European Commission
United Nations Development Programme
International IDEA

Joint Training on
Effective Electoral Assistance

Maputo, 23-27 June 2008

APEC & PACE projects and the collaboration between the EC, UNDP and IDEA in the DRC

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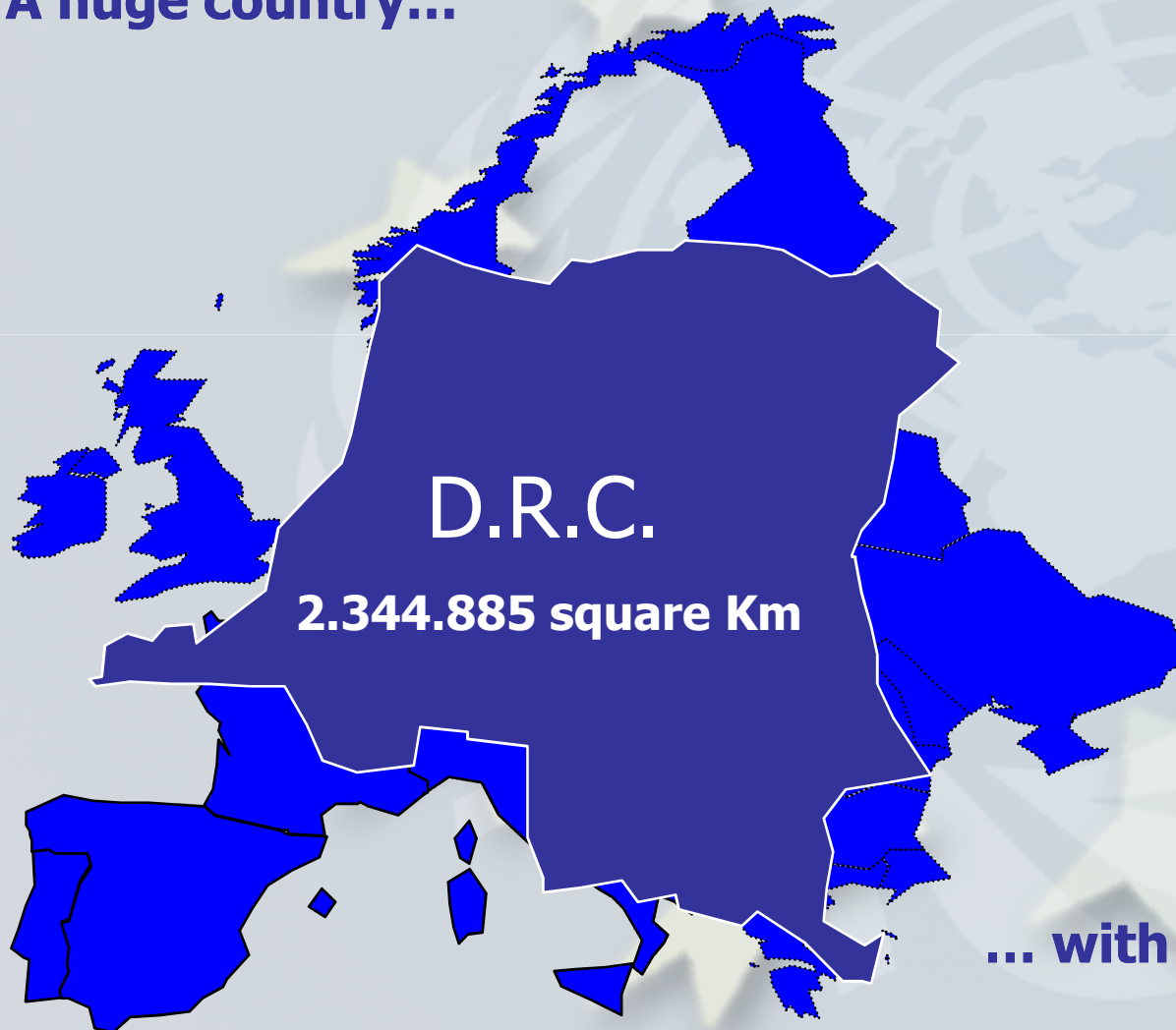UNDP DRC

Maputo, 23-27 June 2008
Day 1

Part I

CONSTRAINTS & CHALLENGES

OF THE ELECTORAL PROCESS

IN THE DRC

A huge country...

D.R.C.

2.344.885 square Km

Equaling the size of:

**Portugal +
Spain +
France +
Italy +
Switzerland +
Belgium +
Luxemburg +
Netherlands +
Germany +
Denmark +
Austria +
Poland**

**or
¼ of the size of the USA**

... with very little infrastructure

CONSTRAINTS (1)

- **Large country (2,344,885 km^2) with very little infrastructure ;**

- **Insecurity in some regions (mainly in the country's eastern provinces)**

- **No census since 1984 and no reliable estimates of the electorate**

- **No civil register or homogenious ID documents**

- **Tight electoral calendar, linked to the political transition calendar**

CONSTRAINTS (2)

❑ **No elections in the past 40 years ➔ Lack of national electoral expertise**

❑ **No experience of multi-party elections since 1965**

❑ **Setting-up of an EMB from scratch**

❑ **Lack of a legal framework**

❑ **Limited banking system**

❑ **Heavy dependence on external funding**

❑ **Limited infrastructure**

❑ **Late approval of MONUC logistical budget, thus late arrival of much needed air support (aircrafts).**

CHALLENGES

- **On the technical side, 8 critical elements were identified as the main challenges towards the conduct of the 2005-2006 electoral process in the DRC:**

  - **Voter registration, voter roll and polling stations ;**
  - **Candidates registration;**
  - **Ballot design, production and deployment;**
  - **Election results gathering and processing ;**
  - **Voter sensitization and civic education ;**
  - **Mobilization of resources and management of the electoral budget;**
  - **Payment of election workers;**
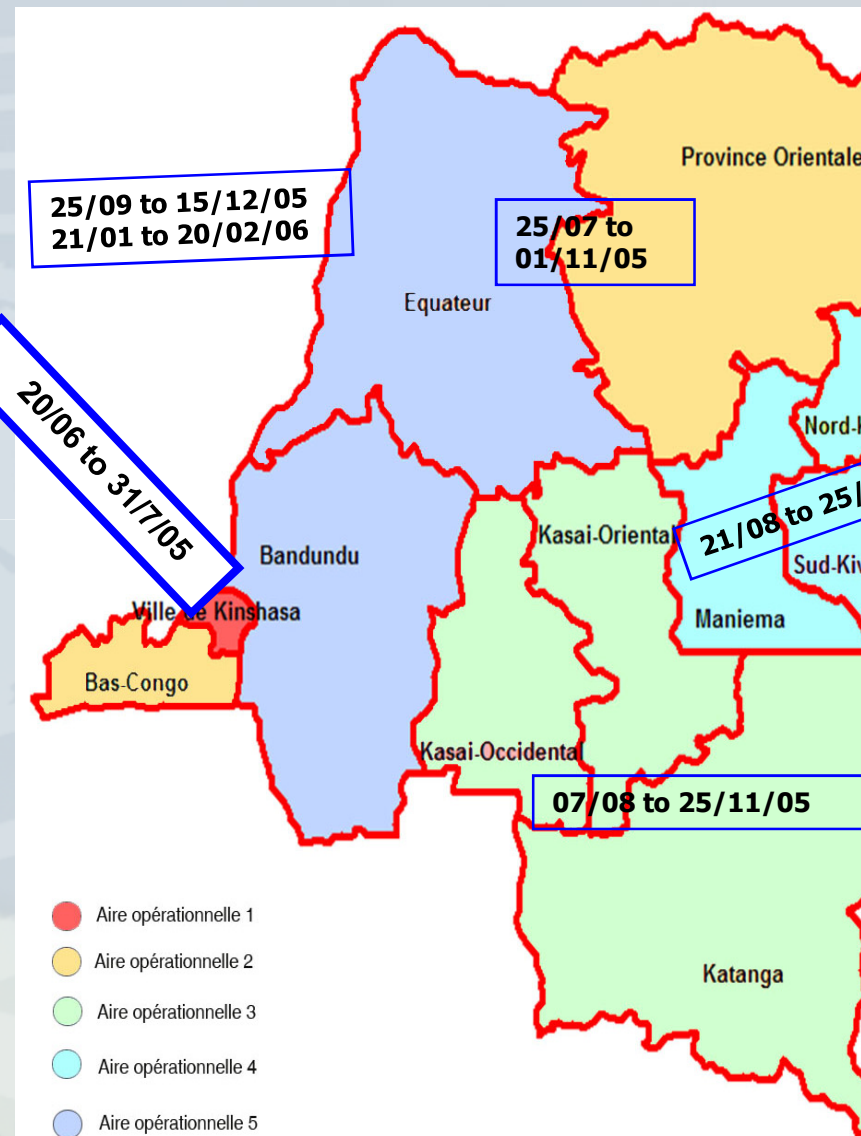 - **Logistics and telecommunications**

1. Registration, voter roll and setting up of polling stations

❑ **Voter registration operation implemented in cascade (5 operational areas), from 20 June 05 to 20 February 06**

❑ **10,000 digital registration kits; 9,105 registration centers; 47,000 registration staff + more than 18,000 policemen involved**

❑ **25,021,703 voters registered as of 18 December 2005 (Constitutional Referendum)**

❑ **A total of 25,712,552 voters registered at the end of the operation. 292,353 were excluded from the voter roll for multiple registration.**

❑ **Final voter roll indicates 25,420,119 valid voters entitled to vote in the 2006 elections, upon completion of the fingerprint matching exercise;**

❑ **Over 50,000 polling stations for the 2006 elections, instead of the Referendum's 30,000.**

Provinces	Voters initially registered	Excluded multiple registrations	Final number of valid voters
Kinshasa	**2 963 912**	**49 746**	**2 913 313**
Bas-Congo	**1 232 416**	**4 284**	**1 227 775**
Bandundu	**2 949 237**	**24 180**	**2 925 126**
Equateur	**2 973 525**	**52 067**	**2 923 680**
Province Orientale	**3 257 291**	**14 581**	**3 241 470**
Nord – Kivu	**2 462 012**	**9 566**	**2 451 475**
Sud – Kivu	**1 666 615**	**15 357**	**1 651 262**
Maniema	**629 894**	**3 485**	**626 327**
Katanga	**3 517 922**	**44 056**	**3 473 936**
Kasaï Oriental	**2 021 418**	**46 699**	**1 975 430**
Kasaï Occidental	**2 038 310**	**28 332**	**2 010 405**
Total DRC	25 712 552	292 353	25 420 199

25/09 to 15/12/05
21/01 to 20/02/06

25/07 to 01/11/05

20/06 to 31/7/05

21/08 to 25/

07/08 to 25/11/05

Province Orientale

Equateur

Nord-K

Bandundu

Kasai-Oriental

Sud-Kiv

Maniema

Ville de Kinshasa

Bas-Congo

Kasaï-Occidental

Katanga

- Aire opérationnelle 1
- Aire opérationnelle 2
- Aire opérationnelle 3
- Aire opérationnelle 4
- Aire opérationnelle 5

2. Candidates registration

❑ **Very short registration timeframe: 3 weeks**

❑ **Both candidate registration and registration of unregistered candidates planned for provincial elections;**

❑ **Locations for candidates registration: Kinshasa for the Presidential Elections ; 28 locations for the Legislative Elections and 64 for the Provincial Elections ;**

❑ **High number of candidates (over 270 registered political parties): 33 candidates for the presidential election; 9,707 candidates to the 500 national assembly seats and 13,371 candidates to the 632 elected provincial assembly seats.**

❑ **Limited telecommunications equipment for data transmission. Limited trained operational staff for their use in the field.**
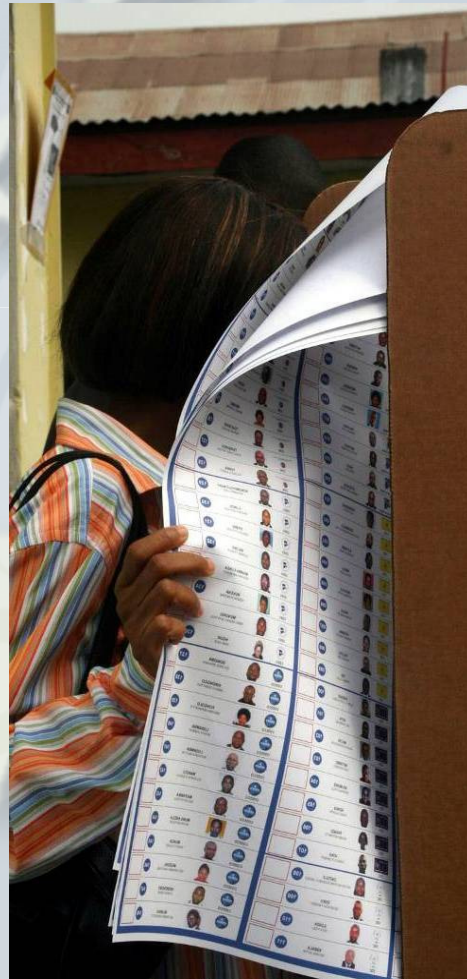
3. Ballot design, production & deployment

❑ **Open list system and, consequently, many candidates on the ballot.**

❑ **Photo of each candidate on the ballot paper, with the risk of the photo not matching with the right candidate**

❑ **169 types of different ballots for National Assembly and 189 for provincial assemblies**

❑ **Large ballots, not user-friendly, in the largest constituencies**

❑ **Big volume to produce in a short time (29 million ballot papers for each election) and to deploy to 14 logistics hubs throughout the DRC.**

❑ **Deployment of ballot papers, other polling materials and personnel from the 14 hubs to 216 locations in DRC, from where they were taken in charge by the IEC and deployed to the 11,855 voting centers**

Large ballots, difficult to use (6 pages A-1 size ballot in Kinshasa, 4 or 2 pages in some other big cities), with more than 700 candidates per ballot in each of the 4 electoral constituencies in Kinshasa City.

4. Results gathering and processing

- ❑ **Challenge of counting: 2 different elections per round (different electoral system), with complex ballots ;**

- ❑ **Difficulty of bringing results from the voting centers to 64 Liaison Offices;**

- ❑ **Need of on site capacity building (South African IT experts deployed to the 64 Liaison Offices to assist with the results tabulation);**

- ❑ **Because of a lack of national well trained staff in the field, the UN had to expand the deployment of international assistance to 166 locations;**

- ❑ **Telecommunication problems hampered the quick transmission of data from the local to the central level ;**

- ❑ **The Supreme Court lacks resources and technical skills, thus in dire need of assistance.**

5. Sensitization and Civic education

Civic education crucial :

- 3 different electoral systems in use, high illiteracy and no vote in over 45 years ;

- Complex ballots, hard to understand and to use ;

- Many regions without TV and radio coverage ;

- National NGOs and political parties lack resources for sensitization purposes.

6 – Resources Mobilization and Management of the UNDP/APEC Budget

USD 247,349,596 budgeted for the initial duration of the Project (February 1st, 2005 – June 30th, 2006).

❑ **As the electoral calendar was extended beyond 30th June 2006, additional resources had to be mobilized.**

❑ **The success of the first round of elections (Legislative and Presidential round 1), held on 30 July 2006, made it possible to quickly mobilize the required additional resources necessary for the holding of the second round of elections (Presidential round 2 and Provincial elections).**

❑ **A total of USD 276 million was mobilized and managed through the UNDP/APEC Project from February 1st, 2005 to September 30, 2007.**

APEC	ELECTORAL PROCESS SUPPORT PROJECT	Basket Fund – financed by the international community and managed by UNDP	276 M$	218 M€	EC contribution = 140 M€
IEC	INDEPENDENT ELECTORAL COMMISSION	Direct funding by DRC Government and USAID plus in kind contribution from RSA and Angola	97.7 M$	$77 M€	
LOG	MONUC ELECTORAL LOGISTCS	Financed by the UN	86 M$	68 M€	
SPEC	ELECTORAL PROCESS SECURITIZATION PROJECT	Basket Fund – financed by the international community and managed by UNDP	58 M$	46 M€	EC contribution = 25 M€
ESTIMATED GLOBAL COST OF 2005 – 2006 ELECTIONS IN DRC			517.7 M$	409 M€	EC contribution = 165 M€

7. Payment of electoral staff and policemen

❑ **More than 300,000 electoral workers and policemen to pay in over 11,850 locations for each round of elections.**

❑ **Limited banking system ; money transporting difficult and dangerous ;**

❑ **Financial networks do not cover the whole country. Thus, the need to carry huge amounts of cash throughout the country ; UN flights not allowed to transport money ;**

❑ **Difficulty to get accurate payroll lists and evidence of payments (receipts) on time from the IEC and the police.**

❑ **A total amount of USD 63,7 million paid to electoral staff from 2005 to 2006: USD 21,2 million for the registration phase + USD 9.8 million for the 2005 Constitutional Referendum + USD 32.7 million for the 2006 two rounds of combined elections.**

8. Logistical and Telecommunication problems

❑ **Lack of communication infrastructure in a country the size of the western Europe.**

❑ **Need of extensive and expensive use of aircraft for the deployment of material and personnel. Use of alternate and local transportation means.**

❑ **MONUC ensured the deployment up to 166 locations (145 territory capitals + 21 main cities), and the IEC from those points up to the 11,855 voting centers.**

❑ **Subsequently to the scarce communication infrastructure, all the electoral activities heavily depended on sophisticated telecommunication means;**

❑ **Incompatibility between the different communication systems in use throughout the country;**

❑ **Lack of trained telecommunications personnel in the field to use the acquired sophisticated telecom materials;**

❑ **Misuse, frequent break down and theft of equipment.**

The logistical challenge, in a country with very poor communication infrastructure

- **2,500 tons of material transported per round of elections**

- **Around 450 trucks and other vehicles used per round of elections**

- **700 flights for the transportation of electoral materials, using 63 helicopters and 23 fixed wing aircrafts**

- **60,751,520 ballot papers for the first round of elections (30 July 2006) and 56,486,760 for the second round of elections (29 October 2006)**

- **120,000 polling station kits (ballot boxes, voting booths, indelible ink, etc.) and 1,243 training kits to be deployed throughout the country.**

- **Etc...**

Part II

THE COLLABORATION BETWEEN THE

EUROPEAN COMMISSION, UNDP AND INTERNATIONAL IDEA

UNDP-managed Electoral Projects

- **APEC** (Appui au Processus Electoral au Congo)

- **SPEC** (Sécurisation du Processus Electoral au Congo)

- **PACE** (Projet d'Appui au Cycle Electoral)

- **Plus complementary UNDP interventions on electoral dispute resolution and through the "Comité de sages"**

- **THE PACE PROJECT**

– **Part of the 2008-2012 UNDP Governance Programme, the PACE Project covers the entire Congolese electoral cycle ⟹ UNDP electoral assistance shifting from the traditional short-term support to a longer term and more sustainable approach.**

– **Objective: Reinforcement of IEC/INEC capacities**

4 COMPONENTS
– **1. Strengthening of the CNT capacities (equipment and skills) and production of a reliable voter roll;**
– **2. Training and resource centre for electoral staff;**
– **3. Promotion of the INEC partnership with civil society and other democratic institutions (Parliament, Judiciary, etc.);**
– **4. Organisation of local elections.**

THE UNITED NATIONS ELECTORAL MANDATE IN THE DRC

- **UN SECURITY COUNCIL RESOLUTIONS**

Resolution n° 1493 (2003): To Provide the DRC Government with assistance in the preparation and the conduct of the elections during the transition period
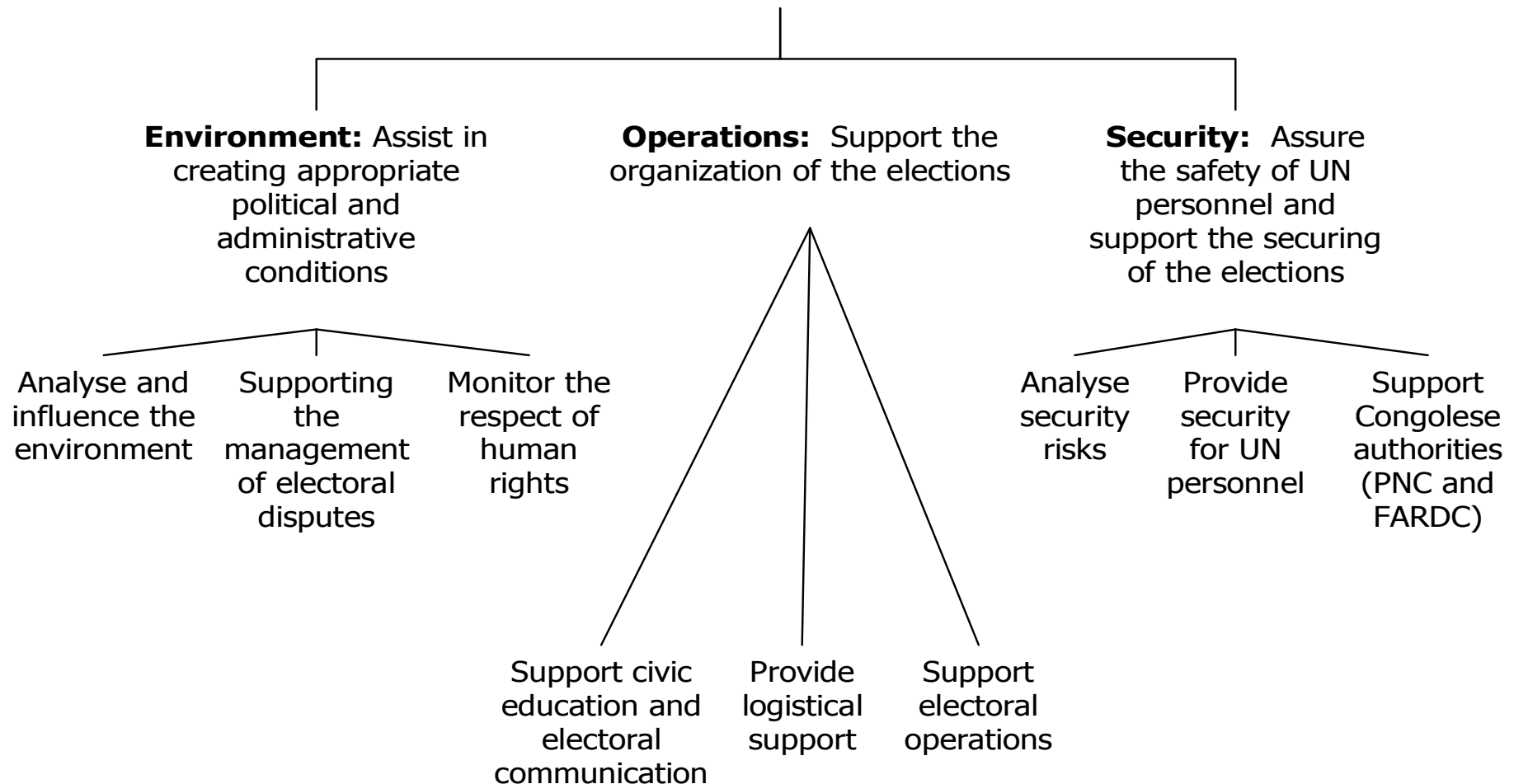
Resolution n° 1565 (2004): To Provide the necessary logistical support for the organization of the elections

Resolution n° 1797 (2008): To provide the DRC Government with assistance in the preparation and the conduct of the local elections

THE ROLE OF THE UN

Objective: Support the holding of free, fair and transparent elections

Environment: Assist in creating appropriate political and administrative conditions

- Analyse and influence the environment
- Supporting the management of electoral disputes
- Monitor the respect of human rights

Operations: Support the organization of the elections

- Support civic education and electoral communication
- Provide logistical support
- Support electoral operations

Security: Assure the safety of UN personnel and support the securing of the elections

- Analyse security risks
- Provide security for UN personnel
- Support Congolese authorities (PNC and FARDC)

THE EC ELECTORAL ASSISTANCE

❑ **Active participation in the APEC & PACE coordination mechanisms**

❑ **Support to the setting of the legal framework**

❑ **Financial support**

❑ **Advisory services**

❑ **Support to and interaction with EU EOM (300 observers deployed for the 2006 elections in the DRC)**

ROLE OF THE DIFFERENT PARTNERS

MONUC

❑ Political context and essential legislations (political will, human rights, rule of law, civil affairs, gender, etc)

❑ Security (risk analysis, escort, UN military and UN police actions, etc)

❑ Electoral technical assistance

❑ Logistical assistance

UNDP

• Resource mobilization and management of the basket fund

• Electoral technical assistance, including long term capacity building activities

• Procurement and storage of material and equipment

• Payment of electoral permanent and temporary staff

EUROPEAN COMMISSION

• Advocacy and institutional capacity building in order to restore democracy and rule of law

• Funding of both APEC and PACE projects

• Deployment of EU observers to ensure that elections are held in accordance with international standards

• Provision of technical expertise when required

IDEA

• Education and development courses for EMB staff ("Bridge")

• ACE Project (online knowledge service that provide comprehensive and authoritative information on elections)

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APEC & PACE COORDINATION MECHANISMS

- A **Steering Committee**, co-chaired by IEC and UNDP and consisting of all the international donors (including those not contributing to the APEC Fund), monitors the APEC activities and takes the main financial decisions

- In the decision making, each Steering Committee member disposes of 1 vote. The members contributing financially to the APEC/PACE Basket Fund for over 10 M$ have 1 additional vote for each contribution of 10 M$. Nevertheless, decisions have always been reached via consensus

- An **International Technical Committee** consisting of all electoral focal points meets once a week to discuss technical issues and propose solutions to the steering committee. It is co-chaired by IEC and MONUC.

UNDP/EC Partnership

- **EC = significant UNDP partner in the electoral process in DRC**

- **UNDP/EC partnership in DRC cited as a positive example, thanks to a positive track record established and built up by the Country Office**

- **Joint formulation missions held as necessary**

- **UNDP Project Documents in agreement with EC financial proposals**

- **As the main donor, EC participation to the coordination mechanisms was always encouraged (steering and technical committees)**

- **Agreement on performance indicators and reporting requirements (regular technical level consultations held)**

- **Collaboration and regular concertation on technical issues (budget, training and practice meetings, design and production of election materials, etc.)**

- **Efforts to accomodate the EC visibility demands, despite a specific political context**

UNDP/EC PARTNERSHIP: THE WAY FORWARD (1)

- **Demonstrating UNDP value added and rigor is the best way to gain and maintain EC's confidence**

- **Regular information sharing, advocacy and demonstration that UNDP can deliver on substance and process**

- **Respecting the reporting deadlines of the contract is essential. The financial report must follow the format of the original budget, not Atlas. Regular concertation and more consultation, as is the case in DRC, can help in meeting those requirements**

- **Encourage the EC participation in the coordination mechanisms. This way, it retains some control and visibility over the project activities and this promotes the idea that the EC is not just a bank, but a partner with substantive inputs to provide.**

UNDP/EC PARTNERSHIP: THE WAY FORWARD (2)

❑ **UNDP comparative advantage (relative flexibility and yet transparency of rules and procedures)**

❑ **Coordination with the EMB and development partners**

❑ **Continuing exchange on projects implementation with a partnership spirit (Institutional and not individual approach)**

❑ **Clarify the notion of co-management**

❑ **Capital importance must be attached to the visibility policies of both institutions, taking into account the EMB and the perception of the population**

THANK YOU!

MERCI!

MUITO OBRIGADO!

KHANIMAMBO!