

EISA gratefully acknowledges the generous financial support for this project from the UK Government, the Swedish International Development Cooperation Agency (Sida) and the Royal Danish Ministry of Foreign Affairs (Danida).



EISA OBSERVER MISSION REPORT MOZAMBIQUE



PRESIDENTIAL, LEGISLATIVE AND
PROVINCIAL ASSEMBLY ELECTIONS
15 OCTOBER 2014



ISBN 978-1-920446-53-6



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EISA ELECTION OBSERVER MISSION REPORT No 49

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MOZAMBIQUE

PRESIDENTIAL, LEGISLATIVE AND PROVINCIAL
ASSEMBLY ELECTIONS
15 OCTOBER 2014

EISA Election Observer Mission Report No 49



2016

Published by EISA
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Johannesburg
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ISBN: 978-1-920446-53-6

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First published 2016

EISA strives for excellence in the promotion of credible elections, participatory democracy, human rights culture, and the strengthening of governance institutions for the consolidation of democracy in Africa.

EISA Observer Mission Report, No. 49

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ACKNOWLEDGEMENTS

The Electoral Institute for Sustainable Democracy in Africa (EISA) Election Observation Mission (EOM) to Mozambique would not have been possible without the assistance and support of a number of people and institutions. We thank the National Electoral Commission of Mozambique (CNE) for extending an invitation to EISA to observe the 15 October 2014 presidential, legislative and provincial assembly elections. The CNE also ensured timely accreditation of the EISA EOM and provided valuable information to the mission on its arrival in Maputo. Through its provincial and district offices it assisted members of the mission, once deployed throughout the country, with pertinent electoral information in their respective jurisdictions.

EISA is grateful to the Right Honourable Raila Odinga, Former Prime Minister of Kenya, who led the EISA Election Observer Mission to Mozambique. His leadership added great value to the work of the mission and significantly enhanced its visibility. He was assisted by Mr Denis Kadima, the EISA Executive Director, who served as the Deputy Mission Leader, and to whom we are equally grateful.

Our appreciation also goes to the political parties, representatives of civil society organisations (CSOs), the media and other interlocutors in Mozambique who made themselves available to brief the mission and its leaders. EISA also acknowledges the people of Mozambique for their openness and willingness to share their experiences.

We extend our appreciation to the sub-regional, continental and international observer missions with whom we interacted and shared information. These were the African Union (AU), the Southern African Development Community (SADC), the Commonwealth, the European Union (EU), the Electoral Commissions Forum of SADC countries (SADC-ECF) and the Southern Africa Development Community Parliamentary Forum (SADC-PF).

We also thank the UK Government, the Swedish International Development Cooperation Agency (Sida) and the Royal Danish Ministry of Foreign

Affairs (Danida) for funding EISA's electoral support programme in Mozambique, under which the EISA EOM was deployed. We thank members of the mission for their availability and commitment to the success of the mission.

We thank The Carter Center for partnering with EISA in the deployment of an integrated EOM. Thanks to the EISA EOM technical team led by Dr Victor Shale and Robert Gerenge, thanks to the staff of the EISA Mozambique field office and the Elections and Political Processes team at EISA Head Office for their joint efforts towards the success of the EISA EOM.

ACRONYMS AND ABBREVIATIONS

ALIMO	Aliança Independente de Moçambique
AR	Assembly of the Republic
CC	Constitutional Council
CDE	District Electoral Commission
CNE	National Elections Commission
CPE	Provincial Electoral Commission
CSOs	Civil Society Organisations
DANIDA	Danish International Development Agency
EMBs	Electoral Management Bodies
EISA	Electoral Institute for Sustainable Democracy in Africa
EMOCHM	International Observer Military Team for the Cessation of Military Hostilities
Frelimo	Frente de Libertação de Moçambique
FPTP	first–past-the-post (FPTP)
GPA	General Peace Agreement
IMF	International Monetary Fund
JPC	Associação Juntos Pela Cidade
MDM	Mozambique Democratic Movement
MJRD	Partido Movimento da Juventude Para Restauração da Democracia
MONARUMO	Partido Movimento Nacional Para Recuperação da Unidade Moçambicana
MP	Member of Parliament
MPD	Partido Movimento Patriótico para a Democracia
NGOs	Non-governmental organisations
PAHUMO	Partido Humanitário de Moçambique
PANAOC	Partido Nacional dos Operários e Camponeses
PARENA	Partido de Reconciliação Nacional
PARESO	Partido Renovação Social
PASDI	Partido Social Democrata Independente
PASOMO	Partido de Ampliação Social de Moçambique
PAZS	Partido para a Liberdade e Solidariedade
PDD/AD	Partido Para Paz, Democracia E Desenvolvimento/ Aliança Democrática
PEC-MT	Partido Ecologista – Movimento da Terra

PEMMO	Principles for Election Management, Monitoring and Observation
PIMO	Partido Independente de Moçambique
PLD	Partido de Liberdade Democrática
PPD	Partido Popular Democrático de Moçambique
PPPM	Partido para o Progresso do Povo de Moçambique
PR	Proportional Representation Electoral System
PRDS	Partido De Reconciliação Democrática Social
PT	Partido Trabalhista
PUMILD	Partido Unido de Mocambique da Liberdade Democrática
PUR	Partido União Para a Reconciliação
PVM	Partido os Verdes de Moçambique
Renamo	Resistência Nacional Moçambicana
SADC	Southern African Development Community
SADC-ECF	Electoral Commissions Forum of SADC countries
SADC-PF	Southern African Development Community Parliamentary Forum
SOL	Partido Social-Liberal e Democrático
STAE	Technical Secretariat for Electoral Administration
TCC	The Carter Center
UE	Coligação Du Partidos Politicos União Eleitoral
UK	United Kingdom
UM	União para a Mudança
UN	United Nations
UNDP	United Nations Development Programme
UASP	Partido União Africana Para Salvacão do Povo de Mozambique

EXECUTIVE SUMMARY

The Electoral Institute for Sustainable Democracy in Africa (EISA), together with The Carter Center (TCC), deployed an Integrated Election Observation Mission to the 2014 elections in Mozambique. These elections took place following the negotiated political settlement between the Government of the Republic of Mozambique and the Renamo party, and included electoral reforms such as changes in the composition of the electoral management body at all levels. The mission comprised 87 long- and short-term observers. It was led by the Right Honourable Raila Odinga, Former Prime Minister of the Republic of Kenya, with Denis Kadima, EISA's Executive Director as the Deputy Mission Leader. The TCC component of the mission was led by Professor John Stremlau, TCC Vice-President of Peace Programmes.

The EOM observed key pre-electoral, electoral, and post-electoral phases. This final report presents the mission's findings, recommendations and conclusions. The mission found electoral campaigns and polling process to be generally peaceful, albeit with isolated incidents of violence. The general conclusion of the mission was that the people of Mozambique were given the opportunity to exercise freely their democratic and civil rights to choose their leaders. Isolated incidents of skirmishes in places such as Nampula were localised and therefore did not affect the overall conduct of the elections. The mission made recommendations for improvements in future electoral processes. Key among these are:

- The need for enforcement of the code of conduct of political parties to mitigate conflict and violence in the electoral process.
- The need for an assessment of the future sustainability of the current institutional framework of the National Elections Commission (CNE) and its Technical Secretariat For Electoral Administration (STAE), which has continued to grow in numbers with each election.
- The need to simplify the procedures for vote counting at the polling stations to make them more efficient.
- The need for the police to uphold neutrality in maintaining law

and order during elections to engender public trust in their role in the electoral process.

- A review of the campaign funding framework to provide for ceilings on expenditure and mandatory disclosure of and ceilings on privately sourced funds.
- Immediate publication of comprehensive final results from polling stations to increase the transparency of the process.

In its assessment of the context and conduct of the 15 October 2014 elections the EISA Observation Mission came to the conclusion that the elections in Mozambique were generally peaceful and conformed with the laws of Mozambique and the international, continental and sub-regional standards. The mission particularly commended the CNE's professionalism in managing the electoral process.

EISA'S APPROACH TO ELECTION OBSERVATION

Since its inception in July 1996 EISA has established itself as a leading institution and an influential player dealing with elections and democracy-related issues on the African continent. It envisions an African continent where democratic governance, human rights and citizen participation are upheld in a peaceful environment. The institute's vision is executed through its work of striving for excellence in the promotion of credible elections, citizen participation and the strengthening of political institutions for sustainable democracy in Africa.

EISA seeks to realise effective and sustainable governance in Africa through strengthened electoral processes, good governance, human rights and democratic values. In this regard, EISA undertakes applied research, capacity building, technical support to continental and regional bodies in the area of election observation, advocacy and other targeted interventions. Within this broad context EISA fields election observer missions (EOMs) to assess and document the context and the conduct of selected elections on the continent.

EISA deploys international observer missions as a contribution to the transparency, integrity and improvement of electoral processes. In its assessment of elections EISA recognises that an election is a technical process with deep political implications, as opposed to an event. It therefore adopts a holistic approach that enables it to cover the main aspects of the electoral process and the context within which the elections were conducted.

EISA's assessment of the electoral process in Mozambique included the deployment of a Pre-Election Assessment Mission (PAM) from 11-15 August 2014. The PAM was mandated to assess the state of readiness of the CNE, political parties, civil society organisations and other stakeholders for the elections. The PAM also undertook an assessment of the pre-election context to ascertain whether the existing conditions were conducive to the conduct of credible elections. The mission affirmed that the legal framework for elections in Mozambique was generally conducive to the holding of credible elections. However, the mission raised concerns about the politicisation of

the technical aspects of the elections and the possible impact this could have on the professionalism and neutrality of the STAE.

Following an invitation from the CNE to observe the elections EISA deployed a fully-fledged mission comprising both long- and short-term observers. During the voting phase observers were deployed as an integrated mission in partnership with The Carter Center. The mission was guided in its observation of the electoral process by principles and standards set out in the African Charter on Democracy, Elections and Governance; the African Union Declaration of the Principles Governing Democratic Elections in Africa; the International Principles for International Observation of Elections and its accompanying Code of Conduct; the Principles for Election Management, Monitoring and Observation (PEMMO) and the legal framework governing the electoral process in Mozambique.

In its assessment of the electoral process the EISA EOM consulted with key electoral stakeholders at national, provincial and district levels. Stakeholders consulted included the Election Management Body (CNE and its technical secretariat), representatives of political parties, the Constitutional Court, security agencies and representatives of the government of Mozambique. The EISA EOM also observed key aspects of the electoral process such as the campaigns, delivery and distribution of election materials, election day procedures and results tabulation.

Observer teams were equipped with computer tablets on which observer checklists and reporting formats were configured. Using the Open Data Kit software observers were able to capture and transmit their findings and observations in real time. The use of the tablets also facilitated continuous updates and communication between the observers and the coordination team at headquarters and enhanced the timeliness of the mission's overall assessment of the electoral process and the release of its findings, conclusions and recommendations.

The EOM to the 2014 elections was the fourth in a series of EOMs deployed by EISA in Mozambique. The mission was therefore aware that its observation would involve an assessment of its previous recommendations to ascertain what has changed in the Mozambican context.

INTRODUCTION

The Electoral Institute for Sustainable Democracy in Africa (EISA) has been involved in the Mozambican electoral processes and has maintained a presence in the country through its field office since 2004. EISA has deployed election observation missions to electoral processes in Mozambique since the second multiparty elections, held in 1999, through the SADC Electoral Commissions Forum of SADC countries. EISA therefore notes the importance of the 15 October 2014 elections in further strengthening peace, stability and democracy in the country.

In its report on the 2009 presidential, legislative and provincial assembly elections EISA made a number of recommendations based on its observations. These included: the need for transparent selection criteria and procedures of CNE members, especially those drawn from CSOs; the need to improve access to the electoral process by reducing the bureaucratic requirements for parties and candidates to submit documents at the last minute; the need to build firm institutional mechanisms for the prevention, management and resolution of election-related conflict, especially by introducing an enforceable Code of Conduct to be signed by parties ahead of elections, thus committing them to uphold peace throughout the electoral cycle; expeditious processing of election results by the CNE-STAE and the Constitutional Council to avoid the long delays experienced in past elections that contributed to speculation and suspicion in the post-election phase and the need for the CNE to increase transparency in the management of the electoral process by clarifying its decisions to all stakeholders in a timely manner.

EISA also contributed to the transparency of the 2013 municipal elections through the deployment of a Technical Assessment Mission, the report of which contributed to some of the electoral reforms in the lead-up to the 2014 elections. EISA noted the changes made in terms of the reporting lines and accountability of the district and provincial level electoral commissions to the national commission during the 2014 elections. Furthermore, there was a noticeable improvement in the conduct of security personnel during the 2014 elections in comparison to the 2013 municipal elections.

EISA deployed an Integrated Election Observation Mission in partnership with The Carter Center (TCC) to the 15 October 2014 presidential, legislative and provincial assembly elections. A team of 23 long-term observers (LTOs) was deployed to the 11 provinces of Mozambique from 29 August to 30 October 2014. The LTOs were later joined by a contingent of 64 Short Term Observers (STOs) drawn from EISA and TCC, to constitute a fully-fledged integrated mission comprising 87 observers drawn from over 40 countries worldwide.

The 15 October 2014 presidential, legislative and provincial assembly elections in Mozambique took place within the context of a negotiated political settlement between the Government of the Republic of Mozambique and the Renamo party. The signing of the agreement on 5 September 2014 inspired hope for peaceful elections. The political and security context of these elections is detailed in the first chapter of this report. The EISA Observation Mission noted the efforts made by the electoral stakeholders in Mozambique continuously to improve the electoral process through reforms to the electoral framework by the three parliamentary political parties, with input from civil society.

This report presents the findings, recommendations and conclusion of the EISA EOM on the 2014 electoral process in Mozambique. It consists of six chapters, the first of which deals with the historical background and political context of the 2014 elections. The second chapter presents the mission's assessment of the legal and institutional framework of the elections. The third chapter presents the mission's assessment of the pre-election phase of the process. The fourth deals with the election phase, focused mainly on the mission's election day observations. The fifth chapter presents findings on the post-election phase of the process, dealing with the results management process and the announcement of the final results. The mission's conclusion and recommendations based on its findings and observations are presented in the final chapter of the report.



1

Historical and Political Overview



I.1 Historical background and context of the 2014 elections

I.2 Political and electoral developments ahead of the 2014 elections

I.1 HISTORICAL BACKGROUND AND CONTEXT OF THE 2014 ELECTIONS

Following a ten-year liberation struggle led by the Frente de Libertação de Moçambique (Frelimo), Mozambique gained independence from Portuguese colonial rule on 25 June 1975.¹ The fact that Frelimo conducted the liberation struggle resulted in the organisation presenting itself as the legitimate representative of the people of Mozambique, without any need for elections. A one-party state was established under the leadership of Samora Machel, the first president of the People's Republic of Mozambique.

Mozambique did not enjoy a long period of peace after independence as Frelimo's decision to pursue a Marxist-Leninist approach to state-building quickly created resistance led by a new organisation, Resistência Nacional Moçambicana (Renamo).² With the support of the Rhodesian government and the apartheid government in South Africa, as well as the tacit support of the governments of Daniel Arap Moi in Kenya and Hastings Kamuzu Banda in Malawi, Renamo embarked on a civil war against Frelimo which began in 1976 and ended in 1992.

The 16-year armed conflict impeded economic development, destroyed a significant part of the public infrastructure and turned Mozambique into

1 Although this organisation no longer uses the old name 'Frente de Libertação de Moçambique' and is now known as the Frelimo Party, for the purpose of brevity this report will refer to it as Frelimo.

2 Resistência Nacional Moçambicana, which is now known as the Renamo Party, will, for the reason cited above, be referred to as Renamo.

one of the world's poorest countries. Recognising the economic and military deadlock, in 1983 Frelimo opted for a gradual retreat from its Marxist-Leninist approach. The country's relations with the capitalist world and the West improved, it joined the International Monetary Fund (IMF) in 1984 and adopted structural adjustment programmes in 1987. After three decades of one-party-rule, Mozambique officially made the transition to a multiparty state with a constitutional amendment in 1990 which recognised democratic elections as the only means of gaining political power legitimately.

All citizens 18 years and older are entitled to vote. The revised endorsement of multiparty democracy in the new Constitution, marked the end of the First Republic and the beginning of the Second Republic. The Political Parties Law (Law 7/91) further fostered multiparty politics by guaranteeing citizens' rights to form political parties.

The civil war ended in 1992 with the signing of a General Peace Agreement (GPA) by the two belligerents.³ This paved the way for the country to recover economically and embark on a new, democratic, state-building project. The GPA set the stage for many important developments in Mozambique, including the demobilisation of Renamo and Frelimo forces as well as the holding of multiparty elections in the immediate future. Many stipulations of the GPA were incorporated in the Constitution, among them the establishment of the National Electoral Commission (CNE).

Since the conclusion of the civil war in 1992 Mozambique has enjoying relative political stability and has long been considered an 'African success story' in terms of conflict resolution. However, the general peace has been punctuated by episodes of localised violence, such as in Cabo Delgado in November 2000, when deadly protests surged in response to allegations of Frelimo vote-rigging in the 1999 elections,⁴ and in Mozambique's capital, Maputo, where mass protests against high bread and transport prices erupted in September 2010.

The 2014 presidential, legislative and provincial assembly elections were the fifth post-civil- war elections. Elections in Mozambique have been keenly

³ www.incore.ulst.ac.uk/services/cds/agreements/pdf/moz4.pdf

⁴ news.bbc.co.uk/2/hi/africa/1015892.stm

contested between the Frelimo and Renamo parties since the transition to multiparty democracy, however, Frelimo has remained the dominant party in the country. The emergence of the Mozambique Democratic Movement (MDM) in 2009 introduced a new dimension to political competition, gaining ground in the 2009 national and provincial elections and in the 2013 municipal elections.

In the 2009 elections the MDM won eight seats in Parliament and in the 2013 municipal elections (which were boycotted by Renamo), it won elections in three of the country's major cities – Beira, Quelimane and Nampula.

Renamo, on the other hand, won 51 seats in Parliament in 2009, a marked reduction in the 91 seats it had won in 2004. Renamo won 31.74% of the votes in the presidential election of 2004, a proportion that was reduced to 16.41% in the 2009 election. The MDM contested its first presidential election in 2009, winning 8.59% of the votes. Frelimo, as the dominant party, has received increasing support in previous elections.⁵

The 2014 presidential, legislative and provincial assembly elections were conducted within a year of the municipal elections held on 20 November 2013. These elections had taken place within the context of political tensions and a boycott by Renamo, which objected to the electoral law and the composition of the electoral commission, which it considered to be under the full control of Frelimo. It also called for security sector reform, public sector reform and the redistribution of wealth to reduce the overbearing influence of Frelimo in these sectors.⁶

Although the revision of the electoral laws began in 2010 the new law was only passed in 2013, ahead of the municipal elections. The changes were made without Renamo's participation. Dhlakama had left Maputo in 2010 in protest against the outcome of that year's election and slow electoral reforms, and was demanding far-reaching reforms in the electoral process as well as in other governance spheres before it could re-engage the electoral process.

⁵ <http://africanelections.tripod.com/mz.html>

⁶ This demand was based on high expectations of an impending economic boom as a result of the discovery of significant reserves of gas and oil in the northern part of the country.

In protest, the Renamo party boycotted the 2013 municipal elections and launched armed attacks, resulting in loss of lives ahead of and after the 2013 elections. The Renamo boycott allowed the MDM to emerge as a strong competitor. The MDM secured victories in four major cities – Maputo, Beira, Nampula and Quelimane.

In the Maputo city municipal assembly election the MDM won more than 40% of the vote against Frelimo's 56%. It also won elections in Gurué after it challenged the original results. Relying on the parallel voter tabulation (PVT) results of a local non-governmental organisation, the Electoral Observatory, with the technical support of EISA, which contradicted the CNE's declaration of Frelimo as the winner, the Constitutional Council ordered a re-run on 8 February 2014. The MDM emerged the clear winner, with 55% of the votes cast in the mayoral election and 54% of those cast in the municipal assembly election.⁷

Against this background, the proximity of the 2013 municipal elections to the 2014 presidential, legislative and provincial assembly elections had an impact on the 2014 elections in two ways. Firstly, from the election management perspective, the municipal elections were a dress rehearsal for the CNE in terms of maintaining the momentum of technical preparations for the 2014 elections. Secondly, the municipal elections stimulated competition among the political parties, particularly against the background of the MDM's performance against Frelimo.

The 2014 presidential election was regarded as the most competitive in Mozambique's electoral history because the incumbent, President Armando Guebuza, was not eligible to stand and Frelimo presented a new candidate, who did not have political antecedents rooted in the liberation struggle. Renamo's candidate was the party's leader, Afonso Dhlakama, who had unsuccessfully contested three previous elections. The 2014 elections were regarded as his last attempt and the stakes for him were high. The 2014 elections were also a test of the growing strength of the MDM and the possibility of it replacing Renamo as the main opposition party.

⁷ EISA Technical Observer Mission to the Mozambique Municipal Elections of 20 November 2013. Report, EISA Mozambique, April 2014.

Table 1
Summary of Parliamentary Election Results
1994-2009

Party		1994	1999	2004	2009
Frelimo	No & percentage of votes received	2 115 793 (44.27%)	2 008 165 2(48.55%)	1 889 054 (62.03%)	2 907 335 (74.66%)
	No & percentage of seats in Parliament	129 Seats (51.6%)	133 Seats (53.2%)	160 Seats (64%)	191 Seats (76.4%)
Renamo	No & percentage of votes received	1 803 506 (37.74%)	1 604 470 (38.79%)	905 289 (29.73%)	688 782 (17.69%)
	No & percentage of seats in Parliament	112 Seats (44.8%)	117 Seats (46.8%)	90 Seats (36%)	51 Seats (20.14%)
UD	No & percentage of votes received	245 793 (5.4%)	–	–	–
	No & percentage of seats in Parliament	Seats 9 (3.6%)			
MDM	No & percentage of votes received	–	–	–	152 836 (3.93%)
	No & percentage of seats in Parliament				8 Seats (3.2%)

Source: compiled from <http://africanelections.tripod.com/mz.html>

Table 2
Summary of Presidential Election Results
1994-2009

Party	1994	1999	2004	2009
Frelimo	Joaquim Chissano 2,633,740 (53.3%)	Joaquim Chissano 2,339,848 (52.3%)	Armando Guebuza 2,004,226 (63.74%)	Armando Guebuza: 2,974,627 (75%)
Renamo	Afonso Dhlakama 1,666,965 (33.73%)	Afonso Dhlakama 2,134,255 (47.7%)	Afonso Dhlakama 998,059 (31.74%)	Afonso Dhlakama: 650,679 (16.4%)
MDM				Daviz Simango 340,579 (8.6%)

Source: compiled from <http://africanelections.tripod.com/mz.html>

1.2 POLITICAL AND ELECTORAL DEVELOPMENTS AHEAD OF THE 2014 ELECTIONS

The 2014 elections took place within the context of security concerns, political negotiations and tensions that culminated in the signing of a cessation of hostilities agreement between the government and Renamo on 5 September 2014. In addition, the legislation was reformed significantly before the election to ensure inclusive management of the electoral process and to accommodate Renamo's demands. These reforms, however, did not extend to including the interests of non-parliamentary parties. Paramount among the reforms was the overhauling of the CNE, whose composition was expanded to include representatives of the three main political parties in the Assembly of the Republic (AR) at all levels, including at polling station level. (The structure and composition of election management bodies is dealt with in Chapter 2 of this report.)

Other demands, such as the integration of Renamo forces into the regular national army, were also negotiated. On 25 July 2014 Renamo and government

representatives signed a cessation of hostilities agreement. This agreement was affirmed by another symbolic co-signing between President Armando Guebuza on behalf of the government and Afonso Dhlakama, on behalf of Renamo, on 5 September 2014. Dhlakama was accompanied by diplomats from the United States, Botswana, Italy, Portugal and Britain. The two leaders undertook to ensure peaceful elections and to respect each other's right to campaign.

The agreement, which was formally and unanimously adopted by the AR on 8 September 2014, inspired hope for violence-free elections and an opportunity for the people of Mozambique to express their will freely through the ballot.

The two parties also agreed to allow foreign military observers to monitor and guarantee the implementation of the cessation of hostilities agreement. The International Observer Military Team for the Cessation of Military Hostilities (EMOCHM) consisted of 23 military observers from Botswana, Zimbabwe, South Africa, Kenya, Cape Verde, Portugal, Italy, Britain and the United States. It also had a local component of 70 Mozambican officers, half of whom represented the government and half represented Renamo. The foreign component arrived in Mozambique during the pre-election phase.

2

The legal and Institutional Framework



2.1. The Constitution

2.2. Electoral Laws

2.3. The Electoral System

2.4. Funding of Political Parties

2.5. Election Management: The National Electoral Commission

The 2014 electoral process was guided by the 2004 Constitution of Mozambique and a set of electoral laws – Law No 8/2013 on the election of the President and the Assembly of the Republic, Law No 4/2013 on the election of the Provincial Assemblies, Law No 5/2013 on voter registration and Law No 6/2013, which governs the National Electoral Commission.

2.1 THE CONSTITUTION

The 2004 Constitution guarantees fundamental rights and civil liberties to all Mozambique's citizens. Article 73 of the Constitution protects the right of Mozambicans to choose leaders through universal, direct, secret and periodic suffrage, through referenda on major national issues and through permanent democratic participation in government affairs.

The right to vote is not limited to citizens residing in Mozambique, it also extends to citizens in the diaspora, provided that they are registered voters and fulfil all other legal requirements. Article 75 provides for the formation of political parties which respect national unity and democratic values. The Constitution requires political parties to:

- a) be national in scope;
- b) defend national interests;
- c) contribute to the formation of public opinion, particularly on major national issues; and
- d) strengthen the patriotic spirit of citizens and the consolidation of the Mozambican Nation.

It further requires parties to contribute to peace and stability in the country through the political and civic education of citizens.

The EISA EOM noted that the requirements for the formation of political parties are non-restrictive and address the relevant issues of national unity and stability within the Mozambican context.

The Constitution provides for a two-term limit for the president as a critical element of democratic development and consolidation, which allows alternation of political power. Mozambique has observed this term-limit provision since the first multiparty elections in 1994. The EISA EOM noted that the Constitution generally conforms to the broad principles and obligations stipulated in international, regional and sub-regional instruments such as the African Charter on Democracy, Elections and Governance, the African Union Declaration of the Principles Governing Democratic Elections in Africa and the Principles for Election Management Monitoring and Observation (PEMMO).

2.2 ELECTORAL LAWS

Extensive reforms brought about a number of changes in the legal framework for elections in Mozambique. The final amendments to the electoral laws that regulated the 2014 elections were passed in April 2014.

2.2.1 *Law No 8/2013 on the election of the president and the assembly of the Republic*

This law provides the framework for the election of both the president and the assembly's deputies. The first section, pertaining to general provisions, contains the fundamental principles guiding the elective processes. Section II, titled the status of candidates, contains revisions such as to the right to be removed from duties, suspension from exercise of duties, immunity and passage to the reserve list, for candidates wishing to run for president/deputy of the assembly. The law also contains revised rules, obligations and rights concerning election campaign, election propaganda and election finance. The law addresses the organisation, location, staffing, constitution, and operation of the polling centres. It also provides for the appointment of delegates to monitor the voting processes within the polling stations, protects the citizen's right to vote and details the vote counting procedure and

channels of communication for the transmission, validation and proclamation of election results. Section V sets out the principles, regulations and criteria for the election of the president and the principles, regulations and eligibility requirements for those wishing to stand for election to the assembly. The composition of the assembly, the terms of office and the mandate of the elected deputies are detailed, as are the conditions and procedures for judiciary organs addressing appeals and electoral offences that may arise after the announcement of the results. The law also provides for the official recognition and participation of election observers in all phases of the electoral cycle.

2.2.2 Law No 4/2013 on the election of the provincial assemblies

The law includes revisions of the legal framework for electing members of the provincial assembly, outlines general provisions governing the election of provincial assembly members and sets out regulations concerning the status of candidates and a procedure to verify their eligibility. The law also entrenches campaign and propaganda rules, principles and procedures for the elections. It covers the constitution, time frame, location, and operation and organisation of the polling centres and allows for the representation of political parties through delegates as monitors of polling stations. Other topics it deals with are the voting procedure, the secrecy of the ballot, disturbance or interruption of electoral operations, voter rights and requirements, the vote count and the publication of results. Also covered are the registration and presentation of candidates, the analysis of party/candidate symbols and names, party or candidate lists and the formation of coalitions for electoral purposes. The law covers the method of converting votes into provincial assembly seats and the subsequent distribution and filling of these seats. Provision is made for the handling of appeals and offences by relevant judicial organs

2.2.3 Law No 5/2013, on registration of voters

The law sets out general provisions for the registration of voters and the organisation of the voter registration process. The National Elections Commission is authorised to supervise the Electoral Admission Technical Secretariat management of the voter registration process within the country and abroad. Terms of collaboration, monitoring and participation of political parties in voter registration are outlined as is the operation of the voter registration process. Chapter 5 addresses voter registration offences and

penalties for fraudulent behaviour and obstruction of the voter registration process. The final and transitional provisions of voter registration have been revised.

2.2.4 Law No 6/2013, of 22 February

This law regulates the election management body, the CNE, and provides for the organisation, coordination, execution, conduct, management and supervision of voter registration and elections. It contains revised general provisions covering the definition, nature, composition and formation of the CNE and outlines the general powers of the CNE and the powers of the board, the chairperson, and deputy chairperson. The law covers the conditions of employment of members of the CNE, the duration of membership of the commission and the responsibilities, duties, rights and privileges of members. Chapter three provides for social security and retirement benefits applicable to members of the commission and details the operations of the secretariat, the staff of the secretariat and the five working commissions. Chapter five provides for the appointment of support bodies for the commission and outlines the powers of provincial, district or city elections commissions and the rights and privileges of members serving on these support bodies. The chapter also contains provisions relating specifically to the Electoral Administration Technical Secretariat, addressing its definition, management, composition, structure, attributes and powers. Chapter six addresses the functioning of the collectives of the Electoral Administration Technical Secretariat, the budget of the CNE, the duty of collaboration, the official symbols of the CNE and the functioning of the CNE and its support bodies as well as the election of members from civil society organisations.

The changes brought about by these laws include:

- Increased representation of parliamentary parties in all structures of electoral administration from national to provincial and polling station levels. The number of representatives per party has been increased and representation expanded to include the technical arm of the election management body and at polling station level. The institutional framework is discussed below.
- The introduction of district level courts into the complaints and appeals process.

- The provision of electronic copies of the voters' roll to political parties (45 days before elections) to ensure transparency
- Recount of the ballot at district level on demand by political parties, among others.

The EISA EOM noted that the changes in the legal and institutional framework were necessitated by the peculiarity of the Mozambican context and commended all parties for the efforts made towards reaching an amicable agreement on the framework, which contributed to the largely peaceful conduct of the elections.

2.3 THE ELECTORAL SYSTEM

Pursuant to Articles 148 and 149 of the Constitution, the Presidential and Parliamentary Elections Law No 8/2013 provides for an absolute majoritarian system for the election of the president, with the option of a run-off between the two leading candidates in the event that no candidate obtains an absolute majority of the votes cast in the first round. Article 146(2) further stipulates that should one of the candidates die or withdraw from the second round, the chairperson of the Constitutional Council shall invite the other candidates, in order of their proportion of the vote, to declare their willingness to contest the second round. This option is open until 18:00 on the fifth day after the publication of the first round count.

Members of the Assembly of the Republic (AR), the National Assembly, are elected through a closed-list proportional representation electoral system (PR) as provided in Article 135(2) of the Constitution. Members of the AR are elected for a period of five years.⁸ In a closed list system the party lists contain names equal to the number of seats attributed to the constituency (arranged in order of preference).⁹ The lists are also required to include not fewer than three supplementary candidates.¹⁰

The administrative provincial boundaries constitute the parliamentary constituencies for election to the AR. Seats are allocated according to the number of registered voters per province, as opposed to the size of the general

⁸ Article 170 of the Constitution and Article 167 of Law No 8/2013.

⁹ Seats are allocated according to the number of registered voters per constituency.

¹⁰ Article 168 of Law of Law No 8/2013.

population of each province. This means that the number of seats allocated to each province varies from one election to the next. Table 6 compares seat allocation in the 2009 and 2014 elections.

The number of seats per constituency is determined by distributing a total of 248 seats proportionally to the number of voters registered in each province. Of the 250 seats in the AR, 248 seats are elected from the 10 provinces and Maputo city, each acting as a constituency. Two members are elected by expatriates, one for Africa and one for Europe.

Votes received by party lists are converted into parliamentary seats through the Hondt method.¹¹

For the provincial assemblies the constituency is the district in a given province. Members of the provincial assemblies are also elected on a closed-list proportional representation system. The ten provinces elect a total of 810 members.

2.4 FUNDING OF POLITICAL PARTIES

Law No 8/2013 provides for the private and public funding of political party campaigns. It excludes funding of campaigns by foreign governments, governmental organisations and institutions or national or foreign public companies. Foreign donors are instead allowed to contribute funds directly to the state budget and the state allocates these as part of the campaign finance budget.¹² The law allows parties to seek campaign funding from the following sources:

- a) Contributions from the candidates themselves, and from the proposing political parties, coalitions of political parties and groups of citizen voters;
- b) Voluntary contributions from Mozambican and foreign citizens;
- c) The product of election campaign activities;
- d) Contributions from friendly national and foreign parties;
- e) Contributions from national or foreign non-governmental organisations.

11 A system devised by Victor D'Hondt, a Belgian lawyer and mathematician active in the 19th Century. The D'Hondt method is a [highest averages method](#) for allocating seats in [party-list proportional representation](#). For a practical example, see www.bbc.com/news/uk-politics-27187434

12 Chapter III, Article 37 of the Presidential and Parliamentary Elections Law No 8/2013, of 27 February

It is worth noting that the legal framework in Mozambique does not provide for ceilings on privately raised funds nor does it require the disclosure of the details of private funding sources. The EISA EOM noted that these omissions have the potential to allow the negative influence of money on the country's politics.

In terms of Articles 37 and 38 of Law No 8/2013, public funds for election campaigns are managed and distributed by the CNE 21 days before the start of the election campaign. The CNE must determine the criteria for the disbursement of the funds for the AR campaigns, while funds for presidential election campaigns are distributed equally among the presidential candidates. The use of these funds is restricted to the production of campaign materials and they are not to be used for salaries or procurement of equipment such as cars.

In order to ensure accountability, Article 39 provides for mandatory disclosure of campaign expenditure within 60 days of the official proclamation of the election results. Tables 3, 4 and 5 show the fund allocations to each of the parties during the 2014 elections.

Parties consulted by the EISA EOM noted that the funds allocated for these elections were quite limited and that smaller parties needed to work harder to make up the balance.

Table 3
Fund Allocations for the Presidential Elections

Name of candidate	Party	Amount (MT)	Amount (USD)
Afonso Macacho Dhlakama	Renamo	7 766 666.67	255 482.46
Filipe Jacinto Nyusi	Frelimo	7 766 666.67	255 482.46
Daviz Mbepo Simango	MDM	7 766 666.67	255 482.46
Total		23 300 000.01	766 447.37

Table 4
Fund Allocations for Legislative Elections

Party	Seats	Amount (MT)	Amount (USD)
Mozambique Democratic Movement (MDM)	250	1 200 492.51	39 489.89
Renamo	250	1 200 492.51	39 489.89
Frelimo	250	1 200 492.51	39 489.89
Aliança Independente de Moçambique (ALIMO)	108	518 612.76	17 059.63
Partido de Ampliação Social de Moçambique (PASOMO)	115	552 226.55	18 165.35
Partido Movimento da Juventude Para Restauração da Democracia (MJRD)	248	1 190 888.57	39 173.97
Partido Independente de Moçambique (PIMO)	75	360 147.75	11 846.97
Partido União Africana Para Salvacão do Povo de Mozambique (UASP)	33	158 465.01	5 212.66
Partido de Liberdade Democrática (PLD)	248	1 190 888.57	39 173.97
Partido Popular Democrático de Moçambique (PPD)	16	76 831.52	2 527.35
Partido Social-Liberal e Democrático (SOL)	33	158 465.01	5 212.66
Partido Humanitário de Moçambique (PAHUMO)	161	773 117.18	25 431.49

Partido Renovação Social (PARESO)	201	965 195.98	31 749.87
Partido Unido de Mocambique da Liberdade Democrática (PUMILD)	98	470 593.06	15 480.03
Partido Ecologista – Movimento da Terra (PEC-MT)	250	1 200 492.51	39 489.89
Partido para a Liberdade e Solidariedade (PAZS)	61	292 920.17	9 635.53
Partido os Verdes de Moçambique (PVM)	248	1 190 888.57	39 173.97
Partido Movimento Nacional Para Recuperação da Unidade Moçambicana (MONARUMO)	248	1 190 888.57	39 173.97
Partido Para Paz, Democracia E Desenvolvimento / Aliança Democrática (PDD / AD)	248	1 190 888.57	39 173.97
Partido de Reconciliação Nacional (PARENA)	248	1 190 888.57	39 173.97
Partido para o Progresso do Povo de Moçambique (PPPM)	135	648 265.96	21 324.54
União para a Mudança (UM)	93	446 583.21	14 690.24
Associação Juntos Pela Cidade (JPC)	N / A	0.00	
Partido De Reconciliação Democrática Social (PRDS)	14	67 227.58	2 211.43
Partido Trabalhista (PT)	151	725 097.48	23 851.89
Partido Nacional dos Operários e Camponeses (PANAOC)	248	1 190 888.57	39 173.97
Partido Movimento Patriótico para a Democracia (MPD)	248	1 190 888.57	39 173.97
Coligação Du Partidos Politicos União Eleitoral (UE)	250	1 200 492.51	39 489.89
Partido Social Democrata Independente (PASDI)	97	465 791.09	15 322.08

Partido União Para a Reconciliação (PUR)	248	1 190 888.57	39 173.97
Total	4873	23 399 999.99	769 736.84

Table 5
Provincial Assembly Campaign Funds Allocation

Party	Seats	Amount (MT)	Amount (USD)
Mozambique Democratic Movement (MDM)	811	5 453 477.63	179 390.71
Renamo	811	5 453 477.63	179 390.71
Frelimo	811	5 453 477.63	179 390.71
Partido Humanitário de Moçambique (PAHUMO)	115	773 304.47	25 437.65
Partido os Verdes de Moçambique (PVM)	47	316 046.18	10 396.26
Partido Movimento Nacional Para Recuperação da Unidade Moçambicana (MONARUMO)	135	907 792.21	29 861.59
Partido Para Paz, Democracia E Desenvolvimento / Aliança Democrática (PDD / AD)	415	2 790 620.49	91 796.73
Partido de Reconciliação Nacional (PARENA)	145	975 036.08	32 073.56
Associação Juntos Pela Cidade (JPC)	80	537 950.94	17 695.75
Coligação Du Partidos Politicos União Eleitoral (UE)	87	585 021.65	19 244.13
Partido Social Democrata Independente (PASDI)	8	53 795.09	1 769.58
Total	3465	23 300 000.00	766 447.37

The CNE planned to disburse campaign funds to contesting political parties and coalitions in three instalments. An initial 50% of the funds was disbursed 21 days before the commencement of the election campaign and the other 50% was to be disbursed in two instalments after spending of the first disbursement had been justified.

From its interaction with political parties the EISA EOM gathered that this arrangement presented challenges to some parties. Firstly, there were some delays in the disbursement, partly because the Ministry of Finance was late in making the funds available and in some cases parties were late in submitting the required funding documentation. Secondly, the release of funds in instalments meant that some parties could not procure campaign materials at once due to limited funds. By the time they received the second and last disbursements to buy more materials valuable time had been lost.

2.5 ELECTION MANAGEMENT: THE NATIONAL ELECTORAL COMMISSION

The National Electoral Commission is the institution constitutionally mandated to conduct elections in Mozambique. The commission has a technical arm, the Electoral Administration Technical Secretariat, which serves as the implementation arm for its decisions and policies. Members of the commission are appointed for a tenure of six years by an ordinary sitting of the AR. The commission is established as an independent institution and its members are not removable except by resignation, death or permanent incapacity or acceptance of a position that is incompatible with their role as members of the commission.¹³

The CNE is supported by ad hoc structures at provincial and district/city levels. Provincial electoral commissions become operational within 60 days of the publication of the election date and they close within 60 days of the publication of election results. District/city electoral commissions commence their duties within 30 days of the establishment of the provincial commissions and finish within 30 days of the publication of the election results. The STAE also has provisional and district level arms that support its work.

The post-2009 electoral reforms brought about several changes in the institutional framework for elections. The number of CNE commissioners was increased from 13 to 17. In terms of Article 6 of the Electoral Commission Act, seven of these 17 commissioners were drawn from civil society, five from Frelimo, four from Renamo and one from the MDM. The allocation of offices in the CNE was based on a 50:50 ratio, with the ruling party,

¹³ Chapter II of the Law No 6/2013.

Frelimo, receiving 50% and the opposition parties another 50%. To uphold the neutrality of the commission, its chairperson was drawn from among the civil society nominees, while a deputy chairperson was appointed from the Frelimo and Renamo nominees.

Article 7 of the Electoral Commission Act also provides that the government shall appoint a person with a permanent seat in the plenary sessions of the National Elections Commission, with the right to speak, but without the right to vote. Government also appoints one person with a permanent seat in the plenary sessions of each of the provincial, district or city elections commission, with the right to speak but without the right to vote. The individuals appointed by the government have identical duties and enjoy identical rights and privileges to those laid down for members of the National Elections Commission.

The same arrangement of political party representation was replicated within the structures of the electoral commission at the provincial and district level, with 15 members for each of the provincial and district electoral commissions. Six of these members are from political parties, Frelimo (3), Renamo (2) and MDM (1). The other nine are nominated by civil society organisations (CSOs). The chairperson is elected by his/her peers from the nine CSO nominees. These provincial commissions report to the CNE, while district commissions report to the provincial commissions.

The STAE is headed by a director general, who acts as the chief executive officer of the commission. As part of the reforms, party representation was introduced within the STAE, with two deputy directors general elected from each of Frelimo and Renamo. Other party nominees within the STAE were: six assistant national directors (3 from Frelimo, 2 from Renamo and 1 from the MDM) and 18 other technical staff (9 from Frelimo, 8 from Renamo and 1 from the MDM).¹⁴

Article 57 of Law No 6/2013 stipulates the structure of the STAE at provincial level. It consists of the provincial director, two assistant provincial directors, three heads of department and six assistant heads of department.

¹⁴ Article 56 of LAW NO. 6/2013 provides for the composition of the Commission.

The six assistant heads of department are nominated by the political parties represented in the AR (three drawn from Frelimo, two from Renamo and one from the MDM). The provincial STAE structures also include six other technical staff who are nominated by political parties in the same order (three drawn from Frelimo, two from Renamo and one from the MDM). The same structure was replicated at the district level of the STAE (Article 58 of Law No 6/2013).

Party representation was also introduced at polling station level, with each station staffed by seven officials who were fully paid by the CNE. Of the seven polling station staff, three polling clerks were nominated by the three parties in Parliament and the other four, who served as the presiding officer, secretary and clerk, were appointed by means of a competitive recruitment process conducted by the STAE. In line with this new arrangement in election management the three parliamentary parties were required to nominate one polling clerk to be trained and deployed in all the 17 013 polling stations.

The need for political accommodation and the need to engender trust resulted in a peculiar framework that was tested during the 2014 elections. The EISA EOM noted that these efforts to create inclusiveness and transparency were restricted to the three parties represented in Parliament. The interests of the other 32 registered political parties which had expressed interest in contesting the 2014 elections, were not adequately addressed by the reforms. The structural changes also led to an expanded election management structure which had implications for the overall cost of the elections. Specifically, the EISA EOM was informed that the changes within the structures of the CNE and STAE led to an increase in administrative personnel from 1 500 to 4 500, thus necessitating approval of a supplementary budget for the elections.

In line with article 3.3 of PEMMO,¹⁵ which emphasises the principles of financial sustainability, efficiency and effective administration of elections, the EISA mission noted with concern the increase in the size of the election management structures in Mozambique and raised concerns about the suitability of such structures in the long run.

15 Article 3.3 (recommendation 1): 'Government must adequately fund the EMB in order for it to deliver a credible and legitimate election. The EMB must promote financial sustainability and cost-effective management of elections. The size of the EMB should be manageable to ensure the efficient, effective, consensual and financially sustainable administration of elections.'

Whilst noting the need for an inclusive election administration structure, the EISA mission also noted that the principles of neutrality and professionalism, which are central to election administration, were compromised by the inclusion of party representatives in the STAE and at polling station level. The mission believes the inclusion of party representatives amongst polling station staff may compromise these principles at that level.

3

The Pre- Election Phase



- 3.1 Delimitation of constituencies
- 3.2 Voter registration
- 3.3 Political party registration
- 3.4 Candidate registration process
- 3.5 Voter education
- 3.6 The election campaigns
- 3.7 Use of State Resources
- 3.8 Gender and minority rights
- 3.9 Media coverage of the electoral process
- 3.10 Security
- 3.11 Preparedness of the CNE-STAE

3.1 DELIMITATION OF CONSTITUENCIES

The boundaries of constituencies for the election of members of the Assembly of the Republic are contiguous with the boundaries of the 10 provinces and Maputo City. In terms of Article 164 of the Presidential and Parliamentary Elections Law No 8/2013 the constituencies are headquartered in the provincial capitals and therefore take the same name as the city. The law provides for two more constituencies, one for the countries of the African region the other for the rest of the world. While there were no disputes related to constituency delimitation, some parties raised concerns about the distribution of seats within the constituencies. These concerns are discussed in section 3.2. of this report.

3.2 VOTER REGISTRATION

Voter registration is guided by the Voter Registration Law No 5/2013, which provides for periodic registration of voters, thus making the register valid for a particular electoral cycle. In terms of Article 7 of the Law, the voters' register is required to be updated in the year in which elections are to be held. The law also provides that whenever the holding of extraordinary elections is justified the validity of the registration from the previous election cycle shall be extended.

For the 2014 registration process the CNE used biometric registration, which included capturing the biometric details of voters, specifically their photographs and fingerprints. For this purpose, the commission deployed registration brigades, who were equipped with registration kits. Voter registration for the 2014 elections was conducted by the CNE from 15 February to 29 April 2014 and was extended to 9 May 2014 at the request of the political parties because problems had been encountered at the start of the process.¹⁶ The problems related to the fact that some registration centres were inaccessible due to poor roads, heavy rains and insufficient transportation. There were also inadequacies in the technical capacity of some staff to use the voter registration kits.

The extension of the voter registration period allowed for the registration of a higher number of voters. It also enabled the eleventh hour registration of the Renamo presidential candidate, Alfonso Dhlakama. Because of security concerns in Sofala province the CNE waited for a 20-day ceasefire to be agreed between government forces and Renamo, after which the commission arranged for Dhlakama to be registered at his military base in Satungira in Goronzosa district in Sofala province. This was a significant political development, which ensured that Renamo would participate in the electoral process.

The final voter registration figures were announced on 3 August. A total of 10 963 148 eligible voters were registered.¹⁷ This number included 89 685 in the diaspora in neighbouring African countries like Tanzania, Malawi, Zambia, Zimbabwe, Swaziland, South Africa, Kenya, and in Europe, particularly in Germany and Portugal. The diaspora voters were registered at consular and diplomatic missions in terms of Article 13(2) of the Voter Registration Law No 5/2013. A provisional estimate by the National Institute of Statistics indicated an electorate of 12 203 717 potential voters. Table 6 summarises voter registration statistics and seat allocation per province on the basis of the registration statistics.

The figures in Table 6 reflect a 1.7% increase over the provisional figures announced by the CNE in May 2014. This increase raised concerns among

16 Sections 14 to 18 of the Voter Registration Law provide for the participation of political parties and collaboration with the CNE in the voter registration process.

17 See CNE deliberation 65/CNE/2014.

opposition parties such as the MDM, which informed the EISA observers that in Dondo District, Sofala Province, the initial May 2014 figures released by the STAE indicated that the district would have 108 polling stations.

Table 6
2014 Voter Registration Figures per Province

Province	Registered voters	No. of AR seats	No. of provincial seats
Niassa	615 065	14	80
Cabo Delgado	964 071	22	82
Nampula	2 079 129	47	93
Zambézia	19 48 859	45	92
Tete	971 644	22	82
Manica	712 938	16	80
Sofala	926 746	21	82
Inhambane	598 276	14	70
Gaza	591 194	14	70
Maputo province	757 594	17	80
Maputo City	708 812	16	0
Africa	86 985	1	0
Europe	1 835	1	0
Total	10 963 148	250	811

Source: STAE

Instead, in the final document released in August 2014, the STAE stated that there would be 117 polling stations. The CNE explained that the provisional results of the registration exercise were based on reports sent via short message service from the field.

The main implication of the additional voter registration figures was that it changed the allocation of seats in the national and provincial assemblies. The seat redistribution as a result of the new registration figures affected four provinces – Nampula (lost 2 seats), Zambezia (gained 2 seats), Sofala

(lost 1 seat) and Gaza (gained 1 seat). Party lists contained at least three supplementary names, which were used to increase the number of effective candidates for provinces where additional seats were allocated.

The EISA EOM noted with satisfaction that the legal framework for the registration of voters sufficiently guarantees the right to all citizens who may have attained the age of 18 on election day to be registered to vote. It also provides for citizens in the diaspora to register at Mozambican foreign missions where these exist. The law also takes into account the difficult terrain of the country and the need to include vulnerable groups such as internally displaced persons by providing for the establishment of mobile registration brigades to complement the fixed registration brigades in such inaccessible areas. The law also guarantees the transparency of the registration process by granting political parties and citizen groups the mandate to observe the process. The credibility of the register is strengthened by the provision for it to be displayed to allow for claims and objections. The law also mandates the CNE to provide copies of the voters' register to political parties 45 days before the elections.

3.3 POLITICAL PARTY REGISTRATION

The registration of political parties in Mozambique is done at two levels: at the Ministry of Justice and at the CNE. Articles 174 and 175 of the Presidential and Parliamentary Elections Law No 8/2013 require parties or coalitions intending to contest elections to register through a formal request to the president of the CNE 15 days before the submission of the party lists.

Two or more parties are allowed to present a list of candidates jointly for the legislative elections provided that such a coalition has first been approved by the competent structures of the respective parties and announced publicly in the mass media prior to the presentation of the party list.

The CNE then analyses the names, abbreviations and symbols of the political party or coalition and publishes its decision within three days.

In line with the legal requirements, a total of 35 parties registered their intention to participate in the elections at the CNE but only 29 fielded candidates.

Table 7
Registered Political Parties

Name of party	Abbreviation	Level of participation
Partido do Progresso do Povo de Moçambique	PPPM	Legislative elections
Partido Movimento Nacional para Recuperação da Unidade Moçambicana	Monarumo	Legislative and provincial elections
Partido Ecologista Movimento da Terra –	PEC-MT	Legislative elections
Partido da União para a Reconciliação –	PUR	Legislative elections
Partido Social Liberal e Democrático –	SOL	Legislative elections
Partido Humanitário de Moçambique –	Pahumo	Legislative and provincial assembly elections
Partido Movimento Patriótico para a Democracia	MPD	Legislative elections
Partido Movimento Democrático de Moçambique	MDM	Presidential, legislative and provincial assembly elections
Partido Popular Democrático de Moçambique	PPD	No candidates in any elections
Partido de União para a Mudança	UM	Legislative elections
Partido de Renovação Social	Pareso	Legislative elections
Partido Resistência Nacional Moçambicana	Renamo	Presidential, legislative and provincial Assembly elections
Partido os Verdes de Moçambique	PVM	Legislative and provincial assembly elections
Partido Trabalhista	PT	Legislative elections
Partido Independente de Moçambique	PIMO	Legislative elections
Partido Frente de Libertação de Moçambique	Frelimo	Presidential, legislative and provincial assembly elections

Partido de Reconciliação Nacional	Parena	Legislative and provincial assembly elections
Partido de Solidariedade e Liberdade	PAZS	Legislative elections
Partido Social Democrata Independente	PASDI	Legislative and provincial assembly elections
Partido União dos Democratas de Moçambique	UDM	No candidates in any elections
Partido Nacional de Moçambique	Panamo	No candidates in any elections
Partido Aliança Independente de Moçambique	Alimo	Legislative elections
Partido Nacional de Operários e Camponeses	PANAOC	Legislative elections
Partido de Liberdade e Desenvolvimento	PLD	Legislative elections
Partido União Africana para Salvação do Povo de Moçambique	UASP	Legislative elections
Partido Movimento da Juventude para Restauração da Democracia	MJRD	Legislative elections
Partido Frente Democrática Unida	UDF	No candidates in any elections
Partido de Ampliação Social de Moçambique	PASOMO	Legislative elections
Partido Unido de Moçambique da Liberdade Democrática	PUMILD	Legislative elections
Partido de Reconciliação Democrata Social	PRDS	Legislative elections
Coligação de Partidos Políticos União Eleitoral	UE	Legislative and provincial assembly elections
Partido para a Paz, Democracia e Desenvolvimento / Aliança Democrática	PDD / AD	Legislative and provincial assembly elections
Coligação União Democrática	UD	No candidates in any elections
Grupo de Cidadãos Eleitores Associação Cultural Lhuvuka Arte	ACLA	No candidates in any elections
Associação Juntos pela Cidade	JPC	Provincial assembly elections

3.4 CANDIDATE REGISTRATION PROCESS

Eligibility for candidature in presidential, and AR elections is detailed in Titles V and VI of the Presidential and Parliamentary Elections Law No 8/2013. Eligibility for candidature in provincial assembly elections is stipulated in Section II of Provincial Assembly Elections Law No 4/2013. In line with articles 129-130 of the Presidential and Parliamentary Elections Law candidates for the office of the president are required to: hold only original Mozambican nationality, be older than 35, be registered voters, not have been president for more than two consecutive terms, have been resident in the country for 12 months prior to the elections and not be convicted criminals.

Article 135 of the Presidential and Parliamentary Elections Law states that presidential candidates shall be presented by registered political parties and should be supported by 10 000 signatures of registered voters. Candidates may also be proposed by groups of citizen voters as long as they have the support of 10 000 voters. Presidential candidates are also required to submit documentary proof that they are Mozambican citizens and do not hold citizenship of any other country, that they are registered to vote, that they have no criminal record and that they have been resident in the country for up to a year prior to the elections.

The required documentation must be submitted to the Constitutional Council (CC) 75 days prior to election day.¹⁸ Candidates for the presidential election must submit their intention to stand to the Constitutional Council (CC) 120 days prior to polling day.¹⁹ The CC must verify the documentation and notify candidates of any irregularities. The CC must make the final decision on the admission of candidates within 15 days of the deadline for submissions and must announce and publish the final list of candidates. Submission of candidature for the 2014 elections closed on 21 July 2014. Similarly, candidates for election to the Assembly of the Republic (AR) are required to submit authenticated copies of their ID or birth certificate, voter card, a note of acceptance of inclusion on the party list, a certificate of non-criminal record and a declaration of the candidate's eligibility (article 178 of

18 Titles V and VI of Law No 8/2013 set out the conditions of candidature for presidential and parliamentary elections.

19 Article 241(1) of the Constitution states that '[t]he Constitutional Council is a sovereign public office with special jurisdiction to administer justice in matters of a legal-constitutional nature'.

the Presidential and Parliamentary Elections Law). Parties and coalitions are required to submit a list of candidates equal to the number of seats allocated to a particular province plus at least three supplementary candidates. The law empowers the CNE to verify the documentation of individual candidates and either request additional documentation or reject the candidate. The decisions of the CNE are subject to an appeal to the Constitutional Council.

Requirements for candidature for provincial assembly elections are similar to those for AR candidature. However, candidates are required to have been resident in the province in which they are standing. Candidate lists are submitted to the CNE by registered parties or coalitions or group of citizens. Party or coalition lists for provincial assembly elections are required to include at least five supplementary names.

Party lists for the 2014 legislative elections were received from 33 of the 35 registered parties and citizen groups. The CNE rejected the documentation of four parties on the basis that some of it was incomplete, especially the certificate of non-criminal records, thus reducing the number of parties contesting the election to 28 (see Table 7).

At the close of candidate and party list submissions on 21 July 2014 the Constitutional Council received the names of 11 presidential candidatures, only three of whom were approved. Others were disqualified either because they did not have the required documentation, especially the certificate of non-criminal record, or because the signatures submitted were not verifiable. The EISA EOM noted with satisfaction that the registration of candidates was completed without any complaints or appeals lodged. The mission was informed that all the parties were satisfied with the process as the verification process had included party representatives.

Table 8
Presidential candidates

Candidate	Age	Gender	Party
Afonso Macacho Dhlakama	61	Male	Renamo
Filipe Jacinto Nyusi	55	Male	Frelimo
Daviz Mbepo Simango	50	Male	MDM

The Frelimo candidate, Filipe Nyusi, who hails from the Northern Province of Cabo Delgado, was contesting the presidential election for the first time and was the first Frelimo candidate not to come from the southern Gaza Province, the home province of Samora Machel, Joachim Chissano and Armando Guebuza. Doubts were expressed both in stakeholder consultations and media reports about whether the electorate (particularly traditional Frelimo supporters) in the south were ready to vote for a northerner.

The Renamo leader, Afonso Dhlakama, who hails from Sofala Province in central Mozambique, had stood in all the elections in post-civil war Mozambique. The fact that he had lost and had recently waged guerilla warfare against government institutions and civilians raised doubts about whether he would attract voters.

The MDM candidate, Daviz Simango, is based in Beira, Mozambique's second-largest city, where he is mayor. This was his second presidential election and his party had made a series of political gains in the November 2013 local government elections, which Renamo boycotted. From its consultations with stakeholders the EOM gathered that it was not clear how much support he would receive as there was a perception that his success in the local government elections had been due to the Renamo boycott.

3.5 VOTER EDUCATION

The STAE, which is responsible for voter education, is expected to undertake voter education initiatives using various means, including the media and other mass publicity. However, this does not absolve political parties from ensuring that their constituencies are well informed ahead of the elections. The United Nations Development Programme (UNDP) supported the STAE in its implementation of voter education ahead of the 2014 elections.

Civic education was conducted in local languages by the public media. The STAE reported that it faced similar problem with access to some parts of the country to those it had had with voter registration in some parts of Gorongosa District. There was limited access to some Renamo strongholds, especially where there were armed fighters.

The views of stakeholders on the STAE's performance were mixed, with some civil society organisations indicating that the voter education exercise

was largely well done, although they identified the need for wider coverage in remote areas. Civic education in some districts started with the training of community leaders, local government officials and public prosecutors on the electoral laws. Some opposition parties raised concerns that STAE's use of community leaders, among others, to carry out voter education would compromise the voter education process because these community leaders were Frelimo supporters.

The STAE was also accused of always choosing the same people to conduct voter education. This led to apathy among the general public when calls were put out for civic educators as they felt that only Frelimo members would be appointed.

Civil society organisations are also allowed to conduct voter education. One of the women's groups consulted by the EISA EOM indicated that its members were actively involved in the voter education process, with most women at district level working with the STAE and CPE. They did, however, express the need for more electoral sensitisation projects specifically targeted at women.

3.6 THE ELECTION CAMPAIGNS

Election campaigns for the presidential and AR elections are regulated by the Presidential and Parliamentary Elections Law No 8/2013 and those for the provincial assembly elections are regulated by the Provincial Assemblies Election Law No 4/2013. There was also a Code of Conduct for Political Parties in place to guide the conduct of parties and their representatives during the campaign.

Article 18 of the Presidential and AR Election Law stipulates that campaigning should begin 45 days before the election date and end 48 hours before polling day. According to this legislation it is the task of the candidates, political parties and coalitions and the citizens who proposed the candidate lists to conduct campaigns without obstruction. The law provides for equal opportunity for all candidates and protects fundamental rights including freedom of expression and of information and freedom of assembly and demonstration.

Campaigns for the 2014 elections officially began on 31 August and ended on 12 October 2014. EISA election observers witnessed 126 election campaign

activities in about 50 towns and locations around Mozambique. Of these 54(43%) were organised by Frelimo, 36 (29%) by Renamo and 33 (26%) by the MDM. Only three (2%) were held by the other parties, including Monarumo and Pahumo. Many billboards and thousands of posters competed for space on walls, lampposts and buildings in major cities across Mozambique.

Frelimo also effectively used mobile advertisements on taxis, motorbikes and tricycles. In places like Maputo large buildings were branded in Frelimo colours.

The campaign started off smoothly, with the parties employing various campaign strategies including rallies, door-to-door and *showmícios* (a mixture of a political rally and music featuring local stars). Within a week isolated incidents of violence and intimidation emerged in Gaza and Nampula provinces. In the second week these incidents escalated and spread to other provinces, such as Sofala, Manica and Tete.

The mission observed incidents involving supporters of parties contravening the electoral law and Code of Conduct by damaging election campaign materials and, in some cases, vandalising houses and cars belonging to their opponents.

The mission also noted the efforts made by the CNE to appeal to all political parties and their supporters to act within the law and desist from acts of violence.

The incidents of violence and intimidation witnessed by EISA observers mainly involved supporters of Frelimo and the MDM. The tension between these two parties was attributed to the MDM's growth as a political competitor. Only formed in March 2009, the MDM emerged as the third-largest party in the 2009 presidential and parliamentary elections and, as indicated in the first chapter of this report, secured further victories in the 2013 municipal elections, making it a political force to be reckoned with within the Mozambican political landscape.

Examples of specific incidents reported by EISA observers are reflected in Table 9. Some of these incidents were widely reported in the media.

Table 9
Incidents of violence during the campaign

Province	Place	Incident
Gaza	Xai Xai	MDM presidential candidate prevented by police from entering Xai Xai city, to prevent confrontation with Frelimo.
	Chibuto	Disruption of the MDM presidential candidate's rally by Frelimo supporters, who threw stones at the MDM crowd and physically assaulted some MDM members. Police intervened, but the rally was aborted. The MDM presidential candidate informed the EISA LTOs that he could not conduct any campaign activities in the district due to violence.
Gaza	Chokwe	MDM presidential candidate could not proceed with a rally at the railway station as he was constantly disturbed by Frelimo supporters, who conducted an orchestrated campaign, sounding vehicle horns and playing very loud music.
Sofala	Gorongosa	Frelimo supporters were abducted by MDM supporters and rescued by the police. MDM officials told EISA LTOs that, in fact, Frelimo supporters were being taken to the police station after they had provoked the MDM. The MDM supporters who were involved were subsequently arrested and charged with kidnapping.
Manica	Catandica in Barue District	A young person, later identified as a Frelimo supporter, threw stones at a Renamo motorcyclist. About 50 Renamo supporters tried to avenge the attack but were stopped by the police. The Renamo supporters snatched a policeman's rifle accusing the police of siding with Frelimo. The police and Renamo leaders in the district resolved the matter and the rifle was returned.
Cabo Delgado	Pemba	Confrontation between MDM and Frelimo supporters over a campaign venue. The MDM had permission to use the venue but Frelimo supporters arrived just before the start of the MDM rally and started putting up their own campaign material. EISA observers alerted the municipal authorities who had issued the permit about the eminent conflict and the Frelimo supporters subsequently left the venue
Nampula	Heroes Acre	MDM supporters carried a mock coffin on which they pasted pictures of the Frelimo presidential candidate, Filipe Nyusi. This triggered violence when Frelimo supporters attacked the MDM crowd. Many people were injured and the police had to use teargas to defuse the conflict. Investigations related to this incident are underway.

The police advised EISA observers that arrests were made in some reported cases of election-related criminal acts. However, the police indicated that they had not been informed of all incidents. In some cases the perpetrators were under 18, which made it difficult to arrest them. From its interactions with political parties, the EISA mission observed that there was a glaring level of distrust of the police among both Renamo and the MDM. They expressed concerns that the police did not provide the required security coverage to ensure that their rallies were not interrupted by the ruling party's supporters and that the police were more visible at all Frelimo rallies. The police said they had a problem with the fact that opposition parties did not disclose their campaign plans to enable the police to provide effective coverage. Opposition parties confirmed to the EISA mission that they withheld information from the police for fear that their plans would be communicated to Frelimo and their events would be sabotaged. Opposition parties also alleged that even when the police were informed of their plans they did not arrive, reportedly claiming a shortage of officers and vehicles.

3.7 USE OF STATE RESOURCES

The EISA EOM noted the use of state resources for campaigns in towns and provinces across the country. In many of these cases, flagrant abuse of resources by government officials was evident, with vehicles with clear government markings and government registration plates being used to either ferry Frelimo supporters to party political events or by individual state officials for party campaigns in the name of official business.

Some civil servants, including teachers, closed schools in provinces such as Zambezia to campaign for Frelimo, while, in other cases, nurses were observed distributing Frelimo propaganda material in a hospital. Municipal workers were observed campaigning for the ruling party during working hours. All these incidents of abuse of state resources were in direct violation of the Presidential and AR Election Laws, particularly Articles 25 and 42, which prohibits the use of state resources for campaign purposes and bars political campaigning from specific locations such as places of worship, healthcare facilities and educational institution during term time.

3.8 GENDER AND MINORITY RIGHTS

The EISA EOM noted that the representation of women in the electoral process in Mozambique is above 35%, which is high compared to that in many

African countries.²⁰ However, the level remains below the 50% benchmark set in Article 12 of the SADC Protocol on Gender. In the last two national elections (2004 and 2009) women constituted 34.8% and 39.2% of elected members of Parliament. The EISA mission therefore considered it above average on the continent.

It is also important to mention that the legal framework in Mozambique does not include specific provisions on affirmative action for women's participation, such as legislative quotas or a 'zebra-list' system. Women's participation as party candidates has remained low over the years. In the 2014 elections 40% of the candidates on Frelimo's list were women, 27.6% of those on Renamo's list and 20.4% on the MDM list.

There was generally a low representation of women in leadership positions in the provincial and district CNE and STAE structures. In some districts there were either no women at all or only a few present during consultation meetings held by EISA observers with STAE officials. On election day women constituted 36.1 % of presiding officers at polling stations visited. EISA observers noted that there was an average of three women among the stipulated seven polling clerks at each polling station.

The EISA EOM also noted that there is no special provision in the legal framework in Mozambique to facilitate the participation of persons with disability in the electoral process. The only provision made for this group of voters is that they may be assisted by a person of their choice in casting their vote. The EOM noted that there is a possibility that the secrecy of the ballot may be compromised in the case of persons with disability. The EOM further noted that persons with disability were not represented among polling station officials on election day.

3.9 MEDIA COVERAGE OF THE ELECTORAL PROCESS

Mozambique has both public and private electronic and print media services, which are regulated by the National Media Council. However, during elections the CNE issues guidelines for the conduct of the media to ensure equal opportunities for all parties. In conformity with regional and sub-

20 www.ipu.org

regional norms, the Electoral Law provides for free airtime on state-owned media services for presidential candidates and competing political parties, coalitions of political parties and groups of voters during the election period in terms of regulations set by the CNE.

The public media, which have the widest national and regional coverage in the country, provided free airtime to the contesting parties for the campaign purposes. In line with the CNE guidelines, Mozambique Television (MTV) allocated a maximum of 15 minutes per week to the contesting parties. Radio Mozambique provided 5 minutes daily to each party. The public media services also covered the three presidential candidates as they traversed the country.

The EISA EOM assessed media coverage of the elections using various criteria. In the case of radio coverage the criteria were the duration of the airtime provided and the timing – whether the show was aired at peak hour or at times when there was likely to be a small audience. In relation to TV coverage the same criteria were used and, in addition, the assessment took into account whether only the candidate was shown or whether the size of the crowd was indicated. With regard to newspapers, the length of the columns, their position on front or back pages (odd or even) and whether they used or did not use candidates' pictures were taken into account as was the content of the articles, as suggested by the headline.

While some media organisation provided balanced coverage, others showed bias, providing more coverage for specific parties. Despite the guidelines requiring equal media opportunities for all candidates, the EISA EOM observed obvious disparities in the coverage, especially with regard to the time allocated to the different parties and candidates. TVM, for instance, advantaged Frelimo by broadcasting the party's events or news items for longer periods than those of Renamo and the MDM.

This tendency was particularly noticeable in regard to the presidential candidates. In regular news broadcasts the Frelimo candidate was often given more than four minutes while the other two had two to three minutes. In addition, the Frelimo candidate always appeared first. A further advantage was that the president's and the first lady's official activities were sometime

conflated with Frelimo campaign activities, thus giving Frelimo more prominence. One opposition party formally complained to the National Media Council that political commentary on public TV was dominated by pro-Frelimo commentators. Other television stations, such as STV and Miramar, were observed to have provided more balanced coverage.

It was observed that in the print media the tone used in reporting by some newspapers, for example, *Noticias* and *Domingo*, did not favour the opposition candidates. Furthermore, the positioning of election news items in the newspapers and the selective use of pictures did not project a positive view of the opposition parties. On the other hand, papers like *Jornal Zambeze* clearly favoured the opposition. Newspapers such as *Savana* provided more balanced coverage.

3.10 SECURITY

The 2014 elections took place in the aftermath of armed conflict between Renamo and government forces in some regions and, although the two sides had signed an agreement on 5 September on the cessation of hostilities Renamo had not disarmed and this remained a security concern. Despite this, the security environment had generally been calm since the signing of the agreement.

However, the EISA EOM believed that there was another threat to security – the fact that the police were perceived to be biased in performing their duties during the pre-election period. In Gaza province, for instance, MDM officials informed EISA observers that the party would take matters into its own hands as it felt it was not protected by the police. The incident that resulted in MDM supporters taking a rifle from a policeman on duty (see Table 9), is a case of the actions of the police threatening security before, during and after the elections.

Despite these initial apprehensions, however, the elections were, in fact, carried out peacefully.

3.11 PREPAREDNESS OF THE CNE-STAE

The CNE is responsible for determining polling centres and their locations within administrative districts as well as the number and siting of polling

stations within these centres. In terms of Article 9(1)(y) of the Electoral Commission Law No 6/2013 the CNE is required to liaise with the provincial and district electoral commissions. Article 43 of the Presidential and Parliamentary Elections Law No 8/2013 stipulates that no more than 800 voters may be registered at a particular polling station. The law also mandates the CNE to publish the names and locations of the polling stations 45 days prior to polling day. For the 2014 elections a total of 17 197 polling stations were established countrywide.

The CNE commissioned the printing of ballot papers in South Africa and, in line with its timetable, the ballot papers arrived began to arrive on 22 September. All materials were successfully delivered to provinces and districts for safe-keeping before polling day.

There was only one incident – 25 legislative election ballot paper boxes for the Pebane district and one box for the Namacurra district were stolen from a delivery truck en route from South Africa to Quelimane in Zambezia Province. The driver of the truck and the two police officers who were guarding the material were arrested. The CNE recovered some of the stolen ballot papers and publicly destroyed and disposed of them together with the remaining ballot papers for that district.

About 170 polling stations in Pebane District, serving an estimated 92 345 (4.7%) registered voters of the 1 948 859 in Zambezia Province, were affected by this incident. EISA observers were present and witnessed the destruction of the recovered materials. Subsequent to the disposal of the compromised ballot papers the CNE ordered replacement papers for the whole district, with different serial numbers and in a different colour, to ensure that only legitimate ballot papers would be used.

The EISA EOM also noted problems and delays with the recruitment of polling station personnel by political parties. The changes to the legal framework required a massive recruitment drive by the three parties represented in Parliament, who were expected to recruit more than 17 000 officials as well as party agents. This delayed the completion of the training programme for all polling station personnel.

The STAE successfully recruited and trained the requisite number of officials ahead of election day. In line with article 50(a) of the Presidential and Parliamentary Election Law, polling stations can operate if at least half the requisite members of staff are present. The STAE was able to meet this minimum requirement. Recruited personnel were trained in two phases ahead of election day. The first phase took place from 19 September to 28 September, the second started on 29 September and ended on 8 October.

4

The Election Phase



4.1 Polling Stations

4.2 Opening

4.3 Election Personnel, Party Agents and Security Forces

4.4 Voting and Secrecy of the ballot

4.5 Closing and Counting

On Election day observers from the EISA-TCC integrated mission visited 543 polling stations in more than 80 districts to observe all procedures, from the opening of the poll to ballot counting.

4.1 POLLING STATIONS

Of these polling station 85% were accessible by physically challenged persons, including the elderly. The polling stations were located in public spaces that were clearly marked. The setup at most of the stations visited allowed for an easy flow of voters.

4.2 OPENING

The atmosphere on polling day was peaceful and orderly, enabling the people of Mozambique to exercise freely their democratic and civil right to choose their leaders. Observers from the integrated EOM (that is the LTO and STO teams) witnessed the opening of 37 of the 543 polling stations. Most of these opened on time, with six opening 15 minutes late and one 30 minutes late.

The EISA observers encountered at least one polling station that opened later than 09:00. One of the main reasons for the delays was that although the polling staff arrived early they only started pre-polling activities such as emptying and sealing ballot boxes at 07:00 and, as a result were not ready to open in time. In a few instances voters' rolls were mixed up, leading to delays in opening.

Election materials were available at most polling stations at opening time, however, observers noted isolated cases where delays in the delivery of materials from district warehouses led to late opening of some of the polling stations. For instance, in Angoche in Nampula Province, the Angoche primary school polling station only opened at 11:00. The delay was caused by the unavailability of voter registration books. This resulted in some disturbances at the opening time. A polling station at the 12th October primary school in Matacuane, Beira, only opened at 14:30, seven and a half hours late and one at Mungassa primary school, Beira, at 13:25, more than six hours late, in contravention of the electoral law, which stipulates that any problems related to opening have to be solved by 11:00.

4.3 ELECTION PERSONNEL, PARTY AGENTS AND SECURITY FORCES

The Presidential and Parliamentary Elections Law No 8/2013 stipulates that polling stations should have seven members of staff – the chairperson, a deputy chairperson, a secretary and four clerks.

An initiative to ensure full inclusion of all the parliamentary parties in election management from national to polling station level was frustrated by capacity challenges, as some political parties were unable to mobilise the required number of personnel to be trained in good time. This caused delays in the completion of the training programme for all the polling station personnel. However, this did not affect voting because Article 50(A) makes it clear that a polling station is considered constituted as long as more than half of the members are present.

While the full staff complement of seven persons was not present at all the polling stations visited by observers all the stations had at least the minimum of four staff. The EISA observers found an average of 6.7 voting personnel in the 543 polling stations they visited, with women comprising 40.89%. It was observed that election personnel were familiar with the required voting procedures and conducted their duties in a professional manner. This was a manifestation of well-conducted training.

Political party agents were not present at all the polling stations visited. The sheer number of stations and the financial resources required to staff them

made it difficult for the parties to have representatives at all of them. Notably, only Frelimo was consistently represented by at least one representative at most of the polling station observed. Overall, the observers found 573 Frelimo, 372 Renamo and 329 MDM agents. The absence of party agents in some polling stations did not hinder polling and subsequent polling day activities.

There was an adequate police presence at all polling stations visited and sufficient police officers were deployed at polling centres and did not interfere with the voting process.

4.4 VOTING AND SECRECY OF THE BALLOT

The voting process went smoothly at most polling stations across the country save for a few places where there were crowded and disorganised queues. The election personnel generally demonstrated professionalism and an understanding of the polling operations. No cases were observed where the secrecy of the vote was compromised because of intimidation or interference with voters by election personnel or other persons. Of the 543 polling stations visited, 97.79% upheld the secrecy of the vote.

In most places there was at least one polling staff member to verify voters' numbers and direct them to the correct polling stations within a voting centre. The elderly, the disabled and women with babies were given priority in most of the stations observed. Polling staff members and party agents were also given priority to vote before other voters were allowed to vote. 'Special' ballot papers were put in envelopes and deposited in the ballot box.²¹

4.5 CLOSING AND COUNTING

The mission observed the closing of the poll at 32 polling stations and the counting procedure at 27 of the 543 polling stations visited. Most polling stations closed at 18:00 as required by the law. In terms of Article 89 of the Presidential and Parliamentary Elections Law No 8/2013, once the polling station has closed, the chairperson must call for the ballot boxes to be opened

21 'Special' ballot papers in Mozambique are different from those conventionally used in the SADC region, where they are intended for people (mainly security, health and EMB officials) who vote in advance of election day because they are on duty on the day. In South Africa they are also used to cater for the elderly and the sick. In Mozambique 'special' ballot papers are for the polling staff and party agents at the polling station because they are allowed to vote before the stations open.

and the ballot papers to be counted. After the polls closed at those polling stations observed the serial numbers of the ballot boxes were verified and the counting process was generally transparent and proceeded smoothly in line with the provisions of the law. However, at some stations there were problems with reconciling the number of used and unused ballot papers with the number of papers in each of the ballot boxes. This process entailed the removal of ballot box seals to count the number of ballot papers in each box and the re-sealing of the ballot boxes before the actual vote count started, which led to delays in the counting. Once the reconciliation problems were addressed the ballot box seals were removed for the second time and counting proceeded throughout the night. At the Eduardo Mondlane Industrial and Commercial School polling centre in Inhambane Province, the count was only completed at 05:00 on 16 October.

The sorting and counting of the ballot papers for the presidential and legislative votes as well as the tallying of the final results was laborious. Polling staff took care to consult party agents and observers about the validity of some ballot papers in the event that they were not clearly marked. The EISA observers noted that polling staff and party agents were fatigued towards the end of the process and a number of addition errors were picked up at some polling stations, necessitating a recount.

5

The Post-Election Phase



5.1 Transmission and Tabulation of Results

5.2 The Announcement of Results

In the days immediately after election day observers remained in the field to observe the district and provincial tabulation process.

5.1 TRANSMISSION AND TABULATION OF RESULTS

Article 96 of the Presidential and Parliamentary Elections Law No 8/2013 requires that the sealed packages of ballot papers and result sheets from the polling stations should be transmitted to the district tabulation centres within 24 hours of the close of the polls. The chairpersons of the polling stations were expected to deliver the ballot boxes, the minutes, the result sheets, the registers and all other election material to the District Electoral Commission and the District Electoral Commissions were mandated to tabulate results and deliver the election materials and the results to the Provincial Election Commissions for tabulation within 48 hours.

The transmission of results from polling stations to district and subsequently to provincial tabulation centres in some areas was generally conducted in a timely manner and, in most cases, the results arrived at the various destinations within the time frames provided for in Article 100 of the Presidential and Parliamentary Elections Law No 8/2013. The EISA observers noted, however, that the tabulation process was frequently disorderly and generally not transparent. Specifically, within the first 24 hours after the close of polling, observers were denied access to some of the district tabulation centres. On the second day observers gained access to some tabulation centres but had difficulty in doing so at other centres. The observers noted

widespread inconsistent application of tabulation procedures in the areas visited.

Contrary to Articles 245 and 263 of the Presidential and Parliamentary Elections Law No 8/2013, which provide for observers to witness the entire electoral process, and to the CNE's public assurances that they would, STAE officials denied observers and the media access to some districts and provincial tabulation centres. With few exceptions, among them Inhambane, Niassa, Tete and Nampula provinces, where EISA observers were given full or partial access, EISA observers and other observers, including the European Union, African Union and local observers, were misled by STAE officials about the venue or were given the wrong information about what time the tabulation process and announcement of results would take place.

In in Cabo Delgado, for instance, as EISA observers were being told by STAE officials that they were 41% through the tabulation process the STAE was announcing the final provincial results. At some tabulation centres observers were also refused access to information about the process.

Inconsistencies that were observed included data verification at the tabulation centres. During the tabulation process results from polling stations were verified at most of the tabulation centres visited. However, EISA observers noted cases where there was no quality check of data during the process. Results were simply read out and captured in the computer without validation.

Political party representatives were not present at most of the tabulation centres to verify the results being read out by the STAE officials. It should be noted that the political party representatives who formed part of the STAE structures acted strictly within the framework governing the conduct of election officials and therefore did not act on behalf of their parties.²² Observers also noted the unnecessarily lengthy procedures at the tabulation centres, which party agents found frustrating. The lack of accountability during the process further contributed to such frustrations.

22 A case where a deputy chairperson of a district tabulation centre in Gurue in Zambezia Province was reprimanded and charged with misconduct by STAE for objecting to the announcement of results substantiates this observation.

Another form of irregularity observed was reports of missing result sheets from some polling stations. In some districts it was observed that the tabulation process was done with copies of the results sheets, not with the originals. This was the case in Cabo Delgado, where the STAE asked political parties to provide their copies of the result sheets for the purpose of tabulation. The EOM noted this as an irregularity, as the CNE/STAE could not explain why the originals were missing.

Observers also noted calculation errors during the tabulation process at some centres. In some cases these were partly attributable to poor technical skills among the STAE personnel. In some instances staff at the tabulation centres showed limited understanding of the process, which contributed to the delays. For instance, in the Tete City District the total number of polling stations from one of the centres was initially 175 and during tabulation it increased to 178 and ended up as 234. After a recheck it was discovered that some polling station numbers had been entered twice.

There were also cases of attempted falsification of results, such as in Ile district in Zambezia Province, where the presidential and parliamentary election results from the Magulama polling station were observed to have been tampered with. The official involved was arrested. In Chimbunila there was tension between political party representatives and the STAE when the latter tried to tamper with the figures.

The Quelimane STAE used receipts that differed from those used in polling stations and this triggered a dispute by political parties, while, in Cabo Delgado, the final provincial results sheet were dated 2009 not 2014. In Pemba City the aggregation process did not take place at district level but at the provincial STAE, while the stipulated procedure was to send the results to the district STAE for aggregation.

The STAE provincial director arbitrarily collected some of the results in the evening of 16 October and the rest on the morning of 17 October 2014 for the purpose of tabulation at the provincial STAE, saying that the district STAE team was 'slow and not equipped to do the results tabulation'. Based on the above incidents it is hard to substantiate that there was a genuine capacity gap which warranted circumvention of articles 94 to 100 of the Presidential and Parliamentary Elections Law No 8/2013.

Following the tabulation of results at provincial level all contested or invalidated votes were submitted to the CNE for validation. The CNE checked and verified the validity of the ballot papers to ensure that election personnel at polling stations had not declared ballots invalid for inappropriate reasons. At the end of the validation process for the presidential ballots the CNE validated a total of 41 426 ballot papers which had been declared invalid by election personnel at polling stations across the country. Table 10 shows the number of ballot papers validated by the CNE for both the presidential and parliament elections for the three main parties after the exercise.

Table 10
Distribution of invalid ballot papers validated by the CNE

Presidential election		Legislative election	
Presidential candidate	Presidential ballot papers	Political party	AR ballot papers
Afonso Dhlakama	2 1042	Renamo	41 536
Daviz Simango	3 034	MDM	7 210
Fillipe Nyusi	17 350	Frelimo	45 492
Total	41 426		94 238

Ballot papers were invalidated for several reasons, among them the fact that the voter had marked the paper outside the designated box (see Annexures 3 and 4 for ballot paper specimens). Some were invalidated because a voter who thumb-printed his or her choice had spilled some ink on the name of another party or candidate. There were also instances where, although a thumb print was made correctly, the ink had strayed onto another box when the ballot paper was folded. In such cases a ballot paper was validated if the voter's choice could be clearly established. In other cases polling staff made mistakes due to fatigue.

The validation process was not undertaken at each polling station, instead the votes were counted and validated in each province. Thus, although it was possible to trace a ballot paper to its polling station, the CNE did not have the time to establish which polling station was at fault for invalidating the ballot. Its priority during the validation process was to establish the validity of a ballot paper rather than at which station or by whom it was invalidated.

The implication of such procedure is that the same errors are likely to be repeated in future elections. To avoid a repeat, the CNE needs to improve the training of polling staff in all the provinces but particularly in Nampula, where 22 562 votes were validated and in Zambezia (26 045). The validation process should also be reviewed to enable the CNE to establish from which polling stations the invalidated ballots originated.

The EISA EOM noted that the results tabulation process was fraught with irregularities, which fuelled suspicions and speculation in the immediate post-election period. The EOM believes that some of the irregularities were the result of human error, linked to the quality of training of election personnel. Other irregularities observed and reported, however, the EOM believes were deliberate attempts to circumvent stipulated procedures. While the EOM commended the CNE for taking disciplinary action against some of the responsible officials, it noted that more could be done to deter staff from such actions in future. The challenges observed during the tabulation process unfortunately cast a shadow on the credibility of an electoral process that had proceeded well until that point.

5.2 THE ANNOUNCEMENT OF RESULTS

The CNE announced the provisional presidential and legislative results on 30 October in accordance with Article 123 of the Presidential and Parliamentary Elections Law No 8/2013. Prior to the announcement provincial results were released by the chairpersons of the Provincial Electoral Commissions across the country in accordance with Article 115.

AR and provincial assembly seats were allocated in line with the electoral system, as explained in section 2.3 of this report. Notwithstanding the background of political developments and presidential candidates described in chapters 1 and 3 of this report, the presidential results show the Frelimo candidate Filipe Nyusi as a clear winner, with 57.3% of the valid votes, and therefore there was no need for a second round.

Frelimo's proportion of the vote in the presidential race was reduced by 17.71% from that of 2009 (75.01%). Renamo candidate Afonso Dhlakama, however, won 36.6% compared to 16.41% in 2009 and the MDM's Daviz Simango's support dropped slightly from 8.59% in 2009 to 6.36% in 2014, partly due to Dhlakama's remarkable comeback.

Table 11
Provisional presidential results
2014

Constituency	Filipe Nyusi		Daviz Simango		Afonso Dhlakama	
	Votes	%	Votes	%	Votes	%
Niassa	123 777	48.71	17 747	6.98	112 570	44.30
Cabo Delgado	327 449	77.72	16 365	3.88	77 480	18.39
Nampula	328 549	44.27	43 986	5.93	369 558	49.80
Tete	217 190	49.90	20 667	4.34	236 430	49.76
Zambezia	260 132	38.88	54 775	8.19	354 117	52.93
Sofala	145 708	35.25	36 126	8.74	231 483	56.01
Manica	168 765	47.63	13 193	3.72	172 364	48.65
Inhambane	232 751	75.19	15 397	5.09	57 205	18.72
Gaza	345 839	93.77	11 198	3.04	11 792	3.20
Maputo Province	300 131	73.64	35 670	8.75	71 761	17.61
Maputo City	288 731	68.90	43 875	10.47	86 448	20.63
Africa	38 581	91.07	737	1.74	3 048	7.19
Rest of the world	894	76.54	148	12.67	126	10.79
Total	2 778 497	57.03	309 925	6.36	1 783 382	36.61

Source: CNE

As can be seen in tables 12 and 13 Frelimo also won the highest number of votes in the AR elections, giving it the lion's share of provincial seats. However, Frelimo's total of 144 (57.6%) seats against Renamo's 89 (35.6%) and MDM's 17 (6.8%) has reduced its seats to 47 compared to the 191 (76.4%) it won in 2009. Frelimo has, therefore, failed to win the two-thirds majority that would enable it to pass laws without being frustrated by opposition parties. Renamo's increased representation in Parliament (an extra 38 seats) and the MDM's nine seats now account for 42.4% of the total number of seats, which means the two parties are in a more powerful position than they were in the last Parliament if they choose to cooperate.

Table 12
Assembly of the Republic results
2014

Const.	Political parties							
	Frelimo		MDM		Renamo		Others	
	Votes	%	Votes	%	Votes	%	Votes	%
Niassa	115 877	49.33	18 633	7.93	93 955	40.00	6 418	2.73
Cabo Delgado	297 496	76.58	15 505	3.99	61 148	15.74	11 012	4.68
Nampula	308 123	44.63	47830	6.93	305 626	44.27	28 863	12.28
Tete	210 765	46.54	26 167	5.78	205318	45.34	10 575	4.50
Zambezia	239 611	39.01	64 990	10.58	286 935	46.71	22 747	9.68
Sofala	139 621	36.20	53 746	13.94	182 689	47.37	9 611	4.09
Manica	158 870	47.22	15 988	4.75	152 007	45.18	9 557	4.06
Inhambane	210 132	72.10	15 119	5.19	44 630	15.31	21 571	9.18
Gaza	327 691	91.82	12 139	3.40	9 048	2.54	8 014	3.73
Maputo Province	270 966	68.36	48 656	12.28	67 974	17.15	8 765	3.73
Maputo City	259 774	62.79	64 838	15.67	83 116	20.09	5 990	2.55
Africa	36 414	90.62	783	1.95	2 614	6.51	371	0.92
Rest of the World	655	73.76	144	16.22	77	8.67	12	1.35
Total	2 575 995	56.01	384 538	8.36	1 495 137	32.51	143 506	3.12

Source: CNE

As Table 13 illustrates, there is a small gap between Frelimo and Renamo in some provinces. Renamo reclaimed victory in its traditional central provinces such as Sofala, Zambezia and Nampula, while Frelimo won convincingly in Filipe Nyusi's Cabo Delgado province and its stronghold provinces in the south, namely, Inhambane, Gaza, Maputo and Maputo City.

Table 13
AR seat distribution per party

Province	Frelimo	MDM	Renamo	Total seats per province
Niassa	7	1	6	14
Cabo Delgado	19	0	3	22
Nampula	22	3	22	47
Tete	11	1	10	22
Zambezia	18	5	22	45
Sofala	8	3	10	21
Manica	8	0	8	16
Inhambane	12	0	2	14
Gaza	14	0	0	14
Maputo Province	12	2	3	17
Maputo City	11	2	3	16
Africa	1	0	0	1
Rest of the world	1	0	0	1
Total	144 (57.6%)	17 (6.8%)	89 (35.6%)	250

Source: CNE

Table 14
Party provincial seat allocations

Province	Political parties		
	Frelimo	Renamo	MDM
Niassa	42	34	4
Cabo Delgado	68	13	1
Nampula	47	45	1
Zambezia	37	51	4
Tete	35	44	3
Manica	40	39	1
Sofala	29	46	7
Inhambane	59	11	0
Gaza	69	0	1
Maputo province	59	12	9
Total	485	295	31

Source:

Table 14 shows that, with the exception of Gaza province, where Frelimo is overwhelmingly dominant, the distribution of seats among the parties in the provinces is relatively even. This picture is similar to the parliamentary distribution of seats where Frelimo no longer has a two-thirds majority. In some provinces, such as Zambezia, Tete and Sofala, Frelimo will be in the minority should opposition parties opt to coalesce. Thus, the distribution per province as reflected in Table 11 makes for robust engagement by the parties in the provincial assemblies.

Table 15
Final results

Presidential election	
Registered voters	10,964,377
Votes cast	5,376,329
% poll	49.03
Valid votes	4,918,743
Spoilt ballots	457,586
% Spoilt	8.51

Candidate	Party	Votes	%
Filipe Jacinto Nyusi	FRELIMO	2,803,536	57.0
Afonso Macacho Marceta Dhlakama	RENAMO	1,800,448	36.6
Daviz Mbepo Simango	PMD	314,759	6.4
Total		4,918,743	100.0

Legislative election	
Registered voters	10,964,377
Votes cast	5,242,899
% poll	47.82
Valid votes	4,552,383
Spoilt ballots	690,516
% Spoilt	13.17

Party	Votes	% Votes	Seats	% Seats
FRELIMO	2,534,845	48.3	144	57.6
RENAMO	1,499,832	28.6	89	35.6

PMD	385,683	7.4	17	6.8
Other parties	822,539	15.7	0	0.0
Total	5,242,899	100.0	250	100.0

Source: **Acórdão n.º 21/CC/2014 de 29 de Dezembro**, Processo n.º 17/CC/2014 (*Validação e Proclamação dos Resultados das Eleições Presidenciais, Legislativas e das Assembleias Provinciais de 15 de Outubro de 2014*), 55, 56, [www] <http://www.cconstitucional.org.mz/content/download/1043/5926/file/Acordao%2021%20CC%202014.pdf>

Judgement n.º 21 / CC / 2014 December 29, Case 17 / CC / 2014, (Validation and proclamation of the election results of the presidential, legislative and provincial assemblies' elections held on 15 October 2014), 55, 56, [www] <http://www.cconstitucional.org.mz/content/download/1043/5926/file/Acordao%2021%20CC%202014.pdf>

6

Conclusions and Recommendations



6.1 Conclusions

6.2 Recommendations

6.1 CONCLUSIONS

Cognisant of the fact that the 2014 presidential, legislative and provincial assembly elections in Mozambique took place within the context of a negotiated peace agreement after a year of low-level armed conflict in some parts of the country, the EISA EOM assessed these elections as largely peaceful as there was no widespread intimidation and violence during the campaign period and on polling day.

Polling day was peaceful and orderly, enabling the people of Mozambique to exercise freely their democratic and civil right to choose their leaders. From its observations and findings during its period of deployment the EISA EOM assessed the technical conduct of the elections as satisfactory, albeit with concerns about irregularities observed during the vote tabulation process, which could be improved in future elections. The EISA mission therefore concluded that the CNE and STAE were satisfactorily responsive in the overall management of the electoral process.

Against the foregoing, the EOM concluded that the election in Mozambique conformed with the laws of Mozambique and with international, continental and sub-regional standards. The mission particularly commended the CNE and the STAE's professionalism in managing the electoral process. It also commended the political leaders and the people of Mozambique for exercising their constitutional and democratic right to vote peacefully, maintaining the peace throughout the process.

6.2 RECOMMENDATIONS

The Election Management Body (CNE-STAE)

- i) The CNE should involve more civil society organisations in developing and carrying out voter education, in order to enhance coverage and inclusiveness.
- ii) The CNE should endeavour to provide the final voters' roll before the beginning of the candidate nomination process.
- iii) The CNE should enforce systematically adherence by political parties to the code of conduct.
- iv) The CNE should consider simplifying the procedures pertaining to results processing at polling station level to make them more efficient.
- v) The CNE should consider publishing a comprehensive version of the final results, reflecting the results at polling station, to increase the transparency of the process.
- vi) The CNE should take greater care about placing the correct voters' rolls in polling stations to avoid misallocation of voters' rolls.
- vii) Results should be transmitted from polling stations to the district and provincial tabulations centres in strict adherence with the law and established procedures.
- viii) The STAE should adhere to the law regarding unhindered access of international and local observers and the media to vote tabulation centres.
- ix) There is a need for a clear chain of command between the CNE and the STAE to avoid instances of defiance of regulations, as was observed in various cases.
- x) There is a need for further training of STAE personnel to ensure uniformity in tabulation procedures and processes as well as greater efficiency.
- xi) Political parties should follow the tabulation process effectively to ensure its integrity and accuracy.
- xii) The tabulation process should be simplified and the period shortened to minimise the risk of errors and the creation of anxiety among political parties.
- xiii) To address the challenge of high numbers of invalidated ballots in future elections the validation process should be indicated more clearly,

to enable the CNE to establish the origins of invalidated ballot papers and take actions to address the responsible staff.

Political parties

- i) Political parties should develop comprehensive training programmes for party agents to make them more effective in carrying out their responsibilities.
- ii) Political parties and the CNE and STAE should undertake a joint review or audit of the 2014 electoral process to draw lessons for future election. Specifically, such a post-election review should assess the cost of election management brought about by the new operational and administrative structure, with a view to ensuring long- term sustainability.

Parliament

- i) In line with international standards, Parliament should amend the electoral law to provide for ceilings on privately raised funds and the disclosure of funding sources, in order to avoid the potentially negative influence of money on the country's politics.

Cross-cutting issues

- i) The participation and representation in the electoral process of women and other vulnerable groups such as youth and persons with disability is a key indicator of the level of inclusiveness of the process. There is a need for concerted efforts to be made by electoral stakeholders, including the parliament, the CNE, political parties and civil society organisations, to enhance the participation of women in the electoral process. Parliament should revise the electoral laws to include provision for special arrangements for persons with disabilities. Political parties should include gender as a key consideration in the recruitment of party agents to further promote the participation of women in the electoral process beyond merely voting. Civil society groups should develop more gender-focused outreach programmes to encourage more participation of women in the electoral process as voters and observers.
- ii) Although Mozambique is ranked quite high on the global database of women represented in Parliament (www.ipu.org) there is room

for further representation to ensure that the country meets the 50% benchmark set in article 12 of the SADC Protocol on Gender. Such efforts may include the adoption of gender quotas or the 'zebra list' system and other measures to ensure that women are not only included in these institutions but also occupy leadership positions. Political parties should put in place mechanisms to improve the representation of women within their party structures. Furthermore, parties should include more female appointees on the list of appointments to the CNE to ensure that more women become members of the commission.

- iii) To contribute to the verification of the level of participation by women, youth and vulnerable groups, the EISA EOM reiterates its recommendation that the CNE should take steps to provide disaggregated voter registration data on the basis of gender and age.

The media and police

- i) Police should maintain neutrality in the maintenance of law and order during elections.
- ii) The media regulatory body should work with the CNE to monitor media coverage of the elections and take punitive measures against media houses that compromise on the principles of neutrality and fairness in their coverage of the process.

ANNEXURES

ANNEXURE I

TERMS OF REFERENCE OF THE EISA EOM

The Electoral Institute for Sustainable Democracy in Africa (EISA) in partnership with The Carter Center deployed an integrated mission to observe the 15 October 2014 elections in Mozambique. The Mission was composed of 87 observers drawn from Civil Society Organisations (CSOs), Development Partners and Electoral Management Bodies (EMBs) from thirteen countries namely Angola, Canada, Cape Verde, Democratic Republic of Congo, Denmark, Ecuador, Egypt, Germany, Guinea Bissau, Guinea Conakry, Ivory Coast, Kenya, Madagascar, Nigeria, Portugal, Sweden, Somalia, South Africa, Tanzania, Uganda, Zambia and Zimbabwe. The overall objective of the mission was in line with EISA's vision of promoting credible elections and democratic governance in Africa.

Specific objectives included the following:

- Assess whether the conditions exist for the conduct of elections that allow the people of Mozambique to freely express their will;
- Assess and determine whether the elections were conducted in accordance with the electoral legislative framework of Mozambique;
- Determine whether the final results of the electoral process as a whole reflect the wishes of the people of Mozambique;
- Assess whether the elections meet the benchmarks set out in the African Charter on Democracy, Elections and Governance, the Declaration of Principles for International Election Observation, and the Principles for Election Management, Monitoring and Observation in the SADC Region (PEMMO), developed under the auspices of EISA.

MISSION METHODOLOGY

The Mission deployed a team of 23 EISA long-term observers to the eleven provinces of Mozambique since 29 August 2014. They witnessed the signing of the cessation of hostilities agreement and observed the beginning of election campaigns, training of election personnel and final operational preparations by CNE-STAE for the Election Day. They were later joined by a

contingent of 64 Short Term Observers (STOs) drawn from EISA and TCC, to constitute a fully-fledged mission. On 11 October 2014, STOs were deployed in 38 teams covering all provinces of Mozambique. The observers interacted with electoral stakeholders, including political parties, civil society, the National Electoral Commission (CNE), the Technical Secretariat for Electoral Administration (STAE), the police and the media. The Mission leadership met with the outgoing Head of State, President Armando Guebuza and the Frelimo Party, Renamo and the Mozambique Democratic Movement (MDM) presidential candidates namely Filipe Nyusi, Afonso Dhlakama and Daviz Simango respectively. Within the framework of the integrated mission, EISA and TCC adopted a harmonised methodology that entailed joint briefing and orientation of observers and a joint deployment plan of STOs.

As part of the mission's long term observation methodology, 54 EISA-TCC observers remained in the eleven provinces of Mozambique until 22 October 2014 to observe the immediate post-election phase which covers the results transmission and tabulation process at the District and Provincial tabulation centres and the complaints and appeal process. A total of 26 districts were covered. The Coordinating Team remained in the country till 31 October 2014.

EISA-TCC observers were equipped with computer tablets that enabled them to capture and transmit data in real time.

EISA's assessment of the electoral process was premised on the principles and standards set out in the African Charter on Democracy, Elections and Governance, the African Union Declaration of the Principles Governing Democratic elections in Africa, the Principles for Election Management, Monitoring and Observation and the Mozambican legal framework governing elections.

ANNEXURE 2**Calendar for the 2014 Presidential, Legislative and Provincial Assembly Elections**

1.	Fixing the election date	Start	Finish
	The date for the general elections for the election of the President of the Republic, the deputies of the Assembly of the Republic, and the members of the Provincial Assemblies is fixed at least 12 months in advance. The date is fixed by the President of the Republic, on the proposal of the National Elections Commission (Articles 1 and 2 of Law No 12/2013, of 3 June, and Presidential Decree No 3/2013, of 2 August).	02. 08.2013	15 .10.2014
2.	Holding the elections	Start	Finish
	The presidential and legislative elections are held throughout the national territory and abroad (Article 1, paragraphs 1 and 2, of Presidential decree No 3/2013, of 2 August) and the elections of the members of the Provincial Assemblies are held in the national territory.	15.10.2014	15.10.2014
3.	Installation of the CNE's support bodies	Start	Finish
	Installation and operation of the district elections commissions (Article 42, paragraph 3, of Law No 6/2013, of 22 February).	02.08.2013	30.10.2014
4.	Electoral Civic Education Campaign	Start	Finish
	Promotion, through the mass media and other forms of mass publicity, of the civic education of voters and clarification about questions of electoral interest (before the start of the election campaign – Article 9, line h) of Law No 6/2013, of 22 February).	02.08. 2013	30.08.2014
	Electoral civic education campaign undertaken by civic education agents (before the start of the election campaign - Article 52, line f) of Law No 6/2013, of 22 February).	12.12.2013	31.08.2014

5.	Voter Registration	Start	Finish
	The period for updating the voter registration takes place in the six months subsequent to fixing the election date (Article 19, paragraph 1, of Law No 5/2013, of 22 February).	15.02.2014	29. 04. 2014
	Display of copies of the electoral registers from the second to the fifth day after the end of the voter registration period, in the places where the voter registration brigades worked, so that the interested parties may consult them and lodge complaints (Article 39, paragraph 1, of Law No 5/2013, of 22 February).	01.05.2014	04.05.2014
	Holding the voter registration abroad for the presidential and legislative elections (Article 9, paragraph 2, line b), of Law No 5/2013, of 22 February).	16.03.2014	14.04.2014
	Display of copies of the electoral registers abroad from the second to the fifth day after the end of the voter registration period, in the places where the voter registration brigades worked, so that the interested parties may consult them and lodge complaints (Article 39, paragraph 1, of Law No 5/2013, of 22 February).	01.04.2014	04.04.2014
	Publication in the mass media of the chart on the number of full and supplementary deputies to be elected and their distribution by each constituency, up to 180 days prior to voting, by the National Elections Commission (Article 166, paragraph 1, of Law No 8/2013, of 27 February and Article 158, paragraph 1 of Law No 4/2013, of 22 February taken together with Article 1, paragraph 2, of Law No 12/2013, of 3 June).	10.05.2014	14.05.2014

	Up to 45 days before the elections, the CNE distributes to the agents of the candidatures, publishes in the mass media, and posts in places of easy public access, the definitive chart of the places where the polling centres and their respective polling stations will operate, the number of voters per electoral register, and the respective code number (Article 43, paragraph 4, of Law No 8/2013, of 27 February).	20.05.2014	31.08.2014
	Electoral disputes concerning the registration (Articles 41 and following of Law No 5/2013, of 22 February).	15.02.2014	13.05.2014
6.	Candidatures for President of the Republic, deputies to the Assembly of the Republic and members of the Provincial Assemblies	Start	Finish
	Publication of the procedures and the models for registration for electoral purposes and for presenting candidatures for the general legislative elections and the elections for the Provincial Assemblies.	19.04.2014	03.05.2014
	Registration of the proponent up until fifteen days before the presentation of the candidatures (Article 175, paragraph 1, of Law No 8/2013, of 27 February and Article 147, paragraph 1, of Law No 4/2013, of 22 February).	05.05.2014	19/05/2014
	Analysis by the CNE of the legality of the names, acronyms and symbols, 24 hours after they have been communicated, for annotation as well as to check for identity or similarity with those of other parties or coalitions (Article 176, paragraph 1, and Article 148, paragraph 1, of Law No 4/2013, of 22 February).	05.05.2014	19.05.2014
	Electoral disputes referring to registration for electoral purposes (Article 176, paragraph 3, of Law No 8/2013, of 27 February, by force of Article 226 of Law No 7/2013 of 27 February	5.05.2014	24.05.2014

	Presentation of the candidatures for the Presidential, Legislative and Provincial Assembly elections by the political parties, coalitions of political parties and groups of citizen voters registered with the competent State body up to 75 days prior to the date envisaged for the elections, with the National Elections Commission (Article 177, paragraph 3, of Law No 8/2013, of 27 February and Article 150, paragraph 1, of Law No 4/2013, of 22 February, paying attention to the provision of Article 2, paragraph 2, of Law No 12/2013, of 3 June)	20. 05.2014	21.07. 2014
7.	Candidatures to the Assembly of the Republic and to the Provincial Assemblies (Continuation)	Start	Finish
	Accreditation of the agents for the candidatures for the Presidential, Legislative and Provincial Assembly elections (Article 17 of Law No 8/2013, of 27 February and Article 22 of Law No 4/2013, of 22 February).	19.04.2014	20.05.2014
	Posting notices of the list of names received by the Constitutional Council of candidates for the post of President of the Republic and by the CNE of candidates for deputies to the Assembly of the Republic, after the end of the period for presentation of candidatures (Article 21, paragraph 4, of Law No 4/2013, of 22 February and Article 136, paragraph 3, of Law No 8/2013, of 27 February).	22.07.2014	25.07.2014
	In the event that procedural irregularities are noted, the Chairperson of the Constitutional Council orders the immediate notification of the candidate's agent, to correct them within seven days (Article 138, of Law No 8/2013)	26.07.2014	01.08.2014
	Ruling by the Constitutional Council on the acceptance of candidatures (Article 140, paragraph 1, of Law No 8/2013, of 27 February).	26.07.2014	09.08.2014

	Drawing of lots for position on the ballot paper among the candidates accepted for the presidential elections.	————	11.08.2014
	Verification by the National Elections Commission of the individual files of candidates, checking their regularity, the authenticity of the documents they contain, and the eligibility of the candidates, up to sixty days prior to the date of the elections, counted from the end of the presentation of the candidatures (Article 180, paragraph 1, of Law No 8/2013, of 27 February, and by force of Article 2, of Law No 12/2013, of 3 June).	20.05.2014	25.07.2014
	In the ten days following the end of the period for verification of the candidatures, the Chairperson of the CNE orders the posting of lists of the accepted candidates in a prominent position at the CNE premises, with the relevant decision on the acceptance or rejection of candidates. (Article 180, paragraphs 1 and 2 of Law No 8/2013, of 27 February and Article 160, paragraphs 1 and 2 of Law No 4/2013, of 22 February).	26.07.2014	04.08.2014
	Electoral disputes over the decision which accepted or rejected the lists of names of candidates (Article 184 and following of Law No 8/2013, of 27 February, in the light of Article 226 of Law no 7/2013, of 22 February).	26.07.2014	09.08.2014
	Posting by the National Elections Commission, in the three days following the end of the period for analysing appeals by the Constitutional Council, of the definitive lists in a prominent position at the CNE premises, publication in the Boletim da República, and in the mass media, and notification of the agents of those lists (Article 187 of Law No 8/2013, of 27 February and Article 167 of Law No 4/2013, of 22 February).	26.07.2014	07.08.2014

	Drawing of lots among the definitive lists for the elections for places on the ballot paper and for the distribution of broadcasting time on radio and television, in the three days after the posting of the lists followed by fixing the results in a prominent position at the premises of the National Elections Commission, publication in the Boletim da República, and in the main mass media (Article 188, paragraphs 1 and 3 of Law No 8/2013, of 27 February and Article 168, paragraphs 1 and 2 of Law No 4/2013 of 22 February, and Article 9, lines p) and r) of Law No 6/2013, of 27 February).	08.08.2014	10.08.2014
	Dispensing candidates from the exercise of their duties for purposes of the election campaign, in the forty five days prior to the election date (Article 13, paragraph 1 and Article 18 of Law No 8/2013, of 27 February and Article 18, paragraph 1, of Law No 4/2013 of 22 February).	—	14.10.2014
	The withdrawal of a list or of any candidate for deputy on the list or candidate for member of the provincial assembly is allowed up to thirty days prior to the publication of the definitive lists (Article 190 of Law No 8/2013, of 27 February, and Article 156 of Law No 4/2013 of 22 February).	—	08.07.2014
8.	Election Observation	Start	Finish
	Accreditation of the national and foreign observers and media by the National Elections Commission or by the competent Provincial Elections Commission, depending on the scope of the area covered by the applicant (Articles 247 and 253 of Law No 8/2013, of 27 February and Article 18 of Law No 5/2013, de 22 February).	2.08.2013	(ends with the validation and proclamation of the results by the Constitutional Council, Article 154, of Law No 8/2013, of 27 February)
9.	Election Campaign	Start	Finish

	Approval and Publication of the Regulations on the use of public places and buildings to be used by the candidates and their proponents (Article 26 of Law No 8/2013, of 27 February, Article 32 of Law No 4/2013 of 22 February and Article 9, paragraph 1, line n) of Law No 6/2013, of 22 February).	01.07.2014	31.07.2014
	Publication of the Regulations on exercising the right to broadcasting time (Article 31 of Law No 8/2013 of 27 February and Article 37 of Law No 4/2013 of 22 February).	01.07.2014	31.07.2014
	Publication of the Code of Conduct of the Candidates and their Proponents (Article 9, paragraph 1, line l) of Law No 6/2013, of 22 February).	01.07.2014	31.07.2014
	Publication of the Code of Conduct of the Agents of Law and Order (Article 9, paragraph 1, line m) of Law No 6/2013, of 22 February).	01.07.2014	31.07.2014
	Approval and publication of the criteria for distributing the funds for public financing of the election campaign (Article 38 of Law No 8/2013, of 27 February and Article 44 of Law No 4/2013 of 22 February).	01.07.2014	12.10.2014
	Disbursement of funds for the election campaign (Article 37, paragraph 2 and Article 39 and following of Law No 8/2013, of 27 February and Articles 43, 45 and following of Law No 4/2013 of 22 February).	26.07.2014	10.08.2014
	Ban on the publication of the results of polls or surveys concerning the opinions of voters about those standing for election and the direction of the vote, from the start of the election campaign until the publication of the election results by the National Elections Commission (Article 24 of Law No 8/2013, of 27 February).	31.08.2014	30.10.2014
	Exhortation for the election campaign (Article 9, paragraph 1, line h) of Law No 6/2013, of 22 February).	30.08.2014	30.08.2014

	Election Campaign, beginning 45 days before the vote (Article 18 of Law No 8/2013, of 27 February and Article 23, paragraph 2 of Law No 4/2013 of 22 February).	31.08.2014	12.10.2014
10.	Voting	Start	Finish
	Publication of the Code of Conduct of the Election Agents (Article 9, paragraph 1, lines e) and q) of Law No 6/2013, of 22 February).	01.09.2014	10.10.2014
	Publication of the Code of Conduct of the Candidates' Delegates (Article 9, paragraph 1, lines e) and q) of Law No 6/2013, of 22 February, Articles 55 and following of Law No 8/2013, of 27 February and Articles 61 and following of Law No 4/2013 of 22 February).	10.09.2014	10.10.2014
	Recruitment of Mozambican citizens by public tender based on their curricula to form the polling station staff, once the representatives of the candidatures have been consulted (Article 48, paragraph 6 and Article 49, both of Law No 8/2013, of 27 February and Article 54, paragraph 5 and article 55, both of Law No 4/2013 of 22 February).	01.05.2014	10.10.2014
	Notification of the election agents for the typographical examination of the ballot papers (Article 62 of Law No 8/2013, of 27 February and Article 68 of Law No 4/2013 of 22 February).	11.08.2014	05.09.2014
	Appointment of the candidates' delegates until the twentieth day before the voting (Article 55 and Article 56, paragraph 1 of Law No 8/2013, of 27 February and Article 61 and Article 62, paragraph 1, of Law No 4/2013 of 22 February).	02.09.2014	25.09.2014
	Accreditation of the candidates' delegates by the district or city elections commissions until three days before the voting (Article 56, paragraph 2 of Law No 8/2013, of 27 February and Article 62, paragraph 2 of Law No 4/2013 of 22 February).	26.09.2014	12.10.2014

	Public announcement by the CNE and its support bodies, in each place, of the day, time and place of operation of the polling centres (Article 45, of Law No 8/2013, of 27 February).	31.08.2014	12.10.2014
	Exhortation to the electorate urging them to turn out massively to vote (Article 9, paragraph 1, line h), of Law No 6/2013, of 22 February).	14.10.2014	14.10.2014
	Election of the President of the Republic, of the Deputies of the Assembly of the Republic, and of the members of the Provincial Assemblies.	15.10.2014	15.10.2014
	Decision by the National Elections Commission on protests up to at most three days counted from the reception of the protest. The CNE must notify the appellant, or appellants, through its election agent, of its decision by the most rapid means available (Article 170, paragraph 5, of Law No 7/2013, of 22 February).	15.10.2014	03.11.2014
	Disputes over the voting at the level of the electoral bodies (Articles 8, 93, 96, 120 and 152 of Law No 8/2013, of 27 February and Articles 102, 98, 103, 136 and 140 of Law No 4/2013 of 22 February).	15.10.2014	03.11.2014
11.	Counting the Election Results	Start	Finish
	The count at the polling station and its publication by posting the results sheet and issuing minutes, in a continual act as from the close of polls (Article 94 of Law No 8/2013, of 27 February and Article 106 of Law No 4/2013 of 22 February).	15.10.2014	15.10.2014
	Delivery of duly signed and stamped copies of the original minutes and results sheets to the candidates' delegates (Article 99 of Law No 8/2013, of 27 February and Article 111 of Law No 4/2013 of 22 February).	15.10.2014	15.10.2014

	The count at district or city level undertaken by the CDE or CEC, through centralising the electoral results obtained within its geographical boundaries (Articles 101 and 107 of Law No 8/2013, of 27 February and Articles 113 and 120 of Law No 4/2013 of 22 February).	16.10.2014	18.10.2014
	Announcement, by the chairperson of the CDE or CEC, of the results of the district count within three days, counted from the close of polls, including posting the results in prominent places (Article 107 of Law No 8/2013, of 27 February and Article 120 of Law No 4/2013 of 22 February).	16.10.2014	18.10.2014
	Delivery of duly signed and stamped copies of the original minutes and results sheets from the district or city count to the election agents of the candidatures, observers and journalists (Article 106 of Law No 8/2013, of 27 February and Article 119 of Law No 4/2013 of 22 February).	16.10.2014	18.10.2014
	The count at provincial level undertaken by the CPE, through centralising the electoral results obtained within its geographical boundaries (Articles 110 and 115 of Law No 8/2013, of 27 February and Articles 123 and 130 of Law No 4/2013 of 22 February).	17.10.2014	19.10.2014
	Delivery of copies of the original minutes and results sheets from the provincial count to the agents or representatives of the candidatures or representatives of the candidates (Article 116 of Law No 8/2013, of 27 February and Article 131 of Law No 4/2013 of 22 February). These copies can also be given to the nucleus of observers and to journalists, when requested.	17.10.2014	19.10.2014

	Announcement, by the chairperson of the CPE, of the results of the provincial count within five days, counted from the close of polls, including posting the results in prominent places (Article 115 of Law No 8/2013, of 27 February and Article 130 of Law No 4/2013 of 22 February).	17.10.2014	20.10.2014
	At the start of the work of national centralisation and general count, the National Elections Commission reanalyses votes which have been the subject of complaints or protests, checks the votes regarded as invalid, according to a uniform criterion, and this operation may result in correcting the centralisation of the results undertaken by each Provincial and City Elections Commission (Article 118 and Article 120, paragraph 1, of Law No 8/2013, of 27 February taken together with Article 134 and Article 136, paragraph 1, of Law No 4/2013 of 22 February).	19.10.2014	30.10.2014
	Count and publication of the general results by the CNE, through the centralisation of the election results obtained in each province (Articles 119 and 123 of Law No 8/2013, of 27 February and Articles 135 and 141 of Law No 4/2013 of 22 February).	19.10.2014	30.10.2014
12.	Count of the election results (continued)	Start	Finish
	Once the general count is concluded, the National Elections Commission issues, against a receipt, signed and stamped copies of the original minutes and results sheet to the candidates and to the election agents (Article 124, paragraph 1, of Law No 8/2013, of 27 February and Article 142, paragraph 1, of Law No 4/2013 of 22 February). When they request them, the nucleus of observers and the journalists present may have access to the copies.	20.10.2014	30.10.2014

	Announcement of the results of the general count by the Chairperson of the National Elections Commission, within a maximum of fifteen days, counted from the close of polls (Article 123 of Law No 8/2013, of 27 February and Article 141, paragraph 1, of Law No 4/2013 of 22 February).	15.10.2014	30.10.2014
	Appeals to the Constitutional Council are submitted within three days, counted from notification of the decision of the National Elections Commission about the complaint or protest presented (Article 195, paragraph 2, of Law No 8/2013, of 27 February and Article 177, paragraph 2, of Law No 4/2013 of 22 February).	15.10.2014	31.10.2014
	Distribution of the seats in the assemblies (Articles 169, 170 and 171, of Law No 8/2013, of 27 February and Articles 171 and 172 of Law No 4/2013 of 22 February).	31.10.2013	05.11.2014
	Immediate dispatch of the minutes and results sheets from the national centralisation and the general count to the Constitutional Council, and the President of the Republic, and to the Speaker of the Assembly of the Republic in the case of the legislative elections (Article 122, paragraph 2. of Law No 8/2013, of 27 February and Article 141, paragraph 2, of Law No 4/2013 of 22 February).	22.10. 2014	05.11.2013

ANNEXURE 3
Specimen Ballot Paper for the 2014 Presidential Election



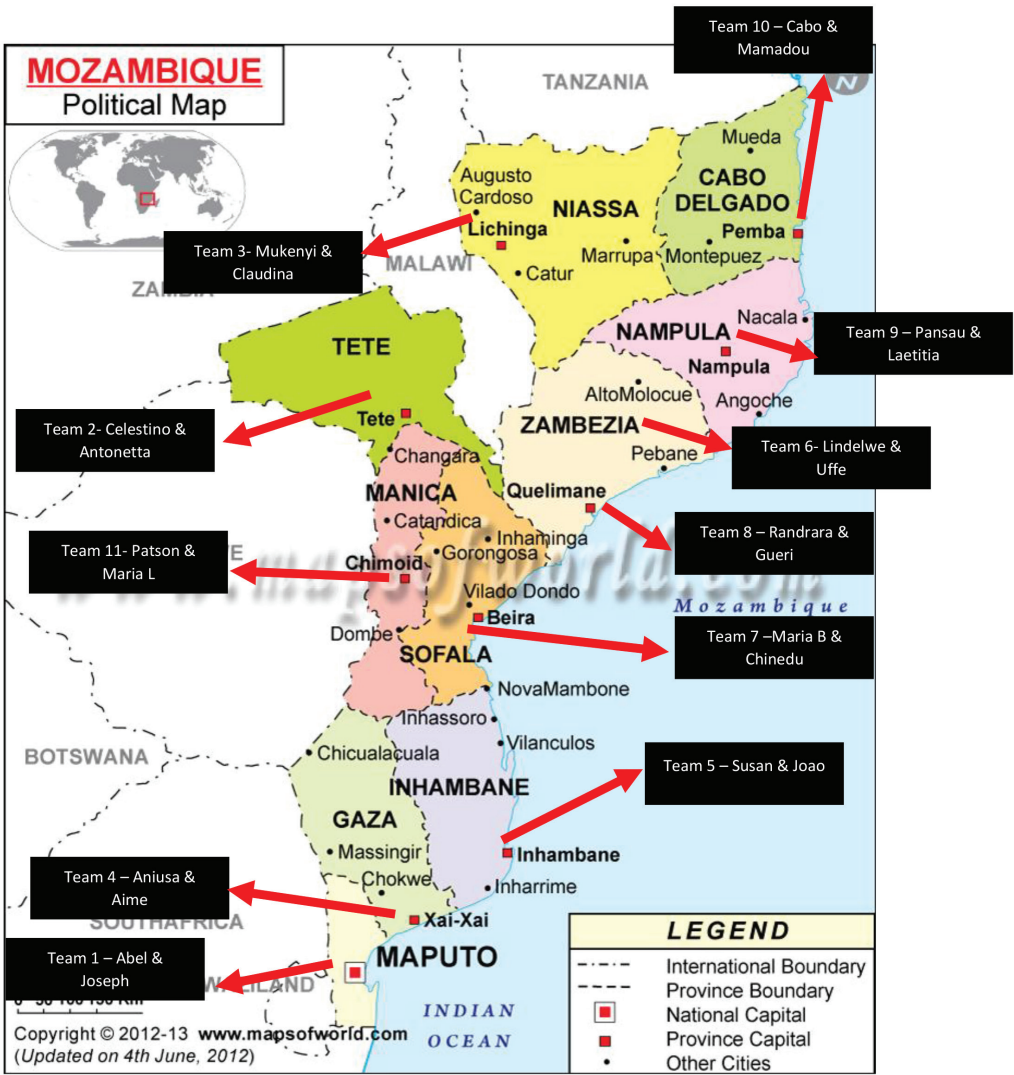
ANNEXURE 4

EOM Deployment Plans

LTO Deployment plan

Team No	Names	Gender	Team email	Province	City
Team 1	Abel Pereira Gomes	M	eisa.observer6@gmail.com	Maputo	Maputo
	Joseph Topangu	M			
Team 2	Antonetta Hamadishe	F	eisa.observer7@gmail.com	Tete Province	Tete
	Celestino Onesimo Setucula	M			
Team 3	Mukenyi Henrikenyo Badibanga	M	eisa.observer8@gmail.com	Niassa Province	Lichinga
	Claudina Tavares	F			
Team 4	Aime Konan	M	eisa.observer18@gmail.com	Gaza Province	xai-xai
	Aniusa Fonseca Silva	F			
Team 5	Susan Mwape	F	eisa.observer16@gmail.com	Inhambane Province	Inham-bane
	João Sanfa Lopes Ferreira	M			
Team 6	Lindelwa Dube	M	eisa.observer20@gmail.com	Zambézia Province	Queli-mané
	Uffe Viera	M			
Team 7	Maria Brito	F	eisa.observer19@gmail.com	Sofala Province	Beira
	Chinedu Nwagu	M			
Team 8	Randrara Rakotomalala	F	eisa.observer10@gmail.com	Zambézia Province	Gurue
	Gueri Lopes	M			
Team 9	Pansau Natchare	M	eisa.observer9@gmail.com	Nampula Province	Nampula
	Laetitia Petro	F			
Team 10	Fode Caramba Sanha	F	eisa.observer17@gmail.com	Cabo Delgado	Pemba
	Mamadou Thiam	M			
Team 11	Patson Chitopo	M	eisa.observer11@gmail.com	Manica Province	Chimoio
	Maria Luise Jarl	F			
LTO Coordinator	Victor Shale	M	mozeom@eisa.org.za	Maputo	

LTO Deployment Map



Integrated EISA-TCC EOM Deployment Plan and Areas of Coverage

	Teams	Province	Based in	Areas of coverage (districts)	Observer 1	Observer 2	Observer 3
1	1 LTO team (3 people)	Maputo City	Maputo city	Whole city	Abel Pereira Gomes	Joseph To-pangu	Victor Shale
2	EISA ML Team (3 people)				Rt.Hon. Raila Odinga (EISA)	Maurice Ogeta (EISA)	Felix Odhiambo (EISA)
3	EISA Technical team (2 people)				Denis Kadima (EISA)	Olufunto Akinduro	
4	TCC ML team (3 people)				–		
5	TCC Technical team (2 people)				–		
6	STO team (TCC)				GOULD Ronald (TCC)	KHACHIKY-AN Naira (TCC)	
7	STO team (EISA, 3 people-Somali delegation)	Maputo Province	Maputo city	Maputo C, Marracuene, Manhiça	Funanani Nemaheni (EISA)	Hon. Abdullahi Godah Barre (EISA)	Ismahan Khalif Adawe (EISA)
8	STO team (EISA)		Matola city	Matola, Matutuine	Hary Niaina Ramaroshon (EISA)	Lutchooamah Virahsawmy (EISA)	
9	LTO team	Gaza	Xai-Xai	Xai-Xai, Mandlakazi, Chibuto	Aime Konan (EISA)	Aniusa Fonseca Silva (EISA)	
10	STO Team (mixed EISA/ TCC)		Chókwé	Chókwé, Massingir	SILENGA Nchimunya (TCC)	Kerryn Kottler (EISA)	
11	STO team (mixed EISA/ TCC)		Chókwé	Chókwé, Mabalane, Guijá	LABORDE Augustin (TCC)	Luketamu Hyacinthe Mpanzu (EISA)	
12	LTO team	Inhambane	Inhambane city	Inhambane, Maxixe, Funhalouro	Susan Mwape (EISA)	Joao Sanfa Lopes Ferreira (EISA)	
13	STO Team (mixed EISA/ TCC)		Vilankulo	Vilankulo, Massinga	ZERARGUI Khalil (TCC)	Mulolwa Idriss Katenga (EISA)	

	Teams	Province	Based in	Areas of coverage (districts)	Observer 1	Observer 2	Observer 3
14	STO team (mixed EISA/ TCC)		Vilankulo	Vilankulo, Inhasoro, Govuro	SKOPA Marianna (TCC)	Nélio António Eid Morais dos Santos (EISA)	
15	LTO team	Sofala	Beira	Beira, Dondo, Gorongosa	Maria Brito (EISA)	Chinedu Nwagu (EISA)	
16	STO team (TCC)		Marromeu	Marromeu, Caia, Maringué	DIBEELA Game (TCC)	ILIEVSKI Zoran (TCC)	
17	STO team (EISA)		Beira	Beira, Búzi, Chibabava	Sa'adatu Bowsan (EISA)	Mikael Bostrom	
18	LTO team	Manica	Chimoio	Chimoio, Gondola, Macossa, Tambara	Patson Chitopo (EISA)	Maria Luise Jarl (EISA)	
19	STO Team (mixed EISA/ TCC)		Sussundenga	Sussundenga, Machaze, Massangena (Gaza)	TALLANT Jamie (TCC)	Florence Kwamboka Okao (EISA)	
20	STO Team (mixed EISA/ TCC)		Manica town (moving to Sussun.)	Manica, Bárue, Guro	TAZDRUL Adha (TCC)	Constanze Caroline Blum (EISA)	
21	LTO team	Tete	Tete city	Tete C, Moatize, Mutarara	Antonetta Hamadishe (EISA)	Celestino Onesimo Setucula (EISA)	
22	STO team (mixed EISA/ TCC)		Tete city (moving to Songo)	Tete C, Changara	LIKOTI JOHN-SON Fako (TCC)	Mircéa Isidora Araújo Delgado (EISA)	
23	STO team (mixed EISA/ TCC)		Chitima or Songo	Cahora-Bassa, Marávia	LOPES DA SILVA OLIVEIRA BRANCO Sandra Sofia (TCC)	Maria Lúcia inacio Da Silveira (EISA)	
24	STO team (TCC)		Ulongué	Angónia, Macanga, Chifunde	INGGS Charlie (TCC)	AKINSANYA Mojisola (TCC)	
25	LTO team	Zambézia	Quelimane	Quelimane, Namacurra, Maganja da Costa	Lindelwe Dube (EISA)	Uffe Viera (EISA)	
26	LTO team		Gurué	Gurué, Alto Molocué	Randrara Rakotomalala (EISA)	Gueri Lopes (EISA)	

	Teams	Province	Based in	Areas of coverage (districts)	Observer 1	Observer 2	Observer 3
27	STO Team (mixed EISA/ TCC)		Mocuba	Mocuba, Morumbala	HARTOUGH Jon (TCC)	Elisabete Dos Santos Alves Azevedo Harman (EISA)	
28	STO Team (mixed EISA/ TCC)		Gurué (moving to Mocuba)	Gurué, Milange	MIGUEL RODRIGUES Sonia (TCC)	Hindia Ahmed Ali (EISA)	
29	LTO team	Nampula	Nampula city	Nampula C, Murrupula, Ribáue	Pansau Natchare (EISA)	Laetitia Petro (EISA)	
30	STO team (mixed EISA/ TCC)		Nampula city (moving to Angoche)	Nampula C, Meconta, Monapo	TOLLEMARK Lars (TCC)	Rosemary Phiri (EISA)	
31	STO team (mixed EISA/ TCC)		Nacala-Porto (moving to Ilha)	Nacala, Memba	SANDULESCU Smaranda (TCC)	Tom Walter Buruku (EISA)	
32	STO team (mixed EISA/ TCC)		Ilha de Moçambique	Ilha, Mossuril, Mongincual	SILVA Lintz M. (TCC)	Isabelle Waf-fubwa (EISA)	
33	STO team (mixed EISA/ TCC)		Angoche	Angoche, Moma	CARRERA Carolina (TCC)	Abdul Hakim Ameir Issa (EISA)	
34	LTO team	Cabo Delgado	Pemba	Pemba, Chiúre	Fode Caramba Sanha (EISA)	Mamdou Thiam (EISA)	
35	STO Team (TCC)		Montepuez	Montepuez, Namuno	KRAUSE Maria (TCC)	UGARTE Carlos Servin (TCC)	
36	STO Team (EISA)		Mueda (moving to Montepuez)	Mueda, Mocimboa da Praia	Charles Kadonya (EISA)	Lamiaa Ba-haieldin Hussein Melegui (EISA)	
37	LTO team	Niassa	Lichinga	Lichinga, Majune	Mukenyi Henrikenyo Badibanga (EISA)	Claudina Tavares (EISA)	
38	STO Team (mixed EISA/ TCC)		Cuamba	Cuamba, Metarica, Maúa	ROTCHILD Natasha (TCC)	Merrick Luvingo (EISA)	
39	STO team (mixed EISA/ TCC)		Cuamba	Cuamba, Mandimba, Mecanhelas	NYIRONGO Rodgers (TCC)	Dalene Goosen (EISA)	
Total	39 teams: 82 observers	11 provinces		81 districts			

Integrated EISA-TCC EOM Deployment Map



ANNEXURE 5

EOM Observer Training and Orientation Programme

EISA ELECTION OBSERVATION MISSION

LONG-TERM OBSERVER ORIENTATION AND BRIEFING PROGRAMME

DAY ONE – TUESDAY 26 AUGUST 2014

<i>Time</i>	<i>Activity</i>	<i>Responsibility</i>
08:30-09:00	Participants' arrival and registration	EOM secretariat
09.00-9.15	Welcome Remarks	Miguel Brito, Country Director, EISA Mozambique
09:15-09:45	Introductions	
09:45-10.30	Overview of EOM programme, objectives structure and ToR	Robert Gerenge, Head of Special Programmes, EISA Johannesburg.
10.30-11.00	Tea break and group photo	
11.00-12.00	Introduction to international election observation: concept, rationale, and recent developments	Victor Shale, LTO Coordinator
12.00-1.00	Understanding the electoral cycle Methodology of long-term election observation (different aspects that can be observed, aspects that require enquiry)	Funanani Nemaheni, Programme Officer, EISA Somalia
1.00-2.00	Lunch	
2.00-3.00	Assessing elections on the basis of international and regional benchmarks for democratic elections.	Miguel Brito, Country Director, EISA Mozambique
2.00-2.45	LTO Responsibilities and Code of Conduct for International Observers	Robert Gerenge, Head of Special Programmes, EISA Johannesburg.
2.45-4.30	LTO skills set and possible challenges: <i>stakeholder relations, interviewing skills, information management, team work</i>	Robert Gerenge, Head of Special Programmes, EISA Johannesburg and Olufunto Akinduro, Head of Elections and Political Processes, EISA Johannesburg.

4.30-4.45	Tea break	
4.45-5.30	Group work: role-play / simulation	Robert Gerenge, Head of Special Programmes, EISA Johannesburg and Olufunto Akinduro, Head of Elections and Political Processes, EISA Johannesburg.
5:30	End of day 1	

DAY TWO – WEDNESDAY 27 AUGUST 2014

<i>Time</i>	<i>Activity</i>	<i>Responsibility</i>
09:00 – 10:15	Political analysis of the 2014 elections Analysis of the Legal and institutional framework for elections in Mozambique	Panel 1 Academic/Political Analyst Legal Analyst
10:15-10.30	Tea break	
10.30-11.15	Perspectives of political parties/candidates on the elections <ul style="list-style-type: none"> □ Party's perception of the new election management authorities □ Brief on party nomination and campaigns □ Preparedness for election day (recruitment and training of polling staff and poll watchers, PVT) □ Issues for the attention of international observers 	Political Party I
11.15-12.00	Perspectives of political parties/candidates on the elections <ul style="list-style-type: none"> □ Party's perception of the new election management authorities □ Brief on party nomination and campaigns □ Preparedness for election day (recruitment and training of polling staff and poll watchers, PVT) □ Issues for the attention of international observers 	Political party 2

12.00-12.45	<p>Perspectives of political parties / candidates on the elections</p> <ul style="list-style-type: none"> <input type="checkbox"/> Party's perception of the new election management authorities <input type="checkbox"/> Brief on party nomination and campaigns <input type="checkbox"/> Preparedness for election day (recruitment and training of polling staff and poll watchers, PVT) <input type="checkbox"/> Issues for the attention of international observers 	Political party 3
12.45 -2.00	Lunch break	
2.00-3.00	<p>Security brief on the elections</p> <ul style="list-style-type: none"> <input type="checkbox"/> The role of security agencies in the electoral process <input type="checkbox"/> Preparations for security coverage of the campaigns and elections <input type="checkbox"/> Security tips for international observers 	Police
3.00-4.00	<p>Briefing from the CNE/STAE</p> <ul style="list-style-type: none"> <input type="checkbox"/> Impact of recent changes in the institutional framework on the 2014 elections <input type="checkbox"/> Brief on pre-election processes – voter registration, candidate registration and campaigns <input type="checkbox"/> Preparedness for the elections – election budget; procurement of essential materials; staff recruitment and training) <input type="checkbox"/> Election day procedures (what to expect) 	CNE Representative
4.00-4.15	Tea break	
4.15-5.15	<p>Perspectives on the elections of CSOs</p> <ul style="list-style-type: none"> <input type="checkbox"/> Women's representation and participation in the 2014 electoral process <input type="checkbox"/> Findings of citizen observers on the 2014 electoral process and preparations for election day observation <input type="checkbox"/> Role of the media in elections in Mozambique <input type="checkbox"/> Youth representation and a participation in the 2014 electoral process 	Panel (observatory, women, youth, media)
	End of Day 2	

DAY THREE – THURSDAY 28 AUGUST 2014

<i>Time</i>	<i>Activity</i>	<i>Responsibility</i>
08:30-10.00	LTO Reporting of observation findings: methodology (framing of issues, writing style, use of forms)	Olufunto Akinduro, Head of Elections and Political Processes, EISA Johannesburg. And Funanani Nemaheni, Programme Officer, EISA Mozambique
10:00-10:15	Tea break	
10:15-11:45	E-Day responsibilities and use of observer checklists	Robert Gerenge, Head of Special Programmes, EISA Johannesburg
11:45-1:00	Use of tablets	Miguel Brito, Country Director, EISA Mozambique
1.00-2.00	Lunch break	
2.00-3.15	Simulation exercise on election day observation and use of tablets	All facilitators
3.15-4.00	Debriefing on written exercise by observers (assignment given on Day 1)	Robert Gerenge, Head of Special Programmes, EISA Johannesburg.
4.00-5.00	Deployment briefing	
	End of Day 3	

EISA-TCC INTEGRATED ELECTION OBSERVATION MISSION

SHORT TERM OBSERVER ORIENTATION AND BRIEFING PROGRAMME

DAY ONE – THURSDAY, 9 OCTOBER 2014

<i>Time</i>	<i>Activity</i>	<i>Presenter</i>
08:30-09:00	Participants' arrival and registration	IEOM secretariat
09.00-09.30	Welcome remarks and self-introductions	EISA and TCC EOM leadership
09:30-09:45	<ul style="list-style-type: none"> <input type="checkbox"/> Overview of IEOM briefing programme <input type="checkbox"/> Overview of the IEOM-objectives and ToR 	EISA and TCC Observer Coordinators
09:45-10:45	<ul style="list-style-type: none"> <input type="checkbox"/> Introduction to international election observation: concept and rationale <input type="checkbox"/> Understanding the electoral cycle and election observation methodology: <ul style="list-style-type: none"> <input type="checkbox"/> What can be observed <input type="checkbox"/> What type of information to gather <input type="checkbox"/> Sources of information 	Robert Gerenge -EISA
10:45-11:15	Tea break and group photo	
11:15-12:00	Assessing elections on the basis of international and regional benchmarks for democratic elections: <ul style="list-style-type: none"> <input type="checkbox"/> UDHR <input type="checkbox"/> AU instruments: ACDEG, Durban Declaration <input type="checkbox"/> SADC Guidelines and Principles <input type="checkbox"/> PEMMO <input type="checkbox"/> TCC Democracy Program <input type="checkbox"/> Principles for International Observation 	Any member of the EISA and TCC Technical team can do this. We suggest Victor Shale- EISA TCC??
12:00-13:00	Political context of the 2014 elections	Political Analysts: Jason Calder, TCC / Joseph Topangu, EISA
13:00-14:00	Lunch	

14:00-14:30	Legal framework for elections in Mozambique	Legal Analyst: Linda Mazure, TCC
14:30-15:30	Electoral framework for elections in Mozambique: <ul style="list-style-type: none"> <input type="checkbox"/> Structure of the election management bodies (CNE, STAE) <input type="checkbox"/> Electoral preparations and logistics <input type="checkbox"/> EMB activities before, on and after e-day 	Mario Orru, TCC
15:30-16:00	Tea break	
16:00-17:15	Society and elections in Mozambique: <ul style="list-style-type: none"> <input type="checkbox"/> Women's representation and participation in the 2014 electoral process <input type="checkbox"/> Youth representation and participation in the 2014 electoral process <input type="checkbox"/> Findings of citizen observers on the 2014 electoral process and preparations for election day observation <input type="checkbox"/> Role of the media in elections in Mozambique 	Civil Society groups. <ul style="list-style-type: none"> <input type="checkbox"/> Women's forum <input type="checkbox"/> Youth parliament <input type="checkbox"/> Electoral Observatory <input type="checkbox"/> MISA Mozambique office
End of day one and free evening		

DAY TWO – FRIDAY, 10 OCTOBER 2014

<i>Time</i>	<i>Activity</i>	<i>Presenter</i>
09:00 – 10:15	Briefing from the CNE/STAE <ul style="list-style-type: none"> <input type="checkbox"/> Impact of recent changes in the institutional framework <input type="checkbox"/> Brief on pre-election processes – voter and candidate registration <input type="checkbox"/> Preparedness for the elections <input type="checkbox"/> Election day procedures 	CNE and STAE representatives
10:15-10.30	Tea break	

10.30-11.30	Security briefing and EOM security communication plan	Risk manager: Andy Jones, TCC
11.30-12.30	Election day observation <ul style="list-style-type: none"> <input type="checkbox"/> Selecting polling stations <input type="checkbox"/> Observer conduct at the polling stations <input type="checkbox"/> Code of conduct for international election observers <input type="checkbox"/> Signing of CoC 	Marcell Nagy TCC / Robert Gerenge EISA
12.30-13.30	Lunch break	
13.30-14.30	Observer reporting requirements 1: <ul style="list-style-type: none"> <input type="checkbox"/> E-day reporting system <input type="checkbox"/> Using the ELMO and the tablets <input type="checkbox"/> Q/A 	Eli Lewien, TCC Atlanta
14.30-16.00	Observer reporting requirements 2: <ul style="list-style-type: none"> <input type="checkbox"/> Questions of the checklist <input type="checkbox"/> Observation after e-day: district level tabulation <input type="checkbox"/> Q/A 	Mario Orru TCC / Marcell Nagy TCC / Victor Shale EISA
16.00-16.15	Final remarks	EISA and TCC EOM leadership
16.15-16.30	Tea break	
16.30-17.15	Deployment briefing (operations, logistics, equipment, finances) and distribution of deployment packs	Separate EISA and TCC sessions
17.15-18.00	LTO-led separate meetings with STO Teams	LTO teams
End of day two and free evening		

ANNEXURE 6

EISA EOM Preliminary Statement



ELECTION OBSERVATION MISSION TO THE 15 OCTOBER 2014 PRESIDENTIAL, LEGISLATIVE AND PROVINCIAL ASSEMBLY ELECTIONS IN MOZAMBIQUE

Preliminary Statement

Maputo, 17 October 2014

Executive Summary

‘EISA commends the people of Mozambique for peacefully exercising their constitutional and democratic right to vote, urges stakeholders to maintain calmness’

The Electoral Institute for Sustainable Democracy in Africa (EISA) deployed an Integrated Election Observation Mission with The Carter Center (TCC) to the 2014 elections in Mozambique. This mission took place following the negotiated political settlement between the Government of the Republic of Mozambique and the Renamo party, and included electoral reforms such as the changes in the composition of the electoral management body at all levels. The Mission comprised 87 long and short-term observers. The Mission was led by the Right Honourable Raila Odinga, Former Prime Minister of the Republic of Kenya, with Denis Kadima, EISA’s Executive Director as the Deputy Mission Leader. The TCC component of the Mission was led by Professor John Stremlau, TCC Vice President of Peace Programmes.

The Mission observed key pre-electoral and electoral phases. Its preliminary findings, recommendations and conclusion are contained in this interim statement. The Mission found electoral campaigns to be generally peaceful albeit with isolated incidences of violence. The general observation is that the atmosphere on the polling

day was peaceful and orderly enabling the people of Mozambique to freely exercise their democratic and civil right to choose their leaders. The isolated incidences of skirmishes in places such as Nampula were localised and therefore did not affect the overall conduct of the elections. The National Electoral Commission (CNE) was satisfactorily responsive in the overall management of the electoral process.

The Mission made recommendations for improvement future electoral processes. Key among these include:

- *Enforcement of the code of conduct of political parties;*
- *Assessment of future sustainability of the current institutional arrangement of the CNE, as well as simplification of procedures of counting of votes;*
- *Need for the Police to uphold neutrality in maintenance of law and order during elections;*
- *Review of the campaign funding framework; and*
- *Publishing of final results by polling station to increase the transparency of the process*

In its assessment of the context and conduct of the 15 October 2014 elections the EISA Observation Mission has come to the conclusion that the election in Mozambique were generally peaceful and in conformity with the laws of Mozambique and the international continental and sub-regional standards. The Mission particularly commends the CNE's professionalism in managing the electoral process.

I. INTRODUCTION

The Electoral Institute for Sustainable Democracy in Africa (EISA) deployed an Integrated Election Observation Mission with The Carter Center (TCC) to the 15 October 2014 Presidential, Legislative and Provincial Assembly elections. The Mission deployed a team of 23 EISA long-term observers to the eleven provinces of Mozambique since 29 August 2014. They were later joined by a contingent of 64 Short Term Observers (STOs) drawn from EISA and TCC, to constitute a fully-fledged mission comprising 87 observers drawn from over 40 countries worldwide. The Mission was led by the Right Honourable Raila Odinga, Former Prime Minister of the Republic of Kenya, with Denis Kadima, EISA's Executive Director as the Deputy Mission Leader. The TCC component of the Mission was led by Professor John Stremlau, TCC Vice President of Peace Programmes.

The 15 October 2014 Presidential, Legislative and Provincial Assembly elections in Mozambique took place within a context of a negotiated political settlement between the Government of the Republic of Mozambique and the Renamo party. The signing of the agreement on cessation of hostilities between the two parties on 5 September 2014 inspired hope for peaceful elections. EISA Observation Mission noted the efforts made by the electoral stakeholders in Mozambique to continuously improve their electoral process through the reform of the electoral framework by the three parliamentary political parties with input by civil society.

EISA has been involved in electoral processes in Mozambique since the 2004 national elections. The Institute has deployed missions to observe the 2004 and 2009 general elections as well as supported the transparency of the 2013 municipal elections. EISA has also maintained a presence in Mozambique through its field office since 2004 and contributed to the recent electoral reforms.

This statement presents EISA's preliminary findings, recommendations and conclusion on the 2014 electoral process in Mozambique. It is being issued while the tabulation of results at district level is still in progress. A final report will be issued by EISA within a few weeks.

2. MISSION METHODOLOGY

EISA Long Term Observers (LTOs) were deployed to the 11 Provinces of Mozambique on 29 August 2014. They witnessed the signing of the cessation of hostilities agreement and observed the beginning of election campaigns, training of election personnel and final operational preparations by CNE-STAE for the Election Day. The EISA observers also interacted with electoral stakeholders, including political parties, civil society, the National Electoral Commission (CNE), the Technical Secretariat for Electoral Administration (STAE), the police and the media. The Mission leadership met with the outgoing Head of State, President Armando Guebuza and the Frelimo Party, Renamo and the Mozambique Democratic Movement (MDM) presidential candidates namely Filipe Nyusi, Afonso Dhlakama and Daviz Simango respectively.

The LTOs will remain in the provinces to observe the district and provincial-

level tabulation processes until 22 October and an expert team will remain in the country till 31 October 2014.

Within the framework of the integrated mission, EISA and TCC adopted a harmonised methodology that entailed joint briefing and orientation of observers and a joint deployment plan of STOs. On 11 October 2014, STOs were deployed in 38 teams covering all provinces of Mozambique. The STOs observed the final days of the campaigns and operational preparations by CNE-STAE on the eve of elections. A team of STOs will remain in the field to follow the district-level tabulation process in selected districts.

EISA-TCC observers were equipped with computer tablets that enabled them to capture and transmit data in real time.

EISA's assessment of the electoral process was premised on the principles and standards set out in the African Charter on Democracy, Elections and Governance, the African Union Declaration of the Principles Governing Democratic elections in Africa, the Principles for Election Management, Monitoring and Observation and the Mozambican legal framework governing elections.

3. PRELIMINARY FINDINGS

3.1 Political Environment

The 2014 Presidential, Legislative and Provincial Assembly elections in Mozambique took place within the context of political negotiations and subsequent signing of the cessation of hostilities agreement between the Government and Renamo on 5 September 2014. The agreement inspired hope for violence free elections and an opportunity for the people to express their democratic right in choosing their next leaders. The negotiations were necessitated by demands by Renamo to further open up the management of elections to the country's main political parties.

The mission noted that the 2014 elections were conducted within a year after the conduct of the 2013 municipal elections, which were boycotted by Renamo as a protest to what it saw as inadequate reforms. More reforms were made subsequently in 2014 to ensure an inclusive management of

the electoral process. These reforms however did not extend to include the interests of non-parliamentary parties. The proximity of the 2013 municipal elections kept the momentum for the technical preparations of the elections, and sustained a competitive election mode on the part of political parties.

3.2 Constitutional and Legal Framework

The Constitution of Mozambique of 2004 guarantees fundamental rights and civil liberties for all its citizens. The Constitution protects the right of Mozambicans to choose leaders through universal, direct, secret and periodic suffrage, through referenda on major national issues and through permanent democratic participation in government affairs. The right to vote is not only limited to citizens residing in Mozambique but also extended to those in the diaspora, provided that they are registered voters and that they fulfil all other legal requirements. A two term presidential term limit is also provided for in the constitution.

The Mission lauds the entrenched respect for this provision since the first multiparty elections in 1994 as it is a critical ingredient for democratic consolidation in the country. These constitutional provisions conform to the principles contained in international, regional and sub-regional instruments such as the African Charter on Democracy, Elections and Governance, the African Union Declaration of the Principles Governing Democratic Elections in Africa and Principles for Election Management Monitoring and Observation (PEMMO).

Extensive reforms brought about a number of changes in the legal framework for elections in Mozambique. The revised laws include Law No 8/2013 on the election of the President and the Assembly of the Republic; Law No 4/2013 on the election of the Provincial Assemblies; Law No 5/2013, which pertains to registration of voters; and Law No 6/2013, which governs the CNE. The changes brought about by these laws are but not limited to: increased representation of parliamentary parties in all structures of electoral administration from national to polling station levels; shortening the complaints and appeals process against results where disputes can now be appealed directly with the Constitutional Council from the district level courts; sharing of electronic voters' roll with political parties (45 days before elections) to ensure transparency; and recount of ballot papers at the district level on demand by political parties among others.

3.3 Electoral Management

The political accommodation and the need to safeguard trust presented a peculiar framework that was tested during these elections. The mission noted the initiative to ensure full inclusion of the parliamentary parties in the process, but the capacity of political parties to effectively mobilise the required number of personnel and agents was quite limited. The mission also noted that the efforts towards inclusiveness were restricted to the three parties represented in parliament. Yet, there were 31 other registered political parties which had expressed interest in contesting the 2014 elections, some of which felt that their interests were not adequately addressed by the reforms.

The structural changes led to an expanded National Electoral Commission (CNE) and its Technical Secretariat for Electoral Administration (STAE) from national to the district levels. Within this framework every leadership position is deputised by representatives of the three parliamentary parties during the elections period. This has led to a more accepted election management body by the parties. However, the structural changes have implications on the administrative and election management costs. For instance, they have brought about an increase of administrative personnel from 1500 to 4500. At the polling station level, out of the 7 polling station officials, 3 are representatives of the three parties.

In line with this new arrangement in election management, the three parliamentary parties were each supposed to nominate one polling clerk to be trained and deployed in all the 17013 polling stations. The recruitment of the other four polling clerks was done by STAE through a competitive recruitment process. The Mission noted that some political parties did not submit full lists of their nominated polling clerks to be trained by STAE in good time. This caused delays in the completion of the training programme for all the polling station personnel.

The Mission noted with satisfaction the overall preparedness of the CNE and STAE in organising the 2014 elections. Noteworthy is their responsiveness and the transparent manner in which they dealt with issues relating to election management, including in dealing with election observers. The CNE kept the electoral stakeholders informed on the different activities relating to the electoral process through regular updates.

3.4 Voter Registration

Voter registration was conducted by CNE from 15 February to 29 April 2014 and was extended to 9 May 2014 following a request by political parties due to the problems encountered at the beginning of the process. These challenges related to inaccessibility to some registration centres due to poor roads, heavy rains and insufficiency of transport. There were also inadequacies in the technical knowhow of using the voter registration machines by some voter registration personnel. The extension of the voter registration period permitted for the registration of a higher number of voters. It also enabled the eleventh hour's registration of the Renamo presidential candidate, Alfonso Dhlakama. A total of 10,963,148 voters including 89,685 in the diaspora, corresponding to 89.83% of the eligible voters were registered¹. The provisional estimate from the National Institute of Statistics indicated an electorate of 12,203,717 potential voters.

In August 2014, the CNE announced the final voter registration figures which reflected a 1.7% increase from the provisional figures announced in May 2014. CNE explained that the provisional results of the registration exercise were based on reports sent via SMS from the field. The main implication of the additional voters was that it changed the allocation of seats in the national and provincial assemblies. The seat redistribution as a result of the new registration figures affected four provinces namely: Nampula (lost 2 seats), Zambezia (gained 2 seats), Sofala (lost 1 seat) and Gaza (gained 1 seat). The final voter registration figures were announced on 3 August, after the close of submission of candidate lists for the elections on 21 July 2014. Political party lists contained at least three alternate names, which were used to increase the number of effective candidates for provinces where additional seats were allocated such as in Zambezia.

3.5 Campaign Finance

The Legal framework in Mozambique provides for the private and public funding of political party campaigns. This excludes funding of campaigns by foreign governments, governmental organisations and institutions or national or foreign public companies. Foreign donors are instead allowed to contribute funds directly to the state budget and the state allocates these

1 See CNE deliberation 65/CNE/2014

accordingly as part of the campaign finance budget. It is worth noting that the legal framework does not provide for ceiling on privately raised funds nor does it require the disclosure of funding sources. These omissions have the potential to allow the negative influence of money on the country's politics.

The Mission found from its interaction with political parties that this arrangement presents a challenge to some parties as the 70 million Meticaís (approximately USD 2,3 million) provided by the treasury was not enough to enable them to mount significant election campaigns. Consequently, some of these parties were not able to contest elections in all constituencies.

Public funding for election campaigns is managed and distributed by the CNE 21 days before the start of the election campaign. The legal framework provides for mandatory disclosure of campaign expenses within 60 days of official proclamation of the election results to ensure accountability. The Mission found that there were some delays in the disbursement of funds leading to some parties not being able to procure campaign materials in time. In some cases parties were late in submitting the required information before disbursements into their bank accounts could be made, while in others the Ministry of Finance was late in making the funds available.

3.6 Electoral Campaigns

The election campaign period officially started on 31 August and ended on 12 October 2014 in terms of the law. EISA observers witnessed over 126 election campaign activities in about 50 towns and locations around the country. Out of these campaign activities, about 54 (43%) were held by Frelimo; 36 by Renamo (29%) and 33 (26%) by MDM. Only 3 (2%) of these were held by the other parties including Partido Movimento Nacional para Recuperação da Unidade Moçambicana (MONARUMO) and the Partido Humanitário de Moçambique (PAHUMO). The campaigns started off smoothly but within one week there were emerging isolated incidents of violence and intimidation in Gaza and Nampula province. In the second week of campaigning these escalated and spread to other provinces such as Sofala, Manica and Tete. The Mission observed incidents involving supporters of parties contravening the electoral law and code of conduct by damaging election campaign materials and in some cases vandalising

houses and cars of their opponents. The Mission noted the efforts made by the CNE to appeal to all political parties and their supporters to act within the law and desist from acts of violence.

There was a glaring level of distrust of the Police by the two main opposition parties namely Renamo and MDM. They expressed concerns that the Police were not providing the required security to ensure that their rallies were not interrupted by the ruling party's supporters while they were visibly present at all Frelimo rallies. The Mission found that the Police were not furnished with campaign plans by the concerned opposition parties contrary to the required procedure. The parties expressed fear that their plans would be communicated to Frelimo by the Police and thereby sabotaged by the governing party. Opposition parties also alleged that when their campaign plans were communicated to the Police, the latter did not show up, reportedly claiming that they had a shortage of Police officers and vehicles.

3.7 Role of the Media

There is both public and private electronic and print media in Mozambique. In conformity with regional and sub-regional norms, the Electoral Law provides for the candidates for the position of President of the Republic, the competing political parties, coalitions of political parties and groups of citizens voters to free use the public radio and television services during the period of the elections under the terms defined by regulations set by the CNE.

The Mission noted the public media which possesses the largest national geographical and regional coverage in the country had given airtime to the contesting parties for party political campaigns. The Mozambique Television (MTV) had allocated maximum 15 minutes per week to the contesting parties. Similarly, Radio Mozambique had dedicated 5 minutes for each party per day, in line with a CNE deliberation. The Mission observed that the public media covered the three Presidential Candidates in Mozambique on public TV and radio as they traversed the country. However, opposition parties complained that the public broadcaster favoured the ruling party, Frelimo, by allocating it more airtime in addition to the time to the coverage of Frelimo campaign events than those of the opposition. One opposition

party formally complained to the National Media Council that political commentary on public TV was dominated by pro-Frelimo commentators.

On the other hand, the private media and community-based radios in particular charge fees to parties for airtime. As a result, allocation of airtime was dependent on affordability.

3.8 Participation of women

Participation of women in the electoral process and political rallies has been notably high. The Mission found that there is no provision in the legal framework for quotas for women. As a result women's participation as party candidates remains low. In the last two elections in 2004 and 2009 women constituted 34.8% and 39.2% of elected Members of Parliament. In 2014, women comprised 40% of Frelimo's, 27.6% Renamo's and 20.4% of MDM's election candidates respectively. The Mission will provide a gender-disaggregated data on the election results in its final report.

The EISA Observers also noted low representation of women in the leadership positions of the Provincial and District CNE and STAE structures. The EISA LTOs noted in a number of districts that there were either no woman at all or only few present during consultation meetings with the STAE offices. On Election Day, women constituted 36.1 % of Presiding Officers in polling stations visited. The Mission's observers noted an average of 3 women per polling station out of the stipulated 7 Polling Clerks.

3.9 Polling day observation

The EISA and TCC Integrated Mission visited a total of 543 polling stations in 80 districts across the 11 provinces. Out of these 543 stations, the Mission observed the opening of 37 stations; the polling at 434 stations; the closing of 32 stations and counting at 27 stations. The general observation is that the atmosphere on the polling day was peaceful and orderly enabling the people of Mozambique to freely exercise their democratic and civil right to choose their leaders.

Opening

Most of observed polling stations opened on time while at least 6 of 37 polling stations opened later than 15 minutes, with one opening later than

30 minutes. Observers did encounter at least one polling station during polling observation that opened later than 9:00am. Election materials were available in most polling stations at opening. There were few instances where the voters' rolls were mixed up leading to delays in opening. The observers also noted isolated cases where delays in delivery of materials led to late opening of some of the polling stations. For instance, in Angoche in Nampula Province, the Angoche primary school polling station opened at 11 am. The delay was caused by unavailability of voter registration books which created disturbance by voters at the opening time. A polling station in the 12th October primary school in Matacuane, Beira also opened only at 14.30, seven and a half hours late. Similarly a polling station in Mungassa primary school, Beira, opened at 13.25, more than six hours late in contravention of the electoral law which stipulates that any opening related problems have to be solved by 11 am.

Voting Process and Secrecy of the Ballot

The voting process went smoothly in most polling stations across the country. The polling personnel demonstrated professionalism and understanding of the polling operations. By law polling stations must be staffed by minimum of 3 and maximum 7 polling station personnel. The EISA-TCC observers found an average of 6.7 voting personnel in the visited polling stations. A total of 97.79% visited polling stations upheld the secrecy of the vote and 85.9% of these were accessible to physically challenged persons, including the elderly. The observers found that not all parties were represented by agents at the polling stations. The observers encountered 573 Frelimo; 372 Renamo and 329 MDM agents.

Closing and counting processes

Most polling stations closed at 6.00pm as required by the law. The counting process was generally transparent and proceeded smoothly soon after closing. However, there were a few reconciliation problems in some stations leading to delays in the counting of the votes. Once these were overcome, the counting took place throughout the evening and completed by midnight. A case in point is the Eduardo Mondlane Industrial and Commercial School polling centre in Inhambane Province where counting ended at 5.00am on 16 October 2014. The Mission noted that the processing of results in the polling station was laborious. For instance, the reconciliation process alone

entailed the removing of ballot box seals and re-sealing of the ballot boxes even before the actual vote counting.

Recommendations

While the EISA Mission is aware that the vote tabulation process is ongoing, it makes the following preliminary recommendations based on the aforementioned observations, the Mission makes the following recommendation for future improvement of the electoral processes in Mozambique:

- i. All electoral stakeholders should uphold political tolerance and accommodate each other particularly during campaigns.
- ii. Concerted effort should be taken to enhance the participation of women in the electoral process by electoral stakeholders including parliament, CNE, political parties and civil society organisations as well as the improvement of their representation.
- iii. The CNE should endeavour to provide the final voters' roll before the beginning of the candidate nomination process;
- iv. The CNE should consider simplifying the procedures pertaining to results processing at polling stations;
- v. The CNE should consider publishing final results by polling station to increase the transparency of the process;
- vi. Adherence to the code of conduct by political parties should be systematically enforced by the CNE;
- vii. The CNE should consider assessing the cost of election management brought about the new operational and administrative structure with a view to ensuring long term sustainability;
- viii. The CNE and political parties should cooperate closely in ensuring timely disbursement of campaign funds;
- ix. In line with best international standards, the Mozambican authorities should provide for ceiling on privately raised funds and the disclosure of funding sources in order to avoid the potentially negative influence of money on the country's politics;
- x. Police should uphold neutrality in maintenance of law and order during elections;
- xi. The public media should provide a balanced and fair coverage of election campaign related activities; and

- xii. The CNE should take greater care in putting the right voters' roll in the right polling stations to avoid misallocation of voters' rolls.

Conclusion

The Mission commends the people of Mozambique for peacefully exercising their constitutional and democratic right to vote.

In its assessment of the context and conduct of the 15 October 2014 elections the EISA Observation Mission has come to the conclusion that the election in Mozambique were generally peaceful and in conformity with the laws of Mozambique and the international continental and sub-regional standards. The Mission particularly commends the CNE's professionalism in managing the electoral process.

The Mission urges political leaders and the people of Mozambique to maintain calmness as they await the announcement of the provisional and final election results by the CNE and the Constitutional Council respectively. The Mission further urges all parties to pursue legally established channels to resolve any disputes that may arise relating to the outcome of these elections.

ABOUT EISA



EISA has since its inception in July 1996 established itself as a leading institution and influential player dealing with elections and democracy related issues on the African continent. It envisions an African continent where democratic governance, human rights and citizen participation are upheld in a peaceful environment. The Institute's vision is executed by striving for excellence in the promotion of credible elections, citizen participation, and the strengthening of political institutions for sustainable democracy in Africa.

Having supported and/or observed over 70 electoral processes in Africa, EISA has extensive experience in formulating, structuring and implementing democratic and electoral initiatives. It has built an internationally recognised centre for policy, research and information and provides this service to electoral management bodies, political parties and civil society organisations in a variety of areas, such as voter and civic education and electoral assistance and observation. Besides its expanded geographical scope, the Institute has, for the past several years, been increasingly working in new in-between election areas along the electoral and parliamentary cycle, including constitution and law making processes, legislative strengthening, conflict management and transformation, political party development, the African Peer Review Mechanism (APRM) and local governance and decentralisation.

EISA provides assistance to inter-governmental institutions, like the African Union, and the Pan-African Parliament, to reinforce their capacity in the elections and democracy field. The Institute has just signed an MOU with the Economic Community of Central African States (ECCAS); the East African Community (EAC); and the Common Market for East and Southern Africa (COMESA). Within the framework of these recently signed memoranda, the Institute will also provide similar assistance respectively

these intergovernmental institutions. Its MoU with the African Union was also renewed in 2014 for a further five years.

With its headquarters in Johannesburg (South Africa), EISA has had field offices across the African continent and currently has offices in Central African Republic, Democratic Republic of Congo, Kenya, Madagascar, Mali, Mozambique and Somalia, and a sub-regional office at the secretariat of the ECCAS in Libreville, Gabon.

Election observation activities

EISA has deployed continental election observer missions for the past ten years including missions to Angola (2008), Botswana (1999, 2004, 2009), Central African Republic (2010, 2011), Democratic Republic of Congo (2005 referendum, 2006 elections), Egypt (parliamentary elections 2011, presidential elections 2012, referendum 2013, referendum 2014, parliamentary elections 2015), Ghana (2008, 2012), Guinea Conakry (2010), Lesotho (1998, 2002, 2007, 2012, 2015), Liberia (2011), Madagascar (2005, 2007, 2013), Malawi (2004, 2009), Mauritius (2000, 2005, 2010, 2014), Mozambique (1999, 2004, 2009, 2013, 2014), Namibia (1999, 2004, 2009), Senegal (2012), Seychelles (2011), South Africa (1999, 2004, 2009, 2014), Tanzania (2005, 2010), Uganda (2011, 2016), Zanzibar (2005, 2010), Zambia (2005, 2008, 2011, 2015), and Zimbabwe (2000, 2002, 2008).

Reports on these missions can also be found on our website.

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