

PROJECT IN SUPPORT OF THE CREDIBILITY AND THE TRANSPARENCY OF THE ELECTIONS IN BURKINA FASO



INTRODUCTION

PACTE-BF:

Project to Support the Credibility and Transparency of Elections in Burkina Faso

Funded by:

the **European Union**,
the **Grand Duchy of Luxembourg**,
the **Republic of Austria**,
the **Federal Republic of Germany**,
the **French Republic**,
the **Kingdom of Denmark**,
with the additional contribution of Canada through the **Canada Fund for Local Initiatives (CFLI)**

Duration:

Up to August 2016

Partners:

Osservatorio di Pavia and **Centre for Creative Leadership**

All project activities are implemented in close collaboration with the Independent National Electoral Commission (INEC) of Burkina Faso.



PACTE-BF – A commitment to transparency

Transparency must be at the heart of electoral processes, as it is the trigger for the virtuous circle of trust that leads to conciliation and acceptance of election results by the population.

Thus, in a context of elections marking the end of a transitional period, with past elections characterized by low turnouts, **ECES, through the PACTE-BF project, paid particular attention to activities aimed at enhancing the transparency of the electoral process**, increasing participation and avoiding potential election-related conflict.

Designed to respond to the different needs expressed by the Independent National Electoral Commission (INEC), the PACTE-BF project is composed of various interrelated components, each of which encompasses one or more activities:

- Component 1: Legal support
- Component 2: Capacity building
- Component 3: Media monitoring and institutional communication
- Component 4: Logistics support
- Component 5: Procurement of electoral material
- Component 6: Transmission of results
- Component 7: Preparations for local/municipal elections

PACTE-BF is a multi-donor basket fund, composed by 8 different contracts, for a total value of 7.368.601,66 EUR.

Within the context of PACTE-BF, all donors aligned on the use of PRAG procedures (Practical Guide to contract procedures for European Union external actions).

For the implementation of PACTE-BF, ECES contracted 24 International and 26 National Experts.

PACTE-BF Project Team counts also on the supervision and expertise from ECES Headquarters ensured by ECES Executive Director and ECES Programmes Coordinator.



A part of PACTE-BF Team waiting for elections results

Implementation:

European Centre for Electoral Support (ECES):

Not-for-profit private foundation based in Brussels, specialised in support to the electoral cycle, particularly in post-conflict and post-crisis contexts.

From February 2012 to the beginning of 2016, ECES signed over 60 contracts in support of electoral processes and strengthening of democratic institutions, providing advisory services, operational support and management of projects and large basket funds.

ECES implemented its activities in more than 35 countries mainly, but not exclusively, in Africa and Middle East.

ECES boasts a wealth of experience and expertise in electoral support projects ranging across the globe.

ECES can currently count on a **solid and extensive network of partners, composed by more than 70 organisations** among strategic and implementing partners worldwide.

Within the context of its projects, and in order to ensure the highest professional standards and quality services, ECES contracted a number of professionals, either international or local. Within the context of its more than 60 contracts, **ECES contracted over 350 international electoral experts and more than 350 local personnel.**

Website: www.pacte-burkinafaso.eu



INEC Director of Administration and Finance (DAF), Martin Banse, validating ballot box samples. The validation of the electoral material samples is carried out jointly by INEC's DAF, ECES Representative in Burkina Faso and the selected supplying company.

LEGISLATIVES AND PRESIDENTIAL ELECTIONS

Polling Station Material :

- 28 000 ballot boxes
- 28 000 ballot box lids
- 154 560 hard cover paper folders for the presidential election
- 77 280 hard cover paper folders for the legislative elections
- 30 912 cardboard boxes (for transport) for the presidential election
- 15 456 cardboard boxes (for transport) for the legislative elections
- 26 600 lamps with batteries
- 20 420 electoral vests (produced in Burkina Faso)

Material for Communal Centre for Results Compilation:

- 383 generators
- 383 laser printers
- 383 scanners
- 383 voltage stabilisers
- 383 inverters
- 383 electrical current and overload protection devices
- 4 FTP servers
- 50 8-port switches
- 1 487 toners

Sensitive Material:

- 480 000 seals
- 380 000 secured envelopes

OPERATIONAL SUPPORT AND PROCUREMENT OF ELECTORAL MATERIAL

Within the context of the operational support to the INEC, ECES contributed to three major activities:

Tenders and award of public contracts for procurement of electoral material

On behalf of the donors of the PACTE-BF and in close collaboration with the Independent National Electoral Commission (INEC), **ECES organised the procurement of electoral material in accordance with EU procedures.** The effective organisation of tenders by ECES with adoption of broader technical specifications, allowed for a large competition space resulting in competitive offers being submitted that produced significant savings especially concerning the supply of:

- ballot boxes,
- security seals,
- secured envelopes,
- boxes for the transport of filing cardboards,
- filing cardboards,
- lamps.

The effective management of this tender allowed for a 35% savings off the initial budget, or an equivalent sum of 957.901 EUR on the initially foreseen unit costs calculated on data received from procurement processes carried out for previous electoral processes in Burkina with different specifications. The savings allowed to broaden the financial support to additional activities of INEC in agreement with PACTE-BF donors. In this regard, two additional tenders have been launched, thus allowing the INEC to acquire computing and electrical equipment for the Communal Centre for Results Compilation (CCCR) and electoral vests for all of its polling members.

Furthermore, to guarantee the full respect of the INEC's specifications, ECES organised a visit to the ballot boxes and security seals production site, to oversee the quality of the products, implement changes and correct production flaws, when necessary. Given the electoral calendar's very tight deadlines, tenders were launched with a suspensive clause immediately after signature of the project's contract between ECES and the donors of PACTE-BF. This measure proved to be crucial for the respect of the electoral calendar and EU rules for procurement.

As indicated in the EU Practical guide to contract procedures for EC external actions (PRAG), an evaluation committee was in charge of the selection process for each tender. Chaired by the PACTE-BF Expert in EU Procedures, the committee was composed of both INEC and ECES representatives, as well as donors' representatives and the relevant Burkinabe governmental institutions as observers. Tenderers representatives were also present during the opening of their offers.

In order to ensure the confidentiality and neutrality of the tender's evaluation, ECES, INEC evaluators and donors observers signed the necessary documentation in this regard. To ensure transparency and inclusiveness of the public contract awarding process and in order to ensure equal opportunities among tenderers, all relevant tender information was publicly accessible on web sites and on local-international media. In addition, PACTE-BF organised two information sessions on EU procedures for the local awarding of supply (mid-June 2015) and service (mid-June 2015) contracts in its premises in Ouagadougou.

The following tenders have been launched:

- ECES/PACTE-BF/AO/FO-01/2015 for the supply of ballot boxes, security seals, secured envelopes, boxes for the transport of filing cardboards, filing cardboards, lamps and batteries ;
 - ECES/PACTE-BF/AO/FO-03/2015 for the supply of printed electoral codes;
 - ECES/PACTE-BF/AO/FO-04/2015 for the supply of electoral vests;
 - ECES/PACTE-BF/AO/FO-05/2015 for the supply of computing and electrical equipment for the Communal Centre for Results Compilation-CCCR;
 - ECES/PACTE-BF/SE/FO-01/2015 for the supply of the random drawing tool to establish the candidates' order on the ballot paper.
- Public contracts, for a total value of 3.476.000 EUR were signed with the selected suppliers after the awarding process.

It is worth to highlight that **ECES successfully ensured the procurement of electoral materials without charging any additional costs to the usual 7% of administrative fees** of the total amount of the project as foreseen by the PRAG. It is to be noted that other international organisations carrying out electoral procurement, including for the EU, are allowed to charge an extra 5% on the total amount of the related public contracts according to their internal standard procedures.

2 Procurement of electoral material and handover to the INEC

ECES organised the procurement of 584 pallets of electoral material for polling stations and ensured delivery follow-up until the handover of all materials from different suppliers at the INEC storehouses in Ouagadougou. In addition, ECES ensured the procurement and delivery of all materials for the electronic transmission of results destined to the Communal Centre for Results Compilation (CCCR). Material handover was organised as it became available in order to allow INEC to deploy it promptly to the field.



Official handover of electoral material to INEC by the donors



Official handover of electoral material to INEC by the donors and visit of the warehouse

LOCAL ELECTIONS

Items deliveries:

- 2 giant digital printers
- 35 consumables for digital printers
- 3 000 blank PVC cards
- 65 consumable kits for PVC blank cards
- 1 850 ink cartridges for printers
- 62 feet containers for the storage of electoral material at provincial level (ECES have them delivered to provincial capitals)

Service provision:

- Printing of two voters' lists of **300.000** pages each.
- Archiving of electoral documents executed by a Burkina-national company.
- Transport of **58** containers from the capital, Ouagadougou, to provincial capitals.

ECES experts provided constant support to the activities coordinated by the INEC Director of Administration and Finance (DAF) from the beginning of the project, and most particularly during the sensitive phases of the electoral operations implementation. The contributions of the project's experts focused on the identification of storage sites, the recruitment and training of warehouse personnel, improving warehouse operational procedures, operational advice and consulting, etc.

Assisting in the development of "election kits" was one of the most significant operational contributions. These kits contained all the necessary materials required for the proper functioning of polling stations. The aim being to ensure that all polling stations around the country received all the materials they required. The development and implementation of the deployment plan to ensure the delivery of electoral materials to polling stations remained INEC's responsibility.

The official ceremony for the handover of electoral materials was held on 7 October 2015 at the Palais des Sports in Ouaga 2000, the temporary INEC warehouse. During this event, the donors, represented by the EU Ambassador, SE Jean Lamy, handed over the materials to the Electoral Commission.

This event was organised soon after the aborted coup and **symbolised the return to normality of the electoral process.** The ceremony was also the occasion for the INEC to confirm its readiness to organise elections on the date selected by competent authorities. **ECES was particularly proud to accompany the INEC President in what was his first public speech since the failed coup.**



Groups of workers preparing "election kits" including electoral vests, secured envelopes, polling station signage, seals, pens and hard cover paper folders.

KEEPING TRACK OF THE ELECTORAL PROCESS AND INEC'S IMAGE

Media monitoring is a tool that allowed Independent National Electoral Commission (INEC) members to be informed on the media coverage and public debate regarding the electoral process. The media monitoring activities **also supported the INEC's long-term institutional communication strategy**, providing the institution with the necessary means to react promptly to critical situations.

Media monitoring assesses: 1) the quality of the coverage of the technical aspects of the electoral process, as well as the performance of the INEC and its representatives; 2) the main issues that characterise the electoral period and how they are presented; 3) the tone of the coverage regarding the INEC and various aspects of the electoral process; 4) the tendency of different media towards impartial, neutral and accurate coverage or, towards partial and biased coverage of the electoral process.

The Media Monitoring Unit (MMU) established by the Media Monitoring Expert within the context of the PACTE-BF project is composed by 1 unit coordinator, 11 media monitors and 1 IT expert. The media monitors were trained to employ the qualitative and quantitative analytical methodology developed by the Osservatorio di Pavia, which is regularly applied in numerous electoral contexts. **The methodology used within the framework of the PACTE-BF project was customized in accordance with the INEC's needs.** The sample of media outlets to be monitored was defined together with the INEC's Director of Communication.

Monitoring Electronic Media, Printed Press and Online Media

The MMU produced a **daily press review (DPR)** of electronic media, printed press and online media. The objective and the added value of the DPR is to address INEC's need for information and to guide its institutional communication. The DPR was conceived as a tool **to provide the INEC with a daily, accurate, concise and exhaustive summary of its visibility in the media and the media coverage of the electoral process.** The DPR is divided into thematic sections that follow after a short summary of the main electoral issues of the day. The first and main thematic section concerns the INEC and the electoral process; it encompasses all information touching on the technical aspects of the electoral process. If certain information is released by multiple media outlets, this information is synthesised into one single paragraph, with references to all the media outlets that covered the issue. The DPR will highlight if the same issue is covered in a slightly different way or is presented with a particularly positive or negative tone. The DPR is distributed daily to the President and Vice-Presidents of the INEC, as well as to its Director of Communication and Commissioners.

The sample of analysed media includes **5** television broadcasters, **7** radio stations, **17** printed publications (daily newspapers and magazines) and **5** information websites.



MMU at work



Examples of daily press reviews



MMU at work



Media monitoring agents

The DPRs are accompanied by a **weekly focus on the printed press and online media**, as well as by a weekly focus on electronic media. These exclusively address the media coverage of the technical aspects of the electoral process, thus providing the INEC President and Commissioners with a **clear and exhaustive summary of the interventions of INEC representatives in the media during the week**. The weekly focuses also provide an **overview of the media coverage on electoral preparations**; for instance, the training of polling station staff in the provinces or the deployment of national and international election observers throughout the country. Furthermore, in addition to its analysis of French and national language news broadcasts on television and radio, the weekly focus on electronic media incorporated an assessment of interactive radio shows and debates on television. The analysis of these types of broadcast has been very useful to follow-up on public opinion debates and possible criticism concerning the electoral process.

A premiere for the INEC, monitoring social media

Several media outlets were targeted during the 16 September 2015 coup and had to cease activities. At that point, social media took on an instrumental role in ensuring the swift flow of information regarding the events that were unfolding. In recognition of their importance, the INEC requested that the **MMU begin monitoring social media related to elections**. Even if the number of users of social media remains limited in the country, the information or rumours that are disseminated through these networks are often relayed and retaken by traditional media outlets. The monitoring of social media focused on a **sample of webpages, Facebook profiles and groups, as well as Twitter accounts and useful hashtags to follow the debates surrounding the electoral process**. The identified Facebook pages and Twitter accounts belong to political parties, candidates in the presidential election, Burkinabe and international media, opinion leaders and civil society organisations. Facebook groups open to discussions about the social and political situation in the country were also included in the sample.

An early warning system to avoid rumours

The **Media Monitoring Unit also offered the INEC a monitoring and early warning system** which kept the INEC Director of Communication informed of any particularly **sensitive information on the electoral process or INEC's image**, for example: electoral incidents, accusations against the INEC, accusations of electoral fraud or comments about possible malfunctions of the election administration. This early warning system was strengthened during the project by the possibility of also monitoring social media. Social media offer unrestricted platforms for free expression, creating favourable grounds to trigger rumours or criticism against the electoral process, which may later be echoed by electronic media and the printed press.

A specific system to cover E-day and announcement of results

The Media Monitoring Unit (MMU) set up a **monitoring system and an ad-hoc alert for E-day**. The MMU conducted a real-time monitoring of social networks, online media and three radio stations with the largest coverage in the country. Media monitoring officers worked in rotation starting with the opening of polling stations. The purpose of the monitoring was to **alert the INEC Commissioners of potential electoral incidents in the area under their responsibility in order to verify the extent of the problem and to respond in a timely manner**. In addition, to ensure that no candidate or civil society organisation publishes results before the official publication of the provisional results by the INEC, the monitoring then continued during the counting, transmission and tabulation of results and lasted until the announcement of provisional results by INEC. The process went particularly well according to the general opinion as there were no major incidents communicated to the Commissioners.



Visit of the MMU by the electoral commissions of Benin and Democratic Republic of Congo

L'Electeur: **1 200** copies, **500** recipients (by e-mail)

f **3 200** Like
t **2 250** followers

Figures of the mobile campaign
(presidential, legislatives and local elections)

5 different types of posters targeting women, youth, persons with disabilities and focusing on fraud and violence prevention.

40 buses travelling to **23** towns.

Banners in **4** coach stations in Ouagadougou and Bobo-Dioulasso.

Repeated broadcasting in coach stations and bus terminals, of messages by **5** personalities (Mogho Naaba, religious authorities and footballers), encouraging people to participate in elections, explaining how to vote and aimed at preventing electoral violence, in the **4** official languages.

90 billboards all over the country.

Creation and distribution of **100 000** leaflets and **20 000** displays explaining how to vote.



Sample of the mobile campaign

INSTITUTIONAL COMMUNICATION, TRANSPARENCY IN ACTION!

The transparency of the INEC was crucial to ensure the credibility of the electoral process within the fragile and uncertain institutional context that characterised the post-insurrectional phase in Burkina Faso.

ECES' innovative approach

Against this backdrop, **ECES offered and provided the INEC with original and innovative expertise in institutional communication.** To better respond to voters' interests and needs, the INEC's institutional communication was guided by the findings of the Media Monitoring Unit. This Unit analyses media coverage of the INEC and the electoral process as a whole, identifying flawed perceptions regarding INEC's work.

Headed by President Kéré, the INEC was seen as a largely credible institution, a perception that was not challenged during the process. This status permitted the development of several other activities aimed at further enhancing its transparency.

For instance, **through its Facebook page and Twitter account the INEC established its presence in social media**, reaching out to the networked youth who played such a key role in the recent uprisings. Internet users were able to follow the INEC's work, through photographs, summaries of events and filmed interviews. This approach enabled the INEC to address topical issues in an informal and accessible way.

A **monthly newsletter** has also been created: **L'Electeur**, the elections newsletter. The newsletter, available in electronic and paper (1200 copies) versions, is composed of the following sections:

- **News:** two articles covering significant aspects concerning the electoral process;
- **In brief:** four to five short information pieces about the electoral process (funds received from donors, visits, etc...);
- **The Electoral law at a glance:** one or more explanatory articles regarding the Electoral law;
- **Focus on:** a full page dedicated to providing insights into a specific issue (i.e. securing the electoral process, composition and functioning of the INEC, etc.).

Overall, the newsletter aims to provide information about the electoral process and to address delicate issues in order to reassure citizens and voters.

In parallel to these longer term activities, activities with an immediate impact were also carried out: such as **communication and awareness raising campaigns** against fraud and corruption as well as calling upon women, youth and persons with disabilities to vote. This ensured the INEC's presence and visibility throughout the country while transmitting important messages for the process. And a first for the INEC: this campaign helped to reach remote areas where traditional billboards could never do.

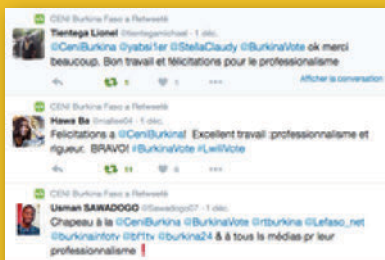
Lastly, a **contest for young voters** between the ages of 18 and 30 who were going to vote for the first time in the presidential election was organised from November 2015 to the end of May 2016. The contest consisted in writing a poem or a slam, taking a video or a photo, making a drawing or a caricature on the right to vote freely and the citizenship. There were three prizes per category.



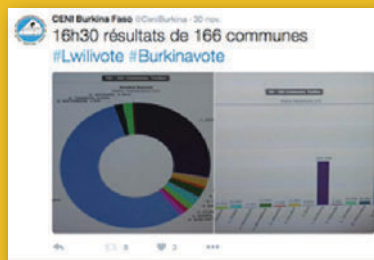
Samples of awareness raising banners on buses.

Social networks, cornerstone behind the real-time publication of results

When the INEC website was no longer accessible because of the large number of visitors, **ECES proposed to continue publishing election results on social media.** This solution contributed to calm down an increasingly tense situation. The news about the publication of results on social media spread quickly and the number of visits on the INEC Facebook page and Twitter account sky-rocked. Countless tweets and messages were sent to welcome this initiative and soon after to congratulate the INEC for rising to the challenge of publishing results on E-day +1. In this manner, **ECES contributed to the transparency of results, a key element for peaceful elections which respect the will of the electors.**



Examples of congratulation tweets



Example of a tweet publishing results in real time

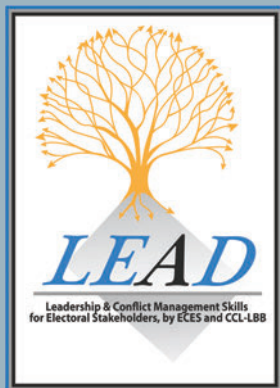


Newsletter "L'Électeur"

Communicate to reassure

During the episode concerning the alleged "fake voting cards", the INEC was unable to communicate about the issue before the judicial authorities released their judgement. The visit of the National Network for the Fight Against Corruption (RENLAC) was an occasion to address this issue through an interview organised at the end of the meeting. Communicating at that point helped to reassure and calm the population even before the INEC press conference.

LEAD TRAINING



A cheerful collective debriefing session

Applying leadership skills in elections maximises the benefits of teamwork, contributing to:

- Transparent elections
- Credible elections
- Peaceful elections
- Genuine elections

AN INNOVATIVE APPROACH TO STRENGTHENING TRANSPARENCY AND CREDIBILITY IN ELECTORAL PROCESS

The training programme in Leadership and Conflict Management Skills for Electoral Stakeholders (**LEAD**) is **part of ECES' strategy to strengthen the credibility of electoral processes through the professionalization of key actors**. This strategy is based on the assumption that trained electoral stakeholders will put LEAD principles into practice, thus contributing to prevent electoral conflicts.

This training programme equips participants with the **necessary tools to better understand and manage the challenges, uncertainties, complexities and ambiguities that are inherent to electoral processes**. Better understanding invariably facilitates decision-making, thereby contributing to develop rapid and appropriate responses.

Through its **participatory approach**, LEAD facilitates the **exchange of practical experience** among participants and with trainers. The coaching and facilitation ensured by LEAD trainers, immerses electoral stakeholders (representatives from electoral management bodies, civil society, media, political parties, security forces etc.) in a **conducive learning environment**, allowing them to share their priorities, their concerns and to consider the application of course content to their specific realities. While learning about and from each other, participants apprehend the **key notions of leadership and discover their own capabilities**. The LEAD approach also focuses on the notion of **collective leadership**, which contributes to facilitate the flow of information and enhances cooperation within structures and among different stakeholders.

What is a LEAD Training?

Capacity development activities destined for electoral administration are often theoretical and generic. They are not geared to transferring or sharing the necessary practical skills and leadership capabilities to prevent or mitigate conflict.

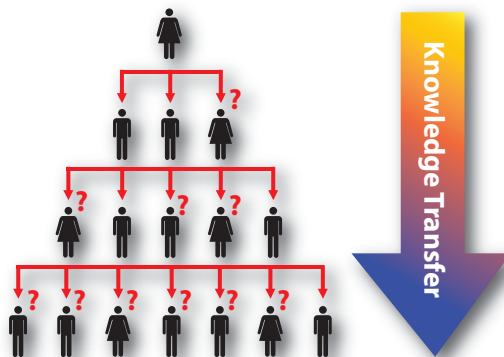
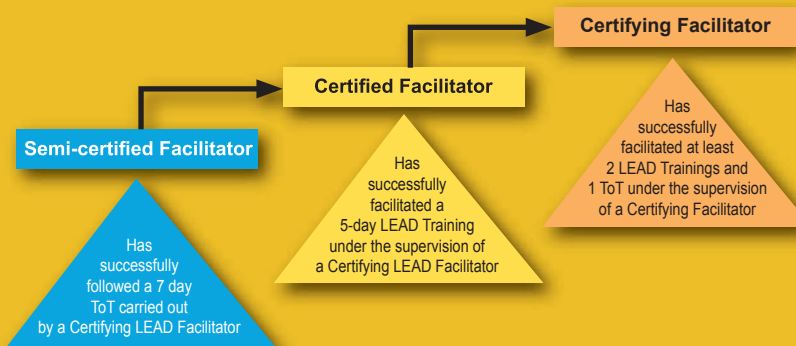
ECES, along with experts from the Centre for Creative Leadership - Leadership Beyond Boundaries initiative (CCL-LLB), started to develop the innovative LEAD curriculum in 2009. **LEAD contents and methodology have been implemented in over 20 different countries, in Africa and Europe, through more than 80 training courses**. Each course contributes to enrich the LEAD curriculum as do the comments and evaluations from its more than 2050 participants. Every LEAD course is customised for its particular context and feeds on detailed and accurate research as well as extensive testing.

Sustainable impact is one of the LEAD training programme's objectives. The programme promotes local appropriation through the implementation of a three-tier training and certification process.

Ultimately, the full LEAD training programme aims to **foster a national pool of facilitators, strengthening the beneficiary's ownership of the programme**.

Every step in the certification process is supervised by Certifying LEAD Facilitators in order to **ensure the quality of trainings while enhancing the ownership of contents** by new LEAD facilitators.

- After attending a Training of Trainers session, the participant becomes semi-accredited which means that he's entitled to contribute to the implementation of LEAD trainings under the supervision of a senior LEAD trainer who ensures the quality of the course.
- The semi-accredited trainer becomes fully accredited after having contributed to the implementation of a LEAD training under the supervision of an accredited/accrediting trainer.
- The accredited trainer becomes accrediting (able to accredit new participants and to supervise semi-accredited trainers) after having contributed to the implementation of 3 LEAD trainings and one LEAD Training of Trainers session.



A message is generally gradually lost as it is widespread. Thanks to the LEAD certification system, the message is always given by a trusted source and therefore never distorted



The "WAR" Energiser



Awarding ceremony at the end of the training

LEAD Training

The Project to Support the Credibility and Transparency of Elections in Burkina Faso (PACTE-BF) carried out an intensive training programme in leadership and conflict management.

The programme started with an eight-day **LEAD “Training of Trainers” (ToT), producing 39 Semi-certified LEAD facilitators**, mainly representatives from the Independent National Electoral Commission (INEC). This ToT was the starting point of an extensive cascade-training programme, which brought LEAD trainings to Burkina Faso’s 13 regions.

Over 640 participants followed the 22 LEAD cascade-trainings, all co-facilitated by Semi-certified LEAD Facilitators. **Of the 39 participants to the ToT, 39 are now fully Certified LEAD Facilitators and 7 (5 men and a 2 women) are now Certifying LEAD Facilitators.** Thus, Burkina Faso can now rely on its own pool of LEAD Certifying and Certified Facilitators to continue delivering LEAD trainings autonomously, within Burkina Faso and beyond.

As an example of how LEAD promotes and capitalises on the potential for experience sharing beyond national boundaries, two Certifying LEAD Facilitators from Burkina Faso have recently carried out LEAD trainings in Guinea and Benin.

“ **Lead,**
a transformational
experience ”

Interview with Evrard Somda, Commander of Gendarmerie and security focal point for the INEC, who participated in the LEAD Training of Trainers and who has since become a fully Certified LEAD Facilitator:

Question: Commander Evrard Somda, you attended and delivered LEAD trainings. Can you tell us about the context and the role in which you participated in these trainings?

Answer: I attended the trainings as a representative of the defence and security forces. In particular, I participated in the trainings as INEC security focal point for elections.

Q: What have you learned from this training?

A: A LEAD training is first and foremost, an innovative and transformational course. I mean, LEAD applies leadership skills perfectly to all professional backgrounds. It was particularly relevant for me as a representative of defence and security forces. **The LEAD training allowed me to see events from a different perspective, to plan, to manage situations taking into account multiple factors in order to anticipate conflicts or difficulties, which might arise.** I can say that LEAD changed the way I see things, and how I manage situations.

LEAD’s key concepts and pillars of transparency:

- **Direction:** a common definition and understanding of the goal to be achieved.
- **Alignment:** channelling the efforts of individuals in support of the collective endeavour.
- **Commitment:** individual members’ commitment to put their time and energy at the service of the group’s global objectives.

LEAD in Burkina Faso, some figures :

- **22** trainings in **13** regions and **1** training of trainers
- **640** persons trained
- **39** Certified LEAD Facilitators
- **7** Certifying LEAD Facilitators



Interview with the Commander of Gendarmerie Evrard Somda

Q: How exactly? How do you do things differently now?

A: Before, for instance, we were more focused on managing problems. Nowadays, **we try to be attentive, to anticipate problematic issues, looking at the potential sources of problems in order to solve them, instead of trying to manage them at a later stage.** In my view, this is an innovative approach as our objective is now to have, from the very beginning, a concrete strategy to achieve our common final goal. Through such a participatory training, participants learn to anticipate problematic issues in a proactive manner. This minimises and eliminates potential obstacles to the achievement of pre-established objectives.

Q: Have you had the occasion to put what you learned during the training into practice?

A: Yes, indeed! We faced, and overcame, a number of difficulties during the past elections, which have just been held. What we learned during the LEAD training helped us deal with these complications, ensuring that all went well on 29 November 2015.

Q: Do you have some practical examples?

A: There are many examples I could share! You know, at the beginning, while polling stations were opening, some had yet to receive all the electoral materials. We anticipated this problem and had vehicles ready to deploy electoral materials wherever needed in order to allow all voters waiting for the opening of polling stations to vote as soon as possible. Secondly, we supported the INEC in sending teams to different regions to replace the odd faulty IT equipment. These were all scenarios we had developed to **anticipate possible problems and to be able to address them quickly.**

Q: So, would you recommend this type of training?

A: I warmly recommend the **LEAD training** because, as I mentioned, it is **suitable for decision-makers, practitioners in the field and all segments of society.** LEAD is not only useful in professional terms; **it also applies to daily life;** it facilitates the understanding of others, of human interactions and of how to achieve specific objectives in accordance to the actual tasks at hand.



Commander Somda giving a training



Participants working on their "Paper Towers", an exercise that helps to highlight the notion of Collective Leadership



Collective debrief of a session on the "Panorama of Values"



CODEL's partners : ECES, One World and Diakonia



Screenshot of the website www.burkinavote.com



Round Table with CODEL president, Maître Halidou Ouedraogo, INEC Vice-President, Mr. Joachim Bagnan and the General Director of Elections in Senegal, Mr. Oumar Top.

ECES, ENHANCING TRANSPARENCY TOGETHER WITH INEC AND CIVIL SOCIETY

A certain level of antagonism might appear between Electoral Management Bodies (EMBs) and civil society organisations engaging in citizen electoral observation, often the result of a lack of understanding of each other's specific roles. However, both key stakeholders contribute, in their own manner, to the credibility of elections.

ECES has always been committed to support those who contribute to the transparency of electoral processes. **For ECES, civil society organisations engaged in national electoral observation are crucial stakeholders within the electoral cycle.** In this context, **capacity building activities for the benefit of national electoral observation platforms is an integral part of ECES' electoral support strategy.**

In Burkina Faso, CODEL (Convention of Civil Society Organisations for Domestic Observation of the Elections) decided to carry out a Parallel Vote Tabulation – PVT (see box 1) to provide independent verification of official election results. PVTs are extremely sensitive technical exercises, which if done inaccurately, can undermine the electoral process. The INEC requested that ECES provides CODEL with specific expertise to strengthen the credibility of this instrument of citizen election observation. This initiative marked the starting point of a fruitful collaboration between the INEC and Burkinabe civil society.

By **providing critical technical and operational support for the implementation of the PVT and the Electoral Situation Room (ESR)**, an information sharing platform for civil society groups working in election observation (see box 2), **ECES demonstrated its support to civil society efforts aimed at facilitating the acceptance of election results and contributing to a peaceful political landscape.**

This technical and operational support materialised into different activities, as follows:

- 1) **ECES supported CODEL providing a PVT expert.** In partnership with OneWorld, the National Democratic Institute (NDI) and Diakonia, the ECES PVT expert assisted CODEL in the development of an effective and credible system.
- 2) ECES organised and supported an **exchange visit to Dakar by a delegation of CODEL members, the INEC Vice-President, the INEC Director of Communication and representatives of Diakonia, CODEL's technical partners.** This mission provided the occasion to hold a roundtable between representatives of Senegalese and Burkinabe civil societies together with high-ranking members of the Senegalese and Burkinabe EMBs in order to share insights from the Senegalese experience. The roundtable took place at the offices of OSIWA, a partner of ECES.

In this manner, ECES contributed to building bridges between CODEL and the INEC with a view to strengthen the collaboration between these crucial actors of the electoral process.

- 3) Franck Balme, Senior Electoral Expert of PACTE-BF, building on his vast experience in citizen electoral observation provided regular and crucial **support to CODEL in the development of their communication strategy and their electoral observation methodology.**
- 4) Within the context of the recent elections in Ivory Coast, ECES supported the **organisation of a mission to Abidjan, enabling CODEL, NDI and Diakonia representatives to observe the work of regional peers.** In particular, the objective of this mission was to meet POSCOCI (Civil Society Organisations Platform for Observation in Ivory Coast) and to observe their Electoral Situation Room in operation during Election Day.
- 5) With the aim of further promoting experience-sharing and strengthening CODEL's capacity to implement the Electoral Situation Room in Burkina Faso (see next page), **ECES supported the deployment from Dakar of two OSIWA partners.** These two experts followed CODEL's work during the immediate pre-election phase. They provided valuable advice and support to CODEL's decision-makers as well as in the development of an election day and post-election day communication strategies.

Parallel Vote Tabulation (PVT): a useful yet challenging exercise

The main goal of PVT is to contribute to the acceptance of results, when PVT results are in line with official EMB results. Where there is a divergence between PVT and official results, EMBs might review or recount certain results and in some cases call for new elections in constituencies where problems might have been detected.

This complex technique produces reasonably accurate estimations of results, based on a random, representative statistical sample of polling stations. To this end, CODEL deployed more than 251 observers in the 13 regions and 45 provinces of Burkina Faso. These observers transmitted the results of the count from 251 observed polling stations to the Electoral Situation Room.

According to Burkinabe law, INEC is the only body entitled to publish provisional results. In line with its commitment to fully respect the law, CODEL announced the results of its PVT the day after their official publication by the INEC.

The results of the PVT confirmed the INEC's provisional results. For instance, the presidential candidate Roch Christian Marc Kaboré obtained 53.49% of valid votes according to INEC; while CODEL's figures indicated 53.60%.

In presenting a credible and reliable PVT, CODEL demonstrated great accuracy and methodological rigor in this extremely challenging exercise.

- 6) In a number of meetings, the **highest State authorities expressed their support to CODEL's work and initiatives, congratulating the project's technical and financial partners.** ECES representatives were received in audience by the Prime Minister Zida and the President of the National Council for Transition (CNT), Mr Cheriff Moumina Sy.

Diakonia and Oneworld have partnered with ECES in the implementation of the CODEL Electoral Situation Room



Franck Balme in Osiwa's office in Dakar



The CODEL's Election Situation Room

The Election Situation Room (ESR) is a coordination platform for civil society groups engaged in citizen electoral observation activities, which centralises information received from observers deployed in the field. Observers send their reports to a central database through SMS.

An ESR comprises 3 rooms:

- 1) A **technical room**, staffed by volunteers who collect the information coming from the field.
- 2) An **intermediate room** or “analysis” room, which includes a wide array of experts, such as: electoral, legal, gender and electoral conflicts experts. This room is responsible for analysing information coming from the field.
- 3) A **decision room** which is in charge of determining the position of CODEL on the basis of the analysis developed by the intermediate room. It is at this level that the preliminary statement and press release are developed and announced.



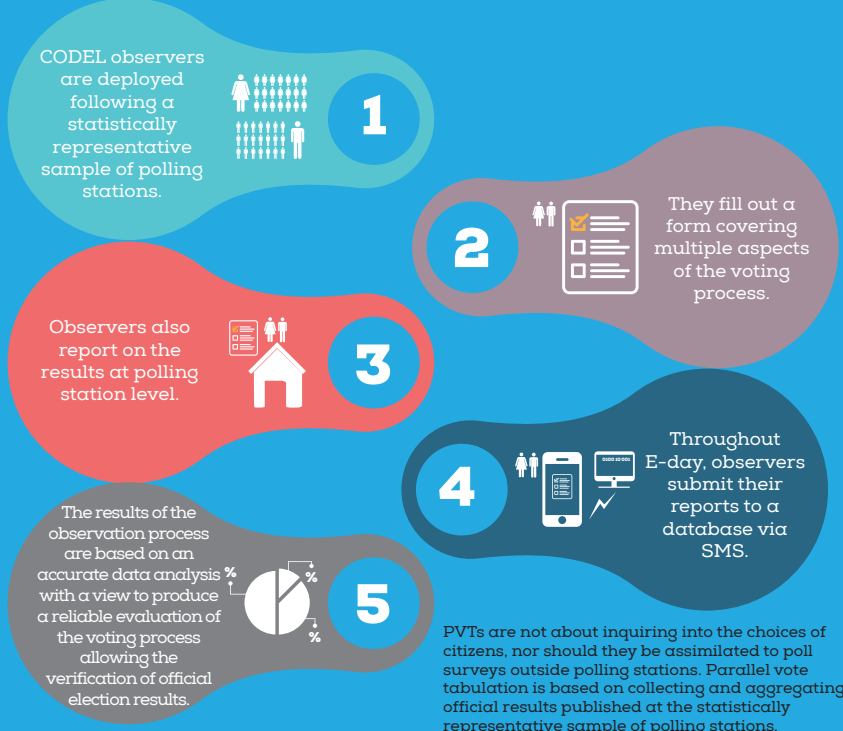
Meeting with Prime Minister of Burkina Faso, Yacouba Isaac Zida



Meeting with the President of the National Council of Transition, Cheriff Moumina Sy.

How PVT works ?

PVT methodology allows independent verification of official election results based on an accurate analysis of data. In accordance with the methodology used for parallel vote tabulation, citizens observers are present during the vote counting and they transfer **official polling station results** by SMS, as they appear on the official polling station protocol. The statistical calculations are then done at the central level by a specialist in order to obtain results containing the lowest margin of error. **This allows the verification of official results by the comparisons with PVT results, always presented as margins.**



PVTs are not about inquiring into the choices of citizens, nor should they be assimilated to poll surveys outside polling stations. Parallel vote tabulation is based on collecting and aggregating official results published at the statistically representative sample of polling stations.

BALLOT PAPER DESIGN, TECHNICAL CONSIDERATIONS FOR A POLITICAL AFFAIR

Ballot papers are a critical element in all electoral processes. Their design and method of production are fundamental for the transparency and the overall success of an election. Research on different ballot paper components and their effect on voter behaviour indicate that the order of candidates, the fonts used and the type of logos or photographs employed are not neutral.

Candidate placement on the ballot paper was determined by drawing lots to ensure that all candidates received equitable treatment. To further guarantee candidates' equal opportunities, the **ECES Graphic Design Expert digitally processed all logos according to a common set of rules** regarding backgrounds, basic colours and templates. The ECES expert had to edit 99 logos given the poor quality of some images – often received in a compressed or digital version. **He was therefore involved in all the phases related to ballot paper production.**

Constant supervision throughout the process

In addition to designing the ballot papers for the 2015 elections, the INEC requested ECES to **contribute to their security by rendering their duplication or any other form of fraud impossible.** Different options were available. Among the solutions proposed by ECES, the INEC opted for securing the ballot papers and ensuring their authenticity through micro-impression. This technique involves incorporating a minuscule component, be it a text or background that is invisible to the naked eye. This safeguard was coupled with the use of photochromic, which changes colours in accordance to the light. In order to further strengthen ballot paper's security, an additional security element was added to the back of the ballot paper using a logo with 2 colours technique, which can be validated using specific instrument.

Four printing houses, selected through an open tender, were entrusted with the production of the ballot papers. Ensuring coherence and consistency in terms of quality proved to be a challenge. **Production was supervised 24/7 at each printing house** by four Burkinabe graphic designers under the authority of the ECES Graphic Design Expert. The transfer of documents towards the printing houses followed strict security procedures defined by the INEC.



INEC presenting the ballot paper in a public draw for political parties logo arrangement.



ECES graphics expert with INEC, for a quality control of the ballot paper.

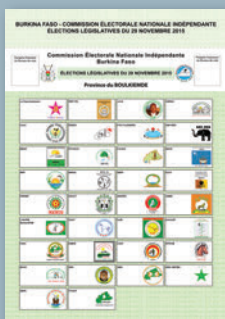


INEC President, Mr Kéré, offering a specimen ballot paper to the candidates.

LEGISLATIVES AND PRESIDENTIAL ELECTIONS

In total, **46** ballot papers were developed, one for each of the **45** districts and one for the presidential elections.

2 layouts were developed: **1** specimen that candidates were allowed to use during the electoral campaign and **1** authentic one for E-day. Both layouts differed only in their background.



Legislative ballot paper



Presidential ballot paper

LOCAL ELECTIONS

A total of **368** different ballots have been created for 368 communes.

113 logos have been edited, including **14** new ones for new candidates/political parties.

12 printing companies were necessary to print the ballots.

As for the previous elections, **2** types of design have been created: **1** specimen for the campaign, and the real one for the vote itself.

Different methods of ballot paper securisation

ECES proposed to the INEC various options on how to ensure the security of the ballot papers, notably:

1. Photochromics

The use of a special ink whose colour changes depending on the light is a relatively common technique. Indoors, with little light, it is green, whereas it turns yellow when in daylight. The advantage being that this technique does not require any specific instrument for verification.

2. Thermochromic ink

This technique also uses a special ink, although in this case it changes colour depending on the temperature.

3. Microprinting

A very popular and effective technique, which involves incorporating a minuscule component, be it a text or background that is only visible with an extremely precise magnifying lens. Any photocopying or scanning of these ballot papers would render the microprinted element untraceable. Although effective, this technique requires highly performing printing houses for it to be operational.

4. Watermarks

Incorporating a text or an image that is only visible when the ballot paper is held up to the light.

5. Two colours technique

This technique uses two special inks that are visible only through a specific instrument. Although not very well known by the general public, it is a highly effective technique for securing ballot papers. Numerous organisations around the world employ this technique to protect sensitive documents.

PUBLICATION OF RESULTS ON E-DAY +1: MISSION ACCOMPLISHED BY INEC!



Accurate results are a crucial element for credible elections. If this is not ensured, the entire process can be put into question. It is precisely for this reason that ECES provided support to the INEC in the results transmission process, mainly by:

- providing INEC with an **expert in the transmission of results**;
- contributing to the **development of an efficient, reliable and fast software for processing and transmitting election results**;
- providing **electrical and computer equipment to the Communal Results Compilation Centres (CCCR)**.

Regarding the results management and transmission procedures, INEC collaborated with several other international partners, such as USAID/IFES and UNDP. Coordination among these actors was therefore critical in order to implement the results transmission system adequately.

The **security of the results transmission system was ensured through a permanent double control process** operated in the presence of polling station staff, observers, candidates and candidates' representatives.

In this context, a very specific role was given to each CCCR member in advance. This division of labour was set forth in clear procedures that were disseminated through trainings around the country and included in a handbook delivered to every Communal Centre for Results Compilation (CCCR).

The security of the software used for the transmission of results was further enhanced by an **encrypting system**. Technical support centres were established and manned in every province to provide assistance if required.

Various scenarios were anticipated and responses planned accordingly, in order to react rapidly to different situations.

Confidence building mechanisms of the results transmission system

- Restricted access to data only for authorised persons;
- Confirmation of the emptiness of the database before commencing the data entering process;
- Compliance of entered results with those captured at polling station level;
- Data encryption during the transmission of results to INEC headquarters (HQ);
- Verification of results consistency between the INEC HQ and CCCRs; both manually and by telephone.

INEC Objective: Publication of results on day+1

Number of Communal Centre for Results
Compilation (CCCR): **45 in 2012**
368 in 2015

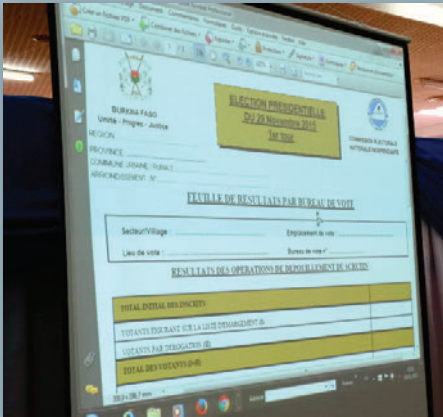
CCCRs were located in the **349** communes around the country and the **19** municipal districts of Ouagadougou and Bobo-Dioulasso.



Publication of preliminary results on D+1



Director of Information Technology and the Voters Roll and ECES expert Jonathan Seke



Example of a results sheet

The result transmission system was presented by the INEC Director of Information Technology and Voters roll, Nouroudine Tall and ECES expert Jonathan Seke in results transmission, to presidential and legislative candidates, donors and members of the European Parliament on several occasions. During these presentations, **practical cases of results transmission were simulated**. These mock exercises, which contributed to **enhance the overall transparency of the system**, were greatly appreciated by representatives of civil society organisations and by presidential and legislative candidates. As stated by Françoise Toe, a presidential candidate, these presentations contributed to the overall acceptance of results, "When there is trust in the software and the processes, there is no room for challenges."

The **real-time publication of results**, commune by commune, also **contributed to enhance confidence in the system**, and to determine trends throughout the process in full transparency.

INEC's goal, as stated repeatedly by its president, was to **publish the results of the presidential elections on E-day +1**. The challenge was to reduce the waiting time, and thus the uncertainty, to the absolute minimum within a particularly sensitive political context. Although a very ambitious challenge, **INEC fulfilled its goal thanks to the good performance of the results transmission system**.

On E-day +1, a standing ovation followed the INEC's publication of results.

ECES is particularly proud to have contributed to INEC's triumph in this challenge. These elections are therefore doubly historic!

The same process was followed, with the same success, for the legislative elections. Results were presented as they appeared on E-day + 2!

TRANSPARENT FINANCIAL MANAGEMENT AND VERIFICATION OF EXPENSES

Financial follow-up and project evaluation are extremely important for all ECES' projects.

As a not-for-profit private foundation, ECES' accounts are audited annually and published to the National Bank of Belgium. In addition, as required by contract, all European Union funded projects run by ECES are regularly audited.

Taking into account the important size of the PACTE-BF financial envelope as well as the fact that this project is constituted as a multi-donors basket fund, and in order to guarantee the eligibility of expenses in the most transparent manner, the following financial verification procedures were implemented:

- The financial and administrative project management process was validated following the **verification of procedures, against the standard operational procedures for projects contained in the Practical Guide to Contract Procedures for EU External Actions (PRAG)**;
- **Regular verification of expenditures in order to confirm their certification.** This regular verification also served to ensure continuous supervision of the quality of the project's financial management. These verifications are a pre-condition for the disbursement of every subsequent financial tranche.

In order to ensure this constant financial overview and supervision of PACTE-BF, Democracy Essentials, the organisation responsible for providing IT support to ECES, developed and installed a **tailor-made financial management software** to respond to ECES' and the project's needs.

This software allows **real-time access to the level of expenditure of all budget lines**, as well as the possibility of viewing the supporting document(s) for every encoded expenditure. The software operates in a very simple manner: each validated and paid invoice is scanned and uploaded into the system. According to the related budget line of the encoded expense, the software will automatically calculate the remaining available funds. This system ensures **transparent and accurate financial management and helps to anticipate potential problems**, as ECES personnel in charge of financial supervision in Brussels can also access the system. Such a financial management system contributes greatly to facilitate the preparations for the numerous verification of expenditures foreseen by the PACTE-BF project.



Always in accordance with the visibility plan, the project developed:

- Project logo;
- Project visibility items;
- Project stamp - used in all official communications;
- Project letterhead;
- Stickers for inventory of materials;
- Banners;
- Posters, Brochures, Folders;
- T-shirts;
- Promotional material distributed during different public events;
- Training certificates in-line with donors' visibility requirements;
- Stickers for the electoral material purchased on behalf of INEC.

PME-Conseils, an ISO 9001 certified company and a long standing ECES' partner with regards to financial management at projects and headquarters level and, contributes to ensure the quality financial overview of PACTE-BF.

Bringing the necessary specialised assistance and advices and providing financial and cost accounting specifically adapted to project supervision, PME-Conseils contributes to ensure the performing financial and accounting management of PACTE-BF.

PME-Conseils equally ensures that budgetary and financial reports developed within the context of the project are in line with donors' requirements.



Furthermore, in view to ensure the constant financial overview and supervision of PACTE-BF,

Democracy Essentials, the organisation responsible for providing IT support to ECES, developed and installed a tailor-made financial management software to respond to ECES' and the project's needs.

Within the implementation of the PACTE-BF, ECES works on the basis of real incurred costs. Proforma costs are never used by ECES on Human Resources budget lines, since they are based on real costs. Regarding the audit of the procedures and the verification of expenditures, and in accordance with the European Union Delegation decision, ECES signed a contract with 2ac, the company in charge of carrying out the six audits that are foreseen throughout the life of the project. In regards to the verification of the expenditures, **91% of the project's expenses have been verified already by 2ac**. Following this tight audit calendar ensures that PACTE-BF oversees its budgetary effectiveness constantly as well as the respect for project implementation procedures.

External Evaluations

PACTE-BF also organises **external evaluations** (mid-term and final) in view to objectively assess the results and the achievements of the activities implemented and obtain a global overview of the overall project management. External evaluation are also meant to produce technical advice and recommendation on how to improve the project management. In this regards, PACTE-BF pays the greatest attention to the implementation of the recommendations contained in the evaluation reports. Such evaluations thus contribute to further strengthening the internal assessment project while consolidating good practices to be implemented in future projects.

The PACTE-BF Mid-Term External Evaluation has been developed during a field mission in Ouagadougou, which took place from the 1st to the 20th of February 2016. During this time, evaluators met a representative sample of national actors involved in the organisation of the 2015 elections such as as INEC and CSOs representatives, and representatives of PACTE-BF Technical and Financial partners who supported the Burkinabe electoral process.

Lastly, the evaluators interacted with EU Election Observation Mission (EUEOM) and participated to the EUEOM seminar aimed at developing the final observation report to the INEC and local authorities. The mid-term evaluation allowed to take on board the recommendations issued by the EUEOM and other regional and national observer missions for the implementation of the last part of the project in support of the organisation of municipal elections.

Being PACTE-BF consistent with EU and EU partners strategies, it is absolutely coherent and complementary with the development policies of the recipient country as well as with donors' actions in general, and with EU and EU Member States interventions, in particular.

The project allowed the EU to realise the objectives of its development policy reflected in the Paris Declaration for Aid Effectiveness, the Cotonou Agreement and the "programme for change", without any internal contradictions nor with contradictions with EU common policies.

Concerning evaluations criteria, PACTE-BF project represents, at its current status of execution, a real success. Because of the project's contribution to the organisation of credible, transparent and peaceful elections in Burkina Faso, through the strengthening of the capacities of electoral stakeholders, PACTE-BF should be considered a good example in the field of electoral assistance. [...] Lastly, PACTE-BF succeeded in managing the complex logistical and practical organisation of coupled elections. All financial and technical partners as well as local actors unanimously agreed on the success of this project. They welcomed the professionalism and the high level expertise that ECES mobilised to implement the project, while stressing the in-depth working knowledge of EU financial procedures as well as the overall flexibility and responsiveness.

Extract from the External Mid-Term Evaluation of PACTE-BF



PACTE-BF representatives met EU EOM to Burkina Faso

A proactive visibility strategy

PACTE-BF developed a Visibility Plan which has been approved by all donors. **PACTE-BF Visibility Plan is perfectly in line with EU visibility guidelines set in the Communication and Visibility Manual for EU External Actions.**

PACTE-BF developed and presented the PACTE-BF website www.pacte-burkinafaso.eu to the EU Delegation, as well as to the diplomatic representations of Member States that contributed to the project. The project website was officially launched in May 2015.

The **PACTE-BF website is the project's main communication instrument**. It contains all the documents and information that are relevant to the project. All project activities

are regularly presented on the website through articles, photo albums or videos. The website includes a clear and accessible presentation of the project's objectives, functioning and methodology.

In addition, the **PACTE-BF website has been an invaluable instrument to spread information regarding the implementation of project activities**, such as the open tenders and related clarifications.

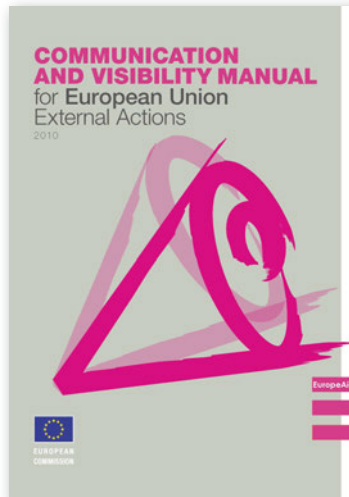
In general, all the events, activities and latest news related to the project were regularly covered by media such as the project website, ECES website (in English and French) and ECES' Facebook page and Twitter account.



www.pacte-burkinafaso.eu



Samples of visibility products





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