

# REPORT ON THE 2011 GENERAL ELECTIONS



*Independent  
National  
Electoral  
Commission  
(INEC)*

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## ACRONYMS/ABBREVIATIONS

ACCORD	-	ACCORD Party
AC N	-	Action Congress of Nigeria
AEO	-	Assistant Electoral Officer
AFIS	-	Automated Fingerprint Identification System
AIFPU	-	Akanu Ibiam Federal Polytechnic, Uwana
ANPP	-	All Nigeria Peoples Party
APGA	-	All Progressives Grand Alliance
APIC	-	Action Plan Implementation Committee
APO	-	Assistant Presiding Officer
APS	-	African Political System
ASUU	-	Academic Staff Union of Univeristies
AU	-	African Union
BIOS	-	Basic Input/Output System
CBN	-	Central Bank of Nigeria
CO	-	Collation Officer
CPC	-	Congress for Progressive Change
CSO	-	Civil Society Organisation
DDC	-	Direct Data Capture
DDCM	-	Direct Data Capture Machine
DFID	-	Department for International Development
EAPIC	-	Expanded Action Plan Implementation Committee
EBSU	-	Ebonyi State University
ECOWAS	-	Economic Community of West African States
EMB	-	Electoral Management Body
EO	-	Electoral Officer
EU	-	European Union
EVR	-	Electronic Voters Register
FCAI	-	Federal College of Agriculture, Ishiagu
FCT	-	Federal Capital Territory
FMIC	-	Federal Ministry of Information and Communications
GIS	-	Geographical Information System
IFES	-	International Federation for Election Systems
ICCES	-	Inter-Agency Consultative Committee on Election Security
IRI	-	International Republican Institute
JDBF	-	Joint Donor Basket Fund
LGA	-	Local Government Area
LP	-	Labour Party
MoU	-	Memorandum of Understanding

NASS	-	National Assembly
NBC	-	National Broadcasting Commission
NDP	-	National Democratic Party
NDI	-	National Democratic Institute
NDLEA	-	Nigeria Drug Law Enforcement Agency
NIGCOMSAT	-	Nigeria Communications and Satellite Company
NIMC	-	National Identity Management Commission
NIS	-	Nigeria Immigration Service
NOA	-	National Orientation Agency
NTP	-	National Transformation Party
NSCDC	-	Nigerian Security and Civil Defense Corps.
NPC	-	National Population Commission
OSIWA	-	Open Society Initiative for West African
OSJI	-	Open Society Justice Initiative
PDC	-	Peoples for Democratic Change
PDP	-	People's Democratic Party
PO	-	Presiding Officer
PU	-	Polling Unit
RACs	-	Registration Area Centres
REC	-	Resident Electoral Commissioner
REMOBS	-	Remodified Open Secret Ballot System
RERC	-	Registration and Election Review Committee
SAPICS	-	State Action Plan Implementation Committees
SDMP	-	Social Democratic Mega Party
SPO	-	Supervisory Presiding Officer
TBB	-	Transparent Collapsible Ballot Boxes
TEI	-	The Electoral Institute
TOT	-	Training of Trainers
TVC	-	Temporary Voters Card
UNDP	-	United Nations Development Programme

## FOREWORD

I am very pleased to finally present the official Report of the 2011 General Elections. Certainly, this Report has been a long time coming. But perhaps, the seeming delay underscores the fact that a general election should not be treated as an event, but as a cycle of several events. On the one hand, this implies that elections are not completed until a series of post-election activities have been finalized including, among others, election litigations, re-runs where applicable and reviews by the election management body. These post-election activities have preoccupied INEC in the past several months and as we show in this Report, an account of the 2011 elections would not have been complete without taking these post-election activities on board. I am particularly pleased with the massive reduction of election litigations from 2007 levels. The over 50% reduction in cases that went to court testifies not only to improvements in the conduct of the elections, but also to rising confidence of voters, candidates and political parties in the work of the Commission. In addition, we have conducted several reviews and lesson-learning activities since the elections, culminating in an independent review by a Committee of renowned scholars, lawyers and civil society practitioners namely, the Registration and Election Review Committee (RERC), the report of which is now available at our website.

On the other hand, the need to approach general elections as a cycle means that preparations for the next election must start immediately after the preceding one. This is the approach we have adopted and this Report has taken us this much time to prepare in order to ensure that it captures our painstaking review of the last elections with the principal aim of informing the 2015 polls. I am very pleased that in the past one year we have already embarked on the long process of preparing for 2015. This will come in three main phases namely, the review phase, the planning phase and, of course, the implementation phase. The review phase has already been completed and some of its outcomes include the Report of the RERC, Report on restructuring the Commission produced by PricewaterhouseCoopers (PwC), a new strategic plan for the Commission, a new gender policy, a new communications policy and a series of recommendations to the National Assembly on strengthening the legal framework for conducting elections in Nigeria. Most of these reports are

now being implemented and they will feed into a comprehensive 2015 Election Project Plan (EPP), which we hope to complete in a couple of months.

Our painstaking approach to the 2015 general elections is informed by our perception that the 2011 polls, though qualitatively better than many previous elections, was by no means perfect. We have repeatedly promised Nigerians that we shall continue to strengthen our systems and processes to ensure continuously improving management of elections in Nigeria. Our commitment to that promise remains unshaken and so is our commitment to ensure that the 2015 elections are free, fair and credible based on the best global standards.

The present Report is a succinct account of the conduct of the 2011 general elections. It focuses on preparations and conduct of the registration of voters and the elections proper, as well as some post-election activities by the Commission. It highlights the key activities, challenges and remedial actions taken by the Commission in delivering the elections, which have been widely acclaimed as the best in Nigeria's recent history. In addition, the Report presents a compendium of reports from the States so that the reader has both a general, as well as more specific, local appreciation of the elections. We hope that the Report will provide students of elections, stakeholders and the general reader a first-hand account of the elections from the standpoint of those who conducted them.

I wish to thank all those who have contributed to the production of this Report particularly the Committee Chaired by our able Commissioner Dr. Nuru Yakubu. The Reports from the States were ably prepared by the various Resident Electoral Commissioners and their staff. I thank them all for their continued commitment to this national project of bequeathing Nigeria with a stable, sustainable and professional election management system. I thank all the Commissioners and staff of the Commission for their performance during the 2011 general elections. However, we must remember that the challenges have only begun, they have not ended. I also wish to thank all the stakeholders – political parties, candidates, civil society organizations, government agencies and development partners – for their enduring support for the Commission and its work. Above all, we as a Commission thank the Nigerian electorate for the trust and support they gave us during the elections and we look forward to same in the intervening years as we prepare for 2015.

I strongly commend this Report to all.

Professor Attahiru M. Jega, OFR

Chairman



## ACKNOWLEDGEMENTS

The conduct of the 2011 general elections was domestically and internationally acclaimed to be credible and a great leap forward from the previous experiences since the 4<sup>th</sup> Republic. In order to produce the official report of the exercise, the Commission constituted the Ad-hoc Committee on 2011 Governorship Election Report (GER) chaired by Engr. Dr. Nuru Yakubu OON (Chairman, Operations Committee) and Chima Duruaku DD, Operations as secretary.

Other members of the Committee include: Torgba Nyitse (D, CPM), U.F. Usman (D, L&T), Umenger I. Emmanuel (D,PA), Okey F. Ndeche (D, Ops), E. T. Akem (D, VR), Chidi Nwafor (D, ICT), Jude Okwuonu (Ag. D, Training), Ikwunma Halliday (Ag. D, EMOU), I. K. Bawa (Ag. D, LS) and Eyum Ode (Ag.D, R&D).

In the course of preparing this report, immeasurable cooperation and support was sought and received from the RECs of the 36 States of the Federation and FCT who filed in reports of the exercise for their various states. Additionally, contributions from Directors and Heads of Departments, Directorates and Units in the Headquarters were received.

The Ad-hoc Committee is thankful to the Commission for entrusting it with the responsibility of this great importance and giving it the opportunity to serve.

**Engr. Dr. Nuru Yakubu. OON**  
*Chairman, Operations Committee*

## EXECUTIVE SUMMARY

The 2011 General Elections were the third to be conducted by the Commission since the transition to civil rule in 1999. The preceding elections of 2003 and 2007 were criticized for not meeting the minimum standards of organizing national elections. Predictably, this negative perception of Nigerian elections placed a burden on the present Commission when it was inaugurated in June, 2010. From the onset, the Commission set for itself the goal of organizing free, fair, credible and acceptable elections and proceeded without delay to laying the foundation for the exercise.

After a rigorous assessment of the situation that it inherited, the Commission put in place a new roadmap for achieving the set goals. Action Plans for both the Voter Registration Exercise and the General elections were developed.

Critical to the achievement of these goals was the need for a new, credible biometric register of voters which the Commission resolved to compile, albeit within a tight time frame. This was successfully executed in January - February 2011 with over 73.5 million voters registered.

The timetable for the 2011 General Elections was released on 23 November, 2010, in compliance with Sections 76, 116, 132 and 178 of the 1999 Constitution of the Federal Republic of Nigeria (as amended) which stipulate that elections shall be held not earlier than 150 days and not later than 30 days to the end of the term of the last holder of an office and before the legislative body stands dissolved, as the case may be. This accommodated the series of activities recognized as conditions precedent for the elections (**See Annexure 1**).

By the time the 2011 General Elections were held, there were 63 registered Political Parties. The entire operational machinery for the conduct of elections was reviewed, necessary changes made, including the introduction of new guidelines and regulations.

No doubt, the Action Plans developed for the Voter Registration Exercise and the 2011 General Elections that involved several key stakeholders in the electoral process prepared the Commission for the ground breaking success achieved. The elections were acclaimed both locally and internationally as perhaps the freest, fairest and most credible elections conducted by Nigeria in recent times.

This official Report of the 2011 General Elections will no doubt provide an authoritative account on the elections. The Report consists of seven chapters including the introductory Chapter. Chapter 2 highlights the key processes and decisions taken by the Commission in the preparations towards the 2011 General Elections and takes the reader through from the establishment of the New Commission in June 2010 to the eve of the elections, giving attention to the Voter Registration Exercise. Chapter 3 discusses the conduct of the April 2011 General Elections itself, highlighting issues such as the order of and guidelines for the elections, the organization of the logistics and voting process as well as the management of results. Chapter 4 largely addresses post-election issues, and focuses particularly on the various internal and external lesson-learning reviews the Commission undertook as a measure towards the continuous improvement of the electoral process. Chapter 5 highlights the key issues and challenges the Commission faced in the conduct of the 2011 General Elections. Chapter 6 presents reports from the Commission's State Offices that drew attention to specific and peculiar challenges faced by these offices in the field and how these challenges were addressed. Finally, Chapter 7 concludes the Report by discussing the way forward, highlighting critical success factors that could play a significant role in the preparations for the 2015 General Elections.

## CHAPTER 1

### INTRODUCTION

#### **Background**

The Independent National Electoral Commission (INEC) is established by Section 153 (1) (f) as elaborated by Part 1 of the Third Schedule, Section F of the 1999 Constitution of Nigeria (as amended). The Commission is composed of a Chairman, who is the Chief Electoral Commissioner and 12 members, who are National Electoral Commissioners drawn representatively from the six geopolitical zones of the country. In addition, there are 37 Resident Electoral Commissioners (RECs) for each of the 36 States and the Federal Capital Territory (FCT) of Abuja. INEC maintains a national office in Abuja, 37 State offices as well as offices in the 774 Local Government Areas (LGAs) of the country. Each of these offices is manned by staff, who constitute the bureaucracy of the Commission.

The principal functions of the Commission are first to conduct elections into the offices of President and Vice President, Governors and deputy Governors, the Senate and House of Representatives, the 36 States Assemblies, as well as the Area Councils of the FCT. Secondly, the Commission is charged with producing and maintaining a national register of voters and thirdly, it regulates the activities of political parties.

The tenure of Commissioners is 5 years. The bulk of the present members came into office in June 2010 and the new Commission began its work in the first week of July 2010. Given the subsisting legal framework for conducting elections in Nigeria at the time, this meant that the Commission had barely six months to prepare for the general elections, which had to hold by January 2011. However, demand by stakeholders led to amendments to the law to ensure that the Commission had adequate time to conduct the 2011 general elections. The elections finally took place in April 2011, as the third post-transition elections in Nigeria, following the 1999 elections that brought an end to years of military rule.

The two preceding general elections in 2003 and 2007 were widely criticised as largely flawed, and the Commission was generally held accountable for many of the flaws. Among the major problems identified with those elections for which the Commission was held responsible were a badly compiled roll of voters, shoddy preparations for the elections, poor management of results, aloofness from stakeholders, seeming inability to control the negative actions of political parties

and candidates, as well as outright vote rigging in some cases. Consequently, there was a widespread negative perception of the Commission and its capacity to conduct credible elections at the time the present Commission was inaugurated. This created a major burden on the new Commission to deliver noticeably improved elections in 2011.

This burden and the short time frame meant that preparations began immediately after the Commission was inaugurated and had to be done at a breakneck speed. Preparations focused on the compilation of a new register of voters, which the Commission had decided was a desideratum for free, fair and credible elections, as well as the elections proper. Several internal Committees were established, numerous reviews were undertaken and countless consultations with stakeholders took place. All these culminated in Action Plans for the registration of voters in January-February and the general elections in April 2011.

This Report seeks to provide a succinct official view of the Commission on the 2011 general elections. It focuses on preparations and conduct of the registration of voters and the elections proper, as well as some post-election activities by the Commission. It highlights the key activities, challenges and remedial actions taken by the Commission in delivering the 2011 elections, which have been widely acclaimed as the best in Nigeria's recent history. The Commission hopes that the Report would provide students of elections and government, stakeholders and the general reader a first-hand account of the elections from the viewpoint of those who managed them.

## CHAPTER 2

### PREPARATIONS FOR THE ELECTIONS

#### 2.1 Appointment of a New Commission in 2010

A new Independent National Electoral Commission (INEC) was inaugurated on June 30<sup>th</sup>, 2010 by the President, Commander-in-Chief of the Armed Forces of Federal Republic of Nigeria, Dr. Goodluck Ebele Jonathan, GCFR with a charge to meet the aspirations of Nigerians for free, fair and credible elections (see **Annexure II** for list of the Members of the Commission). On assumption of duty, the new Commission undertook an assessment of the state of affairs at the Commission through briefs it received from the Secretary to the Commission, Directors, Heads of Department and Units.

Subsequently the Commission went on a Retreat to the Lé Meridian Hotel, Uyo, Akwa Ibom State, during which it critically examined the Electoral Management Body it inherited. Its search light, first and foremost, was focused on the register of voters as it then existed, which was discovered to have fallen far short of the level of credibility required for the conduct of free and fair elections. It was found to be replete with irregularities which included under-aged registrants, blank or blurred photographs, multiple registrations of the same persons, and missing names of previously registered voters. The register of voters also excluded a sizeable number of eligible voters. If the Commission had gone ahead to use that register for the 2011 General Elections initially fixed for January, it would not only have disenfranchised a large chunk of voters, but also the credibility of the elections would also have been severely undermined. Indeed, the Commission's decision to do a fresh voter registration is unanimously acclaimed all critical stakeholders in the electoral process who had totally lost confidence in the then existing register of voters. Consequently, the new Commission took the view that an entirely new register of voters was the irreducible minimum for free, fair and credible elections.

Predictably, this decision went down well with all the Stakeholders. Funds were appropriated and released for the commencement of the project. Subsequently the Commission procured and deployed over 132,000 direct data capture machines (DDCMs) - one per each of the 119,973 polling units (PUs) and each of the 8,809 registration areas (RAs), with a provision for some contingency, to facilitate the capture of the biometrics and other data of registrants during the three-week voter registration exercise conducted between January 15<sup>th</sup> and February 4<sup>th</sup> 2011.

The decision to deploy a DDCM per polling unit, though costly, paid off as it helped overcome the otherwise enormous challenges of conducting Nigeria's most elaborate voter registration exercise within a very short time notwithstanding the country's geographic and demographic peculiarities. It is instructive that the thirty three thousand (33,000) DDCMs deployed during the voter registration exercise in 2006/2007 could not have achieved this feat.

The voter registration equipment deployed in 2011 comprised of laptop computers, finger print scanners, high resolution cameras, back-up power packs and integrated printers, configured into the DDCM - packages. These enabled the compilation of a credible register of voters and the production of good quality temporary voters cards that were used for voting in the April, 2011 General Elections as well as subsequent elections. A total of 73,528,040 eligible Nigerians were registered at the end of the exercise.

## **2.2 Legal Framework**

### **2.2.1 Establishment of INEC**

The Independent National Electoral Commission is one of the Federal Executive Bodies established under Section 153 of the Constitution of the Federal Republic of Nigeria 1999 (as amended).

The Commission comprises a Chairman who is also the Chief Electoral Commissioner of the Federation and twelve other members known as National Electoral Commissioners. The Chairman and members of the Commission, as stipulated by the 1999 Constitution (as amended) must be persons of unquestionable integrity and must not be members of any political party. They are appointed by the President after consultation with the National Council of State, subject to confirmation by the Senate of the Federal Republic.

There is for each state of the Federation and the Federal Capital Territory, a Resident Electoral Commissioner (REC) who is appointed by the President, who must also be a person of unquestionable integrity and must not be a member of any political party.

## **2.2.2 Powers of the Commission**

The Commission is empowered by the Constitution of the Federal Republic of Nigeria 1999 (as amended) to:

- a) *Organize, undertake and supervise all elections to the offices of the President, Vice President, the Governor and Deputy Governor of a State, and to the membership of the Senate, the House of Representatives and the House of Assembly of each State of the Federation;*
- b) *Register political parties in accordance with the provisions of this Constitution and an Act of the National Assembly;*
- c) *Monitor the organization and operation of the political parties, including their finances, convention, congresses and party primaries;*
- d) *Arrange for the annual examination and auditing of the funds and accounts of political Parties, and publish a report of such examination and audit for public information;*
- e) *Arrange and conduct the registration of persons qualified to vote and prepare, maintain and revise the register of voters for the purpose of any election under this Constitution;*
- f) *Monitor political campaigns and provide rules and regulations which shall govern the political parties;*
- g) *Ensure that all Electoral Commissioners, Electoral and Returning Officers take and subscribe to the oath of office prescribed by law;*
- h) *Delegate any of its powers to any Resident Electoral Commissioner; and*
- (i) *Carry out such other functions as may be conferred upon it by an Act of the National Assembly.*

In addition to the functions conferred on it by the Constitution, the Commission is empowered by the Electoral Act 2010 (as amended) to:

- a) *Conduct Voter and Civic education;*



- b) *Promote knowledge of sound democratic election processes;*
- c) *Conduct any referendum required to be conducted, pursuant to the provision of the 1999 Constitution or any other law or Act of the National Assembly;*
- d) *Issue guidelines for the conduct of elections and regulate other activities of the Commission.*

### **2.2.3 Laws and Regulations that governed conduct of the 2011 General Elections:**

These are:

- (a) The Constitution of the Federal Republic of Nigeria, 1999 (as amended). The Constitution not only establishes the Independent National Electoral Commission and provides for its powers, it also empowers the Commission to appoint dates for elections. The 1999 Constitution of the Federal Republic of Nigeria (as amended) also provides the basic criteria for qualifications and disqualifications for contesting all the elective positions into the Executive and Legislative Arms of Government at the State and Federal levels.
- (b) The Electoral Act 2010 (as amended), is an act of the National Assembly which provides additional powers to the Commission on how to effectively conduct elections. The Electoral Act 2010 (as amended) provides for the registration of voters, procedures for election, procedure for election into Area Councils, among other provisions, relating to the consideration and determination of election petitions, regulation of political parties and the process of handling electoral offences, etc. and
- (c) Guidelines and Manuals issued by the Commission to guide the conduct of the 2011 General Elections.

### **2.3 Electoral Process Review**

As stated in Chapter 2 in this report the new Commission, after its inauguration, proceeded on an election process review Retreat in Uyo, Akwa Ibom State.

It became imperative to conduct a review of the electoral process in order to restore the sanctity of the ballot and the integrity of the Commission as an independent and credible electoral empire.

The first landmark decision of the Commission in furtherance of the process review was to conduct a fresh voter registration exercise based on deployment of one DDCM to each of the polling units throughout the country.

Next, the Commission embarked on a verification exercise of all the polling units, and Registration Areas nationwide. This involved physical confirmation of the existence, location, name and code number of the units and the Registration Areas. It was the first time such an exercise was undertaken in preparation for the conduct of a fresh voter registration exercise. At the end of the verification exercise a report was published.

The report of the exercise which was published on the Commission's website, confirmed that there were 119,973 verified polling units and 8,809 Registration Areas nationwide, a slight reduction in the number earlier recorded. Copies of the report were also given to political parties, security agencies and other stakeholders, prior to the commencement of the voters registration exercise.

Thirdly, the ad-hoc staff recruitment policy of the Commission was reviewed through the formalization of INEC/NYSC partnership. Consequently, a Memorandum of Understanding (MoU) was signed between the Commission and NYSC Directorate with the latter pledging its Corps members as the main source of the Commission's ad-hoc personnel requirements. Students of Federal Tertiary Institutions were to fill whatever gaps in ad-hoc personnel requirements should the need arise.

By far, the most outstanding area of the process review was in the setting up of the Action Plan Implementation Committee (APIC) (and later) the Expanded Action Plan Implementation Committee (EAPIC) to drive the process. States were directed to set up respective State Action Plan Implementation Committees (SAPICS) which coordinated the implementation of the projects and programmes identified and funded in the planning for the registration of voters and the 2011 General Elections. It is to the credit of this Committee that the funding gaps were identified and covered.

The successful conduct of 2011 General Elections can be said to rest largely on the introduction of the Remodified Open Secret Ballot System (REMOBS) of voting at

the elections, which separated the period of voter accreditation as distinct from the period of actual voting.

There is no doubt that the Open Secret Ballot System which was first used in 1993 for the “June 12” Presidential elections was a masterpiece in electoral engineering in Nigeria. The adoption of REMOBS was yet another major innovation in the electoral process. This necessitated the review and issuance of Operational Guidelines, especially in the creation of Voting Points averaging 300 voters per polling units. This approach was largely responsible for the effective accreditation of voters between the hours of 8.00 am and 12.00 noon.

Other new measures introduced preparatory to and during the conduct of the voter registration and the elections included the establishment of Registration Area Centres (RACs), the use of Senior Academic Staff of Tertiary Institutions and Federal Agencies as Collation and Returning Officers for the elections. These innovative approaches to the management of the elections were indeed the products of the review process. The successful delivery of both the voter registration exercise and the April, 2011 general elections owed a lot to this review process.

## **2.4 Funding for the Election**

The Commission had made a budget submission for 2010 Appropriation in preparation for the 2011 General elections. Details of this submission are as follows:

2010 Capital project Cost	-	₦5,604,026,520
2010 Personnel Cost	-	₦10,939,834,261
2010 Overhead Cost	-	₦2,156,719,561
2010 Electoral Expenditure	-	₦23,369,507,879
		<b><u>₦42,070,088,221</u></b>

In response to a national outcry for free, fair and credible 2011 elections and especially the need to produce a credible Voters’ Register, the new Commission made a supplementary budget submission as an addition to the already approved 2010 budget for the Commission which was incorporated in the 2010 Supplementary Appropriation Act as follows:-

* Electoral Recurrent expenditure	-	₦25,810,441,531
* Electoral Capital expenditure	-	₦61,911,520,000
		<b><u>₦87,721,961,531</u></b>

The Commission further made submission in the 2011 appropriation for the funding of the conduct of the 2011 General Elections and other operational cost a follows:-

- Personnel Cost	-	₦16,116,938,292
- Overhead Cost	-	₦4,147,049,391
- Electoral Recurrent	-	₦24,801,481,539
- Capital Project Cost	-	₦7,114,878,288
		<b><u>₦52,180,347,510</u></b>

The Action Plan Implementation Committee (APIC) was set up to undertake among other things, the difficult task of realigning the 2010 Main and Supplementary Electoral budget provision of ₦111,091,469,410 as well as 2011 Electoral Recurrent provision of ₦24,801,481,539 which totaled ₦135,892,950,949.. The objective was to meet the requirements for the procurement of goods and services in support of the electoral process.

The procurement planning phase for the 2011 Elections consisted of a number of steps, mainly, the identification and assessment of the procurement needs for the Elections through adequate market surveys, the breakdown of the procurement needed into contract slots, the determination and selection of the procurement methods to adopt, the prescription of the appropriate thresholds for approval for each aspect of the procurement and the scheduling of a time-line for each of the above segments of activity and the overall procurement process which was intended to lead to the acquisition of goods and services at the right time, in appropriate quantities, quality, values and prices.

The procurement plan for the 2011 Election was as follows:

<b>S/N</b>	<b>Description of Procurement</b>	<b>Contract Slot</b>	<b>Procurement Method</b>	<b>Delivery /Completion Date</b>
1.	Direct Data Capture Machines	3 No	Direct competitive Procurement through OEMs	29/11/2010
2.	Ballot Papers and Result Forms	Various	Security Items Procurement	20/3/2011
3.	Non sensitive Electoral Materials	Various	National Competitive Bidding	20/3/2011
4.	Electoral Vehicles & Vehicles Spare Parts	Various	National Competitive Bidding	30/12/2010

## **2.5 Sourcing, Recruitment and Training of Ad-Hoc Election Officials**

The crucial role of election officials in the conduct of credible and peaceful elections was recognized early in the Commission's preparations for the general elections. Consequently, efforts were made to ensure that officiating of the 2011 General Elections was enhanced by timely sourcing, recruitment, and training of the ad-hoc staff before the commencement of the electoral activities.

In order to achieve this goal a task-force was set-up, to among other things identify the source of the ad-hoc personnel requirements estimated to be 368,812; liaising with the National Youth Service Corps (NYSC), Federal Tertiary Institutions and other Federal Agencies.

The work of the task-force subsequently led to the establishment of an INEC-NYSC Bi-lateral Committee and the signing of a Memorandum of Understanding (MoU) between the Commission and NYSC Directorate. The MoU spelt out the mutually agreed commitments of the two agencies, especially on the recruitment, deployment, payment, welfare and disciplinary procedures of NYSC members that were engaged to undertake ad-hoc electoral duties on behalf of the Commission.

The role played by University Staff as Collation Officers at the Registration Areas, Local Government Areas, Constituency Collation levels, particularly as Returning Officers, raised the level of credibility of the elections. Their involvement in the process substantially addressed the incidence of declaration of false election results and declaration of results of inconclusive elections.

### **2.5.1 Training of Election Officials**

The training department through the Electoral Institute (TEI) undertook the training of the ad-hoc personnel. The training covered, among other things, techniques of conducting voter registration and the duties of election officials.

A manual which outlined the step-by-step procedure and activity an official was expected to undertake in the execution of his/her duties, either as a voter registration official or an election official was developed and published by the Commission as a source text for achieving the training objectives.

The training of election officials was undertaken at the various States and Local Government Areas nationwide. In respect of NYSC members, training was done for them in their Local Government Areas (LGAs) of primary assignments. Training at NYSC Orientation Camps was essentially for newly enlisted NYSC members who were undergoing orientation at the time the training exercise was undertaken. The training methodology used was the cascade training system based on training of trainers (ToT) by master trainers.

#### **Training of Master Trainers**

This was conducted for 74 Master Trainers drawn from the 36 States and FCT Offices (2 each) as well as another 74 drawn from the Headquarters. The training covered among other things: techniques of training, election procedures, election ethics and offences, duties of election personnel and conflict management.

#### **Training of Middle Level Trainers**

The training of 9,000 middle-level trainers was held in the 36 States and FCT Offices.

The training was designed to build up a core of trainers that eventually trained polling unit officials at the LGAs and the NYSC Orientation Camps. Successful trainers emerging from this training also served as Supervisory Presiding Officers

(SPOs) during the April 2011 General Elections. The SPOs were drawn principally from collaborating Federal Agencies; NYSC, NIMC, NPC, NOS and NIS. Additionally all the Electoral Officers (EOs) as well as the Assistant Electoral Officers (AEOs) were trained, as middle-level trainers.

### **Training of Polling Unit Officials**

The training of 368,812 polling unit officials was conducted for NYSC members at their LGA of posting or the NYSC orientation camps. In order to speed up the training process, Training Consultants were used for the training at the NYSC orientation camps, while the middle-level training was conducted at the LGAs, under the coordination of the training department of the Electoral Institute.

One feature of the training in all stages was the conduct of an evaluation exercise, and only those that satisfied the minimum standards were subsequently engaged.

## **2.6 Public Enlightenment and Voter Education**

Civic and voter education are a core mandate of the Commission. The primary objective of voter education is building of election literacy among the population.

The strategic objective of the Commission in terms of this mandate has been to produce an enlightened and politically sophisticated citizenry with the capacity to make informed choices at elections; choices that would confer legitimacy to elected representatives and executives.

Prior to the conduct of the April 2011 General Elections, the Commission undertook an elaborate public enlightenment and voter education programme through the print and electronic media, including interactions with stakeholders, faith-based organizations, traditional rulers especially at the grassroots levels. Bill Boards were also strategically located throughout the country as part of the programme. The message contents of the programme included: the locations of polling and registration centres, lists of candidates for clearing or verification and dates and locations of specific electoral activities such as voter registration, display of preliminary list of voters to enable claims and objections.

To achieve the goal of effective voter education, the Commission collaborated with the National Orientation Agency (NOA), Civil Society Organisations (CSOs) and other relevant stakeholders. The Commission also received support for voter

education from the International Federation for Election Systems (IFES), the International Republican Institute (IRI) and the UNDP. These collaborative efforts enabled INEC to reach many Nigerians in various communities, especially the rural areas.

With regards to voter education, the focus was on voter registration procedures, the accreditation and voting process during elections, responsibilities of political parties, rights, duties and obligations of voters as well as anti-violence campaigns.

The Commission's public enlightenment programme - INEC Half Hour programme on private and National television networks was strengthened both in content and form to function as a veritable voter enlightenment platform in support of elections and democracy. This was in addition to the Electoral Magazine; an in-house periodical, the daily Bulletin, as well as the Commission's website.

Above all, the Commission's voter enlightenment education programme which got an unprecedented boost through the utilization of conventional public education strategies such as radio and television, jingles, drama-sketches, advertisements, commentaries, sponsored editorials, posters, handbills, stickers, face-caps, messages-bearing T-shirts and wrist bands, non-formal channels such as town criers, staging of live dramas, public enlightenment tours, engagement with community-based organizations, opinion leaders, etc., provided simple but very effective ways of delivering voter information and education to the electorate.



## **2.7 Registration of Political Parties and Candidates Nomination Process**

The Commission derives its powers to register political parties from Section 15(b) of Part 1 of the Third Schedule of the 1999 Constitution of Nigeria (as amended). Specifically, the Section states: *“The Commission shall have power to register political parties in accordance with the provisions of this Constitution and an Act of the National Assembly”*. Section 222 (a) to (f) of the Constitution spells the statutory requirements for registration of political associations as political parties.

No new political parties were registered before the 2011 elections. Accordingly, the 2011 General Elections were conducted with the sixty-three (63) Registered Political Parties that existed as at December 2010 (see **Annexure III**).

A total of fifty-six (56) political parties representing about 89% of the registered political parties participated in the 2011 General Elections. The parties fielded candidates for various elective offices including State Houses of Assembly, National Assembly and Governorship positions across the thirty-six (36) States of the Federation and the Federal Capital Territory.

The Presidential election in 2011 was contested by twenty (20) political parties representing about 32% of the Registered Political Parties. Nineteen (19) of the political parties elected their candidates through Indirect Primaries, while one (1) political party elected its Presidential Candidate through Direct Primaries.

As provided by Section 85(1) and 85(2) of the Electoral Act 2010 (as Amended), the Commission monitored the party primaries held in the thirty-six (36) States of the Federation and the Federal Capital Territory (FCT). The Commission also monitored the National Conventions of the twenty Political Parties which elected their respective Presidential Candidates for the April 2011 General Elections.

A summary of the number of Political Parties Primaries in the Legislative and Governorship elections is given in **Annexure IV (a) and IV(b)**.

### **National Conventions and Presidential Primaries**

A total of twenty (20) political parties followed the process of nominating Presidential Candidates which culminated into their respective National Conventions.

**Annexure V** summarizes the list of political parties that participated in the Presidential Election and the mode of nomination they respectively adopted.

The respective Presidential Candidates and their running mates were duly presented to the Commission on the prescribed legal forms in line with the approved Time-Table of activities for the 2011 General Elections.

## **2.8 Fresh Registration of Voters**

The new Commission after inauguration conducted a thorough examination of the existing National Register of Voters used for the 2007 General elections and subsequent bye elections. A policy decision was thereafter taken to conduct a fresh national voter registration exercise, after consultation with stakeholders and government. It was generally agreed that the existing register lacked credibility both in real content and public perception and had to be discarded.

The Commission requested and received from government the necessary approvals for funding and other policy instruments for the purpose. Consequently, the Commission proceeded to procure the voter registration equipment. In all, 132,000 Direct Data Capture Machines were procured through OEMs. The Commission also conducted quality checks on the production and integration process, part of which were visits by National Commissioners along with technical personnel to the production facilities of the selected OEMs.

In its desire to reduce costs and to avoid dependence on Vendor-driven software, the Commission decided to undertake the registration exercise based on Open Source platform and technology. Implementation of this process was coordinated by an ICT Consultant and a team of software developers who were able to undertake the challenging task of developing the software within two months. The registration software, with correct delimitation data, was pre-installed into the hard-disks of the DDCMs at the point of production. The BIOS of the machines were also locked to prevent any alterations made to the machines. These activities prepared the DDCMs for onward delivery to the States, ready for field data capture. At the Commission's State Offices, the machines were configured one per each polling unit.

The Commission also decided on the methodology for field work and part of the strategy was the introduction of Registration Area Centres (RACs) situated at the wards with personnel that were to handle daily data backups. They also provided

coordination points for overnight charging and storage of DDCMs and other technical support issues.

The decision to use a DDCM for each PU was to prevent occurrences of registration of people into wrong PUs which was one of the issues that marred the previous registers of voters.

The fieldwork was carried out amidst challenges, but the end result has been the creation of databases containing all the registers for the Local Governments, States and a National Register of Voters used for the 2011 General Elections, in compliance with provisions of the Electoral Act 2010 (as amended).

The software design included an Automated Fingerprint Identification System (AFIS) and through this, the Commission was able to identify about 870,000 duplications.

## **2.9 Operations Planning**

One of the major challenges that characterized previous elections was the issue of multiple voting. The Commission took the view that a major way to check this in the 2011 elections was to have two distinct phases in the voting process: (i) Accreditation of voters, between 8.00 am and 12.00 noon, simultaneous across the country and (ii) vote casting from 12:30 pm, until the last person on the queue has voted. This arrangement makes it extremely difficult for any multiple voting to take place. Naturally this came with its own challenges especially adequacy of time on Election Day. This necessitated the creation of Voting Points.

### **2.9.1 Voting Points**

Voting Points are locations within polling units where queues of not more than 300 voters are formed for accreditation and voting, manned by a poll clerk, usually an Assistant Presiding Officer (APO). Thus a polling unit with 900 registered voters would be divided into three (3) voting points with about 300 voters at each voting point. This way it was possible to accredit about 300 voters within the four-hour period provided for accreditation.

### **2.9.2 Operations Costs**

At the on-set, the Commission agreed on the costs of operations as well as honoraria to be paid to ad-hoc staff. **Annexure VI** gives a breakdown of various costs and rates.

To ensure successful conduct of the elections, the Commission, through the Operations department computed the operations cost and disbursed same to the State Offices, and NYSC (in the case of ad-hoc staff).

### **2.9.3 Sourcing of Ad-Hoc Electoral Personnel**

The Commission's guidelines require each polling unit to be manned by at least three (3) persons: The Presiding Officer (PO) and two (2) Assistant Presiding Officers (APOs). The decision to create voting points in order to facilitate the Accreditation Process, meant additional polling unit officials to conduct the elections. Thus with a voting population of 73,528,040 and 119,973 verified polling units, the total number of polling unit officials – Presiding Officers and Assistant Presiding Officers – were about 400,000. The Commission sourced these from among serving NYSC members and Students of Federal Tertiary Institutions.

Other ad-hoc staff used included supervisory Presiding Officers, as well as Collation Officers and Returning Officers. The Commission sourced these officials from Federal Universities, Federal Polytechnics and Federal Colleges of Education (Collation Officers) and the Federal Public Service (SPOs).

### **2.9.4 Registration Area Centres (RACs)**

Operationalizing the RACs was another major strategy in the conduct of the 2011 General Elections. The RACs were staging posts as it were, usually public schools, where overnight camping facilities are provided which served as points for distribution of election materials to polling units. The RACs had during the Voter Registration Exercise been prepared to provide camping sites and overnight charging facilities for the DDCMs, a role which was critical to the success of the exercise.

### **2.9.5 Issuance of Guidelines for Field Operations**

The Commission issued guidelines for field operations which explained in detail the procedures for Accreditation of voters, vote casting procedure as well as establishment of voting points within the polling units.

### **2.10 Logistics Management**

Logistics played a major role in the success of the 2011 General Elections. Through adequate and necessary arrangements anchored on painstaking planning, there was provision of consistent and coherent logistics services which were crucial to the conduct of the 2011 General Elections.

The logistics strategy of the 2011 General Elections focused on the following:

a) **Procurement of Materials and Equipment**

Materials are classified broadly into sensitive and non-sensitive materials. Some of the major non-sensitive materials procured included 9,000 units of 6.5 KVA generating sets for use at the Registration Area Centres, to address challenges of power outages or non-availability of electricity.

Sensitive materials procured included Ballot Papers and Results Forms, which were all printed abroad. A major security innovation introduced included customization of the Ballot Papers to each constituency for all the elections, except for State Assembly Elections.

Quantity of materials procured were generally guided by the delimitation data of the Federation and States. The quantity of each material procured was based on any or combinations of the following:

- (i) The number of Polling Stations
- (ii) Registration Areas/Wards
- (iii) Local Government Areas
- (iv) Collation Centres
- (v) Constituencies
- (vi) Election Officials
- (vii) Voters Population

**b) Distribution of Election Materials**

The Non-Sensitive materials for the 2011 General Elections were moved to all the States from the Central Stores at the Headquarters, and the six (6) Zonal Stores. The same materials were moved from the State Offices to the LGA Offices not later than seven (7) days to each election.

The Ballot Papers arrived the Country through four International Airports i.e. Nnamdi Azikiwe International Airport, Abuja; Murtala Mohammed International Airport, Lagos; Mallam Aminu Kano International Airport, Kano and Port Harcourt International Airport, Port Harcourt.

The Ballot Papers for the North Central and part of North West States were received at the Abuja Airport. Mallam Aminu Kano Airport, Kano received materials for North East and part of North West States. Port Harcourt Airport handled materials for South South and South East States while the materials for the South West States were received at the Murtala Mohammed International Airport, Lagos.

The Central Bank of Nigeria (CBN) handled on behalf of the Commission the receipt, storage and transportation of Ballot Papers to the States through their State branches.

The Result Sheets (Form EC8 series) were received, airlifted and distributed to various States of the Federation in readiness for the polls. The Nigeria Airforce provided the aircrafts for the transportation of this sensitive material and other materials produced for the conduct of the elections.

The Commission also procured 150,000 additional Transparent Collapsible Ballot Boxes (TBBs). Both the old and new TBBs for the elections were coded and made specific to each state, Registration Area and Polling Units.

**c) Deployment of Temporary Storage Facilities**

As the Commission prepared for the procurement of both Sensitive and Non-Sensitive materials, the issue of storage facilities at both State and Local Government Offices became pertinent. This situation was however remedied by a donation of one hundred and eleven (111) empty containers to the Commission by Julius Berger Nig. Plc. The containers were received and distributed to the State Offices as approved by the Commission. Similarly the Dangote Group donated

two hundred (200) empty containers to the Commission which were equally distributed to the States.

**d) Provision of Transport Facilities for the Elections**

The success of any electoral activity is predicated on an unhindered movement of men and materials to the various points of use. Nigeria is a vast country with difficult terrains; ranging from riverine, to desert, through mountain range and dense tropical forests. The challenge of providing adequate and appropriate transportation mode to effectively and efficiently move men and materials on election days is enormous and requires huge financial resources.

The Commission, as a way of mitigating this challenge and taking care of the transportation needs of the 2011 General Election, procured and allocated to its LGA Offices over 550 Hilux Double Cabin Pick-Up Vehicles, sixty (60) Boats of various capacities and six hundred and fifty (650) Motorcycles to beef up the vehicular resources in the States. Ten (10) IVECO 17 Tonnes Trucks and other utility vehicles were also acquired for electoral operations at the Headquarters.

**e) Provision of Security for Men and Materials**

Logistics Management in the Commission requires the provision of adequate security for men and materials during elections. Security was required to safeguard materials, especially the sensitive ones. Security was also required to accompany these materials whenever they were moved to states, Local Government and Polling Units.

The Commission through its Police Unit provided security for all election materials on transit from the Headquarters to the State Offices, while the CBN Police Unit took care of materials guarded by their office on behalf of the Commission.

The establishment of the Inter-Agency Consultative Committee on Election Security (ICCES) at the Federal, State and Local Government Area levels, went a long way to facilitate effective coordination of the role of security agencies in securing the electoral process.

## **2.11 Engagement with Stakeholders**

Appreciating the enormity of the task involved in conducting elections in the Country, the Commission placed high premium on interactions with stakeholders to drive the electoral process for sustainable democracy.

To this end, zonal meetings were held with royal fathers during which the Commission availed itself of advice so generously given by them. Similarly, such meetings were held with Civil Society Organisations (CSOs); Ministries, Commissions and Parastatals such as: the Federal Ministry of Information and Communications (FMIC); the National Population Commission (NPC); Nigeria Communications and Satellite Company (NIGCOMSAT); National Identity Management Commission (NIMC); the National Orientation Agency (NOA); and the National Broadcasting Commission (NBC), among others.

Some Primary Stakeholders in the Electoral Process with whom the Commission interacted included:

- **Political Parties and Candidates**

The Commission's legal and constitutional basis for conducting free, fair and credible elections was strengthened by the active participation of the political parties in preparation for the elections. Engagement at various levels and fora allowed for the widest possible consultation and facilitated the promotion of public confidence in the integrity of the Commission as a non-partisan and neutral body.

- **Domestic and International Election Observers**

The Commission partnered with election observers who assessed the conduct of the elections and reported on the credibility of the process. The Commission allowed observation of the entire process in accordance with the requirements for transparency.

- **Media**

The media played an important role in educating and enlightening the voters on voting procedures. Importantly, the Media also played a *watchdog* role in support of the electoral process. The inclusion of the Media at all stages of the election process encouraged and facilitated maximum voter participation and confidence.



Social Media was for the first time used effectively for voter education, public enlightenment and information dissemination both before and during the elections.

#### ▪ **Voters and Prospective Voters**

The electorate which consists of the eligible voters were well informed through the various public enlightenment and voter education programmes in the media. For Persons Living with Disabilities and other people with special needs including non-literates who are voters, efforts were made to accommodate their special needs in the voting procedures.

#### ▪ **Civil Society Organizations (CSOs)**

Civil Society Organizations partnered with the Commission in the areas of Election observation, sensitization and mobilization of the electorate to ensure adequate political participation, both during the voters registration and the elections.

#### ▪ **Security Agencies**

The relationship between the Commission and security, military, and paramilitary agencies was strengthened through the establishment of ICCES. Their objective was to provide security for electoral personnel and materials as well as maintenance of law and order. This has been discussed in greater detail elsewhere in this report.

### **2.12 Engagement with Development Partners**

The Commission is fortunate in that several Development Partners offered to work with it in pursuit of its primary objective of conducting free, fair and credible elections. Indeed the Commission enjoyed tremendous support from many Development Partners, before, during and after the elections. In fact, the goodwill was overwhelming. The cooperation between the Commission and Development Partners had been built on a number of principles, namely:

- The Commission had sought in these partnerships to ensure that it retained control of the overall purpose of the support received. In this regard, the

Commission always tried to develop the agenda and subsequently got the buy-in of partners.

- The Commission tried as much as possible to encourage partners to organize activities rather than transfer funds to the Commission. It was only in a few cases that actual funds were spent on projects by the Commission.
- Support by Development Partners only served to augment the work of the Commission, particularly in areas where there were budgetary shortfalls or where no budgetary provisions were made by the Commission.
- The Commission sought to ensure flexibility in the support offered by Development Partners. This made it possible for funds to be applied to urgent, unanticipated needs.
- The Commission's activities with Development Partners had sought to emphasize the long-term strategic interests of the Commission and Nigeria, while also filling immediate needs.

The Joint-Donor Basket Fund, established by a group of Development Partners and managed by the UNDP was quite helpful in providing needed funding support, which is facilitative of the objective of free, fair and credible elections.

## Classification of Development Partners

Three principal genres of Development Partners worked with the Commission namely; Embassies and High Commissions, Multilateral Development Agencies, as well as Foundations. The following Table summarizes these categories:-

<b>Classification of INEC's Development Partners</b>	
<b>Embassies</b>	<ul style="list-style-type: none"> <li>• Indian Embassy</li> <li>• US Embassy</li> <li>• British High Commission</li> <li>• Canadian High Commission</li> <li>• Japanese Embassy</li> <li>• South Korean Embassy</li> </ul>
<b>Multilateral Development Agencies</b>	<ul style="list-style-type: none"> <li>• Joint Donor Basket Fund/UNDP</li> <li>• Commonwealth Secretariat, London</li> <li>• World Bank</li> <li>• Department for International Development (DFID)</li> <li>• European Union (EU)</li> <li>• African Union (AU)</li> <li>• ECOWAS</li> </ul>
<b>Foundations and other Agencies</b>	<ul style="list-style-type: none"> <li>• Ford Foundation</li> <li>• MacArthur Foundation</li> <li>• OSIWA-OSJI</li> <li>• Friedrich Ebert Stiftung (FES)</li> <li>• International Foundation for Electoral System (IFES)</li> <li>• International Republican Institute (IRI)</li> <li>• International IDEA</li> </ul>

## Areas of Support

The bulk of support from Development Partners went to four main areas as highlighted below:

- **Diverse aspects of Technical Assistance to the Commission:** This included providing Consultants who advised the Commission on voter

registration, DDC machines, voter education, media work, transmission of results and election management generally.

- **Support for Training:** Several workshops and trainings programmes were funded, including BRIDGE training. Perhaps however, the most important support to training was from JDBF/UNDP. In December 2010 when the Commission was preparing to train staff for the voter registration exercise, it discovered a budgetary shortfall of about N850 million (about \$5.6million). Consequently, the Commission approached the JDBF/UNDP, which made up the shortfall.
- **Experience Sharing:** Many of the Development Partners supported experience sharing between the Commission, experts and other election management bodies. For instance, the Open Society Justice Initiative (OSJI) and Open Society Initiative for West African (OSIWA) sponsored three heads of EMBs in Africa namely, South Africa, Ghana and Sierra Leone to visit the Commission to exchange ideas and share experience with the Commission in 2010.
- **Support for Retreats:** The Commission also received support from Development Partners to enable it to conduct reviews of the registration of voters and the General Elections of 2011. Thus, most of the post-election Retreats organized by the Commission were funded by IFES and UNDP.

The various types of support received from the Development partners are listed under **Annexure VII**.

## CHAPTER 3

### CONDUCT OF 2011 GENERAL ELECTIONS

#### 3.1 Election Timetable and Order of Elections

The Commission first issued a Time Table and Schedule of Activities for the 2011 General Elections on 7<sup>th</sup> September, 2010. This Time-Table was amended following amendments made to the 1999 Constitution and the Electoral Act 2010. Thus a new Time Table and Schedule of Activities for the 2011 General Elections was issued on the 23<sup>rd</sup> November, 2010 which superseded the earlier one issued. This Time-Table and Schedule of Activities contained detailed activities, leading to the conduct of the elections. National Assembly Elections were scheduled for 2<sup>nd</sup> April, 2011; Presidential Election on 9<sup>th</sup> April, 2011; while Governorship and State Assembly Elections were scheduled for 16<sup>th</sup> April, 2011. It should be noted that the above dates for the elections were changed because of logistics problems which occasioned the rescheduling of the elections as follows:

- i. National Assembly - 9<sup>th</sup> April, 2011
- ii. Presidential Election - 16<sup>th</sup> April, 2011
- iii. Governorship and State Assembly Elections - 26<sup>th</sup> April, 2011
- iv. Kaduna and Bauchi Governorship Elections - 28<sup>th</sup> April, 2011
- v. Imo Governorship Elections - 5<sup>th</sup> May, 2011

The Federal High Court, Abuja in a judgment delivered on 23 February, 2011 and which was affirmed by the Court of Appeal, Abuja on 15 April, 2011 decided that the tenure of office of Governors of: Adamawa, Bayelsa, Cross River, Kogi and Sokoto States shall be calculated from the date they took the Oath of Office, after the nullification of their elections. The Commission accordingly issued another Time-Table and Schedule of Activities for the conduct of elections in the affected states. The Governorship Elections in the affected States were scheduled to hold as follows:

- i. Kogi State - 3<sup>rd</sup> December, 2011;
- ii. Adamawa State - 14<sup>th</sup> January, 2012;
- iii. Bayelsa State - 11<sup>th</sup> February, 2012;
- iv. Sokoto State - 10<sup>th</sup> March, 2012; and
- v. Cross River State - 14<sup>th</sup> April, 2012

Consequent upon the judgment of the Supreme Court delivered on 27 January, 2012 which held that the tenure of office of the Governors of the affected states expired alongside other governors of the Federation, and given the fact that election in Kogi State had already been conducted, the Commission rescheduled the elections in all the other affected States as follows:

- i. Adamawa State - 4<sup>th</sup> February, 2012
- ii. Bayelsa State - 11<sup>th</sup> February, 2012
- iii. Sokoto State - 18<sup>th</sup> February, 2012
- iv. Cross River State - 25<sup>th</sup> February, 2012

### **3.2 Guidelines for the 2011 General Elections**

The Commission issued guidelines for the 2011 General Elections. The highlights included the separation of the period of accreditation from the period of voting. The procedure assisted in no small measure in checking multiple voting, ballot box stuffing and snatching because accreditation and vote casting took place at separate times but simultaneously in all polling units, throughout the Country.

### **3.3 Candidates for Elections**

Whereas there were sixty-three (63) registered Political Parties in Nigeria, eight (8) Political Parties did not sponsor any candidates for the 2011 General Elections. This included the National Democratic Party (NDP) which claimed that its candidates were entitled to be declared unopposed for being the only validly nominated candidates at the close of nomination consequent upon the 1<sup>st</sup> Time-Table and Schedule of Activities issued by the Commission on the 7<sup>th</sup> of September, 2011. The Party consequently did not sponsor candidates for the election in compliance with the 2<sup>nd</sup> Time Table and Schedule of Activities issued by the Commission.

### **3.4 Election Observation**

Conscious of the place of Election Observation in providing legitimacy and improving the credibility of elections the world over, the Commission in the 2011 electoral year provided a framework for robust observation of all its activities beginning with the Voter Registration Exercise, and the General Elections. The principle underpinning the Commission's relationship with civil society

organisations and international agencies on election observation was that as many genuine observer groups as were interested in observation be allowed unhindered opportunity to carry out elections observation. It was in keeping with this principle that a total number of 354 observer organisations were accredited to participate in the exercise, of which 337 were local and 17 were International. The creation of “Help Desks” and appointment of officers for election observation to man them in the States proved to be quite helpful. The Desk Officers assisted the Observers in carrying out their job and attended to their enquires in the field. A key principle in relating with observer groups is the discontinuation of grants to accredited local observers. The Commission is of the view that no financial grant should be extended to any group whose focus is to assess its work.

As the 2011 General Elections drew closer, advertisements were placed on both the Commission’s website and in major national dailies, requesting for applications from observer groups interested in observing the 2011 General Elections. At the close of receipt of applications, many Local and International Observers Groups and Missions responded with 554 groups applying to participate.

At the end of the exercise, out of the 554 applications received from observer groups (both Domestic and International), 357 observer groups adjudged credible, were accredited to participate in the elections observation.

Prominent among the international agencies accredited were EU, AU, ECOWAS, Commonwealth, Human Rights Watch, NDI, IRI, Carter Centre as well as some foreign missions in the Country.

The Commission issued guidelines for election observation stating the scope, responsibilities and proper boundaries for the exercise. The guidelines reflected the provisions of the Country’s Electoral Act 2010 (as amended) as well as the minimum standards for global election observation to which Nigeria has subscribed as a sovereign member of the International Community.

To further enhance election observation and improve the capacity of observers, the Commission organised and conducted a pre-election workshop for participants. Representatives of Domestic and International Observer Groups as well as foreign missions attended the Workshops. The workshops provided opportunity to address many issues of concern to the Observers before deployment to the field.

### **3.5 Election Observation, Monitoring and Supervision:**

Writing as far back as 1930, Jose Ortegay Gasset said “the health of any democracy, no matter its type or status, depends on a small technical detail: “the conduct of elections”. Everything else, he said, is secondary. The Commission distinguished between election observation, monitoring and supervision by the role and mandate of the three activities in terms of their level of intervention in the process.

The mandate of election observers is to assemble information and make informed judgments without interfering in the process. The mandate of Commission’s election monitors is to observe the electoral process and to intervene if laws or standard procedures are being violated or ignored. The mandate of an election supervisor on the other hand is to certify the validity of all or some of the steps in the election process, either prior to or after the election has been concluded. This is in line with Section 15 (a) of Part I of the Third Schedule to the 1999 Constitution (as amended) which, amongst other functions, empowers the Commission to “organize, undertake and supervise all elections...”

Supervision of the processes of the 2011 General Elections was carried out by Members of the Commission, and competent management staff of the Commission.

The objectives of monitoring and supervision before, during and after the 2011 General Elections were as follows:

- a. To assess the capacity of the Commission to conduct the elections.
- b. To assess the State of preparedness of the Commission at LGA, State and National levels of the electoral process.
- c. To assess the adequacy of procedures for the elections.
- d. To assist in the identification of deficiencies or ambiguities in the preparation for the elections.
- e. To observe, monitor, and supervise poll opening and closing, declarations of election results, and return on elections.



- f. To ascertain the effectiveness of training of ad hoc staff and other staff in the discharge of electoral duties.
- g. To detect infractions of procedures and to correct same to add credibility to the electoral process.
- h. To provide technical and administrative support to the process at the State and LG levels.
- i. To prepare comprehensive reports that may inform decision and future planning of pre-election monitoring. (Readiness Assurance was carried out prior to every election).
- j. To verify the accuracy of delimitation particulars which include number of Registration Areas (RAs), registered voters, polling units and voting points.
- k. To ascertain whether or not legal requirements for the election have been met, which entails finding out if:
  - The official register had been published;
  - List of nominated candidates had been published;
  - Notice of poll had been issued;
  - Parties had submitted lists of their agents to the State Office;
  - Election guidelines had been issued and distributed to the end users;
  - Relevant election manuals had been published and circulated to end users.
- l. To ascertain whether or not Electoral officials had been drawn from the approved sources and adequately trained.
- m. To ascertain whether or not adequate public enlightenment and voter education had been carried out by the Commission's Headquarters, the State and at the Local Government levels.
- n. To ascertain whether full complement of electoral materials (non- sensitive and sensitive) had been received.

- o. To establish whether all logistics requirements for the election (vehicles, funds) had been delivered.
- p. To ascertain whether or not adequate security arrangements for the election had been made in collaboration with relevant stakeholders
- q. To assess adherence to timelines of the electoral activities.

### **3.6 Voting Process**

As mentioned elsewhere in this report, the voting process adopted for the 2011 General Elections was the Remodified Open Secret Ballot System (REMOBS).

The system involved a separate period and process of accreditation in order to ascertain and authenticate the voters at every polling unit. This was done between the hours of 8:00am when the polling station opened and 12.00noon when accreditation ended provided that any prospective voter already on the queue to be accredited before 12.00 noon was accredited.

The accreditation process required that a voter presented himself/herself with the temporary voters card (TVC) to each Assistant Presiding Officer in charge of the voting point, who upon satisfaction as to the identity of the holder made a mark on the appropriate checkbox on the Register.

At the end of the accreditation process, all accredited voters were expected to line up in either a single queue or two (separate for men and women according to cultural preferences) for counting of all accredited voters in that unit. The total number of accredited and counted voters was loudly announced and recorded in the appropriate column of the results sheet (Form EC 8A series).

At the end of the count, the voters, still on the queue, were issued with ballot paper duly stamped and signed by the Presiding Officer.

The voter then proceeded to the voting cubicle to make a confidential and secret finger print impression on the box against the party of his/her choice and then dropped the ballot paper in the Collapsible Transparent Ballot Box in full glare of all present.

Voting ended when the last voter on the queue voted.

The closing formalities then commenced with the sorting, counting, recording, announcing and pasting of a copy of the result, recorded on Form EC 60E, at the polling unit.

Thereafter the result sheet together with all other used and unused materials were respectively packaged in tamper evident envelopes and moved under security escort to the Registration Area Collation Centre for the next level of activity until the final level when a return of the election was made.

The entire voting process was owned by the voters from accreditation to balloting, through counting, collation and announcement. It was entirely participatory and voters were encouraged to observe the closing procedure from a reasonable distance.

### **3.7 Result Management Process**

As part of the strategy to secure the integrity of results recorded at the 2011 General Elections, the Commission refined the process for managing results of elections by introducing a hybrid of manual and electronic procedures.

The manual procedure prescribes that:

- a) All result sheets must be duly and correctly completed.
- b) All declared results must be displayed at the polling units and collation centers using the prescribed forms.
- c) All result forms must be arranged, batched and transferred to the state office for safe-keeping not later than 48 hours after each poll.

The electronic procedure required that, at least for the presidential election, collation at the State Collation Centre and the Presidential Collation Centre were subjected to accuracy checks by using an excel spread sheet application to eliminate computation errors. All results were projected on a screen and publicly displayed as they were announced.

In order to prevent tampering with the manual copies of the results in transit, e-copies of the results were transmitted electronically from the State Collation Centres to the Presidential Returning Officer using a secure email address. Results

in all cases were subsequently placed on the Commission's website in compliance with the requirement for the publication of results of elections.

### **3.8 Election Results**

The results of the 2011 General Elections conducted by the Commission are published on the Commission's website [www.inec.gov.ng](http://www.inec.gov.ng). **Annexures VIII (a)** and **VIII (b)** show the Presidential Election Result and a graphical interpretation of the performance of political parties.

**Annexures IX – XII** are analyses and pictorial representations of the performance by political parties as well as gender spread (where applicable) of the Governorship, National Assembly and State Houses of Assembly election results.

## CHAPTER 4

### POST ELECTION ISSUES

#### 4.1 Post Election Violence

Election violence is a phenomenon that is certainly not strange to Nigeria's electoral history. During the First Republic for example, post-election violence in the then Western Region which erupted from 1964-1965, precipitated political upheavals that culminated into the overthrow of the Sir Abubakar Tafawa Balewa-led civilian government in January, 1966.

In 1983, post-election violence in the former Ondo State led to loss of many lives and property. Similar violent reactions greeted the annulment of June 12, 1993 Presidential Elections: a development whose repercussions lingered in the Country for many years.

The April 2011 General Elections, which were hailed as being the most credible in the history of the country by Domestic and International Observers, as well as the International Community, were not spared wholesome reactions. In some parts of the north, the violent reactions that erupted after the elections did so not as a consequence of poor handling of the process by the Commission. Rather, it was a practical expression of frustration and disappointment as well as a consequence of the "do or die" attitude of the political class to electoral contests. Utterances of some of the candidates that lost and the general inability of politicians to accept defeat did not help matters. This led to the destruction of many lives and properties in States such as Bauchi, Gombe, Kaduna, Kano, among others

Closely related is the culture of impunity and desperation with which some political actors play the electoral game, with the sole intent of remaining in power at all costs.

Another factor that was responsible for the violence experienced in some parts of the north after the 2011 General Elections was the absence of internal party democratic practice. Party primaries conducted by some political parties in the build up to the 2011 General Elections generated intra-party discord arising from the protestations against imposition of candidates and uneven playing field. Such unpopular outcomes were contested in law courts and in some instances violently after the elections as expressions of the people's dissatisfaction with the process.

Some party stalwarts hid behind the façade which these elections presented to unleash mayhem that consumed lives and properties.

Other factors included exploitation of religious and ethnic sentiments to incite groups against one another; sensational media reports and commentaries; mischief; misinformation and some isolated acts of misconduct involving election officials.

The manifestations of acts of violence which greeted the 2011 General Elections as their aftermaths were injuries, deaths, arson, assault and abduction of political leaders or their supporters, looting, seizure and destruction of election materials, among other forms of election-induced malfeasances.

In Bauchi State for example, five (5) Local Government Area Offices of the Commission were burnt and properties worth millions of Naira were destroyed in Jama'are, Gadau, Bauchi, Dambam and Missau. Private houses and business enterprises were also torched. Nine (9) NYSC members along with over fifty (50) other innocent persons were also killed.

In Kano, many people were reported killed, including wanton destruction of houses and business premises by political rivals.

In Borno, the Fune Local Government Area Office of the Commission was torched while properties belonging to rival political groups were destroyed in Yobe state.

In Kaduna, innocent travellers passing through the State were caught-up in the violence and killed at various locations immediately after the Presidential Election result was announced.

In Minna, Niger State, the Commission's Office was burnt. Properties worth Millions of Naira were destroyed during fuel subsidy removal protests in January, 2012. The protesters alleged that the Commission was responsible for electing incompetent leaders.

Similarly, in Sokoto State, the Commission's Local Government Area Office in Bodinga was razed during the fuel subsidy removal protests, giving the alleged involvement of the Commission in the election of bad leaders as an excuse.

## 4.2 Election Petitions

Sequel to the April, 2011 General Elections political parties and candidates aggrieved by the results of the elections filed Election Petitions against the returns.

A total of Seven Hundred and Thirty One (731) elections petitions were filed at the various Election Petition Tribunals across the Federation, including the FCT.

The details of the petitions are as follows:-

S/N	ELECTION	NO.
1	Presidential	2
2	Governorship	53
3	Senatorial	90
4	House of Representatives	208
5	State Houses of Assembly	378
	<b>Total</b>	<b>731</b>

A number of appeals arising from the decisions of the various Election Petition Tribunals were filed Nationwide. All the petitions and appeals have been determined.

Although the number of the petitions (731) seem high, it was substantially lower (57%) than the 1,290 cases recorded following the 2007 General Elections.

### **4.3 Registration and Election Review Committee (RERC)**

With the conclusion of 2011 Voter Registration Exercise and the General Elections, acclaimed both nationally and internationally to have recorded tremendous success, the Commission appointed an Independent Committee to undertake a comprehensive review of the conduct of Voter Registration Exercise, as well as the General Elections.

Accordingly, in line with the promises it made to Nigerians to continually improve upon its performance and consolidate on the achievements recorded. The Commission decided to carry out a systemic review of the conduct of both exercises by an Independent group of experts.

The overall goals of this comprehensive evaluation of the 2011 Voter Registration and General Election are as follows:

- To evaluate the registration exercise and General Election with a view to understanding the strengths and weakness of the Commission in the planning, coordination, and execution of the project.
- To embark on the process of repositioning the Commission to operate more effectively by preparing to meet some of these challenges as it gradually moves towards the next General Elections.
- To create a World Class Electoral Management Body (EMB) in which basic Electoral best practices will be routine and in which effective staff and organizational capacities will be developed to meet the challenges of a complex polity such as Nigeria.
- To review/evaluate/appraise all the operational processes for the Voter Registration and Elections including planning, organization, coordinating and evaluation activities focusing on specific issues such as logistics, procurement and delivery of materials and deployment of personnel.
- To reassess the Legal framework for the conduct of the elections with a view to addressing some of the key legal challenges that had arisen in the course of both exercises.



- To examine the role or performance and especially the overall Administration procedure and channels within and between Departments in the Coordination and Execution of the exercise.
- To review the process of party primaries and nomination of candidates during the elections.
- To identify and address any other issues in the registration and or election that are likely to impact on the conduct of the 2015 General Election.

#### **4.4 Review of Voter's Register**

The Committee concluded that the success recorded during the exercise was attributable to the following factors:

- (A) The exercise was conducted in all the 36 States and FCT using Direct Data Capture (DDC) machines from 15 – 29 January, 2011. The period was however extended by one week to 7<sup>th</sup> February, 2011. While the display of the Register took place between 14<sup>th</sup> and 18<sup>th</sup> February, 2011. A certified Voter Register with 73,528,040 voters was published on 2<sup>nd</sup> March, 2011.
  - i. Reform of legislative framework: - The reform made it possible for people to register without hindrance, minimized abuses of the process, and lapses were immediately corrected.
  - ii. Improved funding: - Adequate funds were made available to purchase equipment and payment of ad-hoc personnel.
  - iii. Involvement of NYSC members
  - iv. Prior verification of polling centers
  - v. Independence of INEC
  - vi. Extension of the Registration period

Meanwhile, the identified challenges included:-

- i. Absence of a Strategic Plan: the review committee established that the Commission did not have a Strategic Plan for the Voter Registration exercise.
- ii. Inadequate personnel training.
- iii. Late arrival of Registration materials
- iv. Lack of technical capacity of the ad hoc staff
- v. Underage/Multiple Registration
- vi. Lack of adequate public enlightenment on the exercise.

#### **4.5 The Conduct of 2011 General Election**

The RERC reported that the improvement recorded in the election process contributed to the overall success of the 2011 elections, when compared with previous ones. The improvement was due largely to innovations introduced by the Commission. These innovations are the remodified open ballot system (REMOBS). Others include (i) the counting of votes and the display of the results of the election at each polling station (ii) the use of new biometric voter's register (iii) the deployment of NYSC members as ad hoc staff and of academic staff of tertiary institutions as collation /returning officers.

The decision to postpone the first election scheduled for 2 April, 2010, due to logistics problems and consultation with political parties in handling the postponement created an atmosphere of trust, thus adding to the transparency of the Commission in the conduct of elections.

The RERC observed the following challenges in the electoral process, which require remedy in the future, as the Commission prepares for the 2015 General Elections:

- The collation process appeared to be the weakest link in the conduct of elections because there was no effective mechanism to control and monitor the process.
- Irregularities in the Voters Register process such as the inclusion of names of people that had relocated or had died.

- On Election Day, there were widespread reports of underage voters which could not be immediately addressed. There are also allegations of voter registration by proxy which affected the voting process.

The RERC also identified logistical challenges such as:

- i) Inadequate zonal storage facilities in the states
- ii) Late arrival of materials
- iii) Poor mechanism for the retrieval of materials
- iv) Inadequate vehicles for some local government areas and state headquarters.

Critical innovations according to RERC contributed to the efficient counting, collation, announcement and transmission of results. These include:

1. The verification of polling Units, which provided the Commission with a reliable guide and compendium of polling unit locations nationwide.
2. The overnight camping of election officials and security personnel at the Registration Area Centers (RACs), which enabled the timely commencement of polls.
3. The use of Youth Corps members, which enhanced the transparency and neutrality of the electoral process.
4. Part payment of allowances in advance, which motivated ad-hoc election officials.
5. Restriction of movement of people including public office holders. This impacted tremendously as it restricted to some degree undue influence of political office holders on election personnel.
6. Creation of voting points quickened the process of accreditation and voting.
7. The adoption of the remodified open ballot system (REMOBS) reduced incidences of multiple voting.
8. The structure, that is, the alphabetical serialization and paging of voters register, coupled with the provision of checkboxes for accreditation and balloting, assisted in the polling.

9. The transparent mode of accreditation and counting of votes cast encouraged voters and this brought a high degree of credibility to the process.
10. The use of academic and non-academic staff as Returning Officers (RO's) and Collation Officers (CO's) shielded Commission staff from probate accusation of bias and this also brought credibility to the whole process.

#### **4.6 Retrieval of Materials**

The electoral logistics management regime made provisions for retrieval of men and materials from points of duty to the Collation Centres or Commission's Offices, as the case maybe.

This activity made it possible for officials involved in the conduct of elections to deliver election results in time to appropriate authorities while unused electoral materials, which could be used for future exercises were moved to storage points for safekeeping.

## CHAPTER 5

### ISSUES AND CHALLENGES

#### 5.1 Supreme Court Judgment

The Governors of Adamawa, Bayelsa, Cross River, Kogi and Sokoto States variously sued the Independent National Electoral Commission at the Federal High Court, Abuja seeking among other prayers, a declaration that their tenures of office as elected Governors would expire in four years calculated from the date they took the 2<sup>nd</sup> Oath of Office after the re-run elections which they individually won. The Federal High Court granted their prayer which was affirmed by the Court of Appeal. The Commission appealed to the Supreme Court. The Supreme Court in the lead judgment delivered by Walter S.N. Onnoghen, JSC and concurred by other Justices of the Supreme Court held that a Governor of a State in Nigeria is by law elected for a term of four years calculated from the date the Governor took the Oath of Office, the intervening annulment of the election notwithstanding. Consequently the Court held that the tenure of a Governor began on the 29<sup>th</sup> day of May, 2007 when they took Oath of Office as elected Governors and the tenure terminated on 28<sup>th</sup> day of May, 2011 being four years allowed by the 1999 Constitution (As Amended). Before the judgment by the Supreme Court on the tenure of Governors, the Commission faced the challenge of suspending the conduct of Governorship election in the affected states.

#### 5.2 Voters Registration Exercise

A job of this magnitude could not go without challenges, some of which included the following:

- The biometric template integration into the registration software was not properly installed due to the short time for software development leading to the long delays in capturing fingerprints especially during the first four days of fieldwork for registration of voters. A response to this was the development of several software “patches” that considerably improved the fingerprint capture time. But as a consequence of this problem, the fieldwork exercise was extended by one (1) week.
- Delays in delivery of some of the DDC machines created distribution challenges and delayed the commencement of registration in some areas.

- There were challenges in establishing RACs in some areas in several states, which led to problems of charging the DDC power units and doing data backups. This led to loss of data in some areas.
- During the data aggregation phase, while sorting out local government data, some data was lost due to incomplete data transfers until a patch was developed that enabled maximum data retrieval that was written into PDF and printed for elections nationwide.
- During the printing of the voters registers, delays were caused by unserviceable printers. The Commission was able to make alternative plans to get at least the colour printed sets ready for the 2011 General Elections.

Since the National Register of Voters is a living document, work has continued in areas of consolidation of data, improvement of AFIS and general installation of applications to enable updating, editing and security of data. This makes the register of voters to always be “work in progress”, and as provided by the Electoral Act 2010 (as amended), it is maintainable, updatable, and editable.

### **5.3 Operational Challenges**

The First major challenge the Commission faced in the conduct of the 2011 Voters Registration and General Elections was time constraint.

From inauguration, the Commission was hamstrung by inadequacy of time within which to make preparations, procure the needed materials within the framework of due process, store, deploy and retrieve resources for the exercises.

The elections were originally scheduled for January 2011 and the new Commission was only inaugurated in June 2010, a period of 6 months. It was a herculean task to conduct such exercises within that time-frame.

Subsequently, the 1999 Constitution as well as the Electoral Act 2010 (as amended) had to be further amended to enable the Commission carry out a hitch-free programme of activities, with an improved time-frame.

The sourcing of skilled personnel with basic IT skills for the Voter Registration exercise was a major challenge. When it became obvious that the presumption of

IT knowledge for NYSC members was inadequate, the Commission had to develop quick guides and crash programmes for the personnel before deployment.

The confirmation of delimitation structure for both the DDCMS and other field operations was tasking, requiring a lot of reconciliation of databases from the 2003 record through the 2006 GIS Report to 2010 submission from the States.

The operationalization of RACs which had hitherto been neglected in electoral operations planning, was a huge challenge that was overcome to the great delight of all.

Creation of Voting Points with an average of 300 registered voters out of polling units was designed to decongest the polling units, reduce crowding and speed up the processes of accreditation and voting. The whole process of accreditation was simulated in order to arrive at an optimal number of voters that can be processed within the time allocated.

Posting of all trained electoral staff, including issuance of appointment letters created its challenges particular with issues of proper identification in order to remove duplications, fake and proxies.

Provision of adequate security for the RACs, voters, officials and materials was a major challenge to the Commission.

Database management posed its own challenges as data needed for electoral operational planning was often not forthcoming or not in the form and format in which they will be easily processed. For instance, the creation of voting points would have been easier if the necessary tools were in place before the elections.

Payment of honoraria to all electoral staff was a major challenge taking into account the amount of funds, and the number and dispersal of personnel involved. In some cases, offices were vandalized; officers manhandled on account of delays in payment of honoraria and related issues.

The cancellation of the National Assembly elections of April 2, 2011 which was the first in the series of elections was a major challenge to the Commission. It is to the credit of the Commission that it was able to overcome this initial set-back and adjust the Time-Table accordingly without a major disruption.

The Results Collation Processes which effectively relied on the use of ad-hoc Collation Officers created huge operational issues due to some computational errors in some of the declared results. As a result of the above, some of the results lacked some vital information such as the rejected votes, total votes cast which would enable full statistical analyses to be done. When some of the results were entered into excel workbooks different addition errors were discovered and little could be done as the results had been declared and copies issued and in some cases judicially determined.

A number of Observer Groups considered it more expedient to share and exchange election observation reports with international agencies, most of which provided them with funding support, without availing the Commission of the same information. It was also observed that these Observer Groups found it easier to deploy their field workers to the urbanized locations instead of fanning out to the hinterland. This trend deprived the Commission of a broad based observation-feedback useful for its internal growth in the area of election observation.

#### **5.4 Logistical Challenges**

Some of the major logistics challenges encountered included:

- **Late Procurement of Election Materials**

Section 31 of the 2010 Electoral Act (as amended) requires Political Parties to submit to the Commission not later than 60 days before the date for election the list of candidates they propose to sponsor for that election. Section 35 of the same Act provides for a period of not later than 45 days to the election during which political parties could substitute candidates for an election. This impacted on the printing of Sensitive materials. The delays in submission occasioned late commencement of production which in turn affected the delivery schedule.

Late delivery of materials led to the postponement of the first set of elections i.e. National Assembly Elections. The materials arrived the country in the morning of the day of the election. This created massive logistical nightmare in terms of distribution and transportation of the materials. This situation affected the election Time-Table and led to the postponement of the National Assembly election initially scheduled for 2<sup>nd</sup> April 2011.



- **Late Release of Funds to Vendors for Sensitive Materials**

The issue of late release of funds to contractors contributed immensely to the late procurement of materials. The administrative bottle-necks encountered by the Commission's vendors in accessing the much needed funds affected the delivery of election materials. The late delivery of materials ultimately affected the distribution schedule of the Department.

- **Inadequate Transport Facilities**

As earlier stated, the Commission procured additional Pick Ups, Boats and Motor Cycles to support its logistics operations. In addition to these procurements, funds were released to states to hire vehicles to convey men and materials throughout the duration of the elections.

In spite of all these provisions, some challenges still trailed the Commission's transportation arrangement. Some Polling Units in areas with difficult terrains were not easily accessible and this affected the smooth conduct of election in those areas. The Commission has been battling with the challenge of moving its personnel and materials to the coastal areas, mountainous regions and arid/desert zones of the country. These challenges have consistently become impediments to the conduct of smooth elections in the Country.

## **CHAPTER 6**

### **REPORTS FROM THE STATES AND FCT**

#### **6.1 ABIA STATE**

##### **Introduction**

With careful planning and deployment of available resources, INEC, Abia State conducted an election that was free, fair, credible and non-violent. Elections took place in the three (3) Senatorial Districts, eight (8) Federal Constituencies, Twenty-Four (24) State Assembly Constituencies and the offices of the Governor and President respectively. Returns were made on all the elections.

##### **Critical Events Leading Up To the 2011 General Elections**

Capacity Building/Voter Education and Registration of Voters were some of the activities undertaken in the build up to the 2011 General Elections; other activities included issuance of legal notices and nomination of candidates, sourcing and distribution of election materials as well as identification, recruitment, training and deployment of Ad-hoc election personnel from the NYSC and Federal Tertiary Institutions.

##### **Management of Security for the Elections**

The role played by the Security Agencies in ensuring the success of the elections in Abia State was quite commendable. They assisted and cooperated with the Commission throughout the exercise. They also tried their best to curtail the excesses of the politicians and their supporters before, during and after the elections.

##### **Critical Success Factors**

The activities of the security agencies ensured that there were no cases of arson, maiming or death reported during the exercise. The use of NYSC members, University staff and students is a welcome innovation. The determination of officials and staff to do their work diligently was also a critical success factor.

##### **Challenges**

In the course of conducting the 2011 General Elections, the Commission encountered the following challenges:

- a. Inadequate security personnel to man all the PUs.
- b. Inadequate means of transportation for movement of men and materials.
- c. Late arrival and mix up of sensitive materials during the Presidential election. For instance, *Form EC 8B for Governorship run-off election was delivered instead of Form EC 8B for collation of the Presidential election result at the ward level.*
- d. The mandatory use of NYSC members as Presiding Officers tended to frustrate the exercise as most of them were not adequately trained.

### **Results of the Elections**

The Peoples Democratic Party – PDP – won all the positions contested for. The party captured the Governorship Seat, won all the three (3) Senatorial District seats as well as the eight (8) House of Representatives slots and swept all the 24 State Assembly seats.

**Barr. Austin Okojie**  
**Resident Electoral Commissioner**  
**INEC Abia state**

## **6.2 ADAMAWA STATE**

### **Preamble**

The 2011 General Elections was scheduled to start on the 2<sup>nd</sup> April with the National Assembly elections taking place first. This was shifted to the 9<sup>th</sup> of April, 2011. The Total Votes Cast at this election represents a 47% voter turnout.

Presidential Election took place on the 16<sup>th</sup> of April, 2011. A total of 20 Political Parties fielded candidates throughout the Federation. The Total Vote Cast was 950,936 which represented 52% of voters' turn-out.

The State House of Assembly Election was held on the 26<sup>th</sup> of April, 2011. A total of 12 Political Parties sponsored 201 candidates for 25 State Constituencies in 21 LGAs of the State, and the Total Votes Cast stood at 730,998 representing 40% voter turn-out.

### **CORE ACTIVITIES UNDERTAKEN DURING THE ELECTIONS**

The following were the core activities that INEC Adamawa State Office undertook prior to the 2011 General Elections:-

#### ***Recruitment of Ad-Hoc Staff:***

The State office in collaboration with Electoral Officers (EO) recruited the required number of ad-hoc staff in line with recruitment guidelines issued. A total number of 11429 ad-hoc staff in the category of Presiding Officers, Poll Clerks and Poll Assistants was recruited, and of this number, 3,420 were NYSC Corps members.

#### ***Training for the Conduct of the Elections***

The training at the State level of all ad-hoc staff started with the training of the Trainers(TOT) at the Federal University of Technology Yola on 24<sup>th</sup> – 26<sup>th</sup> March, 2011. The Trainers later proceeded to the LGAs to train other categories of ad-hoc staff. The 2 days training successfully ended on the 31<sup>st</sup> March, 2011.

### ***Distribution of Non-Sensitive and Sensitive Materials***

All non-sensitive electoral materials were effectively distributed to the Local Government Area offices as they arrived from the Headquarters a day after receipt. Sensitive materials were also distributed without delay, at least a day before the commencement of a particular election for those materials delivered on schedule from the National Headquarters. Distribution of sensitive materials at State and Local Government levels was in the presence of Party Agents and Security Officers as per policy.

### **CHALLENGES/CONSTRAINTS**

The State office experienced the following challenges in the 2011 General Elections: We had challenges in late arrival of some sensitive materials especially for the aborted National Assembly elections. For example in Adamawa State, Ballot papers for Senate and EC 8 series for both Senate and House of Representatives were not delivered on schedule. By 10:30am the REC had already announced the cancellation of the election in Adamawa based on information provided by the National Commissioner who was then in the State for the election monitoring and supervision.

Other challenges include: Recruitment and payment of ad-hoc staff; overpayment of NYSC state office; inadequate security official to manage the crowd at Polling Station; difficult terrain and inadequate training program for ad-hoc staff.

### **COMMENTS**

Electoral violence is a serious problem that poses enormous concern to the survival of democracy. The intensity of electoral conflicts is often fuelled by wrong perception that the other party is planning to rig election as well as desperation and phobia of losing elections.

More interactive sessions and workshops need to be carried out to enlighten the public and politicians to appreciate and manage electoral defeat and victories.

Collation Centres located at insecure flashing points should be relocated to secure places. There should be flexibility in the system that can allow the REC to move

such centres to suitable locations whenever the need arises subject to proper liaison/approval with the Headquarters.

**Kassim Gaidam**

**Resident Electoral Commissioner  
INEC ADAMAWA**

## **6.3 AKWA IBOM STATE**

### **Preamble**

The conduct of the April 2011 Elections in Akwa Ibom State was not without the challenges usually associated with the exercise. However, the innovations introduced and the new spirit in the Commission positively impacted on the exercise that made the widely acknowledged difference between the 2011 exercise and past elections.

### **Critical Events Leading Up To The 2011 General Elections**

Some of the activities undertaken in the buildup to the 2011 General Elections included:

- ✓ Registration of Voters Exercise
- ✓ Identification of Polling Units and Registration Area Camps
- ✓ Raising awareness through aggressive media publicity
- ✓ Intensive Voter Education
- ✓ Issuance of all relevant legal Notices

Another major activity that was embarked upon by the Commission in Akwa Ibom State was the recruitment, training and eventual deployment of 9,726 ad-hoc staff drawn from the NYSC, federal tertiary institutions, the federal civil service and ex-corps members.

### **Management Of Security For The Elections**

The Inter-Agency Consultative Committee on Election Security (ICCES) made up of the heads of all security agencies in the state, including the Police, the Navy, the Army, the NDLEA, Immigration Services, Prisons and FRSC, was constituted. The committee designed and mapped out security plans and strategies before the elections and deployed security personnel to cover the elections.

## **Electoral Malpractice**

Pockets of incidences of malpractices were recorded in some units in some LGAs including cases of under-age voting, ballot-box snatching, man-handling of election personnel and some other forms of violence. Some of these incidences led to the cancellation of results in the affected areas, which however, did not affect the overall outcome.

## **Election Results**

Twenty-eight (28) political parties participated in the 2011 general elections in Akwa Ibom State. In the House of Assembly elections, 146 candidates contested across the 26 State constituencies. Fifty seven (57) candidates contested in the House of Representatives elections in the 10 Federal constituencies; Sixteen (16) candidates vied for the 3 Senatorial slots while fourteen (14) candidates contested for the Governorship slot.

In the State House of Assembly elections, the PDP won twenty-five (25) seats, while the ACN won one (1). In the House of Representatives, the PDP won nine (9) seats, the ACN won one (1) whereas in the Senatorial District elections, the PDP won all three (3) seats, and scored 1,165,820 (One million, one hundred and sixty-five thousand, eight hundred and twenty) votes representing 93.1% of total votes cast for the Presidential Election.

After the elections, thirty (30) election petitions were filed at the Election Petition Tribunal, Uyo.

**Maria Owi (Mrs)**  
**Resident Electoral Commissioner**  
**Akwa Ibom State**



## **6.4 ANAMBRA STATE**

### **Preamble**

Anambra State falls within the South East geopolitical zone of Nigeria. It has a population of four million, one hundred and seventy seven thousand, eight hundred and twenty-eight (4,177,828) with twenty-one (21) Local Government Areas. It has 4,608 polling units spread across three hundred and twenty-six (326) Registration Areas. The number of registered voters is two million, eleven thousand, seven hundred and forty-six (2,011,746).

### **Recruitment, Training and Deployment of Ad hoc Election Personnel**

Prior to the elections, election officials comprising of Ad hoc personnel were drawn from members of NYSC, the Academia, and Federal Establishments. A total of fourteen thousand, six hundred and forty six (14, 646) were recruited, effectively trained for the elections and deployed to man the various polling units and collation centers of the State.

### **Transfer of Electoral Officers**

A few days to the elections, Electoral Officers were transferred nationwide to allay the fears of likely compromise. Following the transfers, the 21 Electoral Officers arrived Anambra State on the 28<sup>th</sup> March, 2011 for the Elections

### **Arrival and Receipt of Sensitive and Non-Sensitive Materials**

Sensitive materials which included ballot papers and Forms EC8 series arrived Anambra State from the headquarters Abuja. However it was observed that there were short falls in the quantity of ballot papers and Result Forms sent to the State. This problem was resolved as the shortfall was subsequently conveyed to the State. In addition, various quantities of non-sensitive materials were received in good time. These materials were carefully shared and distributed and moved to the 21 LGAs.

### **The Repeat National Assembly Elections (9<sup>th</sup> April, 2011)**

The repeat election was smooth as every material required was in place and we recorded a high success. Commencement of accreditation in all the voting centers in the State was on time.

Generally, the 9<sup>th</sup> April 2011, National Assembly elections were peaceful.

Subsequent elections of 16<sup>th</sup> and 26<sup>th</sup> April indeed witnessed further improvements regarding distribution and dispatch of men and materials to the LGAs.

### **Outcome of the Elections (Results)**

The outcome of the elections is as follows: - In the Senatorial election PDP won two (2) seats while ACN won one (1) seat. In the House of Representative, PDP won five (5) seats; APGA won five (5) seats while ACN won one (1) seat. In the State House of Assembly, PDP won eight (8) seats; ACN won four (4) seats; APGA won sixteen (16) seats; ACCORD won one (1) seat while LP won one (1) seat.

### **Legal Matters/ Election Tribunal**

There were instances of electoral offences reported in the state. These included willful destruction of election results for Nnewi North/Nnewi South/Ekwusigo Federal Constituency; and declaration of false results for Onitsha South I State Constituency as well as Anambra Central Senatorial District elections. All the cases were charged to court.

Anambra State recorded the following Election cases in the Election Tribunal: - Senate seven (7); House of Representative (21) and State House of Representative (40).

**Prof. C. E. Onukaogu**  
**Resident Electoral Commissioner**  
**Anambra State**

## **6.5 BAUCHI STATE**

### **Preamble**

Bauchi State conducted the 2011 general elections as rescheduled. Prior to the conduct of the April 2011 general elections, the following are some of the major activities that took place: Voters' Registration exercise, political parties' primary elections, Stakeholders meetings; Inter-Agency Consultative Committee on Election Security (ICCES) meetings; and issuance of all legal notices in accordance with statutory provisions.

Electoral materials were supplied in good quality except for Bauchi South Senatorial District Election that witnessed a shortfall and so the election had to be rescheduled for 28th April, 2011.

### **Election Officials**

A total of 12,713 election personnel were recruited, trained and deployed to various points during the period of the General Elections.

### **Electoral Violence**

Immediately the Presidential Election result was announced, violence erupted in many parts of Bauchi State. This led to the following consequences among others:

- Brutal killing of Ten (10) NYSC Members and One (1) student of the Federal Polytechnic, Bauchi.
- Burning and Vandalisation of Nine (9) NYSC Members' Lodges in some places.
- Two hundred and thirty-five (235) NYSC members lost their valuables to looters.
- Burning of Commission offices in Bauchi, Jama'are, Itas/Gadau and Dambam Local Government Areas. Also Misau and Darazo LGA Offices were partially damaged.
- Molestation of some Poll officials.

- Thirty- five (35) offenders were arraigned for various electoral offences by the police.

### **Election Results**

Fifteen (15) political parties participated in the April 2011 General Elections by fielding candidates in the state. At the end of the elections, the Peoples Democratic Party (PDP) won the Governorship election, the Three (3) Senatorial seats, Eight (8) House of Representatives seats and Twenty Four (24) seats of State House of Assembly, while CPC won Four (4) and Five (5) seats in the House of Representative and State House of Assembly respectively.

**Senator Iliya Audu**  
**Resident Electoral Commissioner**  
**Bauchi State.**

## **6.6 BAYELSA STATE**

### **Preamble**

Events leading to the general elections included: issuance of Notices, meetings with Stakeholders, training and re-training of ad-hoc staff, distribution of non-sensitive and sensitive materials, publication of names of candidates, and voter education.

Ad-hoc staff comprising of NYSC members and staff from various Federal Ministries in the State were recruited and adequately trained for the elections. University lecturers posted by the Headquarters to the State were equally trained and deployed to serve as Collation /Returning Officers. A total of 4,743 Ad-hoc Staff were recruited and trained for the conduct of the 2011 general elections.

A critical success factor was the establishment of the Inter-Agency Consultative Committee on Election Security (ICCES). This Committee held several strategic consultations with the security agencies before the elections. The committee was replicated at all the Local Government Areas in the State, and proved to be very efficient in securing the elections. Consequently, the State did not record any incidence of election violence.

### **Challenges**

Challenges encountered before and during the elections includes the following:

- ✓ difficulty in movement of men and materials in riverine areas;
- ✓ Late deployment of Electoral Officers to unfamiliar terrain;
- ✓ Late arrival of sensitive materials and in insufficient quantity of election materials:
- ✓ Hijack as well as diversion of personnel and electoral materials to unauthorized places.

### **Results of the Elections**

Thirty (30) Political Parties and Two Hundred and forty one (241) candidates participated in the election. PDP won the Three (3) Senatorial seats, Five (5) seats

in the House of Representative and Twenty-One (21) seats in the State House of Assembly. While Kowa Party, Labour Party and Peoples Progressive Alliance Party won One (1) seat each in the State House of Assembly elections.

A total of Twenty-four (24) election petitions were filed at the Election Petition Tribunal at the end of the elections.

**Edwin Offor Nwatarali**  
**Resident Electoral Commissioner**  
**Bayelsa State**

## **6.7 BENUE STATE**

### **Preamble**

The 2011 General Elections in Benue State were conducted as rescheduled by the Commission. Prior to the conduct of the elections, series of critical activities were undertaken by the state. A major activity was the mobilization and sensitization of key stakeholders. The Commission reached out to traditional authorities, political parties, and the Media and Security agencies, among others.

The Commission in the State recruited and trained a total of 36,925 electoral officials who participated in the election. They were sourced mainly from the University of Agriculture, Makurdi; the NYSC establishment and other Federal Government establishments in the State.

The Inter-Agency Consultative Committee on Election Security (ICCES) was inaugurated with membership drawn from all military and paramilitary formations in the State and the NYSC. The Committee met several times and drew up security strategies which ensured the peaceful conduct of the general elections.

### **Electoral Violence and Malpractices**

The election exercise was a success because no case of electoral violence was recorded in the State. There were however isolated cases of malpractices such as snatching of electoral materials as recorded in Gwer-East LGA.

### **Results of the Elections:**

A total of fifteen (15) Political parties fielded Candidates for various elective offices. There were a total of one hundred and forty three (143) candidates for the State Assembly elections, fifty two (52) for the House of Representatives elections, seventeen (17) for the Senatorial elections, and twenty six (26) for the Governorship election.

At the end of the elections, the following results were obtained: - PDP won the Governorship Election, Two (2) Senatorial seats, Eight (8) seats in the House of Representatives and Twenty-One (21) seats in the State House of Assembly while AC won One (1) Senatorial seat, Three (3) seats in the House of representative and Nine (9) seats in the State House of Assembly.

Following the conclusion of the elections, a total of thirty eight (38) election petitions were filed at the Election Petition Tribunal.

**Nasir Ayilara**  
**Resident Electoral Commissioner**  
**Benue State**



## **6.8 BORNO STATE**

### **Preamble:**

The 2011 General Elections in Borno State held as scheduled in all the Constituencies. The critical events leading to the elections included the upgrading of storage facilities for electoral materials, advocacy visits to State and Constituencies to Stakeholders as well as issuance of legal notices and nomination of candidates.

The state has 27 Local Government Areas with 3,933 Polling Units spread over 312 Registration Areas. It has three (3) Senatorial Districts, ten (10) Federal Constituencies and twenty eight (28) State Constituencies.

### **Election Personnel**

A total of 13,424 election officials were recruited trained and engaged for the conduct of the 2011 general elections. They comprised of the NYSC members, and students of the University of Maiduguri, Senior Staff of the University of Maiduguri and Federal agencies who served as Supervisors, Collation Officers and Returning Officers.

### **Election Violence and Malpractices**

In this state the issue of security was particularly a matter of serious concern. During the National Assembly elections, in Shani Local Government Area, unknown gunmen attacked the police station when election materials were about to be received for distribution. This led to the death of three security agents and two civilians in addition to injuries sustained by many officials. This act by a religious group, termed “Boko Haram” instilled fear in the minds of the election officials across the state.

During the Presidential election, the security challenge became more serious with three bomb blasts at the Maiduguri Metropolitan Office of the Commission, Maidoki polling unit in Maisandari Ward and at Galadima Junction all in the Metropolitan Area. Another bomb blast at Abbaganaram Primary School Collation Centre during the Governorship/State Assembly elections killed one poll official and caused serious injuries and damages. There were also cases of election violence and snatching of ballot boxes and ballot papers across the state.

## **Management of Security for the Election**

The security challenge in the state necessitated the tightening of security, which ensured the success with which the election was conducted. The management of security during the election proved to be costly for the Commission.

## **Critical Success Factors**

Adequate arrangements and planning adopted by the office in view of the security challenges accounted largely for the success achieved. It is pertinent to state that the courage and determination of the poll officials to carry out their duty without fear despite the prevailing security challenges further accounted for the success achieved.

## **Challenges**

Security factor which in turn generated the violence and general insecurity particularly during the conduct of the governorship election cannot be over-emphasized. It scared away many corps members from participating in the conduct of the elections.

## **Election Results**

The CPC scored the highest votes at the Presidential Polls with 909,763 followed by PDP with 207,075. Nineteen (19) Political Parties contested the Governorship election which the ANPP won with total 531,147 votes followed by PDP which scored 450,140 votes. A total of Twelve (12) Political Parties sponsored candidates for the post. In the Senatorial election PDP won two Senatorial Seats while the ANPP won one in an election that was contested by 20 Political Parties. The result of the Federal Constituency election showed that of the Nine (9) Political Parties that contested, ANPP won 8 seats while PDP won the remaining two (2). In the State Constituency election, the ANPP won twenty two (22) seats while the PDP won the remaining six (6). Nine (9) Political parties contested the State Assembly polls.

**Prof. Takur Sa'ad**  
**Resident Electoral Commissioner**  
**INEC BORNO**

## **6.9 CROSS RIVER STATE**

### **Critical Events Leading to the 2011 Election**

Cross River State recorded critical events prior to the 2011 Election. Prominent amongst them are:-Voter Registration Exercise (including extension period), Consolidation and Printing of PVR, Display of Voters' Register for Claims and Objections, Polling Unit (PU) Verification and Stakeholders' Sessions and Confidence Building.

**LEGAL NOTICES AND NOMINATIONS OF CANDIDATES:** All legal notices were published at the exact times and places as required by the Electoral Act 2010 as amended.

**POLITICAL PARTIES AND CANDIDATES THAT PARTICIPATED:** The issue of whether or not the People's Democratic Party (PDP) conducted their ward congresses as required by the law was very salient in the State. It all started with the reports of the Electoral Officers of the Commission which, indicated that the party did not conduct any congresses in all the 193 wards (RAs) in the state. The party rebuffed the advice to conduct conferences and resorted to the Federal High Court Calabar, for a redress (Senator Liyel Imoke & 37 ORS Vs INEC, 2011). The court granted the party a legal clearance to contest the elections without duly conducting the ward congresses. However, the Commission did not appeal against the decision of the court.

At the end of nominations to various positions, the following numbers of candidates contested the elections:

GOVERNORSHIP (*conducted in early 2012 because of tenure variation*) – 12,  
SENATE –14,  
HOUSE OF REPRESENTATIVES – 45,  
STATE HOUSE OF ASSEMBLY –113

**OPERATIONS AND LOGISTICS ISSUES:** There was a commendable level of operational planning and coordination, as well as field instruction and reporting. This was a direct consequence of frequent engagements between the Commission and the Resident Electoral Commissioner, and between the Headquarter and State technical staff.

The Commission's decision and efforts which kept the State office away from State Governments' logistics support, added good measure of credibility to the election. Election materials (sensitive and non sensitive) arrived early at various levels including the polling units.

## **ELECTION PERSONNEL**

**Recruitment and Training of Election Officers.** We requested and received from State NYSC secretariat, list of serving corps members in the State. We also requested and received lists of interested staff of Federal Agencies in the State including Federal tertiary institutions, as well as lists of students of Federal tertiary institutions. All were screened. Successful ones were shortlisted and trained. About fourteen thousand, five hundred and forty-four (14,544) ad hoc staff were engaged in the two elections, 2011/2012.

## **ELECTORAL VIOLENCE AND MALPRACTICES:**

The State did not record any electoral violence neither was any reported. There were three alleged cases of electoral malpractices/offences.

**MANAGEMENT OF SECURITY FOR THE ELECTIONS.** Security activities were primarily rested on the shoulders of the Inter-Agency Security Committee. The Committee was chaired by the Cross River State Police Commissioner, Mr. S. V. Wudah.

**RESULTS OF THE ELECTIONS:** All the offices were won by the People's Democratic Party (PDP), except one State House of Assembly seat (Obubra I State Constituency) which was won by the ACN.

**CRITICAL SUCCESS FACTORS:** Our critical success factors include the following: Commission's good leadership direction (both at National and State levels); Positive orientation of the Commission staff whose stakes were built into the goals of the Commission; Open and constant communication between the National and State offices of the Commission; as well as between the State and Area offices; Neutral sourcing of ad hoc staff with NYSC as a major pool and constant interactions with various stakeholders etc.

**CHALLENGES** – Major challenges included:- Some provisions of the Electoral Act, especially the sections which clipped the hands of the Commission in the area of enhancing party internal democracy, Difficult terrain with low budgeting to cope with the difficulties, Inadequate training period for ad hoc staff etc.

**ELECTION PETITIONS/POST ELECTION DISPUTES:** Twenty-eight (28) election petitions were filed. The distribution is as follows: Governorship –1, Senatorial – 3, House of Representatives – 8, State House of Assembly – 16  
There were also twenty-four (24) appeals as follows: Senatorial –1, House of Representatives – 7, State House of Assembly – 16.

**BARR. MIKE IGINI**  
Resident Electoral Commissioner.  
Cross River.

## **6.10 DELTA STATE**

### **Preamble**

The series of elections in Delta State held at two different periods. Whereas the governorship re-run election ordered by the courts held on 6<sup>th</sup> January 2011, the others were : the State Assembly, National Assembly and Presidential elections held on the 9<sup>th</sup>, 16<sup>th</sup> and 23<sup>rd</sup> April 2011 respectively.

The elections in the State were preceded by a series of activities that included compilation of a fresh Electronic Voter Register, Capacity Building workshops, Voter Education as well as issuance of appropriate legal notices and publication of nomination of candidates. Operational and logistics issues were also adequately handled. Recruitment, training and deployment of Ad-hoc election personnel were also some of the key activities leading to the election.

A total of thirty (30) political parties and three hundred and ninety three (393) candidates participated in the 2011 General Elections thus:

- |      |                                   |  |
|------|-----------------------------------|--|
| i.   | Governorship                      | - 23 political parties/candidates.     |
| ii.  | 3 Senatorial seats                | - 13 Political parties; 29 Candidates  |
| iii. | 10 House of Representatives seats | - 21 political parties; 76 Candidates  |
| iv.  | 29 State House of Assembly Seats  | - 26 political parties; 265 Candidates |

A total of two hundred and seventy (270) SPOs; two hundred and seventy (270) Collation Officers; twenty five (25) LGA Collation Officers; three thousand, six hundred and twenty four (3,624) Presiding Officers; seven thousand, two hundred and forty eight (7248) Assistant Presiding Officers (aka Poll Clerks) were recruited for each set of elections for the 2011 General Elections. The twenty nine (29) State Constituency Returning Officers; ten (10) Federal Constituency Returning Officers and three (3) Senatorial Constituency Returning Officers were sourced directly from Federal Universities by the Headquarters.

### **Electoral Violence and Malpractices**

The electoral violence and malpractices recorded in the State were minimal compared with the past Elections. Under the auspices of the Inter-agency Consultative Committee on Election Security (ICCES) all security Agencies namely; The Nigeria Police, NIS, Customs, NSCDC, FRSC, Prisons, NDLEA,

JTF, NNS, NFA and the SSS were composed into State Security and Logistics Committee.

### **Critical Success Factors**

The April 2011 General Elections in Delta State witnessed a positive and radical departure from what used to be the case. The early arrival and distribution of election materials to the state contributed to our overall success in the conduct of the General Elections. The release of the PU results was also timely and to a large degree accurately entered in the right forms.

Furthermore, the neutrality and transparent posture of the Commission contributed in building stakeholders confidence in the whole process. For the first time in recent past, there were no reported cases of diversion of election materials and officials to obscure locations.

The new voting system which allowed voters to observe the accreditation process, voting, recording and announcement of result and pasting of result on the spot provided the right assurances to voters that their votes this time around counted. The introduction of Voting Points also eased the congestion at the various polling units and accounted for final overall success.

### **Challenges**

Time allowed for training of poll officials was too short to sufficiently expose trainees to the procedural steps for the Elections. Also in short supplies were instructional materials, coupled with the fact that late release of fund for logistics greatly affected planning.

Election violence hindered the completion of elections in three Federal Constituencies namely Sapele/Okpe/Uvwie; Ndokwa/Ukwani and Isoko. However, elections in these areas were subsequently conducted on 26<sup>th</sup> April, 2011 successfully.

Refusal of most Youth Corps members to board boats to their Polling Units even with life jackets for security reasons was a challenge. Related to the above were issues concerning payment of ad-hoc personnel arising from substitutions for absentee ad hoc personnel.

Another major challenge was the mindset of the average politician who does not accept defeat gallantly. This negative mindset is one of the main causes of the frequent large scale protests witnessed in Delta state before, during and after elections.

Dr. Gabriel Ada  
**Resident Electoral Commissioner**  
**Delta State**



## **6.11 EBONYI STATE**

### **Preamble**

The April 2011 General Elections held in Ebonyi State as scheduled were generally successful. Critical events leading up to the elections included: - sensitization retreats and workshops as well as capacity building and voter education. Others included issuance of legal notices and nomination of candidates. The fresh compilation of the Electronic Voters Register (EVR) was also a major activity

Abakaliki North Senatorial District and Ohaozara/Ivo/Onicha Federal Constituency elections were postponed from 9<sup>th</sup> April 2011, to 26<sup>th</sup> April, 2011 due to shortfall in the quantity of ballot papers. The postponement was occasioned by the late arrival of ballot papers for the botched 2<sup>nd</sup> April National Assembly elections.

There were some mix-up in the handling of some items and materials for the elections:

- (i) Coded Ballot Papers belonging to Delta and Edo States were packaged in error and delivered to Ebonyi State.
- (ii) EC 8 E (i) for Anambra State were mixed up with EC 8 E series of Ebonyi and delivered to the State.
- (iii) EC 8B for 1<sup>st</sup> Governorship Run-off were delivered to Ebonyi in place of EC 8B for Governorship.
- (iv) The Logo of a Political Party in the Governorship Election was not on the Governorship ballot paper.

### **Escort of Materials on Polling Day**

The Commission's plans for timely delivery of elections materials on Polling Days were constrained in some places by policemen either not being available in time or they did not have their own means of transport to do so.

## **Election Monitors and Observers**

### **Ad-Hoc Staff**

The personnel for the elections were sourced from Ebonyi State University (EBSU), Akanu Ibiam Federal Polytechnic, Uwana (AIFPU), Federal College of Agriculture, Ishiagu (FCAI), staff and members of National Youth Service Corps, Federal Establishments as well as staff of the Commission in the state.

Forty-two (42) accredited Domestic and International Observer Groups monitored and observed the elections in Ebonyi State. These included Nigeria Labour Congress, Transition Monitoring Group, National Association of Seadogs, Nigeria Bar Association, ECOWAS Commission, European Union Election Observation Mission Nigeria 2011 and National Democratic Institute, USA, among others.

## **Electoral Violence and Malpractices**

### **Management of Security for the Elections**

The Inter-agency Consultative Committee on Election Security (ICCES), provided security for the elections. The security activities of the Army and the Department of State Services were commendable.

Twelve (12) persons who impersonated election observers were arrested by the Police in Ufesini Edda along Owutu Road in Afikpo South LGA during the election of 9<sup>th</sup> April, 2011.

A Local Government Councilor was equally arrested for allegedly hijacking election materials and personnel. There were also some reported cases of abduction of election officials by unarmed security personnel.

### **Results of the Elections**

Only two (2) of the twelve (12) political parties that sponsored candidates in the elections won seats as shown in the table below:

S/NO.	Political Party	No. of Candidates Elected by the in Elections				
		Sen.	Reps.	State Assembly	Gov.	Total
1	ANPP	-	1	2	-	3
2	PDP	3	5	22	1	31
	<b>TOTAL</b>	<b>3</b>	<b>6</b>	<b>24</b>	<b>1</b>	<b>34</b>

### **Critical Success Factors**

- i. Election rigging was reduced to its barest minimum as a result of the transparent management of the elections.
- ii. A realistic voter turn-out of about 50% of registered voters in the state was recorded due to functional Voter Education.
- iii. Law and order did not breakdown as speculated. This was averted due to the sincerity shown in the management of the electoral process in the state.

### **Challenges**

A lot of the NYSC members lacked the competence and commitment required for a nation-building assignment such as the elections.

Shortage of good quality graduate staff that can function under less supervision; and also supervise the activities of their more junior colleagues.

Deployment of Electoral Officers for election duties on the eve of elections made them to be dependent on the local staff for their Operations. This should not be the case for such cadre of officers who are expected to provide leadership during the elections.

Other challenges included the lack of informed party agents as well as shortage of operational vehicles and office accommodation.

**Dr. Humphrey Nwangeneh**  
**Resident Electoral Commissioner**  
**Ebonyi State**

## **6.12 EDO STATE**

### **Introduction**

The 2011 General Elections were conducted in the State without the Governorship Poll since the tenure of the incumbent had not expired. As statutorily provided, all required legal notices for the elections were duly filed and displayed at the state and constituency levels.

To ensure the successful conduct of the elections, certain activities had to be commenced and dispensed with before the elections. These included: engaging in voter education activities across the state; recruitment, training and deployment of ad-hoc election personnel; receipt and distribution of election materials; provision of adequate logistics for the movement of men and materials.

The Inter-Agency Consultative Committee on Election Security (ICCES) was relied upon to ensure that elections were conducted in a safe and peaceful environment. The contributions and cooperation of members of this committee were critical success factors. The Commission built confidence and ensured transparency in the process by actively involving all stakeholders at all stages of the process.

### **Challenges**

Challenges encountered in the conduct of the 2011 elections included: the late arrival of results to some collation centres due to difficulty of some terrains; negative mindset of some security personnel towards the Commission staff which led to resistance to the procedure for election; the uncompromising attitude of some over-zealous party agents; and the unprofessional conduct of some ad-hoc election officials.

Electoral offences and malpractices were recorded during the elections. These included ballot box snatching and inflation of result figures by election officials. All cases were charged to court.

### **Results of Elections**

A total of 127 candidates representing 9 political parties participated in the various elections in Edo State. Only two of these political parties won seats. The ACN won 2 Senatorial District seats, 7 House of Representatives seats, and 19 State House of

Assembly seats. The PDP won one (1) Senatorial District seat, two (2) House of Representatives seat, and five (5) State House of Assembly seats.

Following the conduct of the 2011 General Elections in Edo State, a total of fourteen (14) petitions were filed at the Election Petition Tribunal.

**Rose Obuoforibo (Mrs)**  
**Resident Electoral Commissioner**  
**Edo State**

## **6.13 EKITI STATE**

### **Introduction**

The Voters' Registration exercise was critical to the success of the 2011 elections in Ekiti State, although there were shortcomings which the Commission tried to address through the adoption of addendum as supplement for the register in cases of missing names.

The use of the regular consultative meetings with stakeholders like representatives of political parties, traditional rulers, CBOs, media, etc. provided platforms for effective dialogue and voter education.

A total of 4,625 ad-hoc staff of various categories were recruited and trained as election officials. Sixteen (16) Electoral Officers were redeployed from other States in the South-West zone to Ekiti. Fifty eight (58) collation and returning officers were sourced from the Academia; One Hundred and Seventy Seven (177) Supervisory Presiding Officers were sourced from Federal Establishments in Ekiti State. Four Thousand Three Hundred and Ninety (4,390) Presiding and Assistant Presiding Officers were sourced from members of the National Youth Service Corps (NYSC) for the 2,195 polling units in the state.

There was provision of adequate and effective security by the Inter-Agency Consultative Committee on Election Security (ICCES) which was supported by the deployment of men of the Nigeria Army. Electoral violence and malpractices were therefore reduced to the barest minimum. In all sixteen (16) cases of electoral malpractices were recorded and are being prosecuted

### **Challenges**

Challenges experienced in the state included: Non-involvement of the State Offices of INEC in the screening of candidates, leading to the exclusion of the NTP/ candidate/ logo which led to the eventual nullification of the Ijero/Ekiti West /Efon Federal Constituency in Ekiti State by the election tribunal and the court of appeal; the inability of some corps members and even collation officers to sum up and properly fill the various result forms; the refusal of some security personnel to report at polling units especially in the areas with difficult terrain.

## **Results of the Elections**

Twenty Nine (29) political parties and Two Hundred and Ninety One (291) candidates contested the Presidential, National and State Assembly elections in the State. There was no Governorship election conducted since the tenure of the incumbent governor had not expired.

Peoples Democratic Parties (PDP) polled the highest votes (135,009) in the Presidential Election in Ekiti State, while the Action Congress of Nigeria (ACN) won all three Senatorial Seats as well as all of the six seats in the House of Representatives. In the elections to the State House of Assembly, the Action Congress of Nigeria won twenty four of the twenty six (26) seats while Peoples Democratic Party won two seats.

**Isyaku Maigoro**  
**Resident Electoral Commissioner**  
**Ekiti State.**

## **6.14 ENUGU STATE**

### **Introduction**

The outcome of the April, 2011 General Elections in Enugu State has become a reference point because of the distinct character of its acceptability. Before the elections, many feared that it could be marred by violence, irregularities and credibility factors. This was as a result of a general feeling of despondency, distrust and cynicism arising from previous elections especially within the past 10 years.

### **Critical Events Leading Up To April 2011 General Elections**

These included Confidence Building/Advocacy Meetings; Strategic partnership with other agencies; Voter Registration exercise; as well as legal notices and nomination of candidates. Other activities included the procurement of necessary operational and logistics requirements and election personnel.

### **Electoral Violence and Malpractices**

The State did not witness any serious electoral violence that affected the outcome of the elections. Nevertheless, there were some electoral violence and malpractices which were sufficient to form the basis for criminal prosecution.

### **Management of Security for the Elections**

The Security Agencies in Enugu State under the umbrella of the Inter-Agency Consultative Committee on Election Security (ICCES) played a commendable role in ensuring peace during the elections. The committee was made up of the Police, Nigeria Immigration Service, Nigeria Customs Service, Prisons, Nigeria Drug Law Enforcement Agency, Nigerian Army and the Nigerian Security and Civil Defense Corps.

### **Results of the Elections**

Election took place in all parts of the state except in three Wards (Registration Areas) in Igboeze North LGA due to violent communal crisis which hindered the registration of voters in the area. The three Wards are Umuozzi I, Umuozzi II, and Umuozzi Central.



Results declared for the National Assembly (NASS) election showed that PDP won all the National Assembly seats in the state. Voters' turnout for the election was undoubtedly low. Out of the total registered voters of about 1,368,529, only 429,343, representing 30.72% turned out to vote.

In the Presidential election held on 16<sup>th</sup> April, 2011, the PDP had the highest scores (802,144), followed by Congress for Progressive Change (CPC) 3,753 and Peoples for Democratic Change (PDC) 2,642. While the total turnout for the National Assembly election was 429,349 (30.72%), the turnout for the Presidential election increased to 827,319 or 60.45% of the total registered voters in the state.

The PDP further won all the 24 seats in the State House of Assembly as well as the governorship election obtaining 419,760 votes. The Labour Party came 2<sup>nd</sup> with 30,135 votes.

It is pertinent to state that the elections in the state were perceived to be credible. This can be attested to by the low number of cases that were taken to the Election Tribunal compared to previous elections in the state.

### **Critical Success Factors.**

The success recorded during the 2011 general elections in the state could be attributed to a lot of things that were done differently:-

- i. The use of NYSC members, staff of Universities and other Federal Agencies supported by staff of the Commission to deliver good elections.
- ii. The use of Registration Area Centres as camping centres for distribution of materials and for camping of election personnel to provide quick services to end- users.
- iii. The structured synergy between security agencies in the state under the auspices of Inter-Agency Consultative Committee on Election Security (ICCES)

### **Challenges**

The conduct of some of the NYSC members during the exercise was a challenge. Other challenges included late arrival of materials; issues with party primaries;

inadequate time for training; inadequate voter education; and problems relating to the Register of Voters.

**Barr. J. C. Uwazuruonye**  
**Resident Electoral Commissioner**  
**Enugu State**

## **6.15 GOMBE STATE**

### **Introduction**

Elections were held in Gombe State for the Presidential, Governorship, National Assembly and State House of Assembly as re-scheduled.

Most of the initial preparatory activities and events leading to the 2011 General Elections were handled by the headquarters; however, the State Office facilitated the process in some areas. Some of the critical events included:-

- Review of the electoral and constitutional provisions to enable the conduct of the elections.
- Compilation and production of a credible voters list for the polls.
- Procurement and distribution of adequate election materials.
- Engagement of adequate and qualified election and security officials for the exercise and;
- Funding of the election operations and Logistics planning for the election.

### **Electoral Violence and Malpractices**

In spite of all measures put in place to checkmate the level of election malpractices and curtail electoral violence during the elections, some cases of malpractices were noticed. The demand for sharing of un-used ballot papers and the admission of under-aged voters in some polling units affected the polls leading to cancellation of results aggregated from such Polling Units. Thus results were cancelled in affected polling units during the National Assembly, Presidential, Governorship and State Assembly Elections. Damages to INEC official vehicles and property were reported at the following locations:

- ✓ INEC Office Funakaye LGA
- ✓ Balanga LGA
- ✓ Akko LGA
- ✓ Gombe LGA

## **Results of the Election**

At the end of the elections, CPC scored 469,898 and the PDP scored 290,347 for the Presidential Election. PDP won the three (3) Senatorial seats and Four (4) seats in the House of Representative and Twenty (20) seats in the State House of Assembly while CPC won Two (2) seats in House of Representatives and Four (4) seats in State House of Assembly.

**Godfrey Miri**  
**Resident Electoral Commissioner**  
**Gombe State**

## **6.16 IMO STATE**

### **Preamble:**

Imo State is made up of 27 Local Government Areas, 305 Registration Areas, 3 Senatorial Districts, 10 Federal Constituencies, 27 State Constituencies, 3,523 Polling Units and a Total no of 1,789,585 registered voters.

Events before the 2011 general elections started with the registration of voters from 16<sup>th</sup> January to 5<sup>th</sup> February, 2011. Other pre-election activities undertaken included the following:

- ✓ Issuance of legal notices of nomination of candidates.
- ✓ Management of Operational and Logistics issues.
- ✓ Recruitment, training and engagement of 22,084 election personnel sourced from NYSC and Tertiary Institutions and Federal Ministries and parastatals.

Apart from the aborted 2<sup>nd</sup> April, 2011 NASS elections which had to be re-scheduled, sensitive materials needed for all the other elections arrived early enough and were quickly and promptly deployed to various Local Government Area Headquarters in the presence of both, party and security agents.

Even though the elections were successfully conducted, some challenges were noticed. For instance cases of multiple originals were discovered in some forms EC8 series during distribution.

The election into Ehime Mbano/IhiteUboma/Obowo Federal Constituency of 9<sup>th</sup> April, 2011 was suspended as a result of non-inclusion of PPA party logo and non-listing of the candidate in the appropriate constituency. However, the election was later held alongside the Governorship/State House of Assembly Election on 26<sup>th</sup> April, 2011.

### **Electoral Violence and Malpractices. –**

The challenges of violence and malpractice accounted for the failed elections of 26<sup>th</sup> April in 4 Local Governments Areas of Mbaitoli, Ngor Okpala, Owerri North and Ohaji Egbema which were later concluded in the supplementary elections of 6<sup>th</sup> May, 2011. Owerri West State Constituency with an outstanding 18 polling units election was also concluded on 17<sup>th</sup> September, 2011.

## **Critical Success Factors/Challenges**

The following are considered the critical factors that contributed to the success of the election.

- ✓ Creation of Voting Points eased the attendant delay during voting.
- ✓ The security agencies were willing to assist in the democratization process by releasing their men and vehicles for the general election.
- ✓ The transparency of the electoral process.
- ✓ The voters' and other stakeholder's confidence in the electoral process.

## **Challenges**

- ✓ Withdrawal of Corps members for the 6<sup>th</sup> May Supplementary election
- ✓ Late arrival of materials from the Commissions Headquarters, Abuja.
- ✓ The win-at-all-cost mindset of the politicians.
- ✓ Inability of the security personnel to contain the activity of hoodlums during elections, thereby exposing election personnel to danger.
- ✓ Inability of some political parties to follow due process in the nomination of party candidates, (lack of internal democracy).

**Prof. Selina Omagha Oko**

**Resident Electoral Commissioner  
Imo State.**

## **6.17 JIGAWA STATE**

### **Preamble**

Jigawa State is made up of twenty seven (27) Local Government Areas. Three (3) Senatorial Districts, Eleven (11) Federal Constituencies and thirty (30) State Assembly Constituencies. The State has two hundred and eighty one (281) Registration Areas, three thousand five hundred and twenty seven (3,527) Polling Units.

### **Critical Events Leading Up To The April 2011 General Elections**

Some of the critical events leading up to the April 2011 General Elections in the state include:

- ✓ Polling units (PU) verification exercise;
- ✓ Voters Registration Exercise;
- ✓ Establishment of Inter-Agency Consultative Committee on Elections Security (ICCES) at both State and Local Government level;
- ✓ Voter Education and Public Enlightenment programmes;
- ✓ Monitoring of political party primaries and congresses

### **Electoral Violence and Malpractices**

There was no serious electoral violence recorded in Jigawa State during the 2011 General Elections. However, there were twenty-two (22) electoral offences committed during the National Assembly Election, stated as follows: Under Age Voting, Possession of INEC Ballot Box, and Disappearance of Ballot Papers amongst others.

### **Challenges**

A major challenge was the issue of missing logo on some ballot papers which led to the rescheduling of the House of Representative Constituency Elections in the State.

### **Results of Elections**

The Peoples Democratic Party (PDP) won the Governorship Election, the three (3) Senatorial Seats, Eleven (11) House of Representative and Twenty-Nine (29) State

House Assembly seats while ANPP won only One (1) seat in the State House of Assembly.

**Ibrahim Bagobiri Marafa**  
**Resident Electoral Commissioner**  
**Jigawa State**



## **6.18 KADUNA STATE**

### **Preamble**

The 2011 general elections commenced nationwide on the 2nd of April, 2011, but was cancelled due to logistical challenges that resulted in the mix-up of ballot papers and non-availability of result sheets at some polling units during the election. In Kaduna State, further disruptions were witnessed following violence that erupted after the Presidential election and the last election was held on the 28th of April 2011.

The most critical of all election processes is the fresh registration of voters. The Commission successfully conducted the registration of voters despite the hiccups experienced with DDM accessories.

Notices were issued to the public and political parties for the nomination of candidates in to various elective offices nationwide. The state had difficulty producing a final list of candidates within the stipulated time-line, which resulted in unlawful exclusion of candidates' names and party logos. Instances were found in Kudan/Makarfi, Ikara/Kubau and Zangon Kataf/Jaba Federal Constituencies. Also confusion occurred in the publication of Z/Kataf/Soba instead of Z/kataf/Jaba federal constituency. In Igabi East state constituency the Court of Appeal ordered fresh elections in the constituency on the same grounds.

### **Election Personnel**

A total number of 23,226 ad-hoc staff were trained and engaged for the elections. The commission sourced ad-hoc staff from the NYSC, federal tertiary institutions and security organizations in the state. The ad-hoc staff performed impressively up to the presidential election when violence erupted and a considerable number of them withdrew. The commission mobilized a batch of personnel from Abuja to make up the shortfall in ad-hoc staff for the elections in the state.

### **Electoral Violence**

Despite the employment of various methods of sensitization against electoral violence and malpractices, violence erupted during the Presidential elections in the state. Many ad-hoc staff disengaged from the elections. The reinforcement of police and Army personnel to curb the situation and the curfew imposed by the state government saved the situation. The state lost the Zaria Local Government

Area office to the violence encountered. Equally, the election in Kidandan ward of Giwa West State Constituency was annulled for electoral malpractices and as a result of this, Court of Appeal ordered fresh election.

### **Critical Success Factors**

The success of 2011 elections in Kaduna State is attributable to the quality of workforce in the state, sustained consultations with stakeholders in particular security organizations, politicians, traditional institutions, Media, National Orientation Agency, Students and staff of Tertiary institutions, NYSC members who participated, mobilized or encouraged the electorate to exercise their franchise. In all, there was a show of remarkable degree of patriotism and neutrality by the Commission, students and Corps members who participated in the process.

### **Challenges**

The challenges experienced by the state were in the following areas: poor training of election personnel; inadequate voter and civic education; electoral violence; malpractices by political parties and lack of internal democracy.

### **Results of the Elections**

In Kaduna State a total of thirty three (33) political parties participated in the elections.

The results of the elections show that the Congress for Progressive Change (CPC) scored the highest votes in the Presidential Election. In the Governorship Election, the Peoples Democratic Party (PDP) won the Governorship election. In the National Assembly Elections, CPC won two (2) of the three (3) Senatorial District seats, with PDP winning one (1) seat. Similarly, the CPC won eight (8) of the fifteen (15) House of Representatives seats, and PDP won seven (7). In the State House of Assembly, PDP won twenty one (21) of the thirty four (34) seats, while CPC won thirteen (13). At the end of elections in the state, the total number of petitions brought before the Election Petition Tribunal was twenty seven (27).

**Haliru Tambawel**  
**Resident Electoral Commissioner**  
**Kaduna State.**

## **6.19 KANO STATE**

### **Background**

Kano state has forty four (44) Local Government Areas, twenty four (24) Federal Constituencies, forty (40) State Constituencies and three (3) Senatorial Districts. The state has eight thousand and seventy four (8074) Registration Centres and four hundred and eighty four (484) Registration Areas (Wards). The number of registered voters in the state is 5,136,000

The deployment of all the 44 Electoral Officers to other states and the enhanced security arrangement through the Inter – Agency Consultative Committee on Election Security enhanced the achieved successes in the state.

A total of 25,331 ad-hoc personnel were recruited, trained in various capacities and deployed as election officials for the 2011 General Elections. These were largely sourced from the NYSC, federal tertiary institutions, and federal agencies.

### **Receipt and Distribution Of Materials**

The preparations towards the conduct of elections commenced with the receipt and distribution of non-sensitive and sensitive materials. All sensitive and non-sensitive materials were received and found to be adequate and were subsequently distributed on pro-rata basis to all the forty-four (44) Local Government Areas.

### **The April 2011 General Elections**

The General Elections planned to start with National Assembly Elections on the 2nd April, 2011 had to be shifted and rescheduled to commence on April 9th 2011. Other elections were subsequently shifted by one week as agreed with Stakeholders. However, elections in three Federal Constituencies in Kano State were deferred to 26th April 2011, owing to shortfall in their Ballot papers and result sheets. These are Ka'raye/Rogo FC, Gwarzo/Kabo FC, and Dala FC.

On 16th April, 2011, the Presidential Elections was held and the outcome of the election was received negatively, which resulted in the destruction of a number of properties of some prominent Politicians in the state.

### **Results of Elections**

The CPC won majority votes in the Presidential Election with 60% of total votes cast, while the Governorship Election was won by the PDP with 46% of total votes cast. For the NASS Elections, PDP won 2 of the 3 Senatorial District seats and 14 House of Representatives seats; ANPP won 1 Senatorial District seat and 8 House

of Representatives seats; and the CPC won the 2 outstanding House of Representatives seats. At the State House of Assembly Elections, the PDP won 30 seats while the ANPP won 10 seats.

### **Challenges**

Challenges encountered in the course of preparing for and conducting the elections included:

- Major shortfall of ballot papers during the National Assembly Elections in three Federal Constituencies: Karaye/Rogo FC, Gwarzb/Kabo FC, and Dala FC.
- Non - availability of Result Sheets during the National Assembly Elections which led to the postponement of the three Federal Constituency Elections.
- Lack of adequate knowledge of the terrain.
- Abscondment of NYSC Ad-hoc Staff

Another major challenge was the case of missing names on the voters register. For instance, in Rimin-Gado Local Government Akalawa Unit in Butu Ward, Elections were not conducted because the voters could not find their names on the Register. Similarly, in Tudun Wada Local Government, Dalawa Ward (Unit 022) the voters could not find their names on the Register of voters.

There were also reported cases of inefficiencies and incompetency on the part of some poll officials mainly as a result of inadequate training of personnel.

### **Prosecution of Offenders**

A total number of 283 persons were arrested during the April 2011 General Elections. The offenders were arrested on various electoral offences ranging from possession of dangerous weapons, impersonation of voters register, destruction of electoral materials, and snatching of Ballot Boxes with Ballot papers. The suspects were all charged to Court.

**Abdullahi Danyaya**  
**Resident Electoral Commissioner**  
**Kano State**

## 6.20 KATSINA STATE

### **Preamble**

The first election into National Assembly which was scheduled for 2<sup>nd</sup> April 2011 was re-scheduled for 9<sup>th</sup> April 2011 due to some logistical challenges. However, all the five sets of elections were subsequently conducted peacefully in the State.

In the build up to the April 2011 General Elections, the Katsina State Office undertook a number of preparatory activities as follows:-

- ✓ Verification of Polling Units.
- ✓ Receipt coding and distribution of 5,293 Direct Data Capturing machines (DDCMs).
- ✓ Recruitment and training of a total of fifteen thousand six hundred and two (15,602) Ad-hoc staff drawn from N.Y.S.C and Federal Tertiary Institutions.
- ✓ Compilation of Voters Register where biometric data of a total of three million fifty eight thousand seven hundred and seven (3,058,707) eligible voters were captured using the DDCMs.
- ✓ Receipt and distribution of election materials in good time.
- ✓ Series of retreats and trainings.

### **Electoral Violence and Malpractice**

As a result of proper co-ordination and high sense of integrity of the present Commission, low level of violence and malpractice were recorded during the 2011 General Elections as compared to the previous elections. For example, only few cases of violence were recorded in Funtua, Bakori, Zango, Ingawa, Kankara, Musawa, Danmusa, Faskari, Malumfashi and Katsina LGA's. Also with regards to election malpractice, it was also very minimal compared to previous elections, where 60 polling units were affected during the governorship elections the results of which were cancelled and all the culprits handed over to the relevant security agents for proper investigation and prosecution.

### **Management of Security for the Elections**

There was no report of serious breach of peace, before, during and after the elections. The use of Inter-agency Consultative Committee on Election Security (ICCES) assisted greatly in maintaining law and order during the elections.

## **Result of the Elections**

The election results were announced at various levels by the appropriate election personnel during the election.

## **Critical Success Factors**

The success of the 2011 General Elections can be attributed to a number of measures taken by the Commission which included the general mobilization and enlightenment of the electorate and the political class in addition to these, the integrity of the members of the Commission, the role played by the Commission's permanent staff, timely distribution of election materials, and the use of corps members and staff/students of tertiary institutions contributed greatly to the success of the election.

## **Challenges**

The challenges included lack of early and adequate planning and preparation in the areas of recruitment and training of poll officials, timely supply of election materials and continued dialogue with all stakeholders.

**Abubakar Umar Wara**  
**Resident Electoral Commissioner**  
**Katsina State**

## **6.21 KEBBI STATE**

### **Introduction**

The 2011 General Elections was held as stipulated by the Commission in Kebbi State in all the 21 LGAs, 225 Registration Areas and 2,398 Polling Units with 1,112 voting points.

### **Critical Events Leading to the 2011 Elections**

INEC Kebbi state undertook a series of activities preparatory to the 2011 General Election. Such activities included polling unit's verification, voter's registration, consolidation and printing of voters register, monitoring of party primaries for nomination of candidates, and conduct of Stakeholders' fora.

A total of 8,376 Poll Officials were sourced from NYSC, Federal Tertiary Institutions and other Federal Government Agencies in the State. These were given adequate training and deployed accordingly.

Similarly, adequate logistics preparation was made for the transportation of poll officials and electoral materials to and from the designated polling units and collation centres. The office collaborated with the Inter-Agency Security Committee members who demonstrated high level of commitment throughout the election period, to provide the needed security.

### **Electoral Offences/Malpractice**

Although the Elections were successfully conducted in the state, there were however, recorded cases of electoral malpractices in the course of conducting the elections. These included unlawful possession of voters' cards, ballot box stuffing, bribery and conspiracy, and dereliction of duty.

### **Result of Elections**

A total of 14 Political Parties participated in the NASS election, 15 for the Governorship Election, nine (9) for the State House of Assembly Elections, and 20 for the Presidential Election in the State. The PDP won the Governorship Election with majority votes of 559,424.

The Governorship Election recorded a total of 965,101 valid votes with the PDP winning. At the National Assembly Election, a total number of valid votes cast was 841, 758 for the Senatorial District Election, and 813,715 for the House of Representatives election. While for the Presidential elections the total number of 924, 009 valid votes were cast.

Consequent upon the conduct of the 2011 General Elections, fifteen (15) election petitions were received.

**Kabiru Ahmed**  
**Resident Electoral Commissioner**  
**Kebbi State**



## **6.22 KOGI STATE**

### **Introduction**

Prior to the 2011 General Elections, events critical to its success were embarked upon. One of such activities was the Voters Registration exercise. Others included the involvement of all the stakeholders which all added to the credibility of the conduct of the elections.

Various categories of ad-hoc personnel sourced from the National Youth Service Corps, Federal Establishments, staff and students of Federal tertiary institutions and ex-corps members of 2009/2010 batch, were recruited and trained for the exercise. A total of 8,168 election personnel were recruited and trained for the exercise.

Legal notices were issued out in strict compliance with the Electoral Act 2010 as amended.

The 2011 elections were characterized by challenges of nomination of candidates. Weak internal democracy in political parties which led to several pre-election cases in court. All the Political Parties were affected by this problem. Names of candidates were substituted with impunity even after they had been validly nominated.

Non sensitive materials for the elections were distributed to the 21 Local Government Areas of the state well ahead of the elections. Similarly, effort was made to distribute all sensitive materials to the LGAs on schedule. However, despite the Commission's insistence on early arrival of sensitive materials in the state, the contrary was the case which hindered the movement of some to the various Registration Areas and Polling Units most especially to areas with difficult terrains.

### **Challenges**

There were incidences of electoral malpractices and violence recorded across the state. For instance, in Okene, Ankpa, Ibaji, Ajaokuta, Adavi, Olamaboro, Kabba/Bunu LGAs, there were reports of ballot box snatching. Also, eight (8) Corps members were arrested for stamping ballot papers before the commencement of voting. Investigation however revealed that they acted under duress and threat. They were handed over to the NYSC after very serious caution and warning.

Other challenges were late arrival of sensitive election materials at the initial stage of the elections where there was mix-up of the Forms EC8 series for Senatorial Election; the total reliance on the use of NYSC members as Presiding Officers which posed a great challenge on the electoral process; inadequate number of Security personnel deployed for election which accounted for ineffectiveness in curbing violence and malpractices.

### **Results of the Elections**

A total of twenty-two (22) Political Parties and Two Hundred and Fifty Nine (259) candidates participated in the elections. The results of the elections show that the Peoples Democratic Party (PDP) scored the highest votes in the Presidential Election. The Party also won the 3 Senatorial seats, 7 of the 9 House of Representatives seats and 21 of the 25 seats of the State House of Assembly. The Action Congress of Nigeria (ACN) won 1 seat for the House of Representatives elections, and 1 for the State House of Assembly Elections. The Congress for Progressive Change (CPC) won 1 seat in the House of Representatives Elections, while the ANPP secured 3 seats in the State House of Assembly elections. There was no Governorship Election in the state since, as interpreted by the court at the time, the tenure of the incumbent was subsisting.

A total of 24 cases were filed at the Election Petition Tribunal as a result of the General Elections in Kogi State.

**Mohammed A. Ahmadu**

**Resident Electoral Commissioner  
Kogi State**

## **6.23 KWARA STATE**

### **Introduction**

The conduct of the 2011 Elections in Kwara State was preceded by a number of activities, ranging from voter registration, training and deployment of Ad-hoc staff and all the operational activities, as well as issuance of legal Notices and nomination of candidates.

In continuation with the preparation for the elections, non-sensitive election materials were received from the Headquarters through the receiving committee constituted by the Commission in the State and was later distributed to the Local Government Area Offices in good time for onward distribution to Registration Areas and Polling Units accordingly. Similarly, sensitive materials for the elections were received and distributed on the eve of election to the Electoral Officers. However, there was the challenge of delayed movement of election materials and poll officials to areas with difficult terrain.

### **Critical Success Factors**

The personnel for 2011 General Elections were sourced mainly from Federal Ministries, Agencies, Parastatals, NYSC members, ex-corps members and students from Federal Government Tertiary Institutions in the State. The State Office achieved a high degree of success through the involvement of staff of Federal Ministries, Agencies and Parastatals. These immensely helped in ensuring efficiency and enhancing credibility to the Commission's mandate.

Through the concerted efforts of the Inter-agency Consultative Committee on Elections Security (ICCES), there was security presence at all levels of the exercise.

The State also achieved appreciable level of success in voter education for the elections through the use of both print and electronic media, through collaboration with the National Orientation Agency (NOA), the Federal Information Centre, as well as the Organization of Stakeholders Forum. These undoubtedly promoted public awareness and understanding of the electoral process.

## **Result of Elections**

A total number of fifteen (15) political parties fielded 282 candidates for various elective positions in the State. The results of the elections show that the People's Democratic Party (PDP) won the Governorship election. The Party also won the 3 Senatorial seats, the 6 House of Representatives seats and 22 of the 24 seats of the State House of Assembly. The Action Congress of Nigeria (ACN) won two seats of the State House of Assembly elections.

In Kwara State, Fifteen (15) Election Petitions were served on the Commission.

**Timothy Ibitoye**  
**Resident Electoral Commissioner**  
**Kwara State.**

## **6.24 LAGOS STATE**

### **Preamble**

Events leading up to the April, 2011 General Elections included the compilation of a new voter's register, which was critical to the success of the 2011 elections. Finding solution to and solving the various problems such as missing names thrown up during and at the end of the registration exercise was also essential. Legal notices were duly published in compliance with the necessary statutory provisions.

### **Election Personnel**

The bulk of the ad-hoc election personnel was sourced from Youth Corps members and complemented by staff of the NYSC, Federal tertiary institutions and Federal establishments in the State amounting to a total of 35,199.

### **Critical Success Factors**

There were relatively better performances than previous elections. This could be attributed to the vigorous training of the ad-hoc personnel, early arrival of election materials, better provision of logistics and the cordial and complimentary relationship between the Commission and the Security Agencies. Also, effective use of the inter-agency consultative meetings including regular meetings with the leaders of political parties with efficient and adequate dissemination of information to all stakeholders was critical success factors. Transparent and open dealings with all stakeholders coupled with constant pre-registration and election interactions with them at the State and Local Government levels contributed immensely to the success recorded.

### **Challenges**

Despite the successes recorded, the State faced some challenges which included late arrival of some materials to the extent that the State had to resort to Local purchase, printing and production of these non-sensitive but essential items. Also, the number of days earmarked for training was inadequate for effectiveness.

A total number of 14 Electoral malpractice cases were charged at the various Magistrate Courts in the State, with regards to the April 2011 General Elections.

## **Results of the Elections**

Sixteen (16) political parties participated in the 2011 General Elections presenting 641 candidates between them. That is, Governorship 15 candidates, Senatorial 25 candidates, House of Representatives 227 candidates and State House of Assembly 374 candidates, totaling 641 candidates.

The result of the elections show that the Action Congress of Nigeria (ACN) won the Governorship election with 1,509,113 votes (81.03%). The Party also won the 3 Senatorial seats, the 24 House of Representatives seats and all the 40 seats of the State House of Assembly.

**Dr. A. L. Ogunmola**  
**Resident Electoral Commissioner**  
**Lagos State**

## **6.25 NASARAWA STATE**

### **Introduction**

The 2011 General Elections in Nasarawa State was preceded by series of activities critical to the success of the elections. These included the sourcing and training of various categories of ad-hoc staff as election officials; inter-Agency Security meetings; stakeholders meetings; and the conduct of Voter Education activities. In accordance with statutory provisions, all Notices of Election as well as Notices of Poll were duly given before the General Elections.

Election Personnel in the State were sourced from the NYSC, Federal Polytechnic Nasarawa, and Nasarawa State University Keffi. These were trained although the allocated time for training was inadequate.

### **Critical Success Factors**

Operational and logistics arrangements were timely and adequate except for Karu/Keffi/Kokona Federal Constituency, where the ballot papers supplied were insufficient, and led to the post-ponement of the election to 26th April.

Regular consultative meetings with security agencies assisted greatly as they led to the active participation of the leadership of security agencies in ensuring a smooth and peaceful conduct of elections. However, there were few cases of electoral offences ranging from criminal conspiracy, inciting public disturbance, and snatching of ballot boxes. All offenders were charged to court.

Other factors critical to the success of the General Elections included the timely release of funds, and regular consultations with stakeholders which reduced suspicion and enhanced transparency in the electoral process.

### **Result of Elections**

Nine political parties participated in the National Assembly Elections, with PDP winning two (2) of the Senatorial District seats and one (1) House of Representative seat, whereas CPC won one (1) of the three Senatorial District seats and four (4) House of Representatives seats.

Nine political parties participated in the Governorship Election, which CPC won. The State House of Assembly Elections had eleven (11) parties participating with PDP winning twenty (20) seats and CPC winning four (4).

A total of sixteen (16) election petitions were filed and determined at the Election Petition Tribunal sitting at Lafia, Nasarawa State

**Ahmed Makama**  
**Resident Electoral Commissioner**  
**Nasarawa State**



## **6.26 NIGER STATE**

### **Introduction**

Following the successful completion of the registration of voters' exercise in the state, other pre-election exercises such as the training of ad- hoc personnel were successfully done. These trainings were for all categories of personnel that were engaged for elections.

There was also the conduct of stakeholder forums for political parties, security personnel, youths, women and other relevant stakeholders in the Nigerian political landscape.

Distribution of materials went smoothly and was timely at all levels, except for the shortfall of ballot papers relative to the total number of registered voters in the state, the absence of political party Logo for Gbako/Bida/Katcha Federal Constituency and the shortfall of approximately 104, 000 ballot papers in Niger South Senatorial District.

### **Postponement of NASS Election**

A bomb blast in Suleja on the eve of the National Assembly elections scheduled for 9th April 2011, forced the postponement of the election. This unfortunate event claimed lives and destroyed property. Insufficient ballot papers also led to the postponement of Senatorial elections in Niger South Senatorial District. These elections eventually took place on the 26<sup>th</sup> of April 2011.

The elections were on the whole, generally smooth, although a large drop in the participation of corps members across the state was experienced owing to a bomb blast on the 8<sup>th</sup> of April 2011. The blast attracted the presence of military, civil defence and other security agencies in most offices which went a long way to reassure voters of their safety. There were also isolated cases of intra-party clashes, which did not significantly affect the outcome of the election. Also, one of the Christian Corps members' hostels was however razed down and some corps members harassed after the Presidential Election.

## **Challenges**

The major challenge faced in the election was that of missing names of persons who had valid voter's cards. There were also shortages of ballot boxes to cater for the voting points.

Security was a major challenge during the National assembly Election, as most units particularly in the rural areas were not manned by security personnel.

## **Results of Elections**

Candidates representing eight (8) political parties contested the Governorship Election in Niger State which was won by PDP with five hundred and forty three thousand, two hundred and five (543,205) votes. In the National Assembly Election, PDP won two (2) Senatorial District seats and seven (7) House of Representatives seat, while the CPC won 1 Senatorial District seat and 3 House of Representatives seats. In the State House of Assembly Elections, PDP won twenty four (24) of the twenty seven (27) seats while CPC secured the remaining three (3) seats.

The Niger State Office of the Commission recorded eight (8) pre-election petition matters, and at the conclusion of the 2011 General Elections, a total of twenty (20) petitions were filed.

**Dr. Emmanuel Onucheyo**  
**Resident Electoral Commissioner**  
**Niger State**

## **6.27 OGUN STATE**

### **Introduction**

The April 2011 General Elections which were adjudged to be the best so far by both the International and Local Observers were successfully held in Ogun State.

The compilation of a new Voters Register contributed in no small measure to the success of the elections since credible voters register is a pre-condition for successful and credible elections.

Serving members of National Youth Service Corps were recruited for the elections, as poll officials. University lecturers were equally engaged as Collation/Returning Officers. Other Senior Federal Civil Servants were also engaged to take care of the shortfalls. The crop of personnel recruited, and the training conducted for them, added credibility to the outcome of the general elections. In all, 7,025 ad-hoc personnel were recruited.

Stakeholder's interactive meetings were held severally with the major stakeholders to provide platforms to further educate members of different political parties on the General Elections. In addition, aggressive public enlightenment campaigns were carried out to sensitize eligible voters on the need to participate in elections.

Elections to the following four (4) Federal Constituencies: Abeokuta South; Ado-Odo/Ota; Egbado North/Imeko-Afon and Ifo/Ewekoro were held on Tuesday, 9<sup>th</sup> April 2011, while in other five (5) constituencies: Abeokuta North/Obafemi-Owode/Odeda; Egbado South/Ipokia; Ijebu North/Ijebu East/Ogun Waterside; Ijebu-Ode/Odogbolu/Ijebu North-East and Ikenne/Sagamu/Remo North elections were postponed till Tuesday 26<sup>th</sup> April, 2011.

### **Challenges**

There were very few cases of electoral violence in Ogun State during the 2011 General Elections. One of the few cases was the sporadic shooting into the air to disrupt collation at Ake Centenary Hall, Abeokuta during the collation of results for Ogun Central Senatorial District Elections of 9<sup>th</sup> April 2011. The situation was put under control by security personnel.

Election malpractices were minimal and such cases were nipped in the bud. No arrest was made. The Establishment of Interagency Consultative Committee on

Election Security (ICCES) to a very large extent helped in maintenance of law and order during the period of elections.

Although election materials were supplied earlier than in the previous general elections, the distribution of materials from the zonal stores situated at Osogbo, Osun State, still posed some problem.

Two Local Government Areas with difficult terrains; Ogun Waterside and Ipokia LGAs were not provided with motorized boats. This was a huge challenge.

Other challenges faced during the 2011 elections include the late arrival of election materials and the use of poorly trained ad-hoc staff due to duration allotted for training.

### **Election Results**

A total of twenty (20) political parties participated in the Presidential election, with PDP scoring the highest votes.

For the Governorship Election, nineteen (19) parties fielded candidates and the ACN won with a score of three hundred and seventy seven thousand, four hundred and eight seven (377,487) votes. In the National Assembly Elections, sixteen (16) political parties fielded forty one (41) candidates for the three (3) Senatorial district seats, which were all won by the ACN. Whereas, thirteen (13) political parties fielded eight five (85) candidates for the nine (9) House of Representatives seats, which were also all won by the ACN. In the State House of Assembly election, one hundred and eight two (182) candidates representing twelve (12) political parties contested for the twenty six (26) seats. ACN secured eighteen (18) seats, PPN five (5), and PDP three (3) seats.

Twenty three (23) election petitions were brought before the Ogun State Election Petition Tribunal.

**Martins Okunfolami**  
**Resident Electoral Commissioner**  
**Ogun State**

## **6.28 ONDO STATE**

### **Preamble**

The state drew its ad-hoc workforce for the 2011 elections from serving corps members in the state, officers from Federal Government agencies, staff and students of Federal institutions as well as ex-corps members from 2009, 2010 and 2011 batches.

Customization of ballot boxes and ballot papers added credibility to the electoral process as it brought down incidences of election fraud. The media gave adequate publicity to the elections and the electorate was able to make informed choices. Worthy of mention are the contributions of the stakeholders in election at the State and Local Government levels.

Arising from the Political Parties' Primaries, several litigations were filed by aggrieved aspirants mainly from the Labour Party, Peoples Democratic Party and the Action Congress of Nigeria. In all, 8 (eight) cases were filed, in which INEC was joined as Defendants. Only one of these cases was determined before the election.

The conduct of the National Assembly elections was smooth and generally peaceful except in a few Local Government Areas where malpractices were allegedly perpetrated. The affected LGAs were Akoko North West, Ese-odo, Ilaje, Ile-Oluji/Oke-Igbo, Irele, Odigbo, Okitipupa and Ose. There were reports of irregularities such as disruption of accreditation and voting process by hoodlums, snatching of ballot boxes, ballot papers, election results forms and other election materials, mutilation of election results, forceful relocation of polling units, collation of election result at unauthorized centres, assault and abduction of election officials. During the Presidential election, the number of reported malpractices reduced drastically.

### **Challenges**

The major challenges experienced by the State include: inadequate supply of election materials; insufficient funds for logistics support; abduction and maiming of election officials; inadequate security in the volatile riverine areas of the state; and insufficient time allotted for effective training of election personnel.

## **Election Results**

A total of twenty (20) political parties participated in the Presidential election, with PDP scoring the highest votes of three hundred and seventy eight thousand, three hundred and seventy six (378,376) votes representing 79.6% of total valid votes.

There was no governorship election in the state as the tenure of the incumbent Governor had not expired.

In the National Assembly Elections, eight (8) political parties fielded 19 candidates to contest for the three (3) Senatorial district seats, with Labour Party (LP) winning all three (3) seats. Similarly, nine (9) political parties fielded forty seven (47) candidates to contest for the nine (9) House of Representatives seats, with LP securing eight (8) seats and PDP securing one (1).

In the State House of Assembly election, one hundred and forty five (145) candidates representing twelve (12) political parties contested for the twenty six (26) seats, with LP winning all but one (1) of the seats. PDP again won one (1) seat.

In all, eight (8) election petitions were filed at the Election Petition Tribunal in Akure.

**Chief. (Mrs) O. A. Adebayo**

**Resident Electoral Commissioner  
Ondo State**

## **6.29 OSUN STATE**

### **Preamble**

The 2011 General Elections in Osun State held as scheduled and were generally successful. The Governorship election however, did not hold in the state as the tenure of the incumbent governor was still subsisting.

Some of the critical events undertaken towards the April 2011 General Elections included the following:-

- ✓ Clean up of the Electronic Voters Register (EVR);
- ✓ Capacity Building;
- ✓ Upgrade of the operational/logistics requirements;
- ✓ Identification, recruitment, training and deployment of a total of 8,430 Ad-hoc poll officials mainly from the NYSC and Tertiary Institutions.

### **Electoral Violence and Malpractices**

The elections were not completely violence-free as pockets of violence and disturbances led to inconclusive polls and subsequent cancellations of the polls in a total of fourteen (14) Polling Units across three (3) LGAs. Eight of the cancellations were in respect of the NASS election while one (1) and five (5) were for presidential and House of Assembly elections respectively.

### **Management of Security for the Elections**

Generally, the security arrangement for the 2011 elections was very solid and successful. All the Local Government Areas were manned by security men. Voters and election officials felt secure and safe from likely embarrassment from thugs. Thanks to the series of interactive sessions between the Commission and the various Stakeholders especially the Inter-agency Consultative Committee on Election Security (ICCES).

### **Result of the Elections**

Aside from the office of the Governor which was not vacant for contest, all the other offices were contested for by a total of Twenty (20) political parties. The ACN won all the available seats: Three (3) Senatorial Districts; Nine (9) House of

Representatives seat and Twenty-Six (26) House of Assembly seats. The ACN further scored the highest votes at the presidential elections.

### **Critical Success Factors**

Among the important critical factors attributable to the success of the polls in the State were the following:

- i. Resolve by staff in the State to conduct a free and fair election.
- ii. Successful camping of ad-hoc staff at Registration Area Centres.
- iii. Use of the facilities of Central Bank of Nigeria to distribute sensitive election materials.
- iv. Use of NYSC members as ad-hoc staff.
- v. Use of the modified open Ballot system
- vi. Distinct periods for accreditation and voting.
- vii. Creation and successful outing of the Inter-Agency Consultative Committee on Election Security (ICCESS).
- viii. Use of academics as collation officers.
- ix. Compilation of a new Electronic Voters Register.
- x. Procurement of utility vehicles for Local Government officers.

### **Challenges**

- i. Missing names in the register.
- ii. The refusal of NYSC to participate at the eleventh hour.
- iii. Movement of electoral officers at short notice

**Amb. Dr. Rufus O. Akeju**  
**Resident Electoral Commissioner**  
**Osun State**



## **6.30 OYO STATE**

### **Preamble**

The 2011 general elections into the various offices were conducted as rescheduled by the Commission. Prior to the elections, the following critical events took place:-

- Recruitment and Training of Election Personnel.
- Voter Education/Publicity.
- Stakeholders Election Forum.
- Inauguration of Inter-Agency Consultative Committee on Election Security.

The Inter-agency Committee on security ensured a rare absolute security protection throughout the general elections. The composition of the committee engendered a high level of confidence with ability to douse tension. The committee effectively curtailed thuggery, intimidation and violence thereby allowing free and fair election process. Incidence of ballot stuffing and ballot box snatching were drastically reduced.

As directed, primaries of political parties were well monitored by the State Office and the list of all cleared and nominated candidates were pasted both at the INEC State office and at the various constituencies.

### **Challenges**

A major setback during the National Assembly Elections in Ibadan North West/Ibadan South West Federal Constituency in Oyo State was the case of the omission of CPC Party logo which resulted in the postponement of the elections.

### **Results of the Elections**

Twenty political parties fielded 465 candidates for the various elections. At the end of the elections, the following seats were won by the following political parties: - ACN won Governorship Election, Two (2) Senatorial Seats, Five (5) House of Representatives Seats and Thirteen (13) seats in the State House of Assembly. AC won Four (4) seats in House of Representative and Seven (7) seats in State House

Assembly while PDP won One (1) Senatorial seat, Five (5) seats in the House of Representative and Seven (7) seats in the State House of Representative.

**Ayo Adakeja**  
**Resident Electoral Commissioner**  
**Oyo State**

## 6.31 PLATEAU STATE

### **Preamble:**

The 2011 General Elections in the State as across the country were scheduled to hold on the 2<sup>nd</sup>, 9<sup>th</sup> and 16<sup>th</sup> of April, 2011.

However, the first set of election scheduled for 2<sup>nd</sup> April 2011 was postpone throughout the Country due to late arrival of Result Forms and shortages of Ballot papers, thus shifting the schedule as bellow:

- 9<sup>TH</sup> April 2011 - National Assembly in selected Senatorial Districts and Federal Constituencies.
- 16<sup>th</sup> April 2011 - Presidential
- 26<sup>th</sup> April 2011 - Governorship/House of Assembly and National Assembly.

The elections into Jos North/Bassa, Pankshin/Kanam/Kanke Federal Constituencies were shifted to 26<sup>th</sup> April to hold alongside the Senatorial Elections.

Preparatory to the elections, the state office undertook some major tasks which included the upgrading of storage facilities/receipt and distribution of election materials; liaison with Security agencies for provision of security for men and materials, and identification, recruitment, training and deployment of election personnel which were sourced mainly from NYSC and Federal Tertiary Institutions.

### **Results of the Election**

Ten (10) political parties contested the eight (8) seats for the House of Representatives. The ACN and DPP won I each and PDP 6, respectively.

Two (2) of the three senatorial seats were won by PDP and One (1) by the Labour party. Eleven Political parties contested the election.

The PDP won the governorship election that was contested by eight (8) political parties. The party scored the highest number of votes at the presidential polls which 19 political parties contested. The PDP further won Nineteen (19) of the

Twenty-Four (24) State house of assembly seats leaving Four (4) and One (1) to LP and ACN respectively.

## **Incidents**

Two ad-hoc staff lost their lives in a ghastly motor accident on the eve of the rescheduled National Assembly Elections of 8<sup>th</sup> April 2011.

## **Challenges**

Major challenges encountered in the series of elections included:

- i. Loss of Names from the EVR which prompted the use of Addendum Registers,
- ii. Inadequate training of ad-hoc staff e.g. Collation Officers, which led to wrong calculation of figures/entries in some cases.
- iii. Few cases of snatching of election materials e.g. Qua'an Pan, Pankshin Local Government Areas.
- iv. Implementation of Voting Points
- v. Failure to tick voters registers during accreditation
- vi. Inadequate Logistics assistance to the State Offices and L.G.A. Offices
- vii. Inadequate storage facilities in the LGAs
- viii. Impersonation of observers by some local groups,
- ix. Use of fire brigade approach, e.g. recruitment of collation/Returning Officers and their training.
- x. Challenges arising from payments.

**Habu Hinna Zarma**  
**Resident Electoral Commissioner**  
**Plateau State**

## **6.32 RIVERS STATE**

### **Introduction**

The 2011 April general election in Rivers State were successfully conducted. In preparation for the Elections, a new Register of Voters was compiled. Also critical to the success of the elections were the conduct of the following activities:

- Polling Unit Verification
- Publicity/Sensitization of Stakeholders
- Accreditation of the Press/Election Observers
- Inauguration of Interagency Consultation Committee on Election Security (ICCES)
- Receipt and distribution of Electoral Materials
- Recruitment, Training and Deployment of Election Personnel.

A total of 14, 036 ad-hoc personnel of which 6, 000 were NYSC members and others sourced from Federal Institutions and the university of Port Harcourt were deployed during the election in the State.

Another critical success factor was the introduction of voting points to cushion crowd control during accreditation process.

### **Election Violence/Malpractices**

Election violence and malpractices experienced in the State was low compared to the previous elections.

### **Elections Result**

Forty one (41) political parties fielded candidates for various positions in the State. The People's Democratic Party (PDP) won the Governorship Election, Thirty-Two (32) seats of State House of Assembly, Thirteen (13) seats of the House of Representative and Three (3) Senatorial seats in the State

At the end of the elections, a total of 40 petitions were received by the State Election Petition Tribunal.

**Aniedi Ikoiwak**  
**Resident Electoral Commissioner**  
**Rivers State**

## **6.33 SOKOTO STATE**

### **Preamble**

The 2011 general elections in Sokoto State were free, fair and credible. The Governorship Election was not conducted in April 2011, because the tenure of the incumbent had not expired at the time. The Commission undertook a number of activities critical to the successful conduct of the elections. A crucial activity was the registration of 2,267,509 eligible voters during the Registration of Voters Exercise.

A total of 11,000 Ad-hoc election personnel were recruited and trained for various election duties. There was adequate security put in place by the ICCES (Inter-Agency Consultative Committee on Elections Security) which ensured appropriate security arrangements. Other success factors included: timely delivery of election materials as well as adequate publicity.

### **Electoral Violence and Malpractice**

Reports were received of the following electoral malpractices:-

- Persons in possession of multiple voters cards
- Persons in possession of thumb printed ballot papers
- Persons inciting violence and disturbances

### **Results of Election**

A total of twenty (20) political parties fielded candidates for the various elections. The PDP won all three (3) Senatorial seats, eleven (11) seats of House of Representatives and thirty (30) seats for the State House of Assembly.

**Hussaini Ahmed Mahuta**  
**Resident Electoral Commissioner**  
**Sokoto State**

## **6.34 TARABA STATE**

### **Preamble**

The 2011 General Elections were held successfully in the state following the order of elections nationwide. The State office had reached out to the Civil Society Organizations (CSOs), religious groups, political parties and other stakeholders mainly through series of meetings. There were talk shows, street carnivals and other public enlightenment strategies such as media briefings as well as legal notices. The state has 16 LGAs, 168 RAs, and 1,430,393 Registered Voters in 1011 Polling Units.

A total number of 9,352 Election officials were used for NASS Election, 9,344 for Presidential Election and 9,368 for the Governorship and State Assembly Elections. The Poll officials were mainly National Youth Corps Members and students and staff of Federal Tertiary Institutions as well as staff of Federal establishments.

### **Management of Security for the Elections**

Security for the 2011 General Elections was effectively managed by the Inter-agency Consultative Committee on Election Security (ICCES).

However, Electoral violence was reported in some Local Government Areas namely Donga, Ussa and Gassol. The Commission also received some written petitions in respect of areas where there were conflicts.

### **Critical Success Factors**

The major critical success factor in the 2011 General Elections in the state can be attributed to timely receipt of election materials, early distribution and timely deployment of men and materials, early commencement of poll and timely collation of results. Others were adequate provision of security at Polling Stations and collation centres, effective training of election officials etc.

Among the challenges encountered in the 2011 General elections were inadequate transportation arrangements; NYSC members refusing to participate at the last minute; missing names in the voters register; intimidation of election officials in remote areas; mutilation of election results sheet by ad-hoc poll officials and threat to safety of INEC officers



## **Election Result**

A total of Eleven (11) political parties keenly contested the 2011 General Elections. The Political Parties which were ACN, ANPP, APS, APGA, CPC, PDP, PPP, PRP, and SDMP presented a total of 173 candidates who vied for positions into the offices of Governor, Senate, Federal House of Representative and State Assemblies.

The result of the elections showed that PDP won the Governorship Election and the 3 Senatorial Seats, as well as five out of the six (6) Federal Houses of Representative seats. The CPC won one (1) seat. For the State Assembly elections twenty (20) seats were won by the PDP while the ACN and the CPC won two (2) seats respectively. In the Presidential election, the PDP had the highest valid votes which accounted for 61.07%.

**Abba kyari Sadiq**  
**Resident Electoral Commissioner**  
**Taraba State**

## **6.35 YOBE STATE**

### **Introduction**

In preparatory to the conduct of the 2011 General Elections, Yobe State experienced little or no problem with regards to the management of the elections. At the State level, a team was constituted to supervise election matters and management related issues across the State.

A total of 7,159 Ad-hoc personnel were drawn from serving NYSC members, staff of NYSC, Federal Tertiary Institutions, other Federal Establishments as well as students of tertiary institutions. These personnel were recruited, trained and deployed for conduct of the 2011 general elections.

All necessary non-sensitive materials were provided at the right time and quantity. Equally, the EC 8 series were provided in the right quantity. These sensitive materials reached the LGAs, Registration Areas and Polling Units, a day to the election.

### **Cancelled Elections**

As a result of violence, elections did not hold in some Polling Units in the following LGAs:-

*Bade Local Government Area*: National Assembly and Presidential elections.

Also the Governorship election results of some polling units were cancelled as a result of ballot box snatching and rigging. The affected LGAs included: *Gujba LGA, Fika LGA, and Gulani LGA*.

Other challenges encountered in the State included the following:

- ✓ Unprofessional conduct of NYSC members;
- ✓ Late delivery of training materials as well as inadequacy of training hours.

## **Results of the Elections**

The State recorded the following results from the 2011 general elections. ANPP won the Governorship election, the three (3) Senatorial seats, Five (5) seats of House of Representatives and Twenty-Four seats (24) of the State House of Assembly. On the other hand, PDP won only One (1) seat in the House of Representatives.

**Musa Sadiq**  
**Resident Electoral Commissioner**  
**Yobe State**

## **6.36 ZAMFARA STATE**

### **Introduction**

In line with provisions of the Constitution of the Federal Republic of Nigeria (1999) as amended) and the Electoral act 2010 (as amended), and the Independent National Electoral Commission guidelines, the April 2011 General elections were conducted accordingly in Zamfara State.

### **Critical Events Leading to the 2011 Elections**

There were critical events that were undertaken by the Commission prior to the elections. These included the successful conduct of the Voter Registration exercise, the monitoring of Political Party Primaries. All legal notices relating to the Parties Primaries were received from National Headquarter accordingly. In addition, series of Voter Education activities were embarked upon in a bid to enlighten voters and the general public on the procedure for election. There was engagement with various stakeholders. The inauguration of Inter-Agency Consultative Committee on Election Security at the State and L.G.A. levels, and the receipt and distribution of election materials, was the other pre-election activities.

Also undertaken prior to the election, were the recruitment, training and deployment of a total number of 7,666 personnel mainly from the serving Corps members, staff of federal agencies, and staff and students of federal tertiary institutions.

### **Challenges**

There were a number of challenges encountered in the conduct of the election. These included: cases of missing names in the voters register; boycotting of election by corps members which nearly crippled the conduct of elections in many Local Government Areas; and inadequate security personnel to handle election at various level. There were fifteen (15) cases involving seventy one (71) suspected electoral offenders being prosecuted in the Law Courts for offences including: Snatching and destruction of election materials and disruption of voting.

### **Results of Elections**

The number of Political Parties and the candidates that participated in the 2011 General Elections were as follows: Presidential Elections 20; Governorship

Election 19; National Assembly Elections 15; and State House of Assembly 9. Only the ANPP and the PDP won seats in the various elections. The ANPP won the Governorship Election, 2 Senatorial District seats, 5 House of Representatives seats, and 13 State House of Assembly seats. PDP won 1 Senatorial District seat, 2 House of Representatives seats, and 11 seats from the State House of Assembly Elections.

A total of fourteen (14) elections Petitions were filed at the Governorship and State Assembly Election Tribunal after the 2011 General Elections.

**Jibril Ibrahim Zarewa**

**Resident Electoral Commissioner  
Zamfara State**

## **6.37 FCT**

### **Introduction**

The 2011 General Elections in the Federal Capital Territory (FCT) were held on the 9<sup>th</sup> and 16<sup>th</sup> April 2011 for the National Assembly and office of President respectively.

Monitoring of the conduct of political party primaries, sensitization through Stakeholders fora and issuance of legal notices and nomination of candidate were some of the activities that preceded the elections.

Others included operational and logistics activities as well as sourcing training and deployment of election personnel which were gotten from the NYSC Directorate and the University of Abuja.

### **Management of Security for the Election**

The formation of the Inter-Agency Consultative Committee on Election Security (ICCES), by the Commission, indeed, went a long way in resolving major security challenges during the elections. The synergy between the various security agencies was achieved which added more quality to the conduct of the election. No case of electoral violence was reported.

### **Critical Success Factors**

- i. One of the major accomplishments in the April 2011 General Elections in FCT was that poll officials reported to their polling units before 8am on all election days. Though, there were few cases of delay, it was however a tremendous improvement on what obtained before, owing to the good logistics and operational framework which the Commission provided.
- ii. The provision of new vehicles to Area Councils was commendable. This helped in meeting the Commission's directive on arrival of materials to their destination in good time.
- iii. The use of ex-corps members ensured that the elections in Gwagwalada, Abaji, Kuje and Bwari Area Councils, where serving corps members avoided as a result of the bomb blast in Suleja, were successfully conducted.

## **Challenges**

- i) The provision of logistics support based on the number of polling units and not reckoning with voting points created logistics problem as security agencies heavily relied on the office to convey them to the various locations.
- ii) The non-carbonization of certain categories of the result forms constituted a challenge.
- iii) The bomb blast in Suleja scared away corps members from serving as poll officials.

**Sir Eugene Amaju**  
**Resident Electoral Commissioner**  
**FCT**

## CHAPTER 7

### CONCLUSIONS AND WAY FORWARD

#### 7.1 Critical Success Factors

##### **Engagement with Development Partners**

The Commission has enjoyed very fruitful and cordial relationship with development partners. While the financial contributions of these agencies are only a small fraction of the entire financial requirements of the Commission, the enormous goodwill that flows from partnering with these agencies cannot be underestimated.

##### **Collaboration with Government Agencies**

The Logistics of the 2011 General Elections were carried out in collaboration with some Federal Government Agencies. The Central Bank of Nigeria handled on behalf of the Commission the receipt, storage and transportation of Ballot Papers and other sensitive Electoral Materials to various States. The operations carried out by the bank included movement of those materials by air and road; as well as provision of Armed Security Escorts.

The Commission also received a lot of support from the Nigeria Air force during the Elections. The Air Force handled at very short notices, the airlifting of the Result Sheets (EC 8 Series) and other materials used for the conduct of the main and rescheduled elections. The availability of the Air force facilitated, to a large extent, timely delivery of Materials during that period.

Logistics operations during the 2011 General Elections in the riverine Areas, particularly Niger Delta states of the Country were greatly enhanced following the support received from the Nigerian Navy. The Navy facilitated the movement of men and materials in those Areas. The Commission's Boats used during that period were also manned by Officers of the Navy. This was done at no cost to the Commission.

##### **Other Factors**

- Systematic planning and implementation scheduling by EAPIC.



- Focused leadership provided by the Commission made up of people with integrity.
- Committed workforce.
- Public goodwill.
- Inter-Agency cooperation.
- Support from critical stakeholders such as Political Parties, CSO's, Development Partners, Armed Forces and Para-Military Organization, ASUU and NYSC.
- Effective voter and civic education leading to greater awareness.
- New Legal Framework and Guidelines for the elections particularly the voting process.
- Effective monitoring, supervision and evaluation of the critical stages of the process.

## **7.2 Moving Forward**

Moving forward a number of areas and elements in the process require consideration. In the relationship with development partners, the Commission should;

- Seek to widen its engagement with development partners, who show continuous interest in the work of the Commission and are willing to respect some of the principles already outlined in this report.
- In order to maximize the benefits of this engagement, encourage its Development Partners to work jointly, as has been the case with the JDBF in view of its obvious advantages such as: reducing the transaction cost of the Commission having to deal with several partners at the same time; greater ease for the Commission and Development Partners to develop medium-term to long-term goals and activities; facilitation of the pooling of resources and speed of delivery of assistance.
- There should be established in the country an Election Offences Tribunal or Commission to prosecute all forms of electoral offences and to deter potential offenders from committing these offences during future elections.
- Internal democracy for political parties.

- Good governance by elected persons. Only this can assuage the level of angst that some election outcomes precipitate.
- Intensified voter education/public enlightenment against violence and related forms of malfeasance should be undertaken for the benefit of future elections.
- Sensitization of media organizations to avoid inflammatory publications and reportage.
- Quick determination and delivery of justice in election related cases.

# ANNEXURES