



MANAGING THE PARTICIPATION OF IDPs IN THE CONTEXT OF INSECURITY -

The case of 2019 General Elections in Nigeria

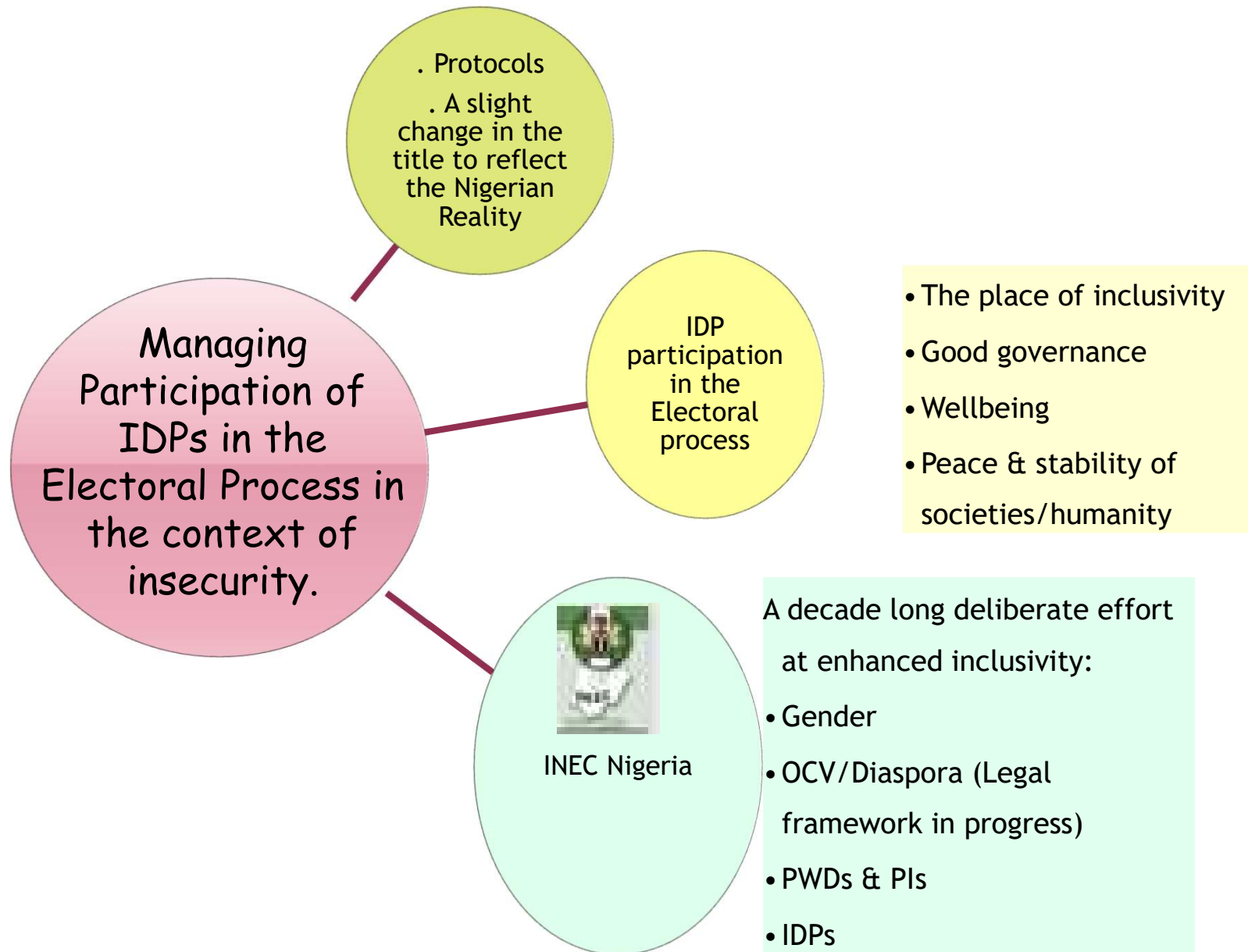
**A presentation at the AAEA 6TH Continental Annual
Forum of EMBs**

BY

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1.0 PREAMBLE



1.0

PREAMBLE

CONT'D

Crisis of the N/E of Nigeria instigated by B.H. activities.

(i) Turned the IDP phenomenon into a national problem.

(ii) Threatened inclusivity efforts of the Commission

(iii) Compelled a move for solutions in Election Administration.

The initial efforts/interventions in 2015.

A robust system designed & implemented for 2019 GE



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1.0

PREAMBLE

CONT'D



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This year's theme for the AAEA Annual Continental forum of EMBs is timely, apt & welcome

Accords with the AU "Project 2019"

Resonates with many on the clear & present threat that population displacement pose for governments & peoples of Africa

Provides a suitable opportunity to explore & develop solutions to halt the destructive march of displacements against political stability and good governance in Africa

2.0

BACKGROUND

The administration of IDP voting operations in Nigeria is in two (2) epochs



The 2015 Trial phase



The 2019 Robust project



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The insurgency of Boko Haram which plagued the North East before the 2015 General Election produced:

- . Huge population displacements including Registered voters.
- Communities of IDPs.
- Unanticipated challenge of possible large scale disenfranchisement of affected registered voters.
- The probability of an IDP voting operations in conflict zones without adequate preparations.
- Exposed the absence of express legal framework.

3.1

RESPONSE OF THE COMMISSION



- . Set-up of an inter-agency Task force on IDPs.
- Limit operations to the SOE states.
- Reliance on international conventions & statutes to which Nigeria was signatory e.g. the UN Guiding Principles on Internal Displacements, & the Kampala Convention.
- Reliance on the SOE status in force.

3.2 CHALLENGES OF THE 2015 EFFORTS

Included but not limited to

- Absence of a legal framework
- Dearth of primary data.
- Security Adequacy question.
- Absence of Guidelines & Manuals.
- Limited coverage (SOE states only) to the exclusion of IDPs in-order regions.



3.3

KEY LESSON

Need for legal amendment to provide for a framework supported by law.



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4.0

THE 2019 IDP VOTING PROJECT

By 2019, the character of population displacements had since changed in term of:

Spread:

- 15 states affected

Other causative factors other than insurgency such as:

- Natural Disasters + herder/farmer conflict
- Communal conflict
- Other kinds of conflict

Accommodation Arrangement other than typical IDP camps

Required actions are following:



4.1

ASSESSMENT OF THE CRISIS

An objective assessment by the Commission concluded as follows:

The need for an amendment of the Electoral Act to cater for IDPs in the electoral process.

A long term & broad framework and regulation for IDP inclusivity at elections.

The framework and regulations to provide a template for IDP voting operations in conflict zones and other areas.

A special purpose vehicle for the project.



Constitution of the Federal Republic of Nigeria

Segmented into 2 parts:

(a) General Provision

Section 77(2) and 117(2) - Entitles every citizens of voting age to be registered as a voter and to vote.

The Electoral Act

Sections 42, 46, 58 - Empowers the Commission to create polling units, determine their locations, relocate them and allot voters to polling units.

(b) Specific Amendments

Section 26(1):

- ❖ Game-changing amendment to specifically address the IDP challenge

"in the event of an emergency affecting.....an election, the INEC shall, as far as possible, ensure that persons displaced as a result of the emergency are not disenfranchised."

5.1

ATTAINMENT OF THE PREPARATORY GOALS

Amendment of the EA [sect. 26(1)]

- Which provides

“in the event of an emergency.....an election, the INEC shall, as far as possible, ensure that persons displaced as a result of the emergency are not disenfranchised.”

Constitution of a multi-agency special Tech. Committee on IDP voting (IDP-VC).

- IDP-VC was constituted on 22nd October, 2018.

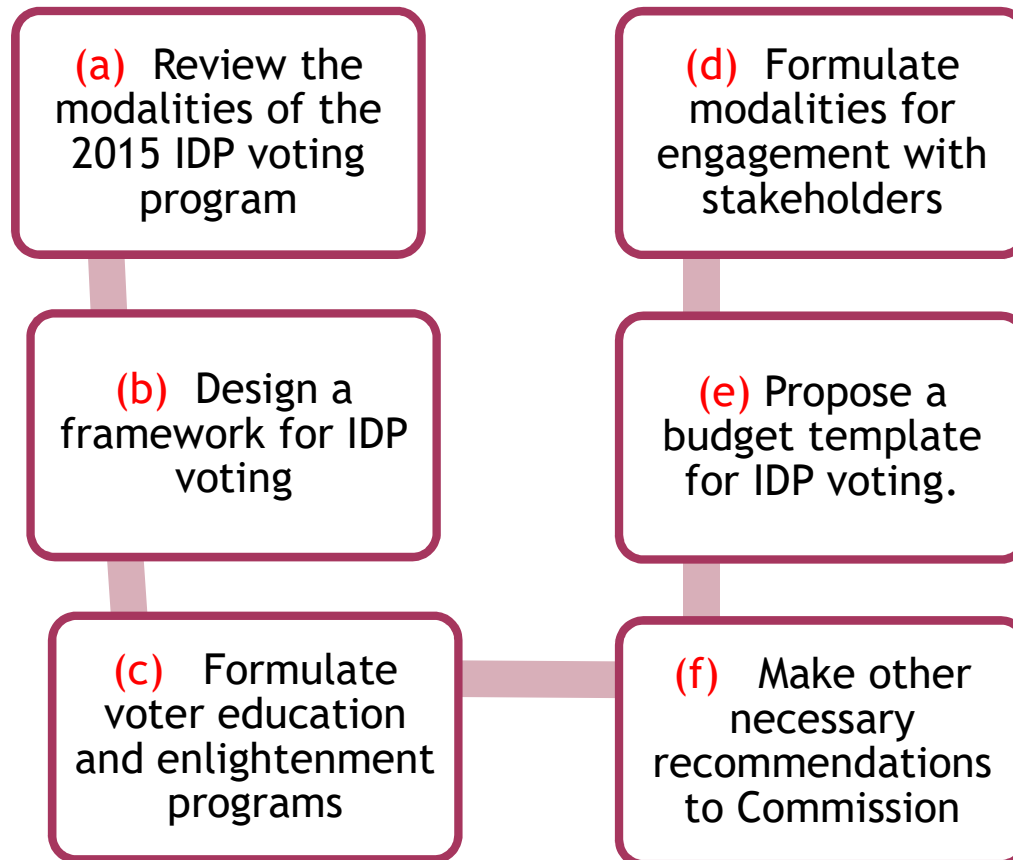
Validation by stakeholders

- Validation of the framework & Regulations documents for voting by IDPs on 12th Dec, 2018.



5.2 TOR OF IDP-VC

The committee adopted the following Terms of Reference for its work:



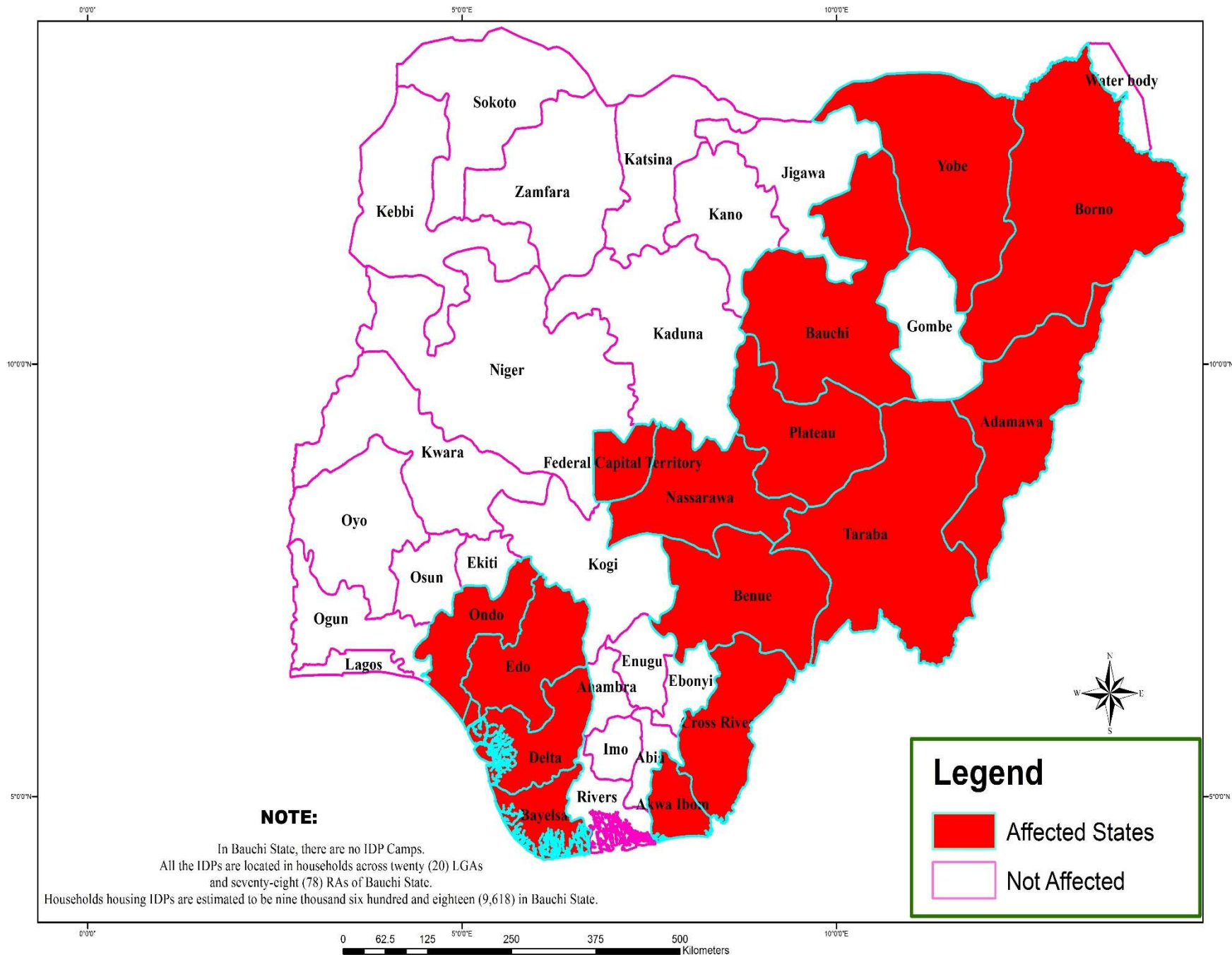
6.0 IDPs PROFILE AS @ JULY, 2018

S/N	STATE	LGA AFFECTED	RAs AFFECTED	IDP CAMP	IDP LOCATION	ESTIMATED NO OF IDPs AFFECTED	REMARKS
1	ADAMAWA	1	10	6	3	66,000	
2	AKWA-IBOM	6	6	6	6	1,380	
3	BAYELSA	1	1	1	1	600	
4	BAUCHI	20	78	-	-	55,532	**
5	BENUE	3	-	6	6	26,068	RA DATA Not Available
6	BORNO	16	178	50	50	587,212	
7	CROSS-RIVERS	7	11	20	20	24,896	
8	DELTA	1	6	6	1	-	DATA on No of IDPs Not Available
9	EDO	1	1	1	1	3,008	
10	FCT	5	5	5	5	8,660	
11	NASSARAWA		4	16	16	10,099	
12	ONDO	1	7	7	7	-	DATA on No of IDPs Not Available
13	PLATEAU	5	10	10	5	13,901	
14	TARABA	11	12	52	52	23,708	
15	YOBE	7	24	7	7	109,015	
	TOTAL	79	331	187	174	930,079	

NB: In Bauchi State, there are no IDP Camps. All the IDPs are located in households across twenty (20) LGAs and seventy-eight (78) RAs of Bauchi State. Households housing IDPs are estimated to be nine thousand, six hundred and eighteen (9,618) in Bauchi State.



Map Showing The Distribution Of The Concentration of IDP Locations/Camps As At July 2018



7.0

FRAMEWORK FOR VOTING BY IDPs IN NIGERIA

The Guiding Principles

Commission's commitment to inclusivity & avoidance of discrimination in the electoral process - overarching principle.

Commitment to the mission to serve as an independent & effective EMB.

Commitment to the conduct of free, fair, and credible elections for sustainable democracy in Nigeria.

Key Components

The framework is governed by 18 key components.



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7.0 FRAMEWORK FOR VOTING BY IDPs IN NIGERIA

CONT'D



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The 18 Key Components /Elements

Classification of IDPs by Location

- Two (2) broad categories of IDPs were identified on the basis of location namely, *Intrastate* and *Interstate*.

IDP Survey

- To identify the location of IDPs; determine IDPs who are registered voters; ascertain IDPs with Permanent Voters Card (PVC), establish the size of IDP clusters, and ascertain in the case of interstate IDPs, the affected LGAs of the state of habitual residence.

Organization of IDP population by Delimitation

- Elections are conducted according to the delimitation structure and constituencies. Accordingly, organizing the IDP voting population by delimitation is essential.

Election Category Applicable

- Intrastate IDPs will have the opportunity to participate in all elections.
- Interstate IDPs can only participate in presidential election in order to limit the challenges associated with political perception over transmission of results across state borders.

7.0 FRAMEWORK FOR VOTING BY IDPs IN NIGERIA

CONT'D

The Key Components /Elements

cont'd



Continuous Voter Registration (CVR)/collection of PVCs at IDP camps.

- Conduct of CVR at IDP camps/locations to register IDPs who are eligible.
- A special arrangement for the collection of PVCs by registered voters at IDP camps.

Voting Centre

In consultation with stakeholders, suitable locations to be used for voting centers are identified:

- may be located at IDP camps or at centralized locations outside IDP camps for both Intrastate and Interstate IDP voting.
- In the case of partially displaced communities, voting takes place in both the habitual place of residence and also at identified IDP voting centers for those displaced, subject to a minimum threshold of distance and voting population.

7.0 FRAMEWORK FOR VOTING BY IDPs IN NIGERIA

CONT'D

The Key Components /Elements cont'd

Voting Method

- Voting for IDP camps for intrastate - conducted at RA level.
- For interstate IDPs, voting conducted at state level subject to a cluster size of 250 registered IDP voters.

Smart Card Reader (IVAS)

- Configuration of the INEC Voter Authentication System (IVAS) also known as the Smart Card Reader to RA level for intra state, and to the state level for interstate.

Special Result Sheet for IDP Voting

- A special EC8B (RA collation sheet) designed for RA level voting to accord with the RA level voting method.
- the EC 8C (Collation sheet) is redesigned to accommodate the IDP votes from the host state (interstate).

Collation and Result Management Modifications

- In addition to the existing procedures for collation of results, merging of results of the IDP special result sheet from partially displaced Intrastate IDP at RA level.
- For Interstate IDPs, result merging at the state level at the presidential election.



7.0 FRAMEWORK FOR VOTING BY IDPs IN NIGERIA

CONT'D

The Key Components /Elements cont'd

Election Risk Monitoring Tools

- Deploy election risk monitoring tools such as the ERM and EVMAT tools targeting IDP camps, IDP locations, and voting centres.

Election Officials and Security deployment

- Make additional provisions for RA Guides at the centers:
 - Special security arrangement is indicated including military presence at voting and collation centers.
 - Emphasis is placed on a case by case basis in assessing security requirements.

Result Transmission

- Determine a suitable result Transmission procedure in addition to the standard procedures for transmission of results using the EC 8 Series and the e-collation and e-transmission procedure, where applicable.



The Key Components /Elements Cont'd

Undertake Readiness Assurance Tests

- The programme for measuring levels of preparedness should cover IDP voting operations. Accordingly, monitoring tools and processes of the election monitoring and support centre should take IDP voting into account.

Engagement with Stakeholders, PWDs & others

Engagement with stakeholders - critical to public communication on IDP voting.

- Synergy on issues such as location of IDP voting centres.

What to Do

- ❖ *Identify and Engage Key Stakeholders.*
 - The stakeholder entities include security agencies; political parties; traditional rulers and community leaders; religious leaders around IDP camps; National & State Emergency Management Agencies; the media; Community Based Organizations (CBOs); State & Local Governments; National Orientation Agency; women groups; schools; IDP leadership structure.

The Key Components /Elements cont'd

Voter
Education
and
Publicity
for IDP
Voting

(i) Articulate specific initiatives and strategies to reach IDPs. The purpose of publicity for IDP voting include:

- Making basic information about participating in elections available and accessible;
- Achieving universal coverage of all segments of the electorate;
- Strengthening democratic values;
- Enabling IDPs to make informed choices.

(ii) *Conduct Direct Communication*

(iii) *Air Messages*

(iv) *Use of EMB's Publicity Materials*

In addition to the EMB's existing general strategy for VE & publicity.

The Key Components /Elements cont'd

Budget Template for IDP Voting

- Adopt a special budget template with supplementary provisions for specific IDP voting requirements.
- Provide for stakeholder's engagement
- Provide for modification of Authentication software/Technology.
- Provide for the production of special result sheets.

7.0 FRAMEWORK FOR VOTING BY IDPs IN NIGERIA

CONT'D

The Key Components /Elements Cont'd

Monitoring and Evaluation

- *Feedback on Implementation*
 - Affected states report on the implementation of the programme.
- *Debrief RECs*
 - Carries out a debrief exercise for all implementations affected states and LGAs to evaluate implementation and learn lessons.



IDPs VOTING IN ADAMAWA STATE, NIGERIA





8.0 REGULATIONS FOR VOTING BY IDPs

Regulations for IDP Voting were enacted to:

Make the provisions of the framework enforceable pursuant to the constitutional powers of the Commission to make 'regulated'

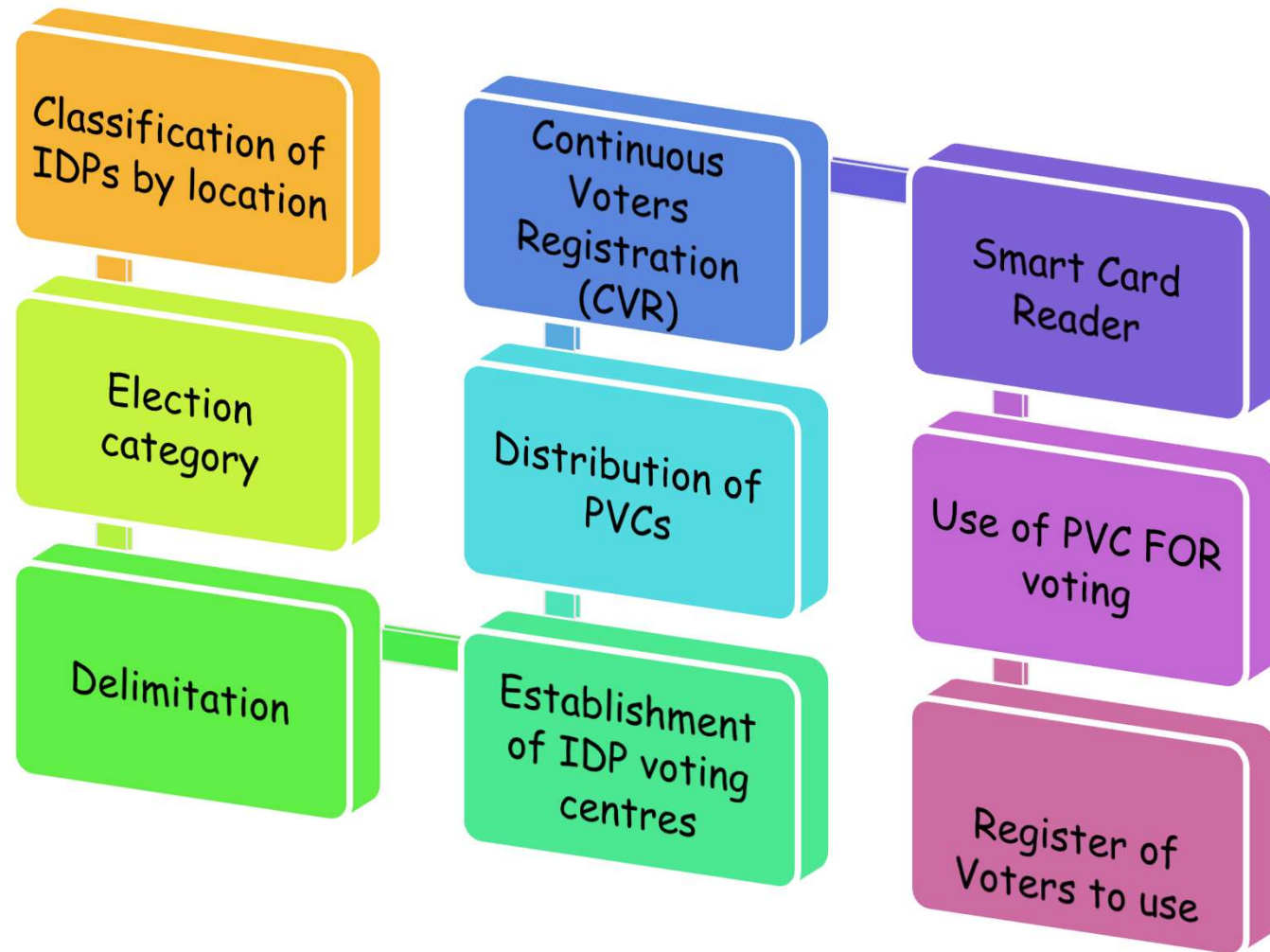
The foundation upon which the IDP voting framework is built.

Detail the specific steps to take in executing an IDP voting program taking into account the flexibility required for peculiarities.

To identify task owners and their roles

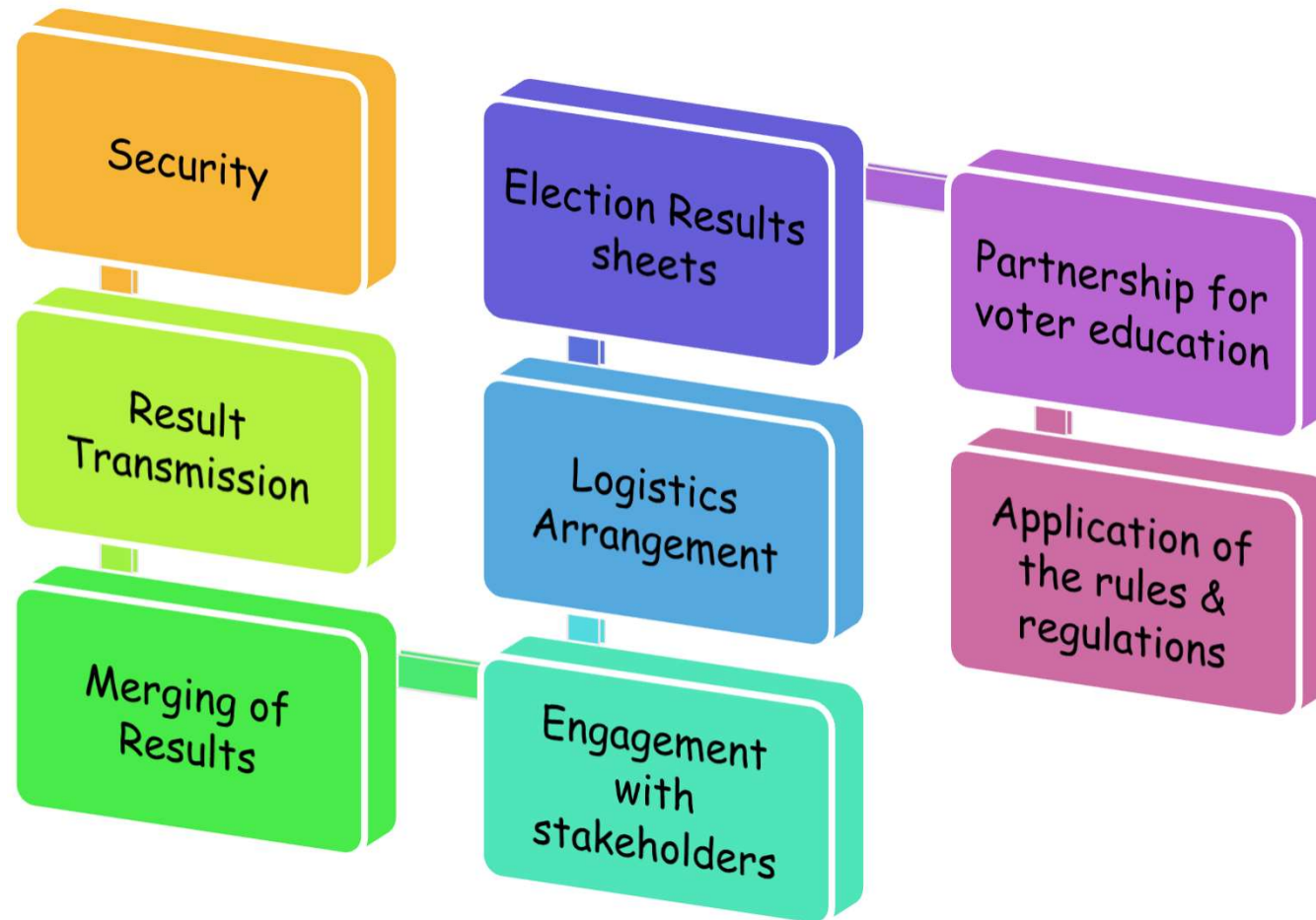


8.1 REGULATIONS FOR VOTING BY IDPs (SPECIFIC PROVISIONS)



8.1 REGULATIONS FOR VOTING BY IDPs (SPECIFIC PROVISIONS)

CONT'D



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With the Nigerian experience in view, some critical lessons can be crystallized:

(a) Imperatives of a targeted legal framework

Pursue and secure legal provisions & regulations that cater for IDP Voting operations timeously



With the Nigerian experience in view, some critical lessons can be crystallized:

(b) Others

For conflict prone/affected areas, develop & institutionalise IDP framework supported by law before the IDP crisis erupts

Adopt modalities in voting methods, voter Registration, and result management strategies specific to the peculiarities of population displacement.

Develop early warning signs to enable early preparation

(b) Others (cont'd)

Explore & adopt fit-for-purpose publicity & stakeholders engagement strategies for a successful IDP voting operations

Engage security resources creatively

Take into account the peculiarity of each situation and modify.

Large population displacements & the consequential IDP disenfranchisement can occur swiftly & without warning.

