EU EOM +  
Logistics/security?  
Implementing Partner ?
- Findings sent to Member States and European Parliament  
ECG

# Decision to deploy EOM

- Decision made by Commissioner for External Relations and Neighbourhood Policy (Ms. Benita Ferrero-Waldner)
- Following Exploratory Missions to a number of countries, a decision has been taken not to deploy an EOM – e.g. Colombia, Papua New Guinea and Egypt
- Reply to Invitation
- Memorandum of Understanding signed with country where election will be observed

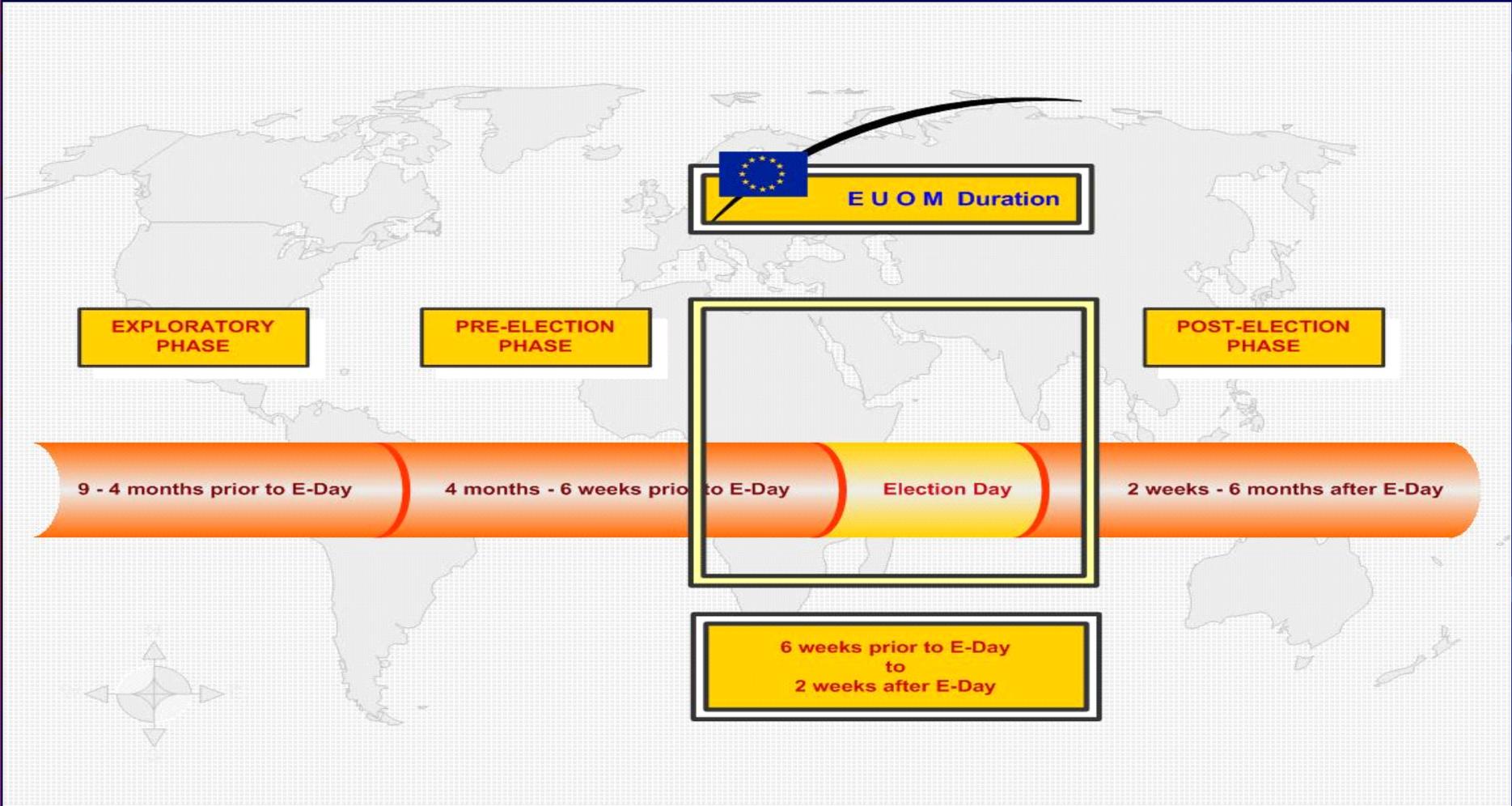


# Pre Election Phase: EU EOM Composition

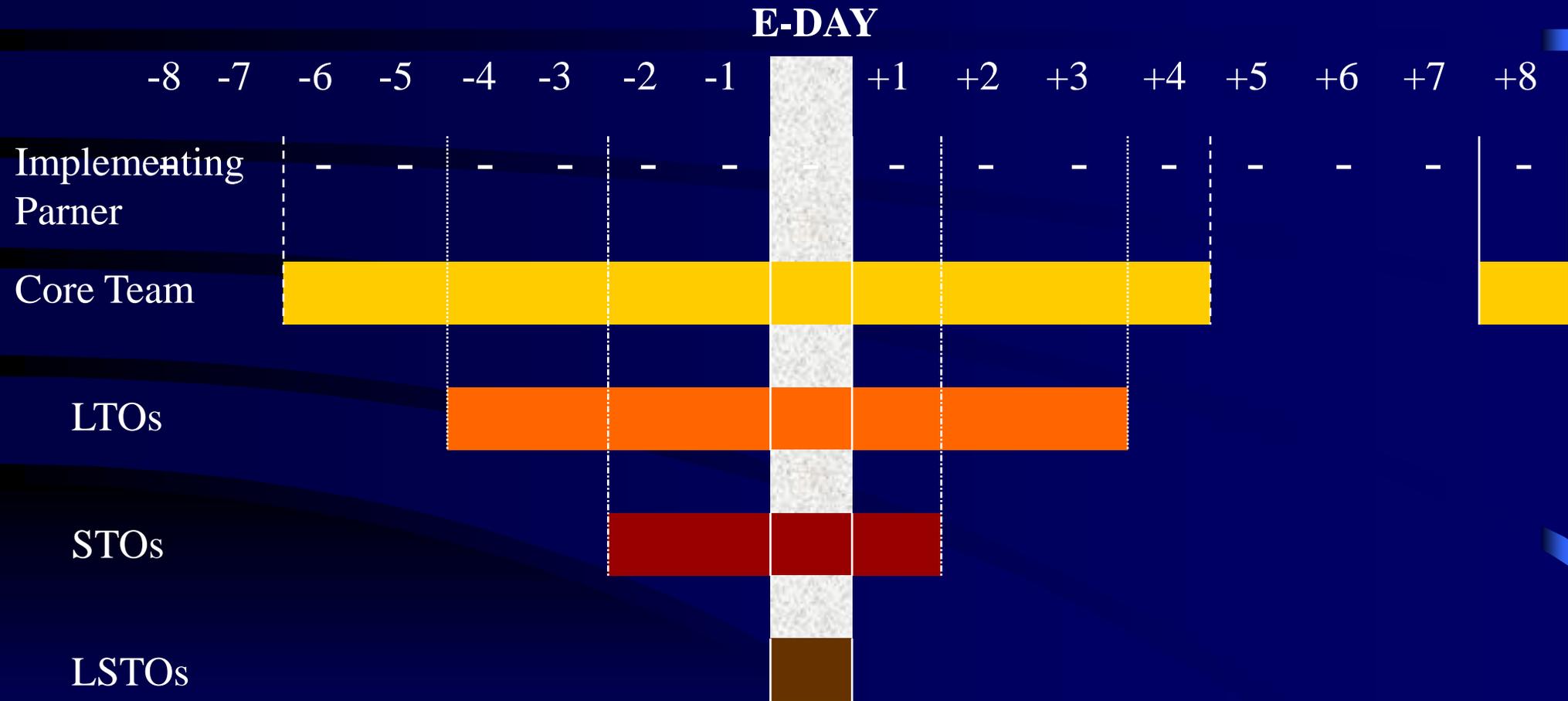
- Commissioner nominates Chief Observer, usually MEP
- Implementing Partner contracted
- Core team members identified and contracted by the Commission based on a call for candidates on the internet
- LTOs and STOs proposed by Member States and selected by Commission based on standardised procedures through roster



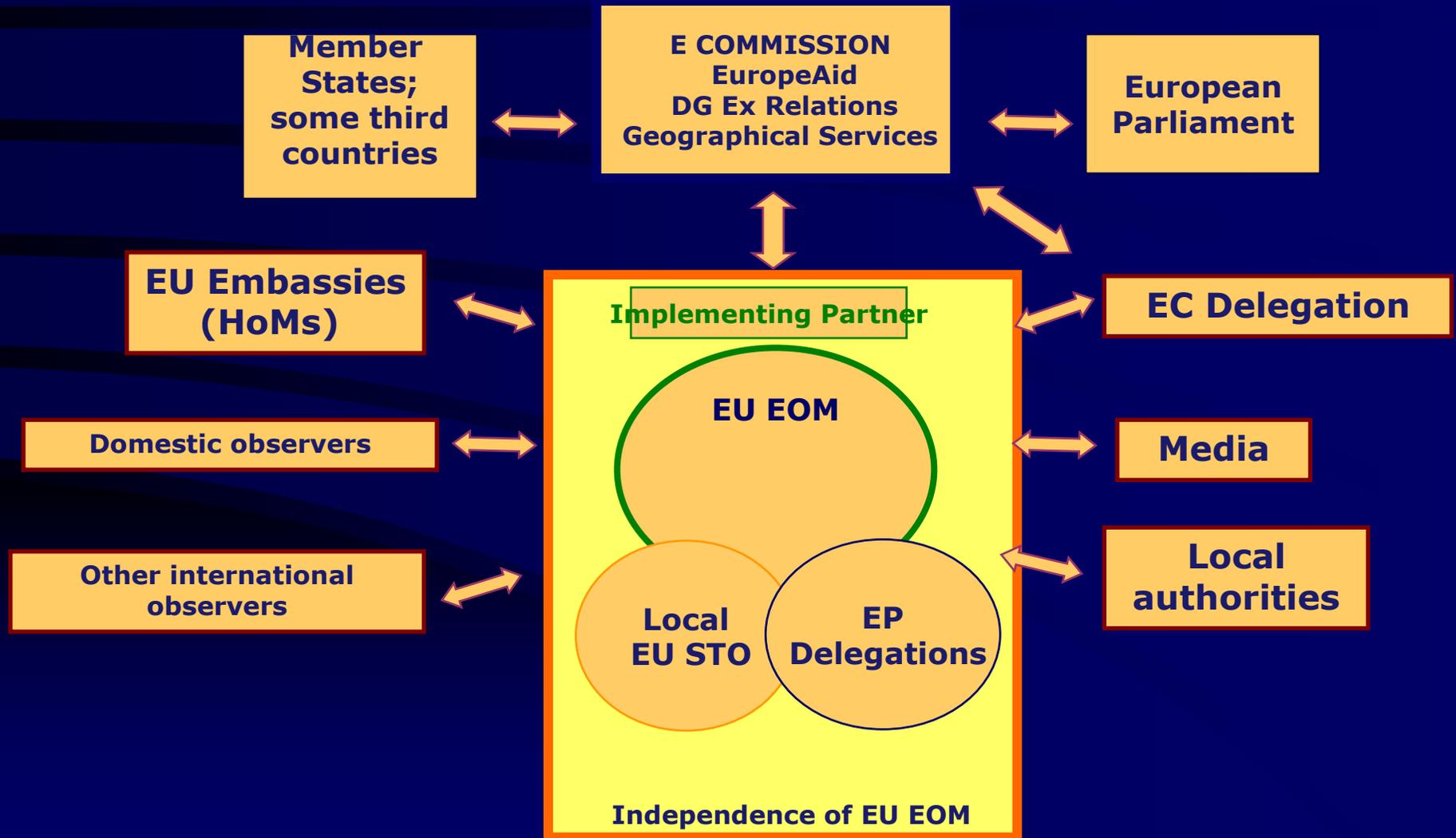
# Election Timeline



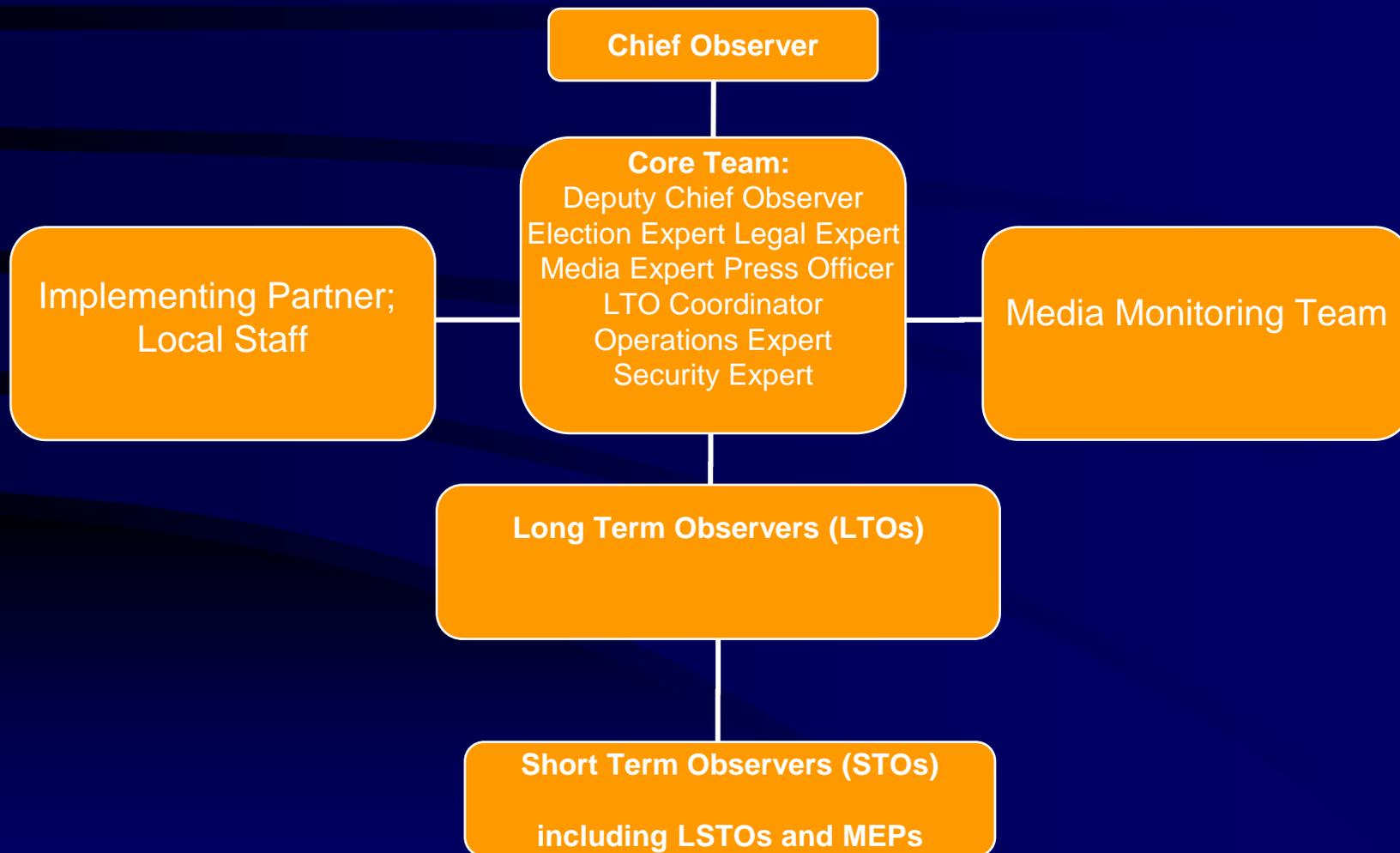
# Deployment Timing



# EU EOM External Environment



# EU EOM Mission Structure:



# CORE TEAM

- **Chief Observer (EP Member)**
  - Security
  - Country
  - Observer Coordinator
- Deputy Chief Observer
- Analysts and Experts
  - Election
  - Legal
  - Media
  - Press Officer
  - Operations
- Staff: Assistants, secretariat, Drivers, ...

# IMPLEMENTING PARTNER

- **Team**

- Task Managers
- IT Specialist
- Accountant
- Staff

- **Tasks**

- Contracting CT, Observers
- Offices, Accomodation
- Travels

- Briefings
- Office Equipments
- Communication Equipments
- Transports (4x4, cars,...)
- Observers Kits
- Security
- Visibility
- Reporting

# OBSERVERS

- Volunteers
- Requested by Commission Services
- Proposed by Member States Focal Points (Dpt Foreign Affairs)
- Selected by Commission services via Roster
- Long Term Observers (LTOs) +/- 2 months
- Short Term Observers (STOs) +/- 10 days
- Local STOs : 1 day
- Note: LSTOs
- Note: EP Delegation Observers

# Long Term Observer (LTO)

- Main Tasks:
  - Contacts with Local Actors
  - Prepare local Deployment Plan
  - Report (weekly) on pre-election background
  - E-day: Observe, coordinate STOs, report
  - Report on post-election background
  - Evaluation of STOs
  - ...
- Duties
  - EU Code of Conduct
  - Follow CT guidelines
- Equipment
  - Laptop, communication, personal kits, visibility...
- Insurance
  - Medical expenses
  - Accident/Death
  - Evacuation

# Short Term Observer

- Main Task : Report on E-Day (10 to 15 polling stations)
- Duties : EU Code of Conduct  
Security Measures
- Duration : +/- 10 days
- Equipment : IT – Communication – Visibility –  
Medical Kit – Info Kit
- Insurance : Medical Expenses  
Accidents/Death  
Repatriation

# Selection Procedures

- **Announcement to MS via Roster:**
  - Country, election, deployment dates
  - LTOs and STOs numbers requested per country – priority ranking
  - Profile
    - Language
    - Experience
    - Training
    - Specific conditions
- **Selection Committee (AIDCO, RELEX, DEV)**
  - CV analysis
  - Balance between nationalities, gender, experience, age,...
- **Results publication via Roster**
  - Selected
  - Reserve List
  - Non selected
- **Information to Implementing Partner**

# Mission output

- 1-3 days after election :  
EU EOM Preliminary Statement
- Possibly followed up by EU Member States /  
Presidency Declaration
- 1-2 months after final results  
a comprehensive EU EOM Final Report,  
which is presented to the authorities during RETURN  
MISSION

# Final Report

- Usually issued approximately one to two months after an election (return mission)
- Includes detailed comment on all aspects of the electoral process and recommendations to improve the process
- Increasingly important document in terms of follow-up

# Press - Commission expectations

- Election Observation Missions are one of our most effective instruments in supporting democratic processes.
- Commissioner Ferrero-Waldner has made election observation one of her priorities as Commissioner.
- She personally selects chief observers and follows closely the mission's work and results.

# Brussels level

- *What do we do in Brussels?*
- Press release announcing the mission. When core team is deployed. Draft needs to be received at least 3 working days before publication date.
- Coordination with other observers, UN agencies etc
- Regular contacts between Commissioner and CO, prior, during and after mission
- Statement by Commissioner Ferrero-Waldner - and Michel, depending on the country - after official election results are made public.
- Mission follow up: return mission and assistance programming; lessons learned seminars etc

# Suggestions to EOM /Press

- Web page with clear contact details, details to be shared with Commission services
- Press releases and contacts with the press on the ground.
- Dealing directly with specific questions on the EOM.
- Communication liaison with COM services on the ground and in Brussels
- Photos taken of the EOM could be sent to the Commission audiovisual library.

# Coordination COM - EU EOM

- Brussels press release to be sent to EOM press officer.
- EOM press statements to be sent to COM/RELEX for consultation
- Spokesman service to be made aware immediately of any incident/problems/ issues that might be happening on the ground and be given defensive lines.

# ToRs of Election and Legal Experts

Key elements include:

- Assess the legal framework for elections and its implementation in accordance with international standards
- Evaluate the structures and performance of election management bodies based on the criteria which include independence, impartiality, transparency, effectiveness and professionalism
- Log, categorise and maintain a database of election-related complaints from parties, candidates, voters and other stakeholders

## ToR (2)

- Assess the performance of the Judiciary and any other bodies dealing with complaints and appeals
- Meet regularly with relevant local and international stakeholders, including other observation missions
- Advise the Chief Observer on all legal and election administration matters
- Brief mission members on important legal and election issues
- Contribute to the preparation of weekly reports, the preliminary statement and the final report.