



**INDEPENDENT NATIONAL ELECTORAL COMMISSION  
(INEC)**

**FRAMEWORK FOR VOTING BY INTERNALLY  
DISPLACED PERSONS (IDPs)**

**DECEMBER 2018**

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## **FOREWORD**

The insurgency in the North Eastern part of Nigeria prior to the 2015 general elections displaced huge numbers of people from their habitual residences, creating large communities of internally displaced persons. The Commission responded swiftly by undertaking an IDP voting operation for the State of Emergency ((SOE) States, even though there were no specific legal provisions. As part of the continued commitment of the Commission to inclusivity, the prevention of discrimination in the electoral process, and in accordance with international standards on internally displaced persons (IDPs) as provided by the United Nations Guiding Principles and the Kampala convention, the Commission pushed for an amendment of the electoral act, which gave rise to section 26 (1) of the 2015 electoral act (as amended). To this end therefore, the Commission has put in place framework for voting by IDPs to guide and manage the conduct of IDP voting operations, in order to bring the IDP communities into the voting net.

In developing these documents, the multi-agency Technical Committee on IDP Voting (IDP-VC) set up by the Commission drew lessons from the 2015 effort and consulted with the managers of that effort and other knowledge holders at State and National levels. This has ensured that the framework document is grounded on practical realities.

I therefore, recommend this Framework to all IDPs, stakeholders and election administrators and urge them to be committed to it for the inclusivity of IDPs and the conduct of free, fair and credible election for sustainable democracy in Nigeria.

Prof. Mahmood Yakubu  
Chairman, INEC  
December, 2018

## ACKNOWLEDGEMENTS

This IDP Voting Framework is borne out of the Commission's commitment to inclusivity in the electoral process in Nigeria including the IDPs. This led to the constitution of a committee that has worked intensely for six (6) weeks to achieve its mandate and Terms of Reference. In view of this, we wish to express profound gratitude to all members of the Special Technical Committee on IDP voting especially the Chairman of the Committee Prof. Okechukwu Ibeanu for his purposeful leadership, contribution and demonstration of team spirit by creating enabling and conducive environment for members to work.

We thank sincerely, the Hon. National Commissioners; Dr. Adekunle Ladipo Ogunmola and Dr. Muhammed M. Lecky and SA to the chairman, Prof. Mohammed J. Kuna for their dedication, commitment and valuable contributions.

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We appreciate the role of the various subcommittee members and their chairmen who had passionate deliberations, brainstormed and compiled resourceful findings in developing the IDP Voting framework and the Regulations for voting by internally displaced persons.

In developing this framework, we benefited immensely from IFES support and its representative Seray Jah who participated actively in all proceedings.

We thank Nema Representative, Saidu Ahmed Minin who made considerable observations, suggestions and provided useful literature containing IDPs data record.

We deeply appreciate the secretary of the Special Technical Committee on IDP voting Mr. Chima Duruaku and his team who worked assiduously coordinating, organizing and controlling the process, developing the main report, Framework and the Regulations.

Finally, we commend the Commission for its magnanimity in giving us the opportunity to participate in this important assignment.

## LIST OF ABBREVIATIONS AND ACRONYMS

AU	-	African Union
CBOs	-	Community Based Organizations
CD	-	Compact Disk
CSOs	-	Civil Society Organizations
CVR	-	Continuous Voter Registration
EC8B	-	Election Result at RA level
EC8D	-	Election Result at State Level
EL	-	Electoral Logistics
EM	-	Election Management
EMB	-	Electoral Management Body
EOLC	-	Electoral Operations and Logistics Committee
EOPs	-	Electoral Operations
EP	-	Electoral Process
ERM	-	Election Risk Management
EVMAT	-	Election Violence Mitigation and Advocacy Tools
ICCES	-	Interagency Consultative Committee on Election Security
IDP	-	Internally Displaced Person
IDPs	-	Internally Displaced Persons
IDP-VC	-	Technical Committee on IDP Voting
ICT	-	Information and Communication Technology
IFES	-	International Foundation for Electoral Systems
IVAS	-	INEC Voter Authentication System
INEC	-	Independent National Electoral Commission
LGA	-	Local Government Area

MDAs	-	Ministries Departments and Agencies
NEMA	-	National Emergency Management Agency
NOA	-	National Orientation Agency
OPC	-	Outreach and Publicity Committee
PM&SC	-	Planning Monitoring and Strategy Committee
PU	-	Polling Unit
PVC	-	Permanent Voters Card
PWD	-	People living With Disabilities
RA	-	Registration Area
REC	-	Resident Electoral Commissioner
RV	-	Register of Voters
TOR	-	Terms of Reference
TV	-	Television
SA	-	Special Adviser
SCR	-	Smart Card Reader
SEMA	-	State Emergency Management Agency
SMS	-	Short Messaging Services
SOE	-	State of Emergency
UN	-	United Nations
VEP	-	Voter Education and Publicity
VR	-	Voter Registry

# **FRAMEWORK FOR VOTING BY INTERNALLY DISPLACED PERSONS (IDPs)**

## **INTRODUCTION**

As part of the commitment of the Commission to inclusivity in the electoral process and in response to stakeholder requests, the Commission organized IDP voting operation in the State of Emergency (SOE) states for the 2015 general elections.

One of the strong lessons from the exercise was the absence of a clear legal provision. The efforts of the Commission subsequently yielded fruits in the amendment of the 2010 Electoral Act which provides: “*in the event of an emergency affecting an election, the Commission shall, as far as possible, ensure that persons displaced as a result of the emergency are not disenfranchised*”. The legal provision provided an excellent foundation upon which to build a sustainable and strategic framework for IDP voting in Nigeria.

The INEC *Framework on Voting by Internally Displaced Persons (IDPs)* is a policy document proposed to guide the conduct of IDP voting operations and bring the IDP communities into the voting net.

Accompanying the framework is the *Regulations and Guidelines for Voting by Internally Displaced Persons* which will drive IDP voting operations for the 2019 general elections.

In developing these documents, the multi-agency Technical Committee on IDP voting (IDP-VC) set up by the Commission drew lessons from the 2015 effort and consulted with the managers of that effort and other knowledge holders at state and national levels, and also in consideration of International best practice. This has ensured that the framework document and the Regulations and Guidelines, are grounded on practical realities.

## **GUIDING PRINCIPLES**

The overarching guiding principle for the IDP framework is the Commission’s commitment to inclusivity which is consistent with the avoidance of discrimination in the electoral process.

Another guiding principle is the Commission’s commitment to its mission to serve as an independent and effective EMB committed to the conduct of free, fair, and credible elections for sustainable democracy in Nigeria

## **ELEMENTS OF THE FRAMEWORK**

### **1) Pre-Operational Planning for IDP Voting**

#### **Required Actions**

*i. Determine Election Category*

Intrastate IDPs shall participate in all election categories when and where applicable while Interstate IDPs shall only participate in presidential elections in order to limit the challenges associated with political perception and suspicion over transmission of results across state borders and constituency boundaries.

*ii. Identify and Classify IDPs by Location*

For ease of operation, IDPs that will participate in elections should be identified and classified on the basis of location namely, *Intrastate* and *Interstate*. Intrastate IDPs refer to the internally displaced within a state, and Interstate IDPs refer to the internally displaced but hosted in another state.

*iii. Collaborate with other RECs*

Collaboration between the Resident Electoral Commissioners (RECs) of affected States with shared IDP populations will be required for Interstate IDPs. This is critical to the synergy of exchange of information and electoral resources required for a successful interstate IDP voting.

*iv. Conduct Survey of IDPs*

RECs of affected states are required to conduct a survey to establish the status of IDPs in their states. The objectives of the survey will be to identify the location of IDPs and their demographics; determine the condition of IDP



camps; identify the IDPs who are registered voters and possess the Permanent Voters Card (PVC).

v. *Organize IDPs by Delimitation Details*

To maintain alignment of IDP voting with their constituencies and delimitation, RECs of affected states are to organize IDP voters according to delimitation details.

vi. *Conduct Continuous Voter Registration (CVR) at IDP camps*

Commission is to make arrangement to ensure that IDP camps are covered during the Commission's Continuous Voter Registration (CVR) exercise to register IDPs who are eligible to register.

vii. *Make Available Permanent Voters Card (PVC) for Collection*

Special arrangements to distribute PVCs at IDP camps are to be made by RECs of affected states. For Interstate PVC distribution, the RECs of the host state and the state of voter registration of the IDPs are to collaborate in consultation with stakeholders to determine an efficient modality for collection.

viii. *Deploy ERM/EVMAT Tools*

The electoral risk management tools are to be deployed to assess the potential risks and threat levels associated with conducting elections in the identified IDP voting centres and IDP camps. This is critical for planning and successful conduct of the exercise.

ix. *Undertake Readiness Assurance Tests*

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

## 2) Voting

### Required Actions

#### *i. Create Voting Centers*

Voting centers may be located at IDP camps or at centralized locations outside IDP camps. RECs of affected states are to consult stakeholders to decide on suitable locations to be used for this purpose. The criteria for selection of centers shall include considerations for general safety, environmental safety and availability of facilities such as schools and police stations. In the case of partially displaced communities, voting is to take place in both the traditional Registration Area (RA) locations for those who did not flee and also at identified IDP voting centers for those displaced, provided that the distance from the traditional location is more than 10 kilometers from the voting center. Where two locations exist for interstate IDPs, the second voting center shall be subject to the 10km minimum distance principle.

#### *ii. Emphasise Voting Procedure*

Voting for IDP camps will be conducted at Registration Area (RA) level. Voting points are to be created if the number of registered voters exceeds a threshold of 750 voters.

#### *iii. Reconfigure Smart Card Reader (SCR) to RA level / State level*

The Smart Card Readers to be utilized for IDP voting will be reconfigured to RA level. All polling units in a particular RA are to use one SCR for the voter authentication procedure since voting will be conducted at RA level. Provision for additional SCRs will be made for RAs with voting points.

#### *iv. Design Special Result Sheets*

Result sheets for voting at the IDP camps or voting centers will be designed specific for IDP voting at RA level. A special EC8B designed for RA level voting is therefore to be used.

v. *Identify Collation and Result Management Modifications*

Collation and Result Management at IDP camps will follow the Commission's approved collation procedures. E-Collation procedure will also be applied for IDP voting. Results from partially displaced Intrastate IDP will be merged at RA level using the IDP special result sheet. For Interstate IDPs, result merging shall be at the state level at the presidential election. The location of the RA and LGA collation centers in affected areas shall be determined by the safety of the location.

vi. *Determine Election Officials and Security Deployment Disposition*

The standard election staff disposition for conducting elections shall apply to IDP voting centers. Additional provision to be made for RA guides and signages at the voting centers. The guides are to assist voters in locating their points of voting within the centers.

Special security arrangement to be made for IDP voting including military presence at voting and collation centers. Engagement with ICCES to determine the strategy for security deployment for IDP voting is required. Deployment of police to be on the basis of one police officer per polling unit constituting the RA. Emphasis is to be placed on assessing the peculiar security requirements on a case by case basis.

vii. *Maintain Result Transmission Protocol*

The transmission of election results for IDP voting shall follow the normal transmission procedures using the form EC8 series and E-Collation procedures.

### **3). Engagement with Stakeholders, PWDs, and Others**

Engagement with stakeholders is an important part of public communication on IDP voting. The aim of the engagement is to sensitize and inform stakeholders on the modalities for IDP voting, mobilization on related issues, and to synergize on issues such as location of IDP voting centres.

### **Required Actions**

*i. Identify Key Stakeholders*

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

*ii. Engage Stakeholders*

Engagement with stakeholders on IDP voting is to be held at National, State, LGA and IDP camp levels.

#### **4). Voter Education and Publicity for IDP Voting**

In addition to voter education and publicity methods deployed to reach the general public, specific initiatives and strategies shall be adopted to reach IDPs. The purpose of publicity for IDP voting include:

- a. Making basic information about participating in elections available and accessible
- b. Achieving universal coverage of all segments of the electorate
- c. Strengthening democratic values.
- d. Enabling IDPs to make informed choices without

### **Required Actions**

The following publicity measures are to be adopted in order to achieve effective communication with IDPs:

*i. Conduct Direct Communication*

Production of Specific Audio and Visual Messages such as jingle of durations ranging from 30 to 60 seconds; docudramas specifically for radio; short documentaries of between 15-30 minutes on thematic areas such as the right to vote and voting procedures; and direct communication with the IDPs.

*ii. Air Messages*

Dissemination of Messages via radio, television, viewing centres at the camps, CDs and cine-rovers should be adopted

*iii. Use of INEC Publicity Materials*

Production of INEC publicity materials such as posters on election, fliers on various aspects of the election, banners and stickers.

*iv. Conduct Sensitization Fora in collaboration with CSO's and CBO's*

Special sensitisation and enlightenment fora are to be organised in each IDP camp by RECs of affected states in collaboration with CSOs and CBOs before the conduct of elections, utilizing the media of drama, theatre, indigenous music, talks etc. The fora content is to address the importance of participating/voting; collection of PVCs; safekeeping of PVCs; basic facts about date, time and types of election; right to vote; voting procedure; election offences such as buying and selling of votes; plans by INEC to make votes count; special sensitization fora for women; special sensitization fora for youth groups and PWDs

*v. Conduct Voter Education in Local Language*

Voter education campaigns in languages widely spoken by the IDPs

*vi. Partner with stakeholders*

Collaborating with IDP leadership and community leaders in the voter education initiative and programs is critical for a successful engagement.

## **5). Budget Template for IDP Voting**

The budget template for IDP voting shall follow the standard election budgeting template with supplementary provision for specific IDP voting requirements, with greater emphasis on INEC State office leading.

### **Required Actions**

- i. Provide for local guides
- ii. Provide for Security per voting centre
- iii. Provide for stakeholder's engagement
- iv. Provide for signage
- v. Provide for special publicity

- vi. Provide for modification of IVAS software
- vii. Provide for the production of special result sheets

## **6). Monitoring and Evaluation**

### **Required Actions**

- i. *Feedback on Implementation*  
RECs of affected states are to report on the implementation of the programme.
  
- ii. *Debrief RECs*  
Commission is to carry out a debrief exercise for all affected states and LGAs to evaluate implementation and learn lessons.
  
- iii. *Debrief of Monitors*  
Commission is to undertake the de-brief of election supervisors and monitors on monitoring and service compact.

**Reference to: REGULATIONS FOR IDP VOTING, 2019**

This Framework document derives from the Regulations and Guidelines for IDP Voting 2019. The Regulations and Guidelines will guide the IDP voting operations for 2019 and other applicable elections thereafter.

The Regulations and Guidelines document details the specific step to take in executing an IDP voting program in any part of the country taking into account the flexibility required for peculiarities.