REPORT OF THE ELECTION OBSERVATION MISSION TO
THE PRESIDENTIAL ELECTIONS (SECOND ROUND) AND
LEGISLATIVE ELECTIONS IN MADAGASCAR
18-22 DECEMBER 2013

Fitz A JACKSON (Jamaica) Co-President, co-chair of the delegation
Patrice TIROLIEN (S&D, FR), Vice-President, co-chair of the delegation

and

Mukhtar AHMED (Nigeria), Vice-President
Ana Rita SITHOLE (Mozambique), Vice-President
Françoise CASTEX (S&D, FR), Member
Frank ENGEL (EPP, LUX) Member
Introduction

At the invitation of the authorities in Madagascar, the Bureau of the ACP-EU Joint Parliamentary Assembly (ACP-EU JPA) decided to send an election observation mission to the Presidential Elections (second round) and legislative elections held on 20 December 2013. The mission took place under the aegis of the European Union Election Observation Mission which was led by Ms. Maria Muñiz de Urquiza as Chief Observer.

The JPA has been closely following political, social and economic developments in developments in Madagascar during the past decade. The Bureau of the JPA has undertaken fact-finding missions to Madagascar on two previous occasions: in 2007 during the Presidency of Marc Ravalomanana, and in 2010 after the overthrow of Marc Ravalomanana. The JPA has adopted a Resolution on the situation in Madagascar during its plenary session in Luanda on 3 December 2009, in addition to Statements by the Co-Presidents, expressing concern on various aspects of the political situation in the country.

Background to the election

Madagascar has been without an elected government since 17 March 2009 when President Marc Ravalomanana was forced to resign, after which the military handed over the Presidency to his rival, Andry Rajoelina. The international community, including the European Union, the African Union, the Southern African Development Community (SADC) condemned this action and suspended development cooperation with the Rajoelina’s government. Under international mediation by the African Union and SADC, the leaders of the four political movements (the three former presidents and Rajoelina) agreed to an inclusive transitional government at meetings in Maputo and Addis-Ababa in 2009, which President Rajoelina later unilaterally cancelled, and instead, initiated a unilateral process of transition, stating that the crisis would be better resolved at national level. There were several national reconciliation initiatives which Rajoelina organised at national level, but which were not recognised by the international community. In 2009, an agreement among political parties set up a 15 month transition roadmap for transition to democratic government, under which a new Constitution was passed by Referendum on 14 November 2010.

On 17 September 2011, SADC mediation efforts under by Former President Joachim Chissano of Mozambique led to the signing of a roadmap to exit from the crisis signed by 10 political parties. On 21 September 2011, a transitional government was established. A new Congress for the Transition which included representatives from all the signatory parties to the Agreement, and an independent National Elections Commission of the Transition (CENI–T) were established by February 2012. Following these developments, the international community and Madagascar’s partners started a gradual re-engagement with the transitional authorities to support the roadmap for the return to democracy, in particular, to ensure that elections would take place in a credible and transparent manner, and eventually, resumption of international aid.
The first round of the Presidential election was held on 25 October 2013, while the second round and the legislative elections were held on 20 December 2013. Due to the lack of an outright winner in the first round, the Presidential run-off was between Jean-Louis Robinson and Hery Rajaonarimampianina who had obtained 21 and 16% of the votes respectively, in the first round.

The elections were observed by a large number of international observers, including the European Union (with the European Parliament and the ACP-EU JPA), the African Union, SADC, the Indian Ocean Commission, COMESA, the OIF, IGAD and the Carter Center.

Preparation for the mission

The 6 Members ACP-EU JPA mission participated in observing the elections in conjunction with European Union Election Observation Mission, which had deployed a long-term mission since September 2013 for the purpose of observing the both rounds of the Presidential elections as well as the Legislative elections. The ACP-EU JPA mission benefited from the logistical and planning support of the EU mission. The mission commenced its work in Antananarivo on 18 December 2013, with a series of information, coordination and consultative meetings prior to Election Day.

The mission participated, together with the European Parliament, in joint meetings organised by the EU Mission and the Chief observer with a number of stakeholders. Members met Mrs Beatrice Atallah, the Chairperson of the CENI-T and her team; Mr Hery Rajaonarimampianina, one of the two Presidential Candidates, and a representative of Mr Jean-Louis Robinson, the other Presidential candidate. Members also met with representatives of some of the major political parties in the country, as well as civil society representatives. These meetings were meant to give Members an overview of the political situation and the main concerns over the electoral process.

The recurrent theme among most stakeholders, in particular civil society organisations, were serious concerns about the poor culture of democracy in Madagascar, in particular, lack of grassroots support for political parties and an absence of clear ideological and policy orientation; the pervasive of personalisation of political issues; the extent of corruption, nepotism and cronyism; weak institutions; and the precarious state of social and economic conditions.

However, two issues need to be emphasised: the lack of rules and transparency regarding election financing and expenses, leading to an obvious imbalance among the candidates; the partisanship of the transitional President, which was manifested by the late cancellation of a decree allowing the participation in electoral campaigns of certain personalities. However, as regards the electoral process, while there were misgiving about certain aspects, and allegations of fraud about the first round of the Presidential elections, there was cautious optimism that elections would be the start of national reconciliation and permanent exit from the four yearlong crisis, as well as restoration of confidence in the country on the part of international partners.
The Chairperson of the CENI-T gave a comprehensive account of preparations for the elections, especially as regards the preparation of the electoral list, the training of electoral officers, establishment of 20,001 polling stations all over the country, printing of ballot papers and public sensitisation campaigns. The disenfranchisement of a good number of voters in the first round of Presidential elections because of errors in the electoral list had been addressed by the CENI-T, and all those that were eligible to vote had now been added to the new list.

**Election Day**

Polling stations scheduled to be open from 06.00 to 17.00. The CENI-T had indicated that the results of the Presidential Elections would be announced on 7 January 2014 and legislative elections in the first week of February 2014.

On Election Day, 20 December 2013, the ACP-EU JPA mission was split into three teams: one team led by the Co-Heads of the mission was assigned to observe polling stations in Antananarivo, while the other two teams were deployed to two towns about 40-60 kilometres outside the capital. The ACP-EU JPA mission observed the elections according to the methodology and materials provided by the EU mission. In this regard, the ACP-EU JPA mission contributed to the EU efforts since all the questionnaires for the elections were submitted to the EU mission.

All the teams concurred that the elections were held in a calm and free atmosphere in the polling stations visited. There were some challenges in certain areas, largely due to difficulties of running Presidential and Legislative elections on the same day, especially given the number of legislative candidates in certain areas – as many as 25. The observers were well received in all the polling stations and readily responded to questions over certain aspects of the process.

On 22 December 2013 at 12:00hrs, the Chief Observer addressed a press conference of local and international media at the Ibis Hotel in the presence of representatives of political parties and the presidential candidates, the President of the CENI-T, as well as local and international observers. Mr Jean-Jacob Bicep also made a statement on behalf of the European Parliament election observation mission. There was no agreement between the Co-Heads of the JPA Mission and the EU Chief Observer on the participation of the JPA mission in the press conference, and therefore no Statement from the JPA at the conference.

**Observations and conclusions**

The JPA mission’s observations are limited to the electoral process observed on polling day in the polling stations visited, as well as impressions garnered in the meetings with local and international stakeholders on 17 and 18 December 2014. Nevertheless, the JPA mission wishes to place on record its support for the long-term election observation machinery deployed by the EU from September 2013. The JPA
missions’ technical observations on polling day, which were based on the EU mission’s methodology, would therefore be incorporated in the finalisation of the EU’s final report.

In general, the JPA mission was of the view that the elections took place without major difficulties, and would like to congratulate the CENI-T and the people of Madagascar, who were well cognisant of the challenge and went to the polls in the same numbers as in the first round of the elections, and in a calm and peaceful manner. The mission appreciated the seriousness and commitment demonstrated by all the actors in the electoral process – the voters, electoral officials and party agents. There was a high representation of women among electoral officials and party agents, which was perhaps an indication of the desire for change.

In the polling stations where the mission observed the counting of the ballots, it was gratifying to see how seriously electoral officials and party agents were about the process. There was no sign of tension or animosity among opposing parties. The counting was conducted in a professional manner according to the applicable rules. There was a very small number of spoilt ballots, which could be attributed to the good efforts of the CENI-T. Many of the shortcomings observed were due to the double challenge of conducting Presidential and legislative elections at the same time, and as has been mentioned before, there were more than 25 Legislative candidates in some constituencies.

Nevertheless, the mission was of the view that special attention should have been paid to the physical preparation of polling stations before the start of polling, because in some places, the small size of polling stations prevented the smooth conduct of the processes. The mission also regretted not being able to monitor the transfer of ballot papers and results to collation centres after the counting process, which ended late at night. There was no indication as to the modalities or schedule for this transfer process.

An issue of particular concern was the late publication of official results. Given the efficiency with which the counting was done, the mission was of the view that preliminary results could have been announced shortly after polling day pending the resolution of electoral petitions and the validation of final official results by the electoral tribunal.

It is worth noting that all the international observers’ opinions were that the elections were free and fair. None of them, in their preliminary assessments and press releases, spoke of any incidence of electoral malpractice, violence or intimidation. However, even before the counting and collation process was going on, Mr Jean-Louis Robinson was reported to have stated that the elections were marred by massive rigging and fraud and that he would therefore not accept the outcome.

Given the preponderant role of the army in the political history of the country, it was gratifying to note that the general command had taken the decision to be neutral, and be seen to be so, in the entire process. It made clear that its role would be limited to ensuring law and order during and after polling day.
The mission hopes that these elections did indeed mark a turning point in the political, social and economic situation of Madagascar, and among others, lead to the full restoration of development cooperation with the European Union, and resumption of full membership in SADC and the African Union.

Post-script

The final results of Presidential elections were finally validated by the electoral tribunal on 17 January 2013. Hery Rajaonarimampianina had won with 53.5 per cent of the vote, with Jean-Louis Robinson getting 46.5 per cent.

Annexes

- Programme of the mission
- Press statement
APP ACP-UE

DEUXIEME TOUR DE L'ELECTION PRESIDENTIELLE ET ELECTIONS LEGISLATIVES A MADAGASCAR

18-22 DECEMBRE 2013

PROJET DE PROGRAMME

Membres
Patrice TIROLIEN (S&D, FR), Coprésident f.f.
Françoise CASTEX (S&D, FR)
Frank ENGEL (PPE, LUX)

Secrétariat
Kris PELLEGRIM, Unité ACP

Membres ACP
Fitz JACKSON, Coprésident
Ana Rita Geremias SITHOLE, Vice-Président
Mukhtar AHMED, Vice-Président

Secrétariat ACP
Lawrence CHILIMBOYI, Expert
Mardi 17 décembre 2013

Arrivée des députés et transport à l'hôtel

IBIS
Route des hydrocarbures
Ankorondrano BP 529
101 ANTANANARIVO
Tel : (+261)202355555 Fax : (+261)202355556

Mardi 17 décembre 2013

Mercredi 18 décembre 2013

Toutes les réunions sont conjointes, avec la Chef Observateur et les délégations du PE et de l'APP ACP-UE, sauf si le contraire est indiqué.

08h00 – 09h00 Réunion interne APP – ACP – UE (Délégation ACP seulement)

Lieu : Hôtel Ibis, Salle Filao

09h00 – 09h30 Briefing de sécurité

09h30 – 10h30 Réunion avec Mme Maria Muñiz de Urquiza, Chef Observatrice de la Mission d'Observation Electorale de l'Union Européenne et l'équipe cadre :
- Analyse de la situation politique
- Analyse de la situation électorale et juridique
- Media

Lieu : Hôtel Ibis, Salle Filao

11h00 – 12h00 Réunion avec la Commission Électorale Nationale Indépendante pour la Transition (CENI-T) - Lieu : Hôtel Ibis, Salle Filao
- Mme ATTALAH Béatrice – Présidente
- Mr RASOLONJATOVO Jean Victor – Secrétaire Exécutif

12h30 Déjeuner libre

15h00 – 16h00 Rencontre avec Mr ANDRIANAINARIVELO Hajo – Parti MMM

Lieu : Hôtel Ibis, Salle Filao

16h00 – 17h00 Rencontre avec Conchita Jan et Me Laingo Rakoto, représentant Roland Iarovana RATSIRAKA– Parti MTS
**Lieu : Hôtel Ibis, Salle Filao**

18h00 – 19h00  Rencontre avec le Général Rabeharisoa, représentant le Général Albert Camille VITAL– Parti Hiaraka Isika  
*Lieu : Hôtel Ibis, Salle Filao*

### Jeudi 19 décembre 2013

08h00 – 09h00  Réunion avec les représentants de la Société civile  
*Lieu : Hôtel Ibis, Salle Filao*  
- Mr Andry ANDRIANJAFIMAROSOA, représentant de la Plateforme SOCLE  
- Mr RAZAFINDRAIBE Ernest Président du KMF CNOE

09h30 – 10h30  Rencontre avec Mr RAJAONARIMAMPIANINA Hery – Candidat à la Présidence – Parti HVM  
*Lieu : Hôtel Ibis, Salle Filao*

11h00 – 12h00  Rencontre avec Mme Lova Tahina RAJAORINELINA, représentant M. Jean-Louis ROBINSON - Candidat à la Présidence – Parti AVANA  
*Lieu : Hôtel Ibis, Salle Filao*

12h30 – 14h30  Déjeuner avec Monsieur l’Ambassadeur de France avec les représentants de l'Union européenne et ses Etats-membres  
*Lieu : Résidence de France – Ivandry*  
[hors programme officiel - réservé uniquement aux Députés]

### Vendredi 20 décembre 2013 - JOUR DES ELECTIONS

06h00  Ouverture des bureaux de vote à Antananarivo

17h00  Fermeture des bureaux de vote à Antananarivo

### Samedi 21 décembre 2013

08h00 - 09h00  Réunion interne APP ACP – UE (seulement)  
*Lieu : Hôtel Ibis, Salle Filao*
09h30 – 11h00 Réunion sur invitation de la SADC avec les autres Missions d'Observation Électorale
   *Lieu : Hôtel Colbert*

11h30 – 12h30 Réunion avec la Chef Observatrice et la Mission d'Observation Électorale de l'Union Européenne
   *Lieu : Hôtel Ibis, Salle Filao*

---

**Dimanche 22 décembre 2013**

09h00 – 10h00 Réunion de la Chef Observateur avec l’Ambassadeur de l’UE, les Ambassadeurs des États Membres, de la Suisse et de la Norvège
   *Lieu : Hôtel Ibis, Salle Filao*

12h00 Conférence de presse, présentation de la Déclaration Préliminaire de la MOE UE
   *Lieu : Hôtel Ibis, Salle Filao*
**Madagascar: les élections dans un climat de calme**

**Délégations**

Trois députés européens ont fait partie des équipes d'observation électorale pour les élections législatives et présidentielles à Madagascar, suite à l'invitation des autorités du pays.

"En général les élections du 20 décembre se sont déroulés sans difficultés majeures", concluent les députés, en félicitant "toujours tous les Malgaches qui ont bien compris l’enjeu et se sont rendus aux urnes dans une même proportion que lors du premier tour" ajoutent-ils.

Lisez la déclaration complète de la mission d'observation ci-dessous.

**Communiqué de presse de la mission d'observation électorale de l'Assemblée parlementaire paritaire ACP-UE en fin des élections présidentielles et législatives à Madagascar**

En réponse à l’invitation des autorités de la République de Madagascar, le Bureau de l’Assemblée Parlementaire Paritaire ACP-UE (APP) a décidé de déployer une Mission d’observation électorale pour le second tour des élections présidentielles et pour les élections législatives du 20 Décembre 2013 à Madagascar. Trois équipes de l’APP ont ainsi renforcé la Mission d’observation électorale de l'Union européenne (MOE UE), sous la responsabilité de Mme Maria Muñiz de Urquiza.


C’est donc avec une satisfaction prudente que la mission de l’APP constate qu’un nouveau pas a été franchi vers la normalisation de la situation à Madagascar. Elle pense qu’en général les élections du 20 décembre se sont déroulés sans difficultés majeures, et elle voudrait féliciter tout d’abord tous les Malgaches qui ont bien compris l’enjeu et se sont rendus aux urnes dans une même proportion que lors du premier tour. La mission salue également les efforts de la CENI-T qui a pris à cœur les principales critiques qui ont suivi le premier tour du scrutin présidentiel.

La mission se félicite de l’ambiance sereine qui a généralement régné dans les bureaux de vote et aux alentours pendant la journée du scrutin. Elle espère que ce climat perdurera les prochains jours et mois. Malgré les craintes d’élections imparfaites, notamment dû à la tenue simultanée d’élections présidentielles et législatives, les quelques imperfections constatées dans les bureaux de vote observés ne semblent pas de nature à entacher la crédibilité du scrutin. Les observations détaillées de la mission enrichiront les recommandations qui seront formulées par la mission d’observation des élections de l’Union européenne.
Finalement, la mission de l’Assemblée Parlementaire Paritaire ACP-UE souhaite au peuple malgache toutes les chances de succès dans le processus de formation d’un gouvernement, de consolidation de l’État malgache et de réconciliation nationale.

Membres du Parlement européen:
- Patrice Tirolien (S&D, FR), Vice-Président de l’APP ACP-UE
- Françoise Castex (S&D, FR),
- Frank Engel (PPE, LU)

Députés ACP:
- Fitz Jackson (Jamaïque), Coprésident de l’APP ACP-UE
- Ana Rita Geremias Sithole (Mozambique), Vice-Président de l’APP ACP-UE
- Mukthar Ahmed (Nigeria), Vice-Président de l’APP ACP-UE

***