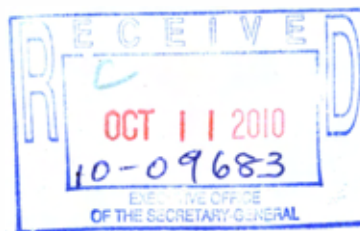


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Note to Mr. Nambiar

25th progress report of the Secretary-General on UNOCI ✓

1. The Security Council requested the Secretary-General to report on the publication of the final voters list in Côte d'Ivoire by providing a mid-term report no later than 22 October. The attached draft report provides an account of the efforts made by the parties to resolve the stalemate that emerged in January this year over the provisional voters list. It informs the Council of the outcome, in particular the agreement reached by the Ivorian parties on the final voters list, announced on 6 September. Based on that agreement, the Independent Electoral Commission (IEC) established a final voters list of 5,725,720 persons and President Gbagbo signed the relevant decrees.
2. The report describes the electoral timeline set by the IEC as follows: electronic publication of the final voters list on 30 September; distribution of voters cards from 10 to 23 October; and conduct of the electoral campaign from 16 to 30 October. The IEC also indicated that the provisional results of the first round will be announced by the IEC on 3 November, followed on 10 November by the confirmation of the final results of the first round of the presidential elections by the Constitutional Council. The timeline also makes a provision for a second round, if required, on 28 November.
3. The draft report informs the Council of the meeting of the Permanent Consultative Framework (CPC) held in Ouagadougou, which welcomed the validation by the IEC of the final voters list, and the signing by President Gbagbo of a decree authorizing the distribution of national identity cards to the 5,725,720 persons on the final voters list. The CPC also stated that the 55,000 persons, whose identity could not be verified due to technical reasons, should be given the opportunity to submit their cases to an ad-hoc technical body that will be established after the elections. Furthermore, the members of the CPC called on stakeholders to complete the remaining tasks in the electoral process with a view to holding free and fair elections on 31 October, and agreed to convene a CPC meeting thereafter to take stock of progress made in the Ivorian peace process.
4. With regard to issues related to the reunification of Côte d'Ivoire, the CPC noted with satisfaction the progress made so far, including the operations to canton the 5,000 *Forces nouvelles* elements earmarked to join the new army in **Korhogo**, Séguéla, Bouaké and Man. They also commended progress made in restoring State authority, including the deployment of customs officers to Pogo, Ouangolodougou, Ferkéssédougou, Korhogo, Bouaké and Man and urged the Ivorian parties to complete the tasks envisaged in the fourth supplementary agreement to the Ouagadougou Political Agreement.
5. The draft report explains how the SRSG explicitly certified the final voters list along the lines explained in the statement sent to you under cover of a note dated 23 September. In the observations section, the report conveys the following messages: 1) the establishment of the final voters list is a major breakthrough in the Ivorian peace process; 2) it is now essential

United Nations



Nations Unies

Executive Office of the Secretary-General
Cabinet du Secrétaire général

(DPKO)

To: Mr. Nambiar,

Attached is a draft progress report of the
Secretary-General on the elections in Côte d'Ivoire.

It has been read by the Political Unit. Besides
minor edits, the report is good to go. Please note that the
report has been prepared in consultation with all relevant
entities of the UN system. It is submitted for your
approval.

A handwritten signature in dark ink, appearing to read 'Ally' followed by a horizontal line.

Nicholas Haysom
13 October 2010

Cc: KWS

10-09683



for the parties and national institutions to ensure that this time elections take place as scheduled; 3) the positive and calm political and security climate engendered by the Ouagadougou Political Agreement and the spirit of compromise and consensus that has brought Côte d'Ivoire thus far bodes well for elections; 4) the political parties and candidates should strictly adhere to the Code of Good Conduct for elections, which they signed on 24 April 2008 under the Secretary-General's auspices; 5) the SRSG's certification mandate remains an important safeguard for the credibility of the elections; 6) expresses concern about reports regarding militia groups and elements threatening to disrupt the electoral process; 7) further **efforts** will be needed to address outstanding tasks with regard to the reunification of the country; and 8) the next regular report, which will be issued on 30 November, will provide a detailed assessment of the first round of the presidential elections. It will also briefly assess unfinished tasks from the Ouagadougou Agreements and therefrom develop new benchmarks for the Mission's drawdown, including reunification issues and the successful conduct of the parliamentary elections, while indicating that the arrangements for the post-elections United Nations role and presence in the country will be discussed with the newly-elected Government.

6. The draft report was prepared in consultation with DPA, DFS, DSS, OCHA, DOCO, OHCHR, PBSO, UNICEF, UNDP, UNHCR, ORSRSG-CAAC and UNOCI and is due to be issued on 22 October. We would be grateful if you could obtain the Secretary-General's approval in this regard.



Alain Le Roy
7 October 2010

cc: Ms. Malcorra
Mr. Pascoe



S/2010/...

Security Council

Approved on behalf of the Secretary-General.

[Signature]
Vijay Nambiar

Distr.: General
October 2010
Original: English

Progress report of the Secretary-General on the United Nations
Operation in Côte d'Ivoire

I. Introduction

1. By its resolution 1933 (2010), the Security Council extended the mandate of the United Nations Operation in Côte d'Ivoire until 31 December 2010 and requested me to report on the publication of the final voters list in Côte d'Ivoire by providing a mid-term report no later than 22 October 2010. This report focuses on developments related to the establishment of the final voters list and its certification by my Special Representative that have occurred since my twenty-fourth report on the United Nations Operation in Côte d'Ivoire (S/2010/245) of 20 May 2010.

II. Establishment of the final voters list

2. In my last report, I noted that the electoral process was abruptly interrupted in January of this year following reports of the existence of a parallel voters list of 429,000 persons prepared by the former President of the Independent Electoral Commission (IEC), which prompted allegations of fraud. Prior to that the voter registration and identification operations which were completed in November 2009, had yielded a

provisional voters list of 5,277,392 persons confirmed by the technical operators (commonly referred to as "the white list"). In addition, there was a list of 1,003,985 persons who remained to be confirmed (commonly referred to as "the grey list"). President Laurent Gbagbo and Prime Minister Guillaume Soro agreed that the latter would continue to consult all stakeholders to find ways to resolve the impasse on the voters list. The electoral process remained stalled as protracted discussions ensued among the Ivorian protagonists and relevant institutions on how to address the allegation of fraud and how to resume the interrupted appeals process on the provisional voters list.

Appeals process

3. Efforts led by the Prime Minister to break the impasse on the voters list resulted in an agreement by the Ivorian parties on 26 April to resume the electoral process and to proceed with the appeals process on the "grey list" on 17 May. As indicated in my last report, the voter registration and identification operations had yielded a provisional voters list of some 5.3 million persons. Meanwhile, during the course of May, President Gbagbo held direct discussions with former President Henri Konan Bédié who is also President of the *Parti démocratique de Côte d'Ivoire* (PDCI), and former Prime Minister Alassane Dramane Ouattara, who is also President of the *Rassemblement des républicains* (RDR), which resulted in a decision to call off the nationwide demonstrations earlier planned by the opposition alliance *Rassemblement des houphouétistes pour la démocratie et la paix* (RHDP) to protest against the interruption of the electoral process.

4. The appeals process, which was conducted by appeals committees established at the 415 local electoral commissions and comprising members of the national identification and voter registration structures, including the National Identification Office, the National Statistics Institute and the National Commission on the Supervision of Identification, was completed on 15 June. The process determined that a total of 496,738 persons on the "grey list" were eligible for inclusion on the final voters list. The IEC subsequently added the names of these confirmed persons to the "white list", which consequently increased from 5,277,392 to 5,775,184 voters.

5. The expanded "white list" of 5,775,184 voters was subsequently subjected to another appeals process, which commenced on 20 July, following the public display of the "white list" at the 415 local electoral commissions by the IEC with UNOCI support. The turnout remained low throughout the process, which ended between 4 and 8 August. The local electoral commissions received a total of 68,751 petitions, of which 30,293 requested the removal of individuals from the list on the ground that they had been registered fraudulently. Court hearings on these cases commenced on 9 August throughout the country.

6. Allegations that some FPI members had submitted requests to remove large numbers of persons from the list led to protests in some localities. In Divo, Man and San Pedro, the court hearings were interrupted following clashes between members of the ruling FPI party and opposition youth groups. Disputes over procedures also led to the suspension of court hearings in some localities. According to the relevant legislation, all petitions had to be reviewed by the local

electoral commissions before they were examined by the courts. Some judges, however, adjudicated cases that they had received directly from complainants. The IEC determined that petitions not submitted or processed within the established procedures could not be taken into account.

7. The appeals process and court hearings ended on 26 August, although some court hearings in Man and Sassandra continued until 31 August. On 28 August, the Facilitator of the Ivorian peace process, President Blaise Compaoré of Burkina Faso, issued a statement welcoming the end of the appeals process.

Verification process

8. In parallel to the appeals and court hearings process, and in response to concerns of fraud voiced earlier by the ruling party, the Ivorian parties agreed, on 7 June, to verify the identity of 1,792,356 persons on the "white list", whose identity had initially been confirmed through records attesting to their ancestry. This process, led by the Office of the Prime Minister, commenced on 21 June and comprised an electronic verification phase as well as a manual verification phase.

9. Only a small number of cases were verified during the electronic phase. On 2 July, the process stalled over divergent views with regard to the number of people to be verified during the second phase and the modus operandi for this manual verification. Following an agreement by the parties on the procedures, the manual phase of the verification process was conducted from 20 July to 2 August.

10. The verification process was discussed with UNOCI and the technical operators on 2 September and the Prime Minister consulted the Ivorian stakeholders on the outcome. Following a meeting between President Gbagbo, Prime Minister Soro and opposition leaders, Messrs. Bedié and Ouattara on 6 September, the Prime Minister announced that some 55,000 persons would be temporarily removed from the provisional voters list as a result of the verification process. This number comprised individuals for whom no civil registry records could be found, as well as persons for whom information on the voter registration form did not correspond to the data in the civil registry. It was also agreed that these cases would be resolved after the elections.

Electoral timeline

11. On 5 August, following discussions by the Council of Ministers and based on a proposal by the IEC, Prime Minister Soro announced that the first round of the presidential elections will be held on 31 October 2010. A presidential decree to that effect was signed on the same day. On 25 August, the President of the IEC published the following electoral timeline: on 30 September the final voters list would be published electronically; voters cards would be distributed from 10 to 23 October; and the electoral campaign would be conducted from 16 to 30 October. The IEC also indicated that the provisional results of the first round will be announced by the IEC on 3 November, followed on 10 November by the confirmation of the final results of the first round of the presidential elections by the Constitutional Council. The timeline published by the IEC also envisages a possible second round of the presidential elections on 28 November 2010.

Establishment of the final voters list

12. Shortly after their meeting of 6 September, referred to in paragraph 10 above, Prime Minister Soro announced, in the presence of President Gbagbo, former President Bédié and former Prime Minister Ouattara, that an agreement had been reached by all parties on the final voters list. He further stated that the list would be established by the IEC shortly and that President Gbagbo would sign the relevant presidential decrees.

13. President Gbagbo signed a presidential decree, on 9 September, authorizing the issuance of national identity cards to the 5,725,720 Ivorians on the final voters list. The private technical operator, SAGEM, submitted the electronic version of the final voters list to the Office of the Prime Minister on 11 September, and the list was handed over to the IEC on the same day.

14. On 21 September, the 7th meeting of the Permanent Consultative Framework (CPC) was held in Ouagadougou, Burkina Faso, under the auspices of the Facilitator, President Compaoré. President Gbagbo, Prime Minister Soro and opposition party leaders Messrs. Bédié and Ouattara attended the meeting. In a communiqué issued after the meeting, the CPC members welcomed the validation by the IEC of the final voters list, and the signing by President Gbagbo of a decree authorizing the distribution of national identity cards to the 5,725,720 persons on the final voters list. The CPC also stated that the 55,000 persons, whose identity could not be verified due to technical reasons, should be given the opportunity to submit their cases to an ad-hoc technical body that will be established after the elections. Furthermore, the members of the CPC called on stakeholders to complete the remaining tasks in the electoral process with a view to holding free and fair

elections on 31 October, and agreed to convene a CPC meeting thereafter to take stock of progress made in the Ivorian peace process.

15. Issues related to the reunification of Côte d'Ivoire were also examined by the members of the CPC during their meeting on 21 September in Ouagadougou. The CPC noted with satisfaction the progress made with regard to the reunification of the country, including the operations to canton the 5,000 *Forces nouvelles* elements earmarked to join the new army in Korhogo, Séguéla, Bouaké and Man. They also commended progress made in restoring State authority, including the deployment of customs officers to Pogo, Ouangolodougou, Ferkéssédougou, Korhogo, Bouaké and Man and urged the Ivorian parties to complete the tasks envisaged in the fourth supplementary agreement to the Ouagadougou Political Agreement. Previously, on 28 August, the Facilitator, President Compaoré of Burkina Faso, had noted with satisfaction the ongoing efforts to implement the remaining tasks envisaged in the fourth supplementary agreement to the Ouagadougou Political Agreement.

III. Certification of the final voters list

16. In keeping with paragraph 11 of Security Council Resolution 1826 (2008), on 24 September, my Special Representative certified the final voters list. The certification was based on his "five-criteria framework for certification", which was referred to in paragraph 32 of my sixteenth progress report on UNOCI (S/2008/250). The framework defines broad benchmarks that enable my Special Representative to assess whether: a) a secure environment exists during the period leading to the elections and allows for the full

participation of the population and the candidates in the process; b) the electoral process is inclusive; c) all candidates have equitable access to state-controlled media and whether the latter remains neutral; d) the voters list is credible and accepted by all parties; and e) the results of the elections are determined through a transparent counting process and are accepted by all or challenged peacefully through appropriate channels.

17. The certification of the final voters list focused on six major steps that have spanned more than five years, including the mobile courts operations, the reconstitution of the civil status registries, the identification of the population, the voter registration process, the establishment of the provisional voters list, and the appeals process. At the successful conclusion of each of these steps, my Special Representative had certified each step "implicitly" through a press conference in which he positively evaluated the work accomplished.

18. Throughout the process leading to the establishment of the final voters list, my Special Representative closely monitored consultations among the parties, examined and analysed the procedures agreed upon, closely followed the implementation of these procedures, and gave priority to consultation and dialogue with all the national institutions, civil society and **stakeholders** responsible for managing the electoral process, including political actors, and international partners. The formal certification of the final voters list was based on consultations with these stakeholders.

19. My Special Representative measured progress against two key ^{indicators} ~~yardsticks~~: peace and inclusiveness. After a thorough analysis and evaluation of the final voters list, he arrived at the conclusion that this list is solid, balanced and credible. He assessed that despite multiple challenges and delays, the electoral process, so far, has been conducted in an atmosphere that could be qualified as peaceful and stable and the procedures adopted and implemented throughout the process gave voters ample opportunity to register to vote. He also pointed out in his statement on 24 ~~September~~ that his certification role has been facilitated by the Ivorian stakeholders throughout the process. Their consensual way of decision-making, although often protracted, was instrumental in ensuring a peaceful environment for the electoral process as well as inclusiveness.

20. In a statement issued the same day, I welcomed the significant progress in the electoral process and congratulated the Ivorian political leaders and the Facilitator on this important achievement. On 28 September, my Special Representative briefed the Security Council on progress made in the electoral process, notably the final voters list and his certification of it.

21. Following the establishment of the final voters list and its certification on 24 September, the IEC together with UNOCI developed a plan to address the remaining tasks leading to the elections, including the distribution of 11,658,719 identity and voters cards; establishment of the electoral map of 10,179 polling sites and 20,073 polling stations; identification, recruitment and training of 66,000 polling staff; coordination of electoral observers; transportation of the electoral material; establishment of a results tally centre; and

provision of security for the elections. On 27 September, the IEC indicated that both identity and voters cards would be ready for distribution starting on 7 October. The technical operators presented the identity and voters cards to the Prime Minister on 1 October.

IV. Security for the electoral process

22. The limited capacity of the Integrated Command Centre (ICC), which is responsible to provide security during the elections, remains an issue of concern. As indicated in my previous report, the Ivorian security forces continue to be unable to deploy the full complement of the agreed 8,000 personnel as mixed units of the ICC, which also lacks the capacity and means to effectively provide a secure environment for the elections. Given the lack of capacity of the ICC, it will be necessary to rely on all available forces in Côte d'Ivoire to provide security for the elections.

23. UNOCI will continue to assist the Ivorian authorities in maintaining a secure environment for the completion of the peace process, in particular during the sensitive electoral process. In line with my earlier recommendation that UNOCI be reinforced for a limited period before, during and after the elections, I requested the Security Council, in a letter dated 14 September (S/2010/485), to authorize the temporary deployment of up to 500 additional troops and police by increasing the operational elements of existing formed police units, and two additional infantry companies to reinforce arrangements to secure elections in Côte d'Ivoire, for a period up to six months. I am grateful for the Security Council's approval of my recommendations as conveyed in the letter of the Security Council President dated 17 September (S/2010/486) and in resolution 1942 (2010). The total of 500 additional personnel was fully deployed on 15 October.

VI. Observations

24. The establishment of the final voters list is a major breakthrough in the Ivorian peace process. It not only makes the holding of the elections possible, but it will also allow millions of Ivorians to receive identity cards, thus addressing the identification issue, which has been at the centre of the Ivorian crisis. I would like to congratulate the Ivorian political leaders and the Facilitator on this important achievement and commend the Ivorian people for their patience.

25. It is now essential for the parties and national institutions to ensure that this time elections take place as scheduled. While the challenges in completing the technical processes ahead are not to be underestimated, I am convinced that they can be overcome through the proactive engagement of the responsible Ivorian stakeholders with the support of UNOCI, the United Nations system and the international community. I therefore call upon the parties as well as national institutions to maintain the momentum and complete the remaining tasks in a timely manner in order to meet the election date.

26. The positive and calm political and security climate engendered by the Ouagadougou Political **Agreement** and the spirit of compromise and consensus that has brought Côte d'Ivoire thus far are encouraging and bode well for elections. I therefore urge again the political parties and candidates to strictly adhere to the Code of Conduct for elections, which they signed on 24 April 2008 in Abidjan under my auspices. As has been the case to date, my Special Representative will

continue to closely follow developments and fully consult with the key stakeholders in order to fulfil his certification mandate throughout the electoral process. His certification mandate remains an important safeguard.

27. I am concerned by the reports that militia groups and elements are threatening to disrupt the electoral process. UNOCI will work with all parties and the Ivorian national security and law and order institutions to put in place the necessary security arrangements and prevent spoilers from undermining the elections. A lot has been achieved so far, and all stakeholders should work cooperatively to ensure that the elections build upon the progress made and contribute to establishing lasting peace in Côte d'Ivoire.

28. I would like to commend the Facilitator of the Ivorian peace process, President Compaoré of Burkina Faso, for his tireless facilitation efforts and the Ivorian parties for their consensual way of taking decisions all along the peace process. The Facilitator's continuous engagement and the sustained spirit of dialogue and compromise among the Ivorian, will be critical to ensure that elections in Côte d'Ivoire will consolidate peace and democracy and do not become a source of instability.

29. I am pleased to note that the members of the Permanent Consultative Framework agreed that the cases of those 55,000 persons, who have not been included on the voters list for technical reasons, will be reviewed after the elections. I fully share the view of the members of the Permanent Consultative Framework that further efforts will be needed to address outstanding tasks with regard to the reunification of the country. This is an ongoing process that will continue to

be addressed by the newly-elected Government. I also welcome the initiative to convene a meeting after the elections to take stock of progress made in this regard.

30. My next regular report, which will be issued in November, will provide a detailed assessment of the first round of the Presidential elections and issues regarding the next steps in Côte d'Ivoire, including arrangements for determining the future direction of UNOCI.

31. While it is both difficult and **undesirable** to foreshadow the outcome of any electoral process, as a prudent exercise, the United Nations and the international community must be prepared to deal with possible challenges arising after the first round, as also for the need of a second round of voting. I call upon the political leaders and the Ivorian people to respect the results of the elections, and to resolve any electoral grievances through the appropriate channels. The United Nations, the Facilitator and the international community stand ready to assist the parties in addressing any issues that may arise throughout the electoral process with a view towards a successful conclusion of the peace process.

32. In conclusion, I would like to congratulate my Special Representative for Côte d'Ivoire and the women and men of UNOCI for their untiring efforts and continued commitment to supporting the peace process. Finally, I thank all troop and police-contributing countries, ECOWAS, the African Union, United Nations agencies, funds and programmes, humanitarian organizations and multilateral and bilateral donors, as well as international and local non governmental organizations, for their important contributions to the return of peace and stability in Côte d'Ivoire, and their unwavering commitment.