REVIEW OF RELEVANT INFORMATION ON NIGERIA'S DEMOCRACY

## CISH POLICY AND LEGAL ADVOCACY CENTRE

## Amendments to the Electoral Act Passed by the Senate on 30th March 2017

April, 2017

This factsheet presents the substance of the Electoral Act (Amendment) Bill, 2016 passed by the Senate, which seeks to amend the Substantive Electoral Act. It is important to note that this amendment Bill is from the Senate, which is one of the two chambers of the National Assembly. It would still require that the Bill is totally adopted by the House of Representatives or harmonised with whatever version the House passes. It would also need to be assented (signed) by the President to become law. If the President vetoes the amendments, it could still become law if both chambers of the the National Assembly vote to override the veto.

S.No	Section	Current Provision	Senate Proposal/ Bill as passed
1.	Section 8	<b>Commission</b> Provides for the appointment and functions of the Secretary to the Independent National Electoral Commission (INEC), as well as other staff of the Commission. There is however no provision specifying that aspiring appointees or employees of	Insertion of a new subsection "(5)" after subsection 4 of the Principal Act Proposed amendment seeks to penalize persons who knowingly fail to disclose their affiliation or membership of a political party in a bid to secure an appointment with the Commission. Failure to disclose such information attracts a fine of at least N5, 000,000, imprisonment for at least 5 years or both. It appears that this is aimed at deterring persons affiliated with a political party from
			securing appointment with the Commission in any capacity. This position can be understood within the context of the Commission's principle of non-partisanship.

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2.	Section 9 (1)&(5)	and update on a continuous basis, a National Register of Voters, which shall include the names of all persons entitled to vote in any	Insertion of a new subsection (1A) and amendment to subsection (5) The insertion of the new subsection 1A mandates the Commission to keep a Register of Voters as the National Register of Voters in its National Headquarters and other locations as it may determine. It also provides for the keeping of the Voters Register in an electronic format in INEC's central database, as well as in manual, printed or hard copy format.
		9 (5) Provides that the updating and revision of the voters register must end not later than 30 days before any election.	The second amendment adjusts the timeframe for registration of voters, update and revision of the voters register from at least 30 days to an election, to at least 60 days before an election to enable INEC have more time to attend to other issues <i>It is important to note that 60</i> <i>days was the original time frame given when</i> <i>the Act was passed in 2010. An amendment</i> <i>of this section was done in 2011 abridging the</i> <i>time to 30 days. The current Senate proposal if</i> <i>successful, would be actually a reversion to the</i> <i>original provision of 60 days.</i>
3.	Section 15	issue a voters' register for each State. Furthermore, political parties or persons can obtain from the Commission a certified	In addition to printing the voter's register, the Commission is now required to duplicate and save same in an electronic format. This is to give legal backing to INEC's issuance of certified copies of the voters register in printed

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4.	Section 19	Display of the copies of the voters' list	Substituted with a new subsection 19(1), "19 (1A") and "19 (4)"
			website established by the Commission for
			Publishing the Register on a website would enable wider accessibility to the voters' register irrespective of a voter's physical location however, the strict time frame for publication of the register limits the Commission's discretion. For instance, under the current provision, the Commission could enable accessibility between at least 5 days to a maximum of 14 days. The new provision provides for a strict time frame of 7 days.
			Furthermore, the language of the provision is also limiting in that it envisages the publication of a voter's register only when a <b>general</b> <b>election</b> is anticipated.
			Under the proposed subsection 19(1A), the Commission is mandated to consider all complaints to the voters register within 14 days of its publication.
			Lastly, under the proposed 19(4) INEC officers who fail to publish the voters register within the time frame proposed could face a criminal penalty of 6 months imprisonment, a fine of N100, 000 or both

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5.	Section 33	be allowed to change or substitute its candidate whose name has been submitted pursuant to section 31 of this candidate Act,	Amendment of section 33 This amendment inserts an exception to the current provision, which says that in the case of such withdrawal or death of a candidate, the political party affected shall within 10 days of the occurrence of the event, hold a fresh primary election to produce and submit a fresh candidate to INEC for the election concerned.
6.	Section 36 (1)	Section 36 (1) of the Principal Act provides that where a candidate dies after the time for the delivery of nomination paper and before the commencement of the poll,	A new subsection (3) seeks to empower the Commission to suspend elections in cases where a nominated candidate dies <b>after</b>

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7.	Section 43	Ballot Boxes	Insertion of new subsections " (4A)", "(4B)", and "(4C)" after section 43(4) of Principal Act
		This section grants polling agents certain privileges in an election. For instance an entitlement to be present during the distribution of election materials from the office to polling booth, as well as during voting, counting and collation of election results. There are no provisions allowing for audio- visual recording of inspection of election materials by party agents, INEC officials or election observers.	observation privileges for polling agents by allowing inspection of election materials, as well as making written and audio-visual recordings of their inspections before
8.	Section 44	Format of Ballot Papers	Insertion of new subsections (3) (4) and (5)
		prescribing the format of the ballot paper, which must contain the symbol of the	The new insertions seek to enable political parties to inspect its identity appearing on samples of relevant electoral materials and confirm within 2 days of its invitation by the Commission as to whether it approves or disapproves of its identity as appears on the samples. It further seeks to preclude any political party so invited and who has failed to raise an issue here from complaining of exclusion afterwards.
		Ballot papers shall also be bound in booklets and numbered serially with different colors for each office being contested.	The justification for this amendment is to address the issue usually raised in election petitions that a party was excluded from an election because its identity, logo, name etc. was omitted or misstated on election materials

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9.	Section 49	their vote's card must present themselves to a Presiding Officer at the polling unit	<ul> <li>Substitution with new section "49" with 12 subsections</li> <li>This is a comprehensive amendment aimed at enshrining the use of the Smart Card Reader (SCR) and/or other technological devices for accreditation of voters during an election. It proposes the following:</li> <li>Mandates Presiding Officers to use the Smart</li> </ul>

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9. (cont.)			<ul> <li>Some other provisions include that:</li> <li>Presiding Officers should instantly transmit the total number of intending voters accredited to vote - via secured electronic mobile communication - to their respective collation centers and the central database of INEC. INEC should leave its central database turned on until all election petitions and appeals pertaining to that election have been heard and determined</li> <li>The result of an election can be declared invalid, null and void either:</li> <li>by the Commission, where there is no record of accreditation from the SCR/device used by the Commission</li> <li>or by a Tribunal or Court, where there is no certified report of accreditation issued by the Commission.</li> <li>There is a criminal penalty of at least, 5 years imprisonment without an option of fine for any Presiding Officer convicted of intentionally violating the provision of this section</li> </ul>
10.	Section 52(2)	This provision gives INEC discretion to	Section 52 (2) - Conduct of polls and e-voting In 2015, this provision was amended to give INEC the discretion to determine the procedure for voting. Now, it seeks to further amend the provision to mandate the Commission to conduct elections by electronic voting or any other method of voting as it may determine from time to time.
11.	Section 53 (2)	Unit where the votes cast at the polling	Amends the provision to include that an election in a Polling Unit be nullified where the total number of votes cast exceeds the number of accredited voters in the Polling Unit.

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12.	Section 63 (4)	Counting of Votes and Forms	New subsections (4), (5) and (6)
		Officer should follow for counting of votes and announcing results at polling units, which includes entering of the results into	The new subsection (4) provides that except the Commission adopts electronic voting and disallows the manual counting of votes, the Presiding Officer should count the votes, announce the results at the polling unit, and then instantly transmit the votes and result by secured mobile electronic communication to the Collation Centre and central database of the Commission.
			It however maintains the requirement that the results be recorded in prescribed forms, which copies shall be shared with party agents.
			Subsection (5) enables members of the public, observers, party agents and INEC officials to record the process while subsection (6) seeks to penalise Presiding Officers who breach the provision with imprisonment of at least 5 years with no option of fine- upon conviction.
13.	Section 65	Post-election Procedure and Collation of Election Results	Insertion of a new section "(65A)" after section 65 of the Principal Act
			It mandates the Commission to compile, maintain and update a National Electronic Register of Election Results as a separate database. The National Electronic Register will
			political party to obtain a certified true copy of an election result that is stored in the National Electronic Register in a State, Local Government, Area Council, Ward or polling unit. This could be printed or stored in an electronic format after paying the fees prescribed by the Commission.

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14.	Section 67	Endorsement on Ballot Paper without Official Mark This states the procedure that a Presiding Officer must follow when rejecting a ballot paper. There is no provision on verification and confirmation of results against accredited voters.	Collation or Returning Officer to collate and announce the result of an election after verifying and confirming that the number of
15.	Section 76	Forms for Use at Elections Provides that INEC shall determine the forms used to conduct elections.	Insertion of a new section "(76A)"after section 76 of the Principal Act- "Recording of details of Electoral Materials" Mandates the Commission to record details of electoral materials such as the quantities, serial numbers, particulars of result sheets and other sensitive materials used to conduct elections. Failure to do so shall cause the election to be invalid. Also, Presiding Officers who deliberately announce an election result without adhering to this procedure will be liable to imprisonment of at least one year without an option of fine.
16.	Section 78 (5)	Powers of the Commission to Register Political Parties This empowers the Commission to cancel the certificate of registration of any Association that was obtained through giving false or misleading information.	Amendment of Section 78 (5) of the Principal Act by inserting a penalty for violation of subsection (5) This amendment goes further than the current provision by stipulating a penalty of N5 000,000

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17.	Section 87	Nomination of Candidates by Parties	New section 87 - Nominations of Candidates by Parties
		Mandates political parties to nominate candidates by direct and indirect elections. While political parties who adopt direct primaries must ensure its aspirants are given equal opportunity to be voted for by members of the party, the procedure for indirectly nominating candidates in Presidential, Governorship, Senatorial, House of Representatives, State House of Assembly, Chairmanship and Councillorship elections is extensively detailed in its subsections. The current provision does not stipulate nomination fees for elective positions.	<ul> <li>26 new subsections seeking to guarantee inclusive primaries and forestall systematic control of parties' primaries processes by a select few thus opening up the party system and enhancing internal democracy. It also seeks to reduce the arbitrary fees that are informally imposed on party candidates so as to open up the space for political participation.</li> <li>In summary, the provision:</li> <li>Enables political parties seeking to</li> </ul>

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17. (cont.)			<ul> <li>The provision also seeks to invalidate any requirement or criteria set outside of the foregoing and outside of those in the Constitution i.e. age, citizenship and school certificate qualification requirements. Others include, conviction for fraud, dishonesty, certified lunatic, bankruptcy, etc.</li> <li>Subsections (5) - (26) detail extensively, a new procedure for political party primaries</li> <li>For direct primaries: Mandates all political parties to ensure that all aspirants are given equal opportunity to be voted for in direct primaries. Details procedure on how aspirants are nominated in Presidential, Governorship, Senatorial, House of Representatives, State House of Assembly, Chairmanship and Area Council elections for political parties who adopt direct primaries</li> <li>For indirect primaries:</li> <li>Political parties must have both Statutory and Ad-hoc Delegates for the nomination of its candidates.</li> <li>Statutory delegates: elected officials of the party and elected government functionaries e.g. serving members of party's board of trustees, elected serving national and zonal executive committees, serving and past Presidents, Vice Presidents, Governors, Deputy Governors, Senators, Members of House of Assembly, LG Council Chairmen, Women Leaders, Youth Leaders, etc.</li> <li>Adhoc delegates: registered members of the party elected by an intra-party election (mode of election detailed in the provision)</li> <li>Political appointees who do not fall under statutory or adhoc delegates are not eligible to serve as delegates</li> </ul>

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17. (cont.)			<ul> <li>Other provisions</li> <li>Political Parties are allowed to stagger their primaries</li> <li>Courts are not allowed to stop the holding of an <i>adhoc</i> delegates election, primaries or even the general election pending the determination of a suit brought by an aspirant complaining that the party nomination rules of provisions of the Act were not followed - 87 (24) &amp; (25)</li> </ul>
18.	Section 112	Death of Chairman before Oath of office	Insertion of new subsection (4)
			The proposed insertion is the same as that in <b>section 36.</b> It seeks to makes provision for death of a candidate after commencement of poll, but before declaration of result in Area Council Elections
19.	Section 138 (1) & (2)	Grounds for Petition	Amendment to 138 (1) (b) & (2) and an insertion of a new subsection (3)
		an election, one of which is that the election is invalid by reason of corrupt practices or non-compliance with the provisions of the Act - <i>subsection</i> (1) (b) Further provides that "an act or omission	This amendment expands the original provision in (1) (b) to include that in addition to non- compliance with the Act, an election can be petitioned for non-compliance with published INEC manuals, guidelines, regulations, procedures or directives. This amendment is reproduced in the proposed new subsection (2) to read that: An act or omission which may be contrary to an <u>instruction or directive of the Commission</u> or of an officer appointed for the purpose of the election but which is not contrary to the provisions of this Act and published manuals, guidelines, regulations, procedures or <u>directives issued by the commission</u> for the conduct of the election, shall not of itself be a ground for questioning the election. There appears to be a contradiction here on directives issued by the Commission. It is unclear if there are two different kinds of INEC directives being referred to. This should be better clarified.

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19. (cont.)			Finally, a proposed new subsection (3) seeks to limit grounds for disqualification to that stated in the Constitution. It provides that the winner of an election cannot be challenged on grounds of qualification, if the winner satisfied the applicable requirements outlined in Sections 65, 106, 131 or 177 of the 1999 Constitution, and also where the winner is not, (as may be applicable) in breach of sections 66, 107, 137 or 182 of the Constitution.
20.	Section 139 (1)	invalidating an election where non- compliance with provisions of the Act did not substantially affect the election	Amendment to section 139 (1) In line with the proposals in section 138, this amendment seeks to include that substantial compliance with the principles of published INEC manuals, guidelines, regulations, procedures or directives is sufficient not to invalidate an election and this should also be considered by the Court or Tribunal.
21.	Section 142	hearing for election petitions in a Court or Tribunal, subject to the provisions of section 294(1) of the Constitution which	Insertion of a new section 142 A after section 142 of the Principal Act – "Sufficiency of Documentary Evidence" Provides that oral evidence is unnecessary if the originals/certified true copies of electoral documents used by the Commission have been listed in an election petition and have been tendered by the Petitioner in proof of a non-compliance being complained of. The justification given for this amendment is that it would provide certainty on the issue to the courts by making it substantive rather than procedural - a situation that allows the courts apply discretion and promotes unjust determination of petitions based on procedural technicalities.

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22.	Section 151	documents can be opened for inspection provided an order has been made by an	Insertion of a new subsection (3) after subsection (2) of the Principal Act The insertion mandates all staff and officials of the Commission to comply with Court orders or Tribunals with regard to inspection and production of electoral materials. Staff that fail to obey Court orders under this proposal shall be liable, upon summary conviction, to at least 2 years imprisonment without the option of fine.
23.	Section 152	Delegation of Powers of the Commission The Commission can delegate any of its powers to any of its officers subject to any conditions or limitations it may impose. However, such delegation must not be interpreted as limiting the right of the Commission to exercise such right itself.	It seeks to guarantee the conduct of free and fair and credible elections in elections conducted by SIEC's by making the provisions of the Act applicable to them with equal force. However, it adds that where the SIEC fails to comply with the spirit of the Electoral Act or its procedures in its conduct of elections to Local Government Councils of the Federation, the election shall be null and void. Furthermore, staff of the State Independent Electoral Commission who contravene this provision and other provisions of the Act would also be liable to prosecution as if they were a staff of
24.	Paragraph 46(4) of First Schedule to the Principal Act	Hearing in a Petition Provides that documentary evidence shall be put in and may be read or taken as read by consent.	INEC. The provision is amended by inserting after the word "consent", the expression "; such documentary evidence shall be deemed demonstrated in open court; the parties in the petition shall be entitled to address and urge argument on the content of the document; and the tribunal or court shall scrutinize or investigate the content of the documents as part of the process of ascribing probative value to the documents or otherwise." It appears that the amendment seeks to ensure that parties are given the opportunity to address a tribunal or court on documentary evidence before deciding what probative value it prescribes to the documents or not.

Section	Current Provision	Senate Proposal/ Bill as passed
Section 156	Interpretation Section	Amendment to insert the following definitions:
	Contains definitions of certain relevant terms in the Act	
		Section 156 Interpretation Section Contains definitions of certain relevant

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25. (cont.)			<ul> <li>Returning Officer</li> <li>"Returning Officer" means a person appointed by the Commission to be in charge of the conduct of election in a constituency, and this shall include persons who may be under different titles but who are charged by the Commission with the same responsibilities in a constituency as a Returning Officer."</li> </ul>



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