

# PART

# 2

## Preparing the Operation

- H. Personnel
- I. Recruiting
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H



### Personnel

Monitoring is an activity that relies upon the eyes and ears of observers. Monitoring media coverage in newspapers or on radio may require only a limited number of such observers. By comparison, the effort to administer and carry out a nationwide operation to monitor election-day voting and ballot counting processes often requires hundreds or even thousands of observers as well as a sizable nucleus of managers, professional advisors and support staff. During the 1986 elections in the Philippines, more than 500,000 volunteers participated in NAMFREL's nationwide monitoring operation. Whether a monitoring operation uses 50 or 500,000 observers, human resources are the key to success. This section briefly outlines the different types of *personnel* you may need to recruit and their various duties.

The committee of directors has as one of its major responsibilities the selection of an *executive director* to oversee and manage the operation of the entire monitoring effort. The executive director must have the authority to:

- 1 direct the daily execution of the general plan;
- 2 recruit and manage personnel;
- 3 establish contacts with government officials, political party leaders, journalists and representatives of other organizations; and
- 4 address any serious problems of a political or administrative nature.

Other staff for a monitoring operation may include:

*Administrative staff* that manages other staff members and the office(s), answers the telephones, operates computers, drives vehicles and maintains correspondence;

*Field coordinators* who coordinate communication between centralized decisionmakers and the volunteers at the regional and local levels, and are responsible for recruiting, training, deploying and supervising volunteers;

*Public information officers* who answer all press questions, generate publicity for the organization and develop civic education materials and training manuals;

*Logistics officers* who oversee the provision of communication, transportation and certain accommodations for the operations;

*Professionals* (e.g., lawyers, accountants, demographers, statisticians, computer specialists, etc.) who help prepare formal submissions to the election commission and courts, receive and evaluate complaints regarding election-related problems, pay bills and salaries, ensure financial accountability and design independent, parallel vote tabulations.

Whether compensated or not, the administrative staff and the observers should commit themselves to attend training sessions, to follow instructions and to accept specific assignments. The number of people assigned to each function depends on the population and geographic size of the country, the scope of the organizational plan, and the availability of staff and volunteers.



## Recruiting

Once you have determined the type and number of personnel needed to fill various functional roles in the operation, you should begin the process of recruiting. As a first step you will need to identify volunteers with relevant expertise and a willingness to devote time to your effort.

You must begin by answering several questions, similar to those that are considered when developing an organizational plan, raising funds or selecting office space.

**HOW MANY PEOPLE, BOTH SKILLED AND UNSKILLED, ARE NECESSARY TO ACCOMPLISH YOUR GOALS? WHAT TYPES OF PROFESSIONAL EXPERTISE ARE NEEDED?** To answer this question you must first determine *what* you plan to monitor. From *Section B, A General Plan* you should have completed the process of analyzing what goals and tasks lie ahead. For example, will you monitor the fairness of the media, the impartiality of police, the accuracy of voter registration, voting and counting, or all of these electoral components? Next you must decide how you will

monitor these components. Will the organization read every newspaper, watch every police officer, check each entry on the voter registry, observe every voting and counting station or will you select a representative sample from which to collect your observations? Also, you must consider factors of time and location. Will you monitor for four months or four days? Will you monitor the entire country or just a few selected regions?

Having answered these questions you will begin to have a picture of how many individuals you will need to recruit. Finally, when calculating the number of workers to recruit, remember to plan for extra volunteers who will be needed to replace workers that are fatigued, sick or absent for whatever reason.

The type of people you must recruit is similarly dependent upon answers to the questions posed in the previous paragraph. In selecting personnel to observe elections, you should consider whether certain skills are necessary—such as reading, writing, speaking multiple languages, knowing simple arithmetic, using equipment (e.g., telephones, computers, facsimile machines, photocopiers, etc.) and driving. You should also think about any physical requirements necessary for the job. Do people need good vision or hearing? Will personnel need to be able to walk long distances or stand on their feet all day?

You also may determine that the services of trained professionals will benefit your efforts. For example, if you plan to monitor legislation or human rights, you may wish to recruit people with legal training; if you are monitoring campaign finance issues, you will want accountants on your team; if you are collecting information on a computer data base to conduct a parallel vote tabulation, specialists in computers and statistics will be extremely helpful.

These professionals can also help administer the operations of the monitoring organization. They may be ideally suited for developing training material, filing the proper papers to register the organization, preparing a budget and accounting for expenditures.

HOW MANY PEOPLE, AND WITH WHAT QUALIFICATIONS, ARE ALREADY AVAILABLE TO THE MONITORING OPERATION AND HOW CAN NEW RECRUITS COMPLEMENT OR IMPROVE THESE PRE-EXISTING ASSETS? You should begin by creating an *inventory* of people who have indicated a willingness to work for the monitoring effort and the skills or experience they offer. (See *Definition 5*.)

Then you should compare the inventory with a complete list of the tasks that need to be completed. Your efforts should concentrate on recruiting people who can perform the tasks for which you do not already have adequate numbers or skills in your personnel inventory. For logistical and political (or cultural) purposes, you should recruit representatives from every region or ethnic concentration in which you plan to monitor. For the more important objective of demonstrating impartiality, it is often desirable to assure that your organization has, to the extent possible, an equitable and diversified composition with regard to gender, ethnicity, religion, region and previous political affiliation.

WHERE DO YOU LOOK FOR PEOPLE TO JOIN YOUR EFFORT? Pre-existing organizations offer the simplest source to find and recruit volunteers. Religious laity groups, business associations, student or human rights organizations and social clubs are common examples. (See *Illustration 11*.)

You may also recruit volunteers from the general public. Recruiting from this source is very time consuming because it requires more effort to explain a project to someone who does not know you or is unfamiliar with your project. Nonetheless, the general public is often the only source from which to find large numbers of volunteers if you are planning an extensive operation.

HOW WILL YOU RECRUIT PEOPLE? WHAT WILL YOU TELL THEM ABOUT THE MONITORING OPERATION AND THE PLANNED ACTIVITIES IN ORDER TO CONVINCE THEM TO JOIN YOUR EFFORTS? You cannot recruit volunteers by simply asking them to appear at voting stations



## in•ven•to•ry

An *inventory* is an itemized list, or catalog, of current assets such as property, personnel or funds. It may include descriptions of specific characteristics (e.g., ages, genders and skills of people), quantities in which the assets are available, and information about where they can be found or contacted.



The large number of mountain climbers who directed local clubs of Bulgaria's BAFE illustrates how a pre-existing organization was used to recruit volunteers. Miroslav Sevlievski, BAFE's executive director, was executive secretary of the Bulgarian mountain climbers association in April 1990. Sevlievski asked many of his

former associates to organize BAFE clubs in their regions. Sevlievski's pre-existing contacts helped establish a nationwide network and brought to BAFE individuals with proven organizational skills and an appreciation for teamwork.

on election day to observe the events. Preparing monitors to perform their election-day responsibilities requires careful groundwork and training, which begin at the recruitment stage.

You should plan to invite prospective volunteers to a recruitment meeting. For pre-existing groups, you can ask leaders of those groups for permission to address a regularly scheduled meeting or for their assistance in arranging a special meeting. When recruiting from the general public, you should advertise your meetings through the media, posting and passing out notices, and using "word-of-mouth."

You must therefore develop a short and meaningful message to attract people. When recruiting, your message should:

## I

- 1 explain the *objectives* of the monitoring operation;
- 2 describe the *general plan* by which the objectives will be achieved;
- 3 outline the *activities* for which volunteers are needed and how these activities accomplish the goals of the operational plan;
- 4 define the *duties and responsibilities* for recruits; and
- 5 ask members of the audience to *join* your effort. (See Illustration 12.)

Remember the importance of asking each volunteer to help recruit more volunteers. Each of them has family, friends and fellow students or co-workers. In the Philippines, NAMFREL developed its corps of 500,000 volunteers by suggesting that each new member recruit at least five other volunteers.

In order for a recruiting meeting to be successful, you should incorporate several approaches into your presentation. First, try to explain the objectives of the monitoring effort in a way that each member of your audience understands why and how these objectives are relevant to his or her life—personalize the presentation.

Second, explain to prospective volunteers that election monitoring is a way that each person can,

individually, participate directly in democratic politics and government. Third, since you are asking people to contribute time and energy for little or no monetary compensation, consider making your presentation in a manner that is appealing and enjoyable. For example, monitoring organizations often provide entertainment, such as music, dancing and food, or the promise of a pleasant social experience as additional inducement to volunteers.

Fourth, make sure that the expectations of the prospective volunteers match the reality of what they will be asked to do and what you will be able to provide them. A successful understanding between you and the volunteers requires that you speak candidly with the prospective monitors about the terms on which they are expected to participate. Tell prospective recruits what they can expect from you regarding instruction, supervision and assignments as well as prospects of payment (or nonpayment) for wages, food, transportation and other expenses.

Also, be frank about your expectations for personnel and the importance of each volunteer to the entire effort. Let them know that the monitoring operation is a team effort that requires a serious commitment. Be sure to inform volunteers about your rules regarding attendance, training, dress, nonpartisan conduct, abiding by the election laws, etc., and explain why each rule is designed to promote conduct that reflects favorably on the monitoring mission.

Finally, do not end your presentation or close the meeting until you have recorded the names and contact information for those who wish to participate in your efforts. Also, you should take this opportunity to tell the new recruits about their next assignment. For example, you might remind them to “come to our first training meeting at the same location and time as this meeting, three weeks from today.” All volunteers should be asked to complete an *information card*, which solicits the following data:

- 1 name, address and telephone number;
- 2 place of employment;
- 3 special skills;
- 4 times/days available for work; and



Illustration 12

Pro Democracy Association (PDA) made effective use of the mass media to recruit volunteers before Romania's 1992 nationwide elections for local offices. PDA obtained an agreement from the television station to broadcast a short advertisement promoting civic education.

The theme of the advertisement was “Romania Needs You!” It emphasized the importance of the upcoming elections and the need for citizen involvement to monitor the process. It showed PDA volunteers as they conducted their work and asked all interested citizens to join the effort. PDA also recruited volunteers by purchasing newspaper advertisements, hanging posters and distributing leaflets.

- 5 names and phone numbers of other individuals who may be interested in the operation.

(See, for example, the sample information request from NAMFREL in Appendix II.)

The information contained on the cards generally should be compiled in the national headquarters files and, if possible, entered into a computer data base. Take reasonable precautions to assure that this information is not used by those who may want to intimidate volunteers or obstruct monitoring.

WHAT PROCEDURES WILL YOU IMPLEMENT TO ENSURE THAT RECRUITS WILL RESPECT AND ENHANCE THE ORGANIZATION'S REPUTATION FOR CONDUCTING QUALITY, NONPARTISAN WORK? Remember that credibility is an essential characteristic of a successful monitoring operation. One component of credibility is quality. The best way to assure quality in an operation is to recruit and train capable personnel.<sup>22</sup> Actively demonstrating your nonpartisan *bona fides* is another important ingredient in the formula for a credible operation. During the recruiting process, you should develop procedures that will help protect the organization's reputation for nonpartisanship and enhance understanding among volunteers of how they should conduct themselves.

A monitoring group can protect its reputation by limiting its selection of volunteers to those people who: support the group's objectives; will comply with supervision from the group's leaders; and will make a reasonable effort to fulfill their membership duties and responsibilities. Monitoring organizations can use different ways to determine a prospective volunteer's commitment to these guidelines, including a requirement for membership fees. In order to safeguard yourself or at least help insure some level of commitment from your volunteers, you may ask them to sign a pledge card wherein the participant promises to conduct all monitoring activity in a nonpartisan manner during the election period. (See Illustration 13.)

Having taken steps to influence the type of individual who is admitted into the monitoring effort, you should also develop procedures to control the volunteers who *remain* in the operation. Often there are some people initially recruited to join your organization who later behave in a manner that forces you to remove them from the ranks. To prepare for this eventuality, you should put into writing the criteria and procedures by which personnel will be removed. You should distribute and clearly explain your policy to all newly recruited personnel during their initial orientation or in their training sessions.



Illustration 13

In Guyana, the civic group called the Election Assistance Bureau (EAB) requested its observers to sign the following:

## OBSERVER'S PLEDGE

Local Authorities Elections 1994

I, the undersigned, hereby pledge as follows:

1. That I agree to serve on behalf of the Election Assistance Bureau as a polling place Observer at the Local Authorities Elections on 8th August 1994.
2. That I am neither an activist nor a candidate for any group or party contesting these elections.
3. That I have attended a training session and that I fully understand the duties of an Observer.
4. That I shall execute my duties impartially and objectively and to the best of my ability, and in keeping with the directions for observing provided by the Electoral Assistance Bureau.
5. That the reports I shall give, both orally and in writing shall represent an accurate account of the proceedings witnessed by me.

Signature \_\_\_\_\_

Name in Block Letters \_\_\_\_\_

<sup>22</sup> See Section J, Training



## Training

You can help guarantee the quality and impartiality of your operation by training personnel in the skills and general information relevant to election monitoring.

Most personnel, especially the actual observers, understand their role in the monitoring effort only after they have completed a training program. Careful consideration, therefore, should be given to the design of the training program, which forms an integral part of the overall election monitoring operation. In addition to providing instruction to the prospective monitors, a training program demonstrates to the public that the group is well organized and is approaching its mission in a methodical manner. It also enables personnel to meet each other and to promote enthusiasm, loyalty and a sense of shared dedication to the mission.

Training programs for prospective monitors vary in scope, intensity and duration. The following are key questions to examine when organizing a training program:

- 1 Who is available to conduct the training sessions? (e.g., leaders of the organization, a trained cadre of junior officers, functional experts, international experts, local officials, etc.);
- 2 Who will be the audience for the training sessions? (e.g., future trainers, pre-election or election-day monitors, political party pollwatchers, government officials, journalists, etc.);
- 3 What training materials and documents should be prepared? (e.g., a description of the organization—including its goals, important dates, names, addresses and telephone numbers; instruction manuals; checklists or other forms; a code of conduct; election laws; other teaching devices such as sample election materials, flip charts, transparencies for an overhead projector, audio and video tapes, etc.);
- 4 What logistical arrangements and what costs are involved in conducting the training

program? (e.g., meeting rooms, transportation, *per diem*, food, lodging, etc.);

- 5 What information, instructions or skills do you intend to convey during the training?
- 6 How sophisticated are the members of your audience and how familiar are they with the objectives of the organization, the legal and administrative procedures for the elections and the constraints involved in working with a nonpartisan organization?
- 7 What format(s) should be used to communicate different types of information? (e.g., lectures, workshops, question and answer sessions, simulations or role-playing);
- 8 What systems will you employ to convey the training information to appropriate personnel?

**SYSTEM OF TRAINING** When you conceptualize your approach to training you will face the challenge of conveying the necessary information, instructions and skills to your personnel.<sup>23</sup> If you are attempting to monitor events that happen at the local level (e.g., voter registration, voting and counting, intimidation, etc.) you will probably also need to recruit and train your observers at the local level. The description offered here applies principally to training that is intended to reach the local level.

Important factors in selecting your approach include how much time you have and what type of financial resources, trainers, communications and transportation are available for this endeavor. At one extreme, you may have the time and resources to pursue a comprehensive, "grassroots" approach in which individual members receive personal training at the most local level. This approach has the advantage of allowing trainers to distribute materials, utilize visual aides and conduct simulations. It also provides members of the audience an opportunity to ask questions directly to the trainer. At the other extreme, you may be limited to indirect training. Using the mass media, such as newspapers or radio, is one example of indirect training. While this enables you to reach a large number of people in a short

<sup>23</sup> See also Section B, *A General Plan*, Section I, *Recruiting* and Section M, *Logistics*, for more discussion on the subject of training personnel.

time, it severely limits the use of instructional aids and the opportunity to ask questions.

Monitoring organizations typically adopt some combination of the following three systems: (1) training the trainers (the pyramid system), (2) mobile workshops, and (3) national training days.

The *pyramid* system is so named because if you draw a picture to describe the flow of information from the original trainer to the most localized trainee (the local monitors) it looks like a pyramid. The concept behind this approach is that if you concentrate on providing information, instructions *and techniques for conducting the training* to a small group of individuals, they will learn the material well enough that they can repeat the training to others. In effect, every group that receives training is empowered to repeat the training; for example, if you train 10 people adequately, they then become trainers. If each member of this group trains 10 more people, they will have contacted 100 individuals, who can repeat the process to reach one thousand, and so on.

This system of personal contact requires transportation. In order to disperse the training information throughout the country, you must either bring the local audience to the trainers or bring the trainers to the local audience. The former system assembles individuals from outlying regions or cities in a central location (e.g., the capital or other important cities) so they, in turn, can be dispatched to their homes where they will repeat the training to others. The newly trained trainers then repeat the process for individuals who are brought in from outlying villages and towns. The villagers and townspeople are, in turn, dispatched to their homes to continue the pattern.

This decentralized approach enables you to quickly build a large organization using minimal logistical and organizational resources. However, since your direct oversight is largely absent at the training conducted outside of the capital, you should realize that you will have less control over who is recruited and the quality and consistency of their training.

A second system, in which a group of trainers disperses to visit local audiences who then repeat

the training for family and friends in the same locale, is a simple variation on the approach described above. This system typically employs *mobile teams* of two or three trainers each.

This system helps preserve quality and consistency in the training from one level to the next. It may also conserve costs by minimizing the number of people who need to be transported to the training forums. One potential challenge is finding enough qualified trainers who are available to travel throughout the country for an extended period.

In a further variation, mobile teams can be used as a substitute for the system of training the trainers. Under this scheme, special teams are assigned to conduct a circuit, departing from a central location to conduct local training programs along a route of planned stops, eventually returning to the central headquarters. These trainers may represent the only source of information, instructions and skills that are conveyed to audiences even at the most local levels. This model, which depends on the continual use of experienced trainers, helps ensure that the training meets a high standard for quality and uniformity. In addition, the presence of trainers from central headquarters often generates enthusiasm locally and may encourage recruitment.

Another option involves sponsoring *national training days*, during which training sessions are conducted simultaneously throughout the country. While this approach allows the organization to create a high profile national event, it initially requires an intensified period of activity when many trainers must be trained and a massive quantity of materials must be created, produced and distributed.

**TRAINERS** It is important that you identify and prepare the trainers who will, in turn, train all the individual personnel in your monitoring operation. People who have experience with speaking to large groups and conveying instructions are often ideal candidates. Many monitoring organizations have relied upon school teachers, professors, and church and civic organization leaders to serve as trainers.

**AUDIENCE** You should consider inviting other groups to your training sessions in addition to your recruits and prospective recruits. Specifically, by inviting (or at least notifying) government officials, political party representatives, journalists or international observers to some of your training programs you can enhance your reputation, demonstrate the nonpartisan nature of your work, and foster relations with these important institutions. In many cases, participation by these organizations will add to the quality of the program. For example, you can invite them to explain and interpret the election laws and related procedures, to participate in question and answer sessions, or just to observe the discussion. On the other hand, there are some occasions when participation by people from outside of your organization can inhibit or interfere the training. In these cases, the

better practice is to limit participation to members or supporters only.

**AGENDA** You should prepare an *agenda* for the training program that provides an opportunity to discuss the following topics:

- 1 introduction of trainers and participants;
- 2 introduction of the organization and the purpose of the training program (e.g., description of the monitoring group, its mandate and objectives and its activities to date; explanation of the goals and agenda for the training session);
- 3 distribution of training manual and other materials;
- 4 review of election procedures;



Illustration 14

In Togo, the domestic monitoring group GERDES conducted simulations of voting for audiences of prospective volunteers. The purpose of the simulations was to give the audience a clearer idea what problems to expect when monitoring election day. In advance of the exercise, trainers had prepared all of the necessary materials and equipment:

- the *registration list* was a sheet of lined paper with a place to mark the voters name, address and signature;
- *ballots* were made from cut up pieces of plain white paper. The symbols for three candidates—a rooster, a star and a flower—were hand-written on the ballots;
- a *ballot box* was made using a cardboard box with a small opening cut in the top;
- a felt tip marker was acquired to put ink on the fingers of those who had voted; and
- a curtain from a nearby window was stretched around a chair to make an improvised *voting booth*.

Trainers began by selecting five members of the audience to be *election officials*. The election officials sat at a table in front of the room. Their first responsibility was to conduct voter registration. Trainers then chose 20 volunteers from the audience to register as *voters*. When registration was complete, *monitors* were taken from the audience: one to represent each political party, two representing a nonpartisan domestic monitoring group and two representing international observers. Finally, one volunteer was assigned to represent the military.

Next, the voting process began according to the election law of Togo. The election officials supervised every stage of the process—opening the voting station, casting ballots, closing the voting station, resolving disputes, counting ballots and announcing results—and were closely watched by the observers.

To make the exercise more challenging, trainers conspired with some of the voters and election officials to simulate irregularities. These included attempts at double voting, voting without registering, stuffing the ballot box, campaigning inside the voting station, etc. Observers and officials were taught how to look for the problems and record any complaints. Questions from the audience were encouraged throughout the simulation.