



# European Union Election Observation Mission Mozambique

General Elections – 15 October 2014

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## PRELIMINARY STATEMENT

### Orderly Voting After Unbalanced Electoral Campaign

Maputo, 17 October 2014

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#### Summary

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- The general elections were orderly with voters freely exercising their franchise after an unbalanced electoral campaign disturbed by localized acts of violence. The fifth general elections since the establishment of the multi-party system were carried out under a new legislation politicizing the entire election administration structure, a justified change under the current political context aimed at giving more transparency and inclusiveness to the process.
- This preliminary statement is delivered prior to the completion of the election process. The final assessment of the elections will depend, in part, on the conduct of the remaining stages of the election process, in particular, the tabulation of results and the handling of possible post-election day complaints and appeals.
- The European Union Election Observation Mission (EU EOM) observed an overall well organized voting and counting process conducted in a calm atmosphere; however, some inconsistencies were noted in the implementation of procedures by the polling stations' staff. The EU observers visited 614 polling stations during election day and 90 percent were assessed as good or very good in their overall conduct of the voting. Voting activities started generally on time with voters lining during early morning hours. The secrecy of the ballot was largely upheld and the presence of domestic observers and parties' representatives added transparency to the process. However, limits to the capacity of opposition parties to deploy delegates to the more than 17,000 polling stations and delays in submission and issuing of accreditations for their party agents and civil society organizations jeopardized their ability to observe the entire process in many polling stations.
- Closing of polling stations was quiet and proceeded orderly during the night in the 46 polling stations observed, where parties' agents and members of the polling staff signed or received copies of the results. Polling station results were also posted outside in most polling stations for public view. However, violent protests, demonstrations and acts of vandalism left several people injured and led to the destruction of electoral material in the provinces of Zambézia, Nampula, Sofala and Tete. Although restricted to specific districts in those regions where the opposition parties usually fare well, the protests generated fear and distrust in the population and hampered the efforts of the election officials to project at national level the peaceful and orderly activities of election day in other districts of the same and other provinces.

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- The legal framework offered sufficient basis for democratic elections. International and domestic instruments adopted by Mozambique embrace fundamental political and civic rights which are also reflected in the national legislation. The new electoral legislation incorporates some previous EU EOM recommendations, such as guarantees for the presence of party agents during the tabulation process and the disclosure of the number of voters per polling station.
  - The National Election Commission (CNE) administered the elections with professionalism and competence, according to the electoral calendar and its Technical Secretariat for Election Administration (STAE) reacted to operational and logistics needs in an acceptable but sometimes slow manner throughout the process. Political parties and stakeholders were *satisfied* with the new composition of the election management body which allows political parties to closely participate in the conduct of the election process. Women were actively partaking in the election preparation efforts though mostly in complementary roles. The training of approximately 130,000 polling staff was observed to be adequate and of good quality; however, in some provinces, opposition parties faced instances of political intolerance and logistical difficulties when trying to attend training sessions.
  - The CNE announced a total of 10,874,328 registered voters, up to 89.11 percent of the estimated electorate, and one million more voters than in previous elections in 2009. Disaggregated voter registration data, as a break-down by gender or age groups, was not available, restricting the understanding of the composition of the electorate. Political parties and stakeholders expressed confidence in the fresh voters' lists. A ten day extension of the registration phase allowed for the RENAMO presidential candidate to register, easing political tensions and contributing to a peaceable election process.
  - The three presidential candidates –Filipe Nyusi, of the historic Mozambican Liberation Front (FRELIMO), a party in power since the first election; Afonso Dhlakama, the charismatic leader of FRELIMO's perennial adversary, the National Resistance of Mozambique (RENAMO), and Daviz Simango, who ran his second presidential election with the new Democratic Movement of Mozambique (MDM)– campaigned intensively all over the country during 43 days. The campaign was marred by localized acts of violence and political intolerance that demanded the intervention of the CNE, government official, political parties and civil society organizations.
  - Twenty-nine political parties and a group of citizens participated in the elections to renew the 250 members of the National Assembly and 811 of the Provincial Assemblies. However, their exposure to voters was limited with only a few parties, besides the three major political organizations, running an electoral campaign but late in the process despite receiving state funds for that purpose. .
  - During the campaign, FRELIMO profited from access to the national governmental administrative structure, mobilizing civil servants to its campaign marches and rallies and eventually using official vehicles, as witnessed by and reported to EU observers, giving the ruling party an unfair advantage over its adversaries and leaving the electoral process far from a levelled playing field. The party also benefited from a biased behaviour of the police force since only opposition members were detained during the electoral campaign and not always opposition rallies and marches were under police protection.
  - The Mozambican legal system does not contain any discriminatory regulations or restrictions for the political participation of women. Although there are no quota

requirements in the political system, female representation among parliamentarians is one of the highest in the world (43 percent). However, despite the candidates' list for national and provincial assemblies include around 35 percent of women, none of the presidential candidates was a woman and only three out of 17 CNE's commissioners are female.

- Press freedom was generally respected during the electoral campaign with a few cases of intimidation towards journalists. Citizens had access to a large amount of information provided both by state and private media. The public *Televisão de Moçambique* (TVM) showed a biased coverage, clearly favoring the ruling party presidential candidate and infringing article 11 of the Press Law. However, the also state-run *Rádio Moçambique* (RM) offered a balanced coverage of the electoral campaign. Private media outlets like STV and newspaper *O País*, presented a balanced coverage of the campaign in sharp contrast with other private newspapers as *Savana*, *Zambeze* and *Canal de Moçambique*. Contrary to its provisions as organ responsible for guaranteeing the independence and impartiality of public media, the Superior Council of Social Communication (CSCS)'s did not act on a complaint of biased coverage submitted by the Democratic Movement of Mozambique (MDM) against the public television.

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*The European Union Election Observation Mission (EU EOM) has been present in Mozambique since 16 September 2014 following an invitation from the National Election Commission (CNE). The Mission is led by Chief Observer, Judith Sargentini, Member of the European Parliament. In total, the EU EOM deployed 110 observers from 19 EU Member States, Canada, Norway and Switzerland, across the country to assess the whole electoral process against international obligations and commitments for democratic elections as well as the laws of Mozambique. On election day, observers visited 614 polling stations in the ten provinces of the country and the capital city of Maputo to observe voting and counting. The EU EOM remains in country to observe post-election developments and will publish a final report, containing detailed recommendations, within two months of the conclusion of the electoral process. The EU EOM is independent in its findings and conclusions and adheres to the Declaration of Principles for International Election Observation signed at the United Nations in October 2005.*

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## Preliminary Findings

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### Background

Mozambicans went to the polls on 15 October 2014 to elect a new president of the republic and to renew the 250 seats of the National Assembly and 811 of the Provincial Assemblies. The general elections were the fifth held in the country since the establishment of a multi-party system in 1992. Three presidential candidates –Felipe Nyusi, of the historic Mozambican Liberation Front (FRELIMO), a party in power since the first election; Afonso Dhlakama, the charismatic leader of FRELIMO's perennial adversary, the National Resistance of Mozambique (RENAMO), and Daviz Simango, who ran his second presidential election with the new Democratic Movement of Mozambique (MDM)– campaigned for 43 days to attract the votes of almost 11 million eligible voters. After years of armed conflicts and accusations of electoral frauds, Mozambicans experienced a new generally peaceful environment, encouraged by the signing of a Peace and Reconciliation Agreement between the government and RENAMO, and

an strengthened electoral process with a national electoral administration structure politicized in its entirety by a new legislation aiming at bringing trust in the system to voters and political parties.

## Legal Framework

The 2014 electoral law is generally in accordance with international and regional standards on democracy and human rights. A new electoral legislation politicized the electoral administration, through the presence in its structure of the three political parties represented in the National Assembly, and generally enhanced the inclusiveness and transparency of the electoral process; however, the new legislation did not entirely remove the distrust in the election process still prevailing among the main opposition parties, judging by the EU observation reports from the provinces. There were other positive legal changes and new articles reflecting some of the recommendations made by the EU Election Observation Mission in 2009, such as guarantees for the presence of party agents during the tabulation process and the disclosure of numbers of voters per polling station. Yet, due to the celerity in the process to pass the new legislation, several discrepancies and inconsistencies still remain requiring further harmonization. The system of complaints and appeals showed discrepancies that led the Supreme Court to issue a special directive on its legal interpretation two weeks before the ending of the electoral campaign. Also, there were inconsistencies among articles regulating the presence of observers during the tabulation process at its different stages<sup>1</sup>, which led to wrong interpretations and, consequently, confusion. The National Election Commission (CNE) had to act to clarify the observers' rights of access. Despite leaving room for possible breaches of vote secrecy with the requirement that ballot serial numbers be identified during counting to confirm its linkup with a specific polling station,<sup>2</sup> this new legislation requirement reinforced the capacity of polling station staff to identify fraudulent ballots.

## Election Administration

The National Election Commission (CNE) expressed a clear intent to improve on mistakes made in the past and showed confidence in carrying out the 2014 general elections. Although facing logistical geographic challenges, operational and logistic activities were on schedule according to the published timeline. On election day, however, EU observers reported delays in the issuing of accreditations to political parties' delegates which, notwithstanding the reasons, prevented the parties' delegates to scrutinize the process at the polling stations. The CNE acted promptly on requests for clarification regarding observers' access to all stages of the electoral process; a directive (*instrução*) issued four days before the poll displayed CNE's commitment to transparency and openness in the conduct of the election. The CNE and the Technical Secretariat for Election Administration (STAE) were able to administer an election day that largely guaranteed universal and free suffrage to the electorate.

The CNE is an electoral supervisory body and supervises STAE in its responsibility for all

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<sup>1</sup> Articles 101,110, 120 and 150, and articles 245 and 263, as amended.

<sup>2</sup> Articles 77 and 90.1, as amended.

technical implementation of the different phases of the election. CNE's independence and impartiality was strengthened by the enhanced inclusiveness of the commission's work. However, it was noticed that public confidence and trust regarding STAE's implementation was still lacking, with its staff perceived as possibly prone to interference and pressure from the ruling party.

Amendments to the electoral law introduced the requirement to integrate partisan technical staff at CNE and STAE at national, provincial and district levels. Political party's participation within the electoral management structures was considered necessary taking into account the political context of insecurity and instability leading up to the elections. It deemed to introduce a degree of transparency and shared accountability in the conduct of the polls. Cooperation and communication between the CNE and STAE was efficient, however a sound basic infrastructure of CNE's and STAE district offices is still lacking. Training sessions were conducted in order to prepare the new management staff. Yet, it was noticed that in some instances partisan nominated members were not fully effective or qualified to assist the election management body.

#### *Polling Station Staff*

Further amendments to the electoral framework allowed for three party nominated members (i.e. FRELIMO, RENAMO and MDM) to be part of the polling staff, joining four members recruited by STAE through public competition. Basic academic requirements for STAE recruited members were not applicable for party nominated members in order not to limit their participation. STAE offered training sessions to approximately 130,000 prospective polling station staff, including for the three party members to be allocated to each of the 17,202 polling stations. Training sessions were generally adequate, making use of ample supportive materials and well presented. It was also observed a flexible approach to the training schedules as to be all-inclusive.

The newly prescribed responsibilities for partisan staff placed them in the centre of voting and counting processes. Cases of hostility and intolerance towards partisan polling staff members were reported from Gaza and Cabo Delgado provinces. Also, opposition parties faced a high threshold in fielding their polling staff members and party agents (*delegados das candidaturas*). FRELIMO was the only party structure capable to fill in both positions at national level. Party agents could submit complaints at polling station level, a legal requirement for election complaints to be considered by District Courts, while partisan polling staff members were restricted to executing polling duties<sup>3</sup>. Both were entitled a copy of polling station results.

The CNE is not legally bind to publicly release the voters' and polling station lists to stakeholders other than candidates' and parties' representatives (*mandatários de candidaturas*) up to 45 days before election day, in electronic format. Stakeholder's unrestricted access to this basic election data could have contributed to strengthen the integrity of the election process. The national newspaper *Notícias* published the full polling station list on 19 September, yet without the voters' registration information.

Furthermore, the Electoral Law does not foresee a random auditing of the tabulation process or an independent check of the software used during the provincial and national results tabulation.

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<sup>3</sup> Partisan polling staff members can, however, use the protocols (*actas*) to register disagreements.

These restrictions impacted negatively on the transparency of the electoral process and lowered the level of public confidence in the process.

#### *Voter Registration*

There is a shared confidence among stakeholders in the voters' register produced by the CNE. The commission announced a total of 10,874,328 registered voters out of an estimated electorate of 12,203,717.<sup>4</sup> The high percentage of registered citizens, up to 89.11 percent, reflects the legal requirement of being in the voters' register and holding a newly issued voter card to be able to vote, despite the acceptance of other photo identification documents. The CNE, however, did not make available the electoral population breakdown by gender and age, restricting information and analysis of the composition of the electorate. The new voters' registration process took place in two phases: the first registered approximately 3 million voters for the 53 municipal elections held in November 2013; the second phase, between 15 February and 29 April 2013, registered the remainder of the electorate throughout the country. An extension of ten days allowed for the registration of RENAMO leader, Afonso Dhaklama, in Gorongosa, Sofala province, an area where the precarious security situation had not allowed registration to be completed by the official deadline, easing political tensions and contributing to a peaceable election process. The diaspora registered approximately 90,457 voters. The largest group was registered in South Africa with 50,289 voters, and in Tanzania, with 12,276 registered voters.

#### *Voter Education and Civic Information*

With over 70 percent of the electorate living in rural areas, EU observers considered, based on their meetings with stakeholders, that the availability of voting information in those areas was insufficient. The STAE conducted a nationwide thirty-day voters' education campaign with the involvement of up to 5,000 agents. Voter and civic programs were conducted between 12 December 2013 and the commencement of the electoral campaign on 31 August 2014. Main messages focused on voting procedures and voter participation. Voter education activities were complemented by diverse cultural events such as theatre plays and traditional dances. Voter information spots were aired on national television channel (TVM) with particular focus on messages targeting the disabled, women and youth electorate. The CNE spokesperson issued statements up to election day informing voters about procedures and clarifying the electoral law, specially announcing the rights and responsibilities of candidates and party agents.

### **Campaign Environment**

The skirmishes among supporters of three main parties half-way through and at the end of the 43-day electoral campaign, added to the detention of opposition parties' followers, blemished what was generally a peaceful, orderly and colourful presidential campaign. The escalate in campaign violence and political intolerance in some provinces was reversed, though, by the intervention of the electoral administration body followed by calls from government officials, political parties and civil society organizations. Although freedom of expression was never questioned, candidates faced in some incidents restrictions to freely move and assembly as consequence of disturbances and disorganization of events. As a positive note, candidates

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<sup>4</sup> Estimated number of the national electoral population based on projections of an overall population approximately of 25 million inhabitants as published by the National Institute of Statistics (*Instituto Nacional de Estatística* - INE).

refrained from personal accusations during their speeches and exchange of criticism was of a policy nature. The campaign was intense and enthusiastic with parties resorting more to door-to-door activities than to rallies and marches. Despite the official financial assistance to political parties, it was evident, as reported by EU observers, the incapacity of opposition parties to replicate the overwhelming national exposure of the ruling party in terms of posters, billboards and campaign materials; the party's candidate also benefited from the advantages of incumbency through the inauguration of public works by government officials, the use of official vehicles, a biased public television and press and the structure of a national administration that allowed the presence during working hours of public servants in marches and rallies. The actions of the police were deficient and seemingly biased in favour of the ruling party, according to EU observers, and all detentions made during the campaign incidents observed or reported to the Mission were of opposition parties' followers. It should also be noted that RENAMO did not disarm before election day. The unfair advantage of the ruling party over its adversaries and the non-implementation yet of the disarming clause of the peace agreement left the electoral process far from a levelled playing field.

### *Electoral Offenses*

Most electoral offenses reported by the EU observers and other sources involved the use of official vehicles during the campaign<sup>5</sup>, the destruction of electoral propaganda, forgery of voters' cards to foreign workers in the province of Niassa, the collection of voters' cards numbers in Inhambane, and the disruption of campaign rallies and marches. FRELIMO followers obstructed opposition parties from campaigning in some provinces considered their strongholds, especially in Gaza where the MDM presidential candidate's electoral caravan was attacked. In Nampula, however, a government official celebration was disrupted by provocations coming from MDM supporters, which turned the event into a violent confrontation between MDM and FRELIMO. After all these incidents, all those in detention were supporters of opposition parties. Other incidents took place in Nampula and Angoche, province of Nampula, at the closing of the electoral campaign, this time involving RENAMO and FRELIMO which also resulted in violence and detentions. MDM and RENAMO claimed that the police and the judiciary constantly acted in a biased way and provided inadequate, or none at all, protection to rallies and marches organized by the opposition. According to the law<sup>6</sup>, the CNE should inform the general prosecutor about electoral offenses; however, the election body did not take any official actions relying on informal conflict-prevention panels.

EU observers also reported several cases of allegedly illegal detention [deleted] of opposition supporters in Manica, Gaza, Nampula and Cabo Delgado, who had been accused of electoral offenses by the police<sup>7</sup>. Some of these detentions happened at night, which is forbidden by law when the crime is not flagrant. EU observers followed some of the trials of those accused of electoral offenses in Nampula and Cabo Delgado and reported that in a number of cases their rights to defense and to a fair trial were not fully respected. On 2 October, the influential Mozambican human rights NGOs –the Human Rights League, the Center for Public Integrity, the Youth Parliament and the Community Radios Forum– issued a public statement denouncing

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<sup>5</sup> Most of the time by FRELIMO but also by RENAMO in one occasion.

<sup>6</sup> Article 9.1 of law 9/2013 on the CNE.

<sup>7</sup> The most serious cases took place in Manica, where 19 MDM followers were detained, and Nampula with the detention of seven MDM supporters.

the electoral and political violence in Gaza and Nampula, and criticizing the indifference of the electoral authorities and the Judiciary towards political violence during the electoral campaign despite their legal duties to guarantee the integrity of the electoral process.

## Media

Press freedom was generally respected during the campaign period, although the EU Mission was informed about a few cases of intimidation involving journalists of private and community media outlets. The media offered an adequate amount and variety of information about the electoral campaign and the candidates, but there were only occasional talk-shows and analysis-related programs, mainly in the state-run media. There was no presidential debate and the efforts by the civil society to organize it were snubbed by one of the candidates

The public *Televisão de Moçambique* (TVM) offered a vast coverage of the electoral campaign throughout the country but it was clearly biased in favor of the ruling party candidate, Felipe Nyusi (FRELIMO), who received 64 percent of the station's airtime against 19 percent for Daviz Simango (MDM) and 17 percent for Afonso Dhlakama (RENAMO). Although the news' programs on the electoral campaign offered a neutral tone, the talk-shows monitored by the Mission showed a clear favoritism towards FRELIMO's candidate and a negative tone towards Simango and Dhlakama. TVM electoral campaign's news opened and closed recurrently with candidate Nyusi, thus offering him a privileged timing in the news airtime. TVM's political parties' coverage showed also an obvious inclination towards FRELIMO that received 57 percent of the total airtime, followed by RENAMO with 22 percent and MDM with 17 percent. TVM's coverage of electoral campaign infringed article 11 of the Press Law that mandates the public media to guarantee impartial and balanced news' coverage.

The public *Rádio Moçambique* (RM) offered, however, a generally balanced coverage of the electoral campaign, granting 39 percent of its airtime to Nyusi, 33 percent to Dhlakama and 28 percent to Simango, and presented the three candidates in a neutral tone. Nevertheless, Nyusi was always the first candidate to be mentioned during the news' program with a privileged space compared to the other candidates. The coverage of the political parties was reasonably balanced, with the ruling party occupying 47 percent of the airtime, while the opposition parties received 46 percent.

Abiding by CNE's regulation, public media provided free airtime to the contestants but it was used by only 18 of the 30 political parties. In *Rádio Moçambique*, the three presidential candidates and their political parties exceeded the time slots allocated to each contestant. The same happened with several political parties in TVM. Neither the CNE nor the *Conselho Superior da Comunicação Social* (CSCS) took corrective actions on this issue.

The private Soicos Television (STV) presented a balanced coverage of the electoral campaign, allocating 41 percent of its airtime to Felipe Nyusi, 32 percent to Daviz Simango and 27 percent to Afonso Dhlakama. The three candidates and political parties were presented in a neutral and balanced tone. STV aired useful round tables on electoral issues and campaign as well as



interviews with two presidential candidates thus offering an important contribution to improve voters' information on the electoral process.

The daily newspaper *Notícias* showed a biased coverage of the presidential electoral campaign by clearly favoring the ruling party candidate, who received 60 percent of its space. The RENAMO candidate was granted 23 percent and MDM's 17 percent. The tone used was mostly neutral but in campaign-related articles, Felipe Nyusi and FRELIMO occupied always the most visible page number three of the newspaper, while the remaining candidates occupied, all together, page number two. The visibility of this page gave the ruling party and its candidate a privileged position in the newspaper contributing to an unbalanced coverage. A similar biased scenario was shown in the coverage of political parties, with FRELIMO gaining 60 percent of the total space, followed by MDM with 14 percent and RENAMO with 12 percent. The private-owned *O País* offered a balanced coverage of the electoral campaign, allocating 37 percent of its space to Daviz Simango, 33 percent to Felipe Nyusi and 30 percent to Afonso Dhlakama. RENAMO received 39 percent, followed by FRELIMO with 38 percent and MDM with 16 percent. The newspaper covered the electoral campaign on a neutral tone. Other private newspapers, like *Savana*, *Zambeze*, and *Canal de Moçambique* showed clearly biases in favor of specific parties.

### **Women's Participation**

The three main contending parties, FRELIMO, RENAMO and MDM, fielded a total of 385 female candidates for the National Assembly, both for the main and supplementary lists, corresponding to 29.6 percent of the total number of candidates for those three parties in all 13 provincial constituencies, including the diaspora. From the 223 women candidates on the main list, 30 were competing among the three first positions on the list, or 12.8 percent, and only seven were heads of list (3 percent). The highest number of women candidates was registered in the two largest constituencies, the provinces of Nampula and Zambézia, with between 42 and 49 candidates on the main lists.

In accordance with international and regional principles on the equality of rights for women in public life, the Mozambican legal system does not contain any discriminatory regulation or restriction for their political participation. Moreover, although there are no quota requirements in the political system, the proportion of female parliamentarians, 43 percent, is among the highest in the world. The presence of women in local councils is around 30 percent, and in the government there are eight ministers out of 28. However, the persistence of discriminatory stereotypes and cultural practices and traditions of a patriarchal nature relating to the roles and responsibilities of women constitute serious obstacles to women's educational and professional prospects and, therefore, to the enjoyment of their human rights, including their political rights. In rural areas, which represent 75 percent of the country, the situation of women is characterized by poverty, illiteracy and a lack of participation in decision-making processes at community level. There is still not adequate knowledge about the rights of women in the Mozambican society. None of the presidential candidates was a woman and the improvement of the situation of women was an issue absent in the campaign speeches. According to the Mozambican civil society working on women's rights, there is no real interest among the political class in this

matter. As a proof of this general lack of interest is the fact that there are no official figures on the electoral participation of women either as eligible voters or having voted. Nevertheless, it is considered that abstention is higher among women because of their social situation. Regarding the electoral administration, they remain largely in supportive roles. At the CNE, three out of a total of 17 Commissioners are women. Nevertheless, voter education programs include specific messages highlighting the importance of women's right to vote as equal members of society and to the secrecy of their vote.

### **Civil Society and Domestic Observers**

Civil society organizations (CSO) have a strong presence in the observation and auditing of the elections. More than 4,500 domestic observers were to be deployed throughout the ten provinces and the capital city of Maputo. They represented a variety of religious, professional, gender and youth institutions; the *Observatório Eleitoral* (Electoral Observatory), an umbrella of CSOs, also audited the official results through a parallel vote tabulation (PVT) exercise. A strong presence of around 500 international observers also lent transparency to the process. The observers enjoyed in general free movement all over the country and access to information in all stages of the electoral process..

### **Voting and Counting**

The EU Mission observed 614 polling stations in rural and urban zones across the country and evaluated the transparency of the process as good or very good in 90 percent of the polling stations visited. Polling staff was in general cooperative but in one case the president of a polling station did not allow the entrance of the EU observers alleging a lack of a seal on their accreditations.<sup>8</sup> Voting activities started generally on time, around 07:00 hours, and conducted in a calm, orderly manner, although with uneasiness and some tension in a few cases due to unpreparedness or anxiety of the polling staff members. The opening activities were, however, marked by complaints from the opposition parties and civil society organizations regarding the issuing of accreditations for their agents, who in many cases were unable to observe the initial stages of voting. Despite the high number of voters in line during the first hours of voting, turnout was estimated in between 40 and 50 percent by the EU observers and other observation missions, about the same level of the last general elections. Voters almost always marked their ballots in secrecy and the transparency of the process was enhanced by the presence of domestic observers and parties' representatives. It was clear, however, the incapacity of the opposition to effectively deploy delegates to all polling stations due to financial constraints, disorganization or delays in the request and issuing of accreditations or simply incapacity to recruit agents for the more of 17,000 polling stations. Parties' agents from FRELIMO were present in 90 percent of the polling stations observed, 64 percent from RENAMO and 66 percent from MDM. EU EOM observers also noted that STAE assigned, without a legal basis, the position of "first scrutinizer" to the polling station staff member proposed by FRELIMO; the position implied more relevant functions during voting and counting creating a situation contrary to the principle of equality

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<sup>8</sup> Polling Station 05000406 in the city of Tete.

among the political parties.<sup>9</sup> EU observers also noted a lack of uniformity in procedures among the staff of different polling stations, where ballots received were not always counted, recording of ballots totals not made as well as of special votes.

Closing and counting was quiet and orderly in the polling stations observed by the EU Mission and considered good or very good in almost all of them. In most of observed polling stations the parties' agents and members of the polling staff were present during counting and signed or received copies of the results, which in general were posted outside for public view. However, there were cases of tensions outside a few polling stations due to overcrowding with voters during the final hour of voting or illegal attempts afterwards to follow procedures inside the polling centers. The following of procedures allegedly to "protect their votes" and "fraud attempts" were the reasons given for the violent protests, demonstrations and acts of vandalism leaving people injured and leading to the destruction of electoral material in the provinces of Zambézia, Nampula, Sofala and Tete. Although restricted to specific districts in those regions where the opposition parties usually fare well, the protests generated fear and distrust in the population and damaged the efforts of the election officials to project at national level the peaceful and orderly activities of election day in other regions of the same and other provinces. The EU EOM continues to observe the tabulation of results at their different levels and will remain in the country to follow the remainder of the electoral process.

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An electronic version of this Preliminary Statement is available on the Mission website (<http://www.eueommozambique.eu>). For further information, please contact:

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<sup>9</sup> According to the *Manual Eleitoral published* for the 2014 general elections by CNE/STAE, the "first scrutinizer" is in charge of the voters' registration list during voting and certifies the qualification of the ballot paper made by the polling station president.