

**REPORT**  
**ON THE**  
**TRAINING PROGRAMME FOR**  
**ELECTION OBSERVATION ACTION MANAGERS**

**JANUARY 26 - FEBRUARY 7, 1997**

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## **INTRODUCTION**

This report is intended as a record of a Training Programme for Election Observation Action Managers that was carried out by the Austrian Study Center for Peace and Conflict Resolution (ASPR) in Stadtschlaining from January 26 to February 7, 1997. The programme was part of a project supported by the European Commission (DG 1A/A2) in association with the European Centre for Development Policy Management (ECDPM) which provided a complementary "Training Course for Long-term Election Observers" held in Maastricht from February 23 to 28, 1997.

The first part of the report outlines the goals and methodology of the ASPR seminar. Section One brings together the recommendations on a general approach to election observation and specific election observation tasks as well as the evaluation of the seminar and recommendations for future training programmes. Section Two contains a report of the proceedings of the seminar, e.g. summaries of the input of the resource persons, and also an outline of the methods and exercises used in the training process. Where exercises produced material which may be of value for further trainings, election observation handbooks, etc. they have been included for reference.

## **THE GOALS OF THE SEMINAR**

The Training Programme for Election Observation Action Managers will contribute to the European Union's increasing efforts in support of the development and consolidation of pluralistic, democratic societies through the observation of elections and the growing demand for qualified personnel, both in quantity and quality, to fulfil this task. The Training Programme should also function as a pilot project for further training seminars in election observation management with the aim of producing a pool of appropriately trained personnel for future election observation missions from which the European Union could draw as and when required.

It was intended that this seminar would fulfil the twin aims of furthering a common practical and constructive approach to election observation and act as a pilot project for training election observation managers in the various areas of competence required to manage an election observation mission at national or regional level. Each European Union member state was invited to nominate two participants with suitable qualifications and experience. In the event the training programme comprised 29 participants.

## **METHODOLOGY**

The seminar was conceived as containing two complementary week-long sections. During the first week the theoretical context of election observation was introduced with experts presenting their perspectives and insights in plenary sessions followed by questions and discussions. Following a comparison of different approaches from various international organisations - the OSCE, UN and Council of Europe - the focus moved to the definition of the concrete structures and tasks associated with an election observation mission. During these sessions the experience of the participants was drawn upon in group work to produce models relating to the different component tasks of such a mission as a basis for comparison and critique. The first week also contained a workshop on issues of communication and inter-cultural learning which aimed at raising awareness of, and sensitivity to, the difficulties presented working in multi-cultural teams in an unfamiliar cultural environment as is often the case in election observation.

The second week was intended as an opportunity to apply the functions and tasks defined and described during the first week's sessions within the framework of an exercise to simulate the planning of a large scale observation mission. The forthcoming municipal elections in Bosnia were taken as the basis for the exercise and the participants, divided into four working groups, were guided through a planning and problem-solving process during the course of the week.

Oral and written evaluations were carried out at the end of each week.

## **SECTION ONE - RECOMMENDATIONS AND EVALUATION OF SEMINAR**

### **RECOMMENDATIONS FOR A COMMON APPROACH TO ELECTION OBSERVATION**

One of the basic aims of this seminar was to aid in the development of a common practical and constructive approach to election observation. To this end participants were asked during the evaluation to make recommendations which would serve this purpose, these are noted below:

#### **1. General**

- ◆ The establishment of an Electoral Assistance Unit within the European Commission
- ◆ A 'lessons learned unit' in the electoral field (as the United Nations has in the field of peace-keeping)
- ◆ The development of a code of conduct/action for the organisations, e.g. EU, OSCE, that send observation missions (in addition to existing codes of conduct for observers on the ground)
- ◆ Make clear to politicians the need for sufficient lead-time
- ◆ The provision of sufficient communication equipment to make the mission effective

#### **2. Selection, Training, Evaluation of Election Observers**

- ◆ EU recommendations to member states on standards of selection for observers and managers
- ◆ Develop criteria and methods for evaluating the work of observers and managers
- ◆ A common training structure for election observers and managers
- ◆ Minimum standards for election observation personnel
- ◆ Clarity regarding the language requirement of mission at recruitment stage
- ◆ The production of a standard contract with rights and obligation, and also sanctions included (also terms of reference and code of conduct)
- ◆ Training for observers on technical issues such as communications and security in a military compound

### **3. On Mission**

- ◆ Production of a lexicon of election terminology in the mission language
- ◆ Production of a standard kit to be adapted to size and type of mission containing practical guidelines e.g. procurement on a mission

### **4. Post-Mission**

- ◆ De-briefings of observers in home countries
- ◆ Minimum standards for de-briefing in home country
- ◆ Forwarding of observer de-briefing reports from home countries to sending organisation

## **RECOMMENDATIONS ON SPECIFIC ASPECTS OF ELECTION OBSERVATION**

### **1. Logistics Requirements for Setting up an Observation Mission**

Among those things that were considered necessary were:

- ◆ offices - HQ and regional offices
- ◆ drivers
- ◆ interpreters
- ◆ transportation for observers and HQ staff
- ◆ communication means - satellite telephones if possible
- ◆ computers for HQ and regional offices
- ◆ printers
- ◆ accommodation for observers in hotels and private homes
- ◆ fuel for cars
- ◆ uniforms
- ◆ protective clothing
- ◆ first aid kit
- ◆ briefing facilities for training- flip charts, O/H projectors
- ◆ accreditation/ID cards
- ◆ stickers and flags to identify mission vehicles
- ◆ maps
- ◆ flashlights
- ◆ laundry facilities organised
- ◆ instruction on mine awareness organised

- ◆ five to ten percent of equipment as back-up
- ◆ staggered arrival time of observers

## **2. Possible Functions in an Election Monitoring Mission**

- ◆ Head of Mission
- ◆ Deputy Head of Mission
- ◆ Administration /Finance
- ◆ Security Manager
- ◆ Logistic Manager
- ◆ Communication Manager
- ◆ Legal Adviser
- ◆ Voter education/training Manager
- ◆ Media Officer
- ◆ Computer Manager
- ◆ Statistician

## **3. Terms of Reference**

### Terms of Reference for Long-Term Observers

The observers task is limited to observe and report. They are in no way supposed to intervene in the process they are observing.

- ◆ To report as and when required to Regional co-ordinator
- ◆ To observe the code of conduct at all times
- ◆ To be deployed where required
- ◆ To observe:
  - registration
  - campaign
  - voting
  - counting
- ◆ To record and check complaints
- ◆ To work with regional co-ordinator when required on:
  - accommodation
  - cars/drivers
  - interpreters
  - training of MTO's and STO's
- ◆ To participate in de-briefing at regional centre
- ◆ To prepare reports and briefing notes as required



### Terms of Reference for a Regional Co-ordinator

- ◆ To be responsible for all observers in the area
- ◆ To train and update observers
- ◆ To arrange deployment, accommodation and transport for observers
- ◆ To co-ordinate the reports from the observers and their transfer to HQ
- ◆ To report to HQ as required

### **4. Specification for Election Observer**

Desirable skills and qualities for an observer which were brought forward from the groups included:

- ◆ ability to write and speak in the language of the mission
- ◆ previous overseas experience
- ◆ accurate reporting skills
- ◆ current driving licence
- ◆ some electoral experience - at home or abroad
- ◆ experience in the mission area
- ◆ good interpersonal and social skills
- ◆ good communication skills
- ◆ upper and lower age limit
- ◆ flexible
- ◆ impartial
- ◆ responsible

### **5. Training of Long-Term Observers**

In the matter of training for LTO's different opinions were expressed among the groups about the length, number of trainings and location of training. It was generally agreed that it is a good idea to follow up initial training of LTO's with a further training closer to polling day and that LTO's could be involved in training MTO's and STO's. The training could include:

- 1 The concept of the mission - explained by the Head of Mission
- 2 Country Profile - to cover political, economic and social history especially of period leading up to the elections
- 3 Cultural context - customs, mores, values, etc. of the people(s) living in the mission area
- 4 The election process - election law, registration, campaigning, polling, counting, etc.
- 5 Security - personal safety, evacuation plan, medical emergencies
- 6 Terms of reference for LTO's - the mandate of mission, code of conduct, tasks of

- observers
- 7 Reporting - who, how and what system - flow chart of reporting structure
- 8 Organisational structure of mission
- 9 Technical assistance
- 10 Communication systems
- 11 Logistics

## **6. Handbook for Long Term Observers, Medium Term Observers and Short Term Observers**

In order to provide more 'user friendly' handbooks than those already existing it was strongly recommended that handbooks should be slim and in a loose-leaf binder so that they can be updated or used for different types of observers (LTO's, MOT's, STO's). They should also include information on the following:

- ◆ Mandate
- ◆ Timetable
- ◆ Code of Conduct
- ◆ Historical, political and social background
- ◆ Security and medical facilities; communications

### Appendix 1/LTO's:

- ◆ Terms of Reference - specific tasks
- ◆ Maps
- ◆ Election law in full

### Appendix 2/MTO's:

- ◆ Terms of Reference - specific tasks
- ◆ Maps
- ◆ Extracts of election law

### Appendix 3/STO's:

- ◆ Terms of Reference - specific tasks
- ◆ Maps
- ◆ Extracts of election law

### Also in appendices:

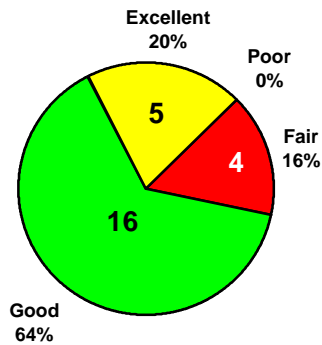
- ◆ Example of ballot paper
- ◆ important addresses
- ◆ telephone numbers

## **EVALUATION OF SEMINAR**

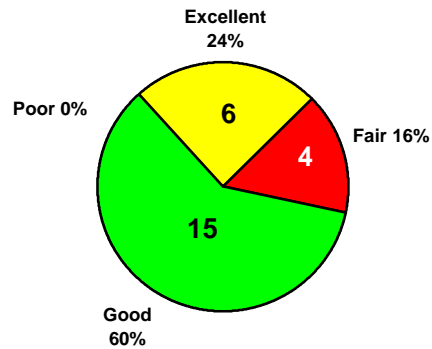
The evaluation of the seminar was carried out in two stages. At the end of the first week the participants were asked to fill out an anonymous questionnaire relating to the week's programme and an oral evaluation of the extent to which the twin aims of the seminar had been met so far. At the end of the second week the remaining sections of the evaluation questionnaire - relating to the second week's programme, the overall training and development of the programme in the future - were completed by participants. In addition, the group brainstormed in plenary recommendations for a common approach to election observation and recommendations for future trainings for election managers.

The overall evaluation of the programme derived from the questionnaires can be seen from the pie charts below:

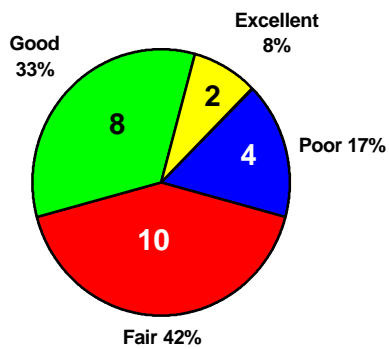
**Usefulness for Election Observation Manager**



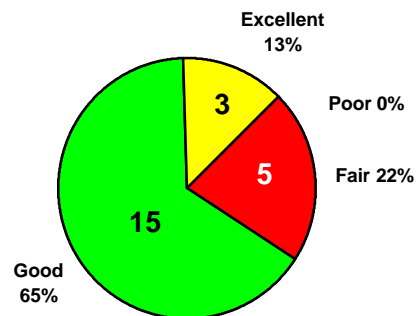
**Usefulness for my personal development**



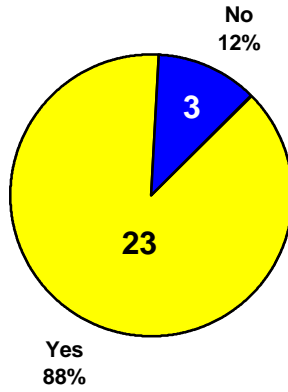
**Basic structure of the programme**



**Methodology of the programme**

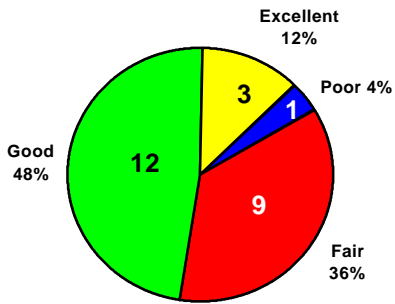


Would you recommend the program to colleagues?

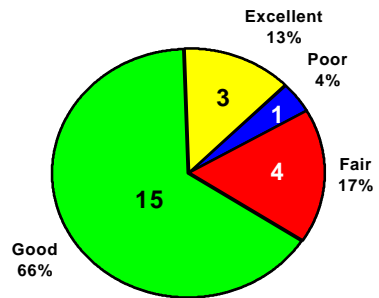


Evaluation of Week One

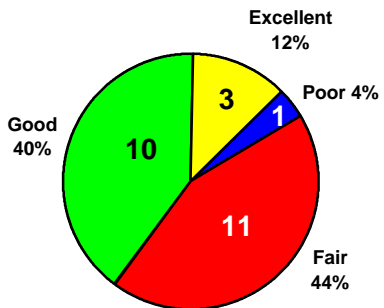
Usefulness for Election Observation Manager



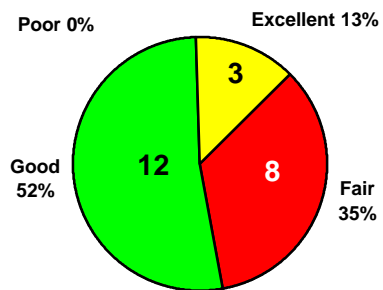
Usefulness for my personal development



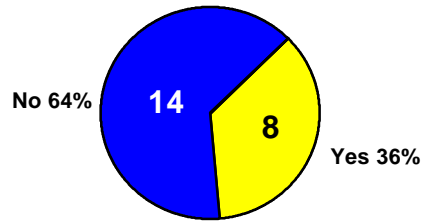
Content



Methodology of the programme

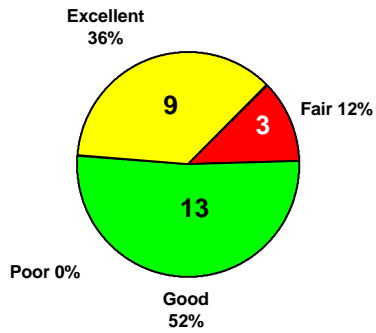


Could the first week's programme serve as a model for a Long-Term Observer training programme?

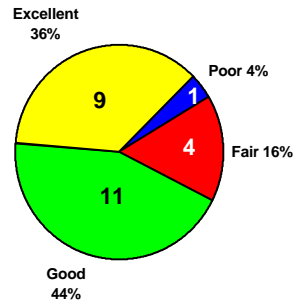


Evaluation of Week Two

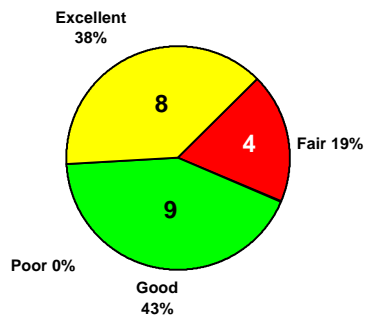
Usefulness for Election Observation Manager



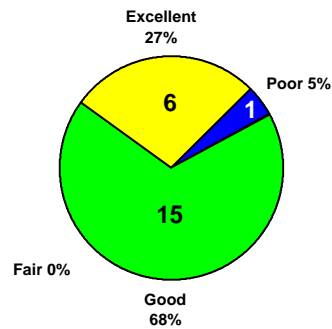
Usefulness for my personal development



Content



Methodology of the programme



From the written comments and from the oral evaluation the following points can be made:

The majority of participants felt that it was not necessary to have a two week long training and that some of the topics could have been condensed. Recommendations were for a training of around seven to ten days. In terms of the balance between theoretical input and workshops it was felt that the beginning of the seminar was overburdened with theory. Many thought that a theoretical input was relevant and important but this should be limited and distributed throughout the seminar making for a better balance between practice and theory throughout. A workshop or working group approach with a practical focus, as in the second week of the programme, was felt to be a very effective way of learning.

It was stressed by some participants that an important factor in creating a successful training is the degree and type of participation of the participants themselves. Group-building needs to be given more attention early in the seminar and more opportunities should be given to the participants to share their experiences as part of the programme.

Some further thought was recommended to the selection of participants for future trainings - they should have some previous experience and plan to be involved in election observation in the future.

One major area of disagreement centred around the types of mission that were being trained for and thus the type of training necessary. Concretely, should an election observation training be aimed at election managers aiming to equip them with a range of skills or should it be geared to training in specific skills? It was argued that on a large mission the Head of Mission will be a political appointee and will not be involved in the direct organisation of the mission on a day to day basis. Experts in the various fields of logistics, finance, the law, security, etc. will be hired and the role of the election manager as envisaged in this training will not be appropriate. In this case, in terms of training it would be wiser to have a brief general introduction (perhaps two days) and then to specialise according to functions in an election observation mission.

Another argument is that missions are likely to be smaller in the future and the manager or regional co-ordinator will have to take on a variety of tasks and so this should be reflected in the training. An associated viewpoint is that even for regional co-ordinators more specific training in the methodologies of particular tasks within a mission would be valuable. No consensus was reached on these points. It was noted that in any case a manager must be trained to be able to select, deploy and supervise the appropriate staff.

## **RECOMMENDATIONS FOR FUTURE TRAININGS**

As part of the evaluation process the participants were asked to address the second of the aims of the programme i.e. to train election observation action managers. Reflecting on the experience of the pilot project, the following general recommendations as well as suggestions regarding additional/alternative topics were made for future seminars:

The following general recommendations were made for any future training:

- ◆ The training should be seven to ten days long
- ◆ Pedagogical adviser for training - before and during training
- ◆ Training should be carried out by people with a training background
- ◆ Group-building at beginning of training
- ◆ Integration of experience/expertise of participants into the training
- ◆ Maintain an operational/practical emphasis in the training
- ◆ Emphasis on main tasks of an observation mission - to observe and to report
- ◆ Theoretical inputs should be brief, well-presented and integrated into the training throughout
- ◆ Following a general training there could be a form of training in the field (apprenticeship) with some evaluation of competence of trainee manager
- ◆ Instructions in the use of O/H projector for trainers and participants

Suggested additional/alternative topics which could be covered in a future training:

- ◆ Managing human resources session
- ◆ Politics of mission and relation to technical aspects
- ◆ Use of election observation in the process of monitoring process of democratisation
- ◆ Whether there is a role for STO's in future election observation missions
- ◆ Comparison of electoral laws
- ◆ Different - electoral systems
- ◆                   - polling systems
- ◆                   - counting systems
- ◆ Tasks of a manager in a small mission
- ◆ Specialisation on specific tasks e.g. finance, logistics, etc.
- ◆ Budget of election monitoring mission
- ◆ Conflict resolution
- ◆ Technical aspects of election monitoring e.g. how to read and grasp electoral law
- ◆ Specific election observation approaches
- ◆ Basic first aid
- ◆ Introduction to computer software
- ◆ Organisational skills
- ◆ Negotiation skills
- ◆ Decision-making methods

## **SECTION TWO - PROCEEDINGS OF THE SEMINAR**

### **ELECTION OBSERVATION BY THE EUROPEAN UNION - HENK VAN DER KWAST**

The Treaty on the European Union, which entered into force on 1<sup>st</sup> November 1993, has as one of the main objectives of the Common Foreign and Security Policy (CFSP) to 'develop and consolidate democracy and the rule of law, and respect for human rights and fundamental freedoms.' The European Community development co-operation policy was envisaged as contributing to the general objective of developing and consolidating democracy and the rule of law, and to that of respecting human rights and fundamental freedoms (Article 130u(2) of the Treaty establishing the European Community). This has been a strong motivation of the European Union and is at the heart of what the EU wishes to do. This provides the legal basis for exchange and support between states in the development of democratic societies. One of the main activities in this regard is electoral assistance for the whole of the election process leading to a strengthening of the rule of law and democracy. A consistent and coherent system of election observation is part of such assistance.

However, despite this being one of the fundamentals of EU policy there is still room for further enhancement of this approach and perhaps it may be possible to have an effect through this meeting on national administrations.

There is a larger framework than just the technical aspects. There is, at the moment, an important opportunity for democracy. There is an openness in the international community towards democracy which makes for a willingness to receive election observation and assistance. It is important that the EU succeeds in providing this support as the possibility may pass within three to five years. It is important to recognise that there are also political pressures to legitimise elections in order to maintain a dialogue and encourage governments in the democratisation process.

There are at present many differences in the ways in which states undertake recruiting and training (where this is carried out) election observers. Different philosophies lie behind these methods. It would be an advantage to have a list of qualified election monitors who have undergone training courses leading to a level of professionalization. Objective standards should be adhered to, standard procedures introduced and comparable levels of training to establish some degree of consistency.

The work done by the EU should complement the work of other institutions and further co-operation between the three major actors - EU, UN, OSCE, Council of Europe - and lead to the development of a more integrated approach.



European Union policy is based on three pillars. The first is the European ‘common policy line on development’ embodied in various treaties, trade agreements, etc. Here there exists the ‘essential element clause’ which refers to respect for human rights as an essential element of development. This allows for taking measures and even, in extreme cases, cutting off co-operation with countries where human rights are consistently violated on a massive scale. The third pillar is the ‘overall common approach’ which is not so concerned with human rights issues. The second pillar is the ‘common security and foreign policy’ (CFSP). The structure associated with the CFSP is of working groups staffed by officials from capitals which may have either an institutional approach, e.g. OSCE, UN, etc., a thematic approach, e.g. human rights and democracy, disarmament or a geographical approach focusing on certain areas. As a result, a problem in the organisation of election observation is sometimes that it is not always clear which group should be handling election assistance and monitoring. This is further complicated by the fact that at national level different ministries are involved e.g. defence, development, interior, etc. This is a problem in the overall approach and can lead to complications in the field when there are various reference points at national and international level for field workers.

The observation process is set up to see whether the conduct of elections was carried out in a correct or incorrect way. This is a technical process but it is undertaken in a cultural and political environment. In addition, if there is a negative assessment this may lead to problems at the political level for the future strategy of the CFSP. Therefore, there can be a discrepancy between the observers report and the political statements which are made following elections. Where to draw the line when assessing a state’s conduct of elections is the subject of political discussion but one should try and base this on the legal commitments. If this is not done the local population may feel abandoned by the international community.

## **CONCEPTS OF DEMOCRACY - ENGELBERT THEUERMANN**

There are a number of concepts of democracy and even between established democracies there are differences. So where is the limit in defining democracy? Now there is a third wave of democratisation. Previous waves were followed by reactions characterised by a cooling off of enthusiasm and disappointment - elections followed by undemocratic government and sometimes irregular second elections.

Traditional schools see as key to democracy the selection of leaders through competitive elections. This is a minimalist approach. Critics argue this puts the focus on elections alone and stress rather a liberal democratic approach which refers to the rule of law, accountability, civil liberties, separation of powers, human rights, etc. There is a move to stress not ‘democracy’ as such but the notion of ‘democratisation’ which is a process rather than a system. This approach is equally applicable to new and established democracies and covers not only free and fair elections but open and accountable government, civil and political rights, development of civic society and so on.

However, the process of democratisation may itself cause conflict, for example, in multi-ethnic societies it may be argued that the competitive democratic system is not as appropriate as a consensus based system and may exacerbate tensions. A counter-argument would be that there are sufficient alternative systems which attempt to take into account multi-ethnic and otherwise fragmented societies e.g. federalism, governments of national unity, powersharing, etc. and these could be investigated.

Some speak today of the hegemony of democracy based on the political and economic superiority of the established democracies. Others question this assumption pointing to the Islamist alternative and Asian authoritarianism. Both systems are open to criticism. Over the past few years coups have become unacceptable e.g. no coup in Africa can take place without criticism from other African countries or the OAU. There is more often what can be described as a 'coup in progress' which constitutes an erosion of democracy. This may be through manipulation after elections or manipulation of a second election. The notion of 'donor democracy' has emerged in which elections are held to please donor countries but are only formal processes and have no significant impact on the society. In the light of these considerations the 'hegemony of democracy' is seen as superficial. This has implications for election observation as many requests are being received at present.

The emphasis should be on consolidation where democracy is stable, deeply institutionalised and long term. It is necessary to create a 'culture of democracy' which cannot be imposed from outside but must come from inside and develop throughout the society.

During the discussion that followed Heinz Deppe remarked that when speaking of democracy one should not confuse universality with uniformity. Democracies allow for diversity and the cultural element in a society needs to be taken into account. Bert Theuermann commented that the strongest challenge to this universality comes from the Asian bloc who attempt to present an authoritarian model of government as a successful alternative to democracy.

## **WORKSHOP ON COMMUNICATION AND INTERCULTURAL UNDERSTANDING - DIANE HENDRICK**

The aim of this workshop was to raise awareness of the nature of communication and the aspects that have to be taken into consideration when communication is intercultural. The role of perception and assumption in intercultural interchange was the focus of an exercise following the presentation.

Taking as the starting point that the aim of communication is understanding, any communication attempt must refer to following:

- the grammar of language
- objective world of events, objects and states
- intersubjective world of prevailing norms
- subjective world of individual

#### Exercise

A short light-hearted exercise using drawing in pairs was introduced to highlight the difficulties inherent even in intra-cultural communication on simple tasks.

A definition of culture, its various aspects and the axes along which cultures can be measured was presented. Culture is a system of meaning and value shared by a community, informing its way of life and enabling it to make sense of the world. Members of a group acquire signification system through a complex process of learning, or acculturation, permitting communication and interaction - linguistic, non-verbal, ritualistic, and symbolic - between them. Without culture there could be no communal life.

In intracultural communication the speaker and hearer refer to a common stock of meanings and interpretations. They are more likely to have common assumptions and reference points. In intercultural communication this common orientation must first be established.

Human experience is always mediated by our perception which is structured socially. Anthropologists argue that inference is involved at all stages of the perceptual process, and we can live in different worlds with regard to bare sensation and recognition long before we enter different worlds with regard to explanation and interpretation. Our culture provides ways of seeing, thinking, and feeling about the world which in essence define normality for us - the way things are and the way things ought to be. In intercultural encounters one's sense of normality is challenged. However, in most people a sense of normality is well-grounded and well-defended. In response, rather than question one's own normality, one asserts the relative abnormality or strangeness of the other. There is often then the temptation to label the behaviour of the other right or wrong, good or bad.

Exercise

Participants were asked to think of three words that describe themselves personally and then to choose three words which they felt described the culture to which they belong. In groups of four they were then asked to compare the lists of words. In few cases were they identical, in the majority of cases one or two of the terms were the same. The aim of the exercise was to highlight intracultural differences, differences within a culture according to personality, upbringing, experience, etc.

A reified notion of culture is overly deterministic and ignores individual behaviour patterns. Culture is not reducible to behaviour and to 'know' a culture does not mean that one can predict every act of every group member.

Exercise

Twelve of the participants were asked to take part in a role play in which two members of the group played members of another culture who led the group without speaking through a form of ceremony or ritual. The members of this group and the observers were asked at the end of the process what they had seen, what they interpreted from this and what they had felt or experienced during the role play.

Through discussion of these questions the participants were able to examine their own perceptions, cultural assumptions and personal reactions in unfamiliar circumstances. Following the general discussion the role that these factors play when observing an election in an unfamiliar culture was discussed.

## **CONCEPT OF ELECTIONS - ENGELBERT THEUERMANN**

The objective of international standards is to ensure that the government of states comes from the will of the people for which there are certain prerequisites - free and fair elections, universal suffrage, elections at regular intervals, etc. There are many forms of elections - local, provincial or national, presidential or parliamentary, referenda on constitutional, territorial or moral issues.

The United Nations has taken steps to increase technical assistance relating to electoral processes for states who wish to introduce democratic systems. Those states in the UN referred to unofficially as the Human Rights Violators Group (HRVG) try to promote the inviolability of sovereign states with reference to the UN Charter (2:7). They argue that with the right to self-determination a state is allowed to choose its own political system. However, this is a right of the people and not an authoritarian regime.

There are references to human rights and elections in a number of human rights instruments. Article 25 of the Convention on Civil and Political Rights refers specifically to rights relating to elections. There are 120 states parties to this Convention and they are under a legal obligation to implement these rights within their own state system. The states parties report to the Human Rights Committee, a body of independent legal experts, who review implementation to date. In July 1996 the Human Rights Committee issued a 'General Comment' which represents the basic understanding of this body of Article 25. Such 'comments' are considered authoritative interpretations.

Points that were discussed in the 'General Comment' were: the 'genuine' nature of elections i.e. that they offer a choice, the requirement of a 'level playing field' for participating parties i.e. access to resources, media, etc., periodic elections for accountability, non-discriminatory electoral boundaries, secrecy of ballot, etc.

## **ELECTORAL LAW - BERNARD OWEN**

Electoral law is an international compromise. Examples of forms of electoral law from the former Soviet Union and South Africa were given to illustrate different approaches. In the newly democratising states there are many different structures and ways of working. The new democracies build new institutions such as electoral commissions. Many difficulties arise due to the lack of experience and expertise in the newly formed states, or newly democratising states so that problems such as inaccurate electoral lists are more likely to be due to mistakes than to fraud. Observers are advised to carefully check any accusations of fraud and get as much information as possible. Sources for complaints and corroboration should be given.

The electoral law should be checked to see if there are any unreasonable restrictions placed on candidates. Often the law will contain some reference to the media and the observer, or sometimes an expert in this field, will be required to try and gauge the amount of time and coverage in the press and other media. The need for an isolation booth at the polling station is not always understood and the concept of the secret vote was not clear to many and so there are often irregularities in this regard. The count is usually not described fully in the electoral law and it would be better to set out clearly the different steps in the counting process. Two methods are most often used - counting in the polling centre or at a counting centre. The storage at a counting centre poses some difficulties in terms of transportation and security.

Usually there is a complaints procedure which allows something in the region of 48 hours in which complaints can be registered and a further 48 hours during which they can be answered. The judge responsible can be from the constitutional court, supreme court or electoral commission, or other.

Given the official status of the observers they are sometimes asked to intervene or render assistance in one way or another in the voting process. This may be contrary to the mandate of the observers and due to the varying degrees of experience of the observers such intervention could be risky.

Questionnaires for the observers should be simple and straightforward and composed mainly of yes/no answers which can be easily computerised. This will speed up the process and will be of benefit later for the press statement.

One sometimes needs to ask what is the law worth? One must follow the law but also take into account that the elections are not taking place in the Western world. For example, sometimes the way the counting is done may be fair but is not in the law. Some consideration is required to judge whether it is fraud or the local way of doing things?

What should observers know about the law? Ideally there should be a résumé of the law for the observers which gives a general outline of the law and certain articles in full such as those relating to voting and counting, and also where the mentions observers to show at polling stations is necessary.

During the discussion it was noted that observer missions do make recommendations with regard to the electoral law in their final report and this can have impact from one election to another.

## **CONCEPT OF ELECTION OBSERVATION - ENGELBERT THEUERMANN**

When is electoral assistance required - in traditional or transitional elections? There is an increasing trend to observe 'normal' elections. What is the ultimate objective? To observe elections all around the world or to put ourselves out of a job? Under the Copenhagen Principles electoral assistance is conceived of as a one way street from established democracies to new democracies. There have been some observations from Eastern European observers but these have been seen as study trips to see how elections work. The real long-term objective is for states to ensure and enable free and fair elections themselves.

If more and more invitations are accepted to observe elections then there are resource implications. If the resources are overstretched then this will undermine the credibility of the observing organisation.

In conflict situations there is sometimes a conflict resolution aspect of an international presence. In such situations there is a question about how strict one should be in applying the standards. In a post-conflict situation it should be clear that the electoral process contributes to stability. In a post conflict situation it should be established if it is the wish of all conflict parties to use elections as an alternative to violent conflict.

Are all main opposition groups in agreement with the observation? There are good and bad reasons why states invite election observations and the mission organisations should always be clear why they are going in and in what form. Criteria should already be available before a mission is sent. There must be sufficient lead time for the mission and the strong political will of the government behind it. A political and legal analysis should also be carried out.

In order to avoid devaluing observation certain basic criteria must be held to. Unfortunately, in practice they are not. Sometimes an observation mission may be a form of conflict resolution when a bad observation is seen as better than none at all. The mission organiser must also be willing to live with the consequences of getting involved e.g. having to declare elections unfair.

Following a needs assessment some changes may be requested or the postponement of the elections. It may be decided after the needs assessment that the original request does not fit the situation. If an observation mission is undertaken there is a high degree of responsibility and it must be carried out properly and professionally. The entire election process must be covered. This is not always possible due to the late start of some missions and, in any case, some actors are by their nature short-term e.g. MP's.

It is very rare that the final statement is not positive to some extent. This is a question of realpolitik. There are no clear-cut situations, there are always irregularities but it should be possible to judge whether, despite shortcomings, the election was relatively or substantially free and expressing the will of the people. It may be an alternative to provide only a technical report for internal use with no public statement but there is the danger that the presence of the mission may be presented as legitimisation in itself.

An observation mission is important because it leads to recognition and relationships in the international arena. The international community should protect legitimate governments from overthrow.

Co-ordination and co-operation are important in these missions and a consideration of division of labour would be useful. Otherwise there is the danger of a 'turf battle'. An international co-ordination mechanism is required to deal with invitations and to help to decide when to get involved. National and international NGO's also have to be co-ordinated. Regional organisations should be approached first and then it would be possible to see how the UN fits in. The EU should consider when it is better to work alone or through other organisations.

A further point is who monitors the monitors? Is internal self-criticism enough or is an external body required?

## SPECIFIC ELECTION OBSERVATION APPROACHES

### THE UN APPROACH - ROBIN LUDWIG

The UN approach in the 1940's was supervision of the de-colonisation process, so they were dealing with colonies not sovereign states. Now it is different and the conditions have changed. There are seven major approaches that have been used by the UN:

1. *Supervision.* Namibia was the last of the de-colonisation missions. A long lead time is necessary in order to get the necessary Security Council resolution and the money that goes with it. -The UN was required to certify each stage of the process - registration, polling, troop demobilisation, return of refugees, etc.

2. *Verification.* The first mission to come out of peace accords was Nicaragua. This was not only providing assistance but monitoring both government and opposition. This was the first use of the statistical and sampling method - the 'quick count'- which allows the prediction of the vote. By the time election results should have been coming out the UN had a statistical prediction and could put some pressure on the authorities to release results. This was the first co-operation between the UN and the OAS on such a mission. Although there was some competition the experience was basically positive.

3. *Organise and conduct.* This is what happened in Cambodia and represented a phenomenal amount of time, people and money. It will probably never happen like that again. In this case civic education was very important. Part of the approach was not to focus only on election day.

4. *Co-ordination and support mission.* A government asks the UN for a needs assessment mission. Usually a staff of two is sent and logistics supplied from UNDP. The UN staff co-ordinate observers from interested member states brought in at the cost of the states themselves. They would brief and de-brief the observers. This approach allows for a statement from a joint international mission which does not reflect on UN organisations such as UNDP who will continue to work in the country. It is also possible to have a national contingent statement but usually they will wait until after the joint de-briefing. Stress should not be put on election day as fraud is more likely to occur before or after.

5. *Training domestic observers and observing the observers.* This is what happened in Mexico and has the advantage that if the nationals say that the election was fair then their judgement carries weight.

6. *Technical Assistance.* This can take various forms such as helping to plan the election or helping with boundary delimitation.



*7. Follow and Report.* This is the least useful of the missions and happens when there is heavy pressure to send observers when the UN feels it is not necessary e.g. in Russia where two people were sent who then report to the Secretary General.

Elections are not a panacea and do not create peace if there is a conflict. Whether to send a mission should be decided on a country by country basis with emphasis on the long term. In the future for the UN there will probably be many more smaller missions with emphasis on capacity-building and aiming to put ourselves out of work.

## **THE OSCE APPROACH - GERALD MITCHELL**

The OSCE developed out of the Human Dimension of the Helsinki Process. The old mandate focused on short term election observation with emphasis on election day itself. In 1994 the mandate was extended and observation is now intended to cover the process before, during and after the election. This has raised issues of responsibility. Unfortunately, the OSCE is still not invited early enough. Although there is a standing invitation in the Copenhagen Commitments the OSCE feel that a specific invitation for each election is also necessary. There are not the same variety of missions as the UN. Sometimes a mission of two people is sent with a mandate to follow the process and report to the Chairman in Office on a technical level. In general the OSCE now tries to observe the entire election cycle.

This has meant having to make more critical reports and this is something which the organisation is not used to. Recently it was necessary to make two fairly critical assessments in Albania and Armenia. The OSCE has to deal with this but at the same time they do not want the participating states to feel that election observation is destructive. The missions try to be constructive and make recommendations, consult with the national authorities if they accept them or work together with them if they accept the general thrust of the report.

In order to have long-term observation a needs assessment must be made and a co-ordinator must be in place six to eight weeks before elections. A team of long term observers will address substantive issues, undertake a thorough assessment and inform short-term observers well thus making the latter's work more valuable.

The OSCE is moving away from such broad statements as 'free and fair' with regard to elections. They prefer to see if the legal framework is in agreement with OSCE commitments as reflected in the domestic legislation. During the needs assessment the legal framework will be reviewed, access to authorities and ability to move freely throughout the territories will be checked. Then they will establish a long-term mission from registration onwards. The timeframe required would be: request received three months ahead of election; one month would be required for preparation and long term observers would arrive two months before the election. This is not yet the case. Often a mission may be sent only six weeks before elections as there are not a large number of

long-term observers and sometimes they cannot be seconded for two months.

The extended mandate was only introduced in 1996 and sometimes participating states still operate as if the OSCE was still under the old mandate. This is an educational process for the whole organisation. If the Permanent Council expresses a wish to have a mission then there will be consultation with the Chairman in Office and ODIHR will become involved. However, observation cannot be used as a political tool if the organisation wants to do it consistently. They may have to call it some type of limited technical observation with a report to the Chairman in Office and not rely on the body of evidence supplied by election observers.

## **THE COUNCIL OF EUROPE APPROACH - RICHARD HARTLY**

The Council of Europe has 40 members the most recent of which are Croatia and Russia. There is no specialist unit for election monitoring but election observation is part of the normal work of democracy monitoring that is carried out although only with regard to applicant states. With very few exceptions there would be no repeat observation missions. The missions are short-term as there are not resources for more than two or three days in advance of elections. The Council sends teams of five to ten persons. It is not a systematic approach.

The Council was set up in 1949 with the aim of furthering co-operation in Europe. With the development of other international organisations - EU, WEU, OECD, UN, etc. - it has had to redefine and reduce its ambitions. There is a focus on human rights jurisprudence with the Convention, Commission and Court. From 1997 there will be a single permanent court in Strasbourg. The organisation is also concerned with the contemporary problems of society including democracy. 'Democratic security' is a main objective of the Council of Europe. There is the Commission for Ministers, the Parliamentary Assembly with delegates from various countries and the Congress of Local and Regional Governments.

Until six or seven years ago the Council was in the shadows but with the breakdown of the Eastern Bloc it gained a new significance for those states who could not hope to be members of the EU but wished to join the family of European democratic nations when they had proved themselves to be democratic. A state will receive an invitation from the Commission of Ministers and the extent to which they reflect democratic principals will be monitored before and after elections.

Election monitoring is one element and the council is relatively new to it. It became popular in late 1980's/early 1990's in the Eastern European countries. Election observation is linked with democratic reform. The Council is more concerned with democracy in general and the observers are politicians. The observers always have discussion with political parties as well as NGO's and representatives of the media. They get a picture of the significance of the process, how it is conceived and

understood in the country. There will be a programme of visits to polling stations and the observers stay for the duration of the count and the de-briefing. They report to the country and to the bureaux of delegates. They rely on logistical help and pay directly and insist on setting their own programme.

Election observation is always a part of a package of assistance. If there have been irregularities following an election the Council will exceptionally go back once more e.g. Croatia, Russia, Ukraine. The judgement given by the Council's observation mission is always political. Of the assistance that is provided to mainly East European countries only five to ten percent is for electoral procedures. There are also specialist seminars as in Russia on electoral procedures.

## **PANEL DISCUSSION ON SPECIFIC ELECTION OBSERVATION APPROACHES**

In a discussion on co-operation and co-ordination between the organisations it was noted that the UN is seeking to replace the formality of a verification mission with the 'co-ordination and support' type of mission and to this end would look to OSCE to be the lead organisation in the area of its member states and refer requests or co-operate with the OSCE in the mission. There is very little co-ordination between the Council of Europe and the OSCE. The Council delegation have attended briefings and in Macedonia there was effective co-operation. However, there are points of contact but no joint missions. The OSCE offers a common briefing for all comers and is willing to assist in accreditation and offer a deployment plan and a common de-briefing framework. The UN is willing to work with the EU on the same basis as with the OSCE and is willing to discuss the possibilities. The OSCE has an ongoing dialogue with the EU and some joint needs assessment is done.

On the topic of observation of municipal elections it was clear that all three speakers recognised the importance of this. Unlike the UN the OSCE receives increasing requests for monitoring at the municipal level but very small scale. For the Council of Europe municipal level elections are just as important as the national ones and are one of the criteria for applicant countries. If not satisfactory at the municipal level there can be a delay in accession.

There was some discussion of the use of the term 'free and fair' elections in the final statement of an election observation mission. The OSCE is moving away from more general language and finds it better to have a final statement with very factual language relating to law, which OSCE regulations were met or not. The UN also avoids the use of the term 'free and fair' and gives more a description of what was good and what needs to be improved. An interim statement is also given indicating what needs to be improved if the elections are to be successful.

## **ELECTION OBSERVATION FUNCTIONS PRIOR TO ELECTION DAY**

### **ELECTION OBSERVATION ANALYSIS - ROBIN LUDWIG**

Robin Ludwig provided an example of a good mission and of a mission where a number of things went wrong. The former was the 1992 co-ordination and support mission to Malawi. The needs assessment mission discussed whether what was needed was a referendum or elections and a referendum was chosen. The time available to prepare was too short but after some negotiation it was possible to lengthen the lead time. There was good contact between the observers and the Electoral Commission and an interim statement was released detailing areas that would need to be improved in order to make the referendum work. Some response to the comments indicated willingness to make fair elections. Civic education was part of the technical assistance. The quick count was within two percent of the actual result. Regional reports were drawn up and a final statement put together and the approval of the observers for this sought.

In Autumn 1993 it was decided to have multiparty elections. The same structure was introduced but with emphasis on technical assistance. UN also had to help with the transition to the new government. The UN was involved in Malawi over a period of two years and this long-term involvement contributed to the success of the co-operation.

The example where things did not go well was Tanzania in 1995. There were difficulties and misunderstandings about whether there was an invitation from the Tanzanian government to international observers. Although there was not a level playing field the campaign was not seriously flawed but at the point when the first round of voting took place in Zanzibar there was rigging at the counting stage. A comment from a UN worker in the country was taken as a statement on the election and it was unclear whether to speak. There were difficult decisions to take and the mission was characterised by misunderstanding and poor organisation.

#### Exercise

An exercise was presented to practise needs assessment for an electoral mission. One of the participants described a scenario taken from a real life situation in which a country in civil war requests an electoral observation mission. Brief details of the various groups in the country, recent events and the military and political situation were given. The participants then divided into six groups to discuss what factors would have to be taken into account in considering whether to send an observation mission and then present a decision based on their discussions.

The responses of the six groups varied from an outright refusal to send a mission through a conditional yes to a more positive 'would try to go ahead'. The factors which were taken into consideration by the groups in general were:

- ◆ the human rights situation in the country
- ◆ the attitude of the conflict parties towards the election
- ◆ whether a framework of electoral law was in place
- ◆ the logistics problem
- ◆ the security problem for the observers and their local workers
- ◆ the refugee and displaced persons
- ◆ the lead time for the elections
- ◆ the funding of the mission
- ◆ whether elections would have an impact on the fighting in the country

In feedback on the session Robin Ludwig emphasised the importance of talking to key actors in the country - the political parties, the Chairperson of the Electoral Commission, the donor group, etc. and the need to travel around the country not just base assessment on the capital. A crucial question would be what is the meaning of elections in this situation?

For the information of the participants what happened in the real case upon which this exercise was based was described.

#### Exercise

The six groups were asked to prepare a code of conduct for their observers and to report back with their results. In addition each group was given a personnel problem to deal with:

an observer who is an alcoholic; an observer who refuses to go where he is told; an observer who does not show up when needed; a woman observer who refuses to follow the dress code in the country of mission; an observer who likes to talk to the press; an observer who socialises with his acquaintances in one of the political parties. Then, they were asked to come up with solutions.

Each group reported back their solution to their particular problem. In the discussion that followed certain general points were raised:

- ◆ some of these types of problems can be anticipated in the selection process
- ◆ the training of observers must stress the code of conduct
- ◆ problems should be solved at the lowest level possible rather than taking them to higher authorities immediately
- ◆ it is very difficult to send someone home as there are political considerations
- ◆ if the observer is endangering the mission then he must be sent back home
- ◆ the observer who breaks the code of conduct can be blacklisted for future missions
- ◆ an observer should be given a formal warning before taking any major disciplinary action as they have a right to defend themselves

## **ELECTION OBSERVATION SUPPORT - MICHAEL SHANNON**

### A) Logistics

1. *Definition.* Logistics is the procurement of materials and personnel and the distribution of these according to task. Logistics is a key factor in the success of an election observation mission.

2. *Pre-election period.* Clothing (uniforms), transport and drivers will be required for the long-term observers, and possibly a media expert coming in to follow the campaign and voter education expert if necessary. Communication systems must be ready for use.

3. *Training of LTO's and STO's.* Accommodation for the observers and a venue for the training must be arranged, also food if that is to be provided. The personnel required for the training - experts, a representative of Electoral Commission, representatives of the political parties, etc. must be invited. It is valuable to have the political parties discuss their policies at a training so the observers can gain an overall view of the political scene.

4. *Liaison/Security.* Liaison is one of the most important functions before elections. It is particularly useful where there are conflict parties e.g. in Palestine/Israel, so that sensitive issues can be discussed and disagreements and consequent delays can be avoided. Such issues as the design of uniforms and position of identification stickers on vehicles need to be checked to see if they are acceptable to all parties.

### 5. *Deployment*

6. *Communication/Equipment/Clothing.* Check whether cellular phones or radio communication are available. Fax will probably be used as a main means of communication for transmitting regular reports.

7. *Reporting.* A plan has to be developed for collecting reports from the regional offices

and bringing them to the Head Office following polling.

8. *Emergency/Medical*. If there are security risks the mission must provide protective clothing e.g. armoured vest for observing rallies, etc. Must have an evacuation plan and criteria for when to leave. The location of hospitals and clinics in the mission area should be noted and whether there are any paramedics among the observers. Medical bags should be provided and thought should be given as to what should be inside. Health information should be passed on to the observers- think in preventative terms.

A manager should begin to think as soon as the request for him/her to take part in a mission arrives and start to make notes of what is required. In general a logistics manager must be flexible and pro-active, anticipating problems that might arise. It is also important that everyone be briefed on the logistics situation.

#### Exercise

The participants split into six groups and they were given 30 minutes to set up a logistics operation to run the next election observation mission in Bosnia Herzegovina. The groups were asked to draw up lists of what would be required for the 2000 observers who would be part of the mission.

Among those things that were considered necessary were:

Offices; HQ and regional offices; drivers; interpreters; transportation for observers and HQ staff; communication means - satellite telephones if possible; computers for HQ and regional offices; printers; accommodation for observers in hotels and private homes; fuel for cars; uniforms; protective clothing; first aid kit; briefing facilities for training- flip charts, O/H projectors; accreditation/ID cards; stickers and flags to identify mission vehicles; maps; flashlights; laundry facilities organised; instruction on mine awareness organised; five to 10 percent of equipment as back-up; staggered arrival time of observers.

#### B) Technical Assistance and Administration

1. *Technical assistance* was provided to the Electoral Commission in Bosnia. IFOR flew the observers into the country.

2. *Security*. There was a high awareness of security at all times and security training for the LTO's and STO's was co-ordinated.

3. *Liaison*. This should take place with the local military, the local police, the Electoral Commission and the political parties to ensure freedom of movement and to set up procedures e.g. for passing through roadblocks.

4. *Transportation*. Depending on the terrain of the mission area there should be a certain percentage of the cars available with four wheel drive. It is necessary to visit the sites of the observation and check road conditions, etc. It will be necessary to set up a purchasing or hiring system for vehicles and for fuel supplies. These arrangements should be monitored for fraud. Sometimes there may be a special system of registration numbers and time must be allowed for the bureaucracy involved in this.

5. *Communication*. Generally cellular telephone/fax/possibly e-mail.

6. *Reporting*. A system must be devised to get reports to the head office in the shortest possible time.

7. *Safety-Health-Fire-Accident-Medical*. In Bosnia the military could be used e.g. air evacuation and medical assistance in the field. It is very important to have access to first aid equipment. Fire blankets could be provided and cars equipped with fire extinguishers. Some instruction on first aid by a paramedic would be useful.

8. *Maps*. Relevant sections of maps can be photocopied for the observers.

9. *Accommodation*

10. *Training*

11. *Personnel*. Important to have criteria for recruiting appropriate personnel and it is necessary to be selective.

12. *Computerisation*. The compatibility of the computer system with the other elements of the operating systems needs to be checked.

13. *Election Operations*. It is necessary to have people with operational experience. There should be reports from unit level (including from troops if any on ground, or police) at daily meetings as they could be taking decisions which affect the observation mission. Representatives of the military should be in the operations room all day on election day in case any observer is injured or wounded. If there is a UN Peacekeeping Force in the mission area it will be essential to co-operate with them.

14. *Handbook/Printing*. A handbook should be produced for each mission and this can be done relatively quickly as there are many copies of handbooks from other missions that can be taken as models.



## **ELECTION OBSERVATION FUNCTIONS - ROBIN LUDWIG AND MICHAEL SHANNON**

### Exercise

The participants were asked to break into 6 groups and to produce an outline of a typical organisational structure for a mission derived from the tasks which need to be carried out.

Robin Ludwig commented that in drawing up such an organisational plan of structure and functions in a mission it should be viewed as a guideline only and not a blueprint as in each mission conditions will vary and new posts may have to be created. It is necessary to be flexible and to incorporate, when necessary, jobs and procedures that have never been used before. Most probably the functions will have to be shared between a limited number of staff and team work will be important.

Michael Shannon noted the possibility in some cases to contract a logistics firm to cover all transport, repairs and fuel supplies.

At the same time consideration of the need for rest and relaxation if functions are to be sustained should be taken and staff should not be overloaded and overstressed by having too many functions.

## **ELECTION OBSERVATION FUNCTIONS DURING AND AFTER ELECTION DAY - SIMON OSBORN**

Although the process of election observation has changed and is becoming more standardised there is still a great variety in the types of observers who take part in missions. Some may be sent from ministries and some may come from an NGO background. They may not have much knowledge of the country in which they are operating and they will have different levels of ability. The preparation of the observers in their home country (if any) will also vary.

### Exercise

The participants were asked, in groups of six, to describe what type of people they would like to see as short-term observers and what type of preparation they would need.

Desirable skills and qualities for an observer which were brought forward from the groups included: ability to write and speak in the language of the mission; previous overseas experience; accurate reporting skills; current driving licence; some electoral experience - at home or abroad; experience in the mission area; good interpersonal and social skills; good communication skills; upper and lower age limit; flexible; impartial; responsible.

Items of preparation, the groups found it desirable to include:

- ◆ training in observing and report writing as these are the basic tasks of the observer
- ◆ mandate of mission
- ◆ short political history and details of main actors in the political process
- ◆ code of conduct for observers
- ◆ short facts and figures guide on mission area
- ◆ security briefing
- ◆ details of electoral process to be used
- ◆ maps
- ◆ financial aspects of mission e.g. who is the sending agency and who covers costs
- ◆ list of useful contact points

Short-term observers (STO's) would come in two to seven days before an election. Often they will stay for around seven days. If the STO's arrive more than three days before polling day they should be briefed and sent out to the field with tasks to do rather than keeping them in the capital.

Information about the observers which will be required before they arrive, should include:

- ◆ name, passport number, nationality and other information for accreditation purposes
- ◆ date and time of arrival and departure
- ◆ gender and information about special capabilities/experience for deployment planning purposes

## **DEPLOYMENT OF SHORT-TERM OBSERVERS - SIMON OSBORN**

The short-term observers will be covering the voting and counting process. In plenary the participants brainstormed factors that had to be taken into account when drawing up a deployment plan:

- ◆ coverage of country - spread
- ◆ potential problem areas
- ◆ accessibility - accommodation and communication
- ◆ transport
- ◆ co-ordination
- ◆ quick count statistical base
- ◆ evacuation

The Electoral Commission should not know details of the deployment plan. As the observer mission probably cannot cover the whole mission area it should be thought possible that they will arrive in any of the polling areas. If there is too much concentration on problem areas in the observation a one-sided or distorted picture of the voting process may emerge. If a number of organisations are monitoring the election there should be co-ordination to avoid contradictory final statements. This dialogue can be begun by discussing deployment plans.

### Exercise

The participants, in their groups, were given a scenario with details of a mission area - numbers of polling stations, numbers of regions, major cities and suspected problem areas and the number of observers who would be available for the mission. The groups were then asked to draw up deployment plans and to present results with explanations of why particular patterns of deployment had been chosen.

Various alternative deployment plans were presented laying differing emphases on the division of coverage between rural and urban areas as well as the monitoring of possible trouble spots.

## **HANDBOOK FOR SHORT-TERM OBSERVERS - ROBIN LUDWIG**

A handbook is very important for the observers but if it contains too much information it is likely that it will not be read.

### Exercise

Participants were asked to design in groups a handbook for short-term observers. In plenary the group was asked to identify and prioritise the main items for inclusion in the handbook with the following results:

1. Mandate of the mission
2. Tasks - observe vote and count and report
3. What should happen - link to observer forms
4. Political background
5. Security issues

## **REPORT FORMS - SIMON OSBORN**

When designing a report form it should be remembered that someone will have to enter the data from the form into a computer. The forms should be simple. If they are not clear or relevant then the questions may not be answered and if they are too long they may not be returned.

### Exercise

In workgroups participants were asked to design a report form to elicit all the information that is required from the observers. The groups were given copies of report forms used in two previous election monitoring missions as examples.

It was generally agreed that the report form should not be more than one page long . It was suggested to have an additional form for the opening and closing of the ballot box. Questions with yes/no answers favoured as results easy to computerise. The number of questions viewed as necessary varied from group to group. It was recommended that the form be drawn up in consultation with the legal/electoral adviser and the statistics adviser.

Information that could be included in such form:

- ◆ identification of polling station
- ◆ time of arrival?
- ◆ number of voters?
- ◆ how many voted during observer presence?
- ◆ was access to polling station in any way obstructed?
- ◆ Was there any campaigning in the vicinity of the polling station?
- ◆ was there any intimidation of voters?
- ◆ Was voter ID checked?
- ◆ Was the vote secret?
- ◆ Were party officials present?

If irregularities these should be specified and checked and this information entered on the form. A brief outline of various irregularities could be a useful guide. There may also be questions specific to the country which would need to be added.

## **DE-BRIEFING - SIMON OSBORN**

A short light-hearted role play of a de-briefing session was set up followed by a discussion of things to take into consideration when holding such a session.

The de-briefing session needs to be structured and well-managed. De-briefing may be done on a regional level, if a smaller scale mission then on a national level - preferably before first contact with the press. The manager will have been following the reports and so will have a rough idea of how to structure the de-briefing session and what information is required. It may be possible to have different teams covering the polling and the counting in which case two de-briefings can be carried out. If there are irregularities then they are more likely to occur during the count than the voting and this is more difficult to monitor. In the future more counting may be computerised and ways to monitor this effectively will have to be developed. It would be possible to watch the inputting of the data and to consult beforehand with the local computer experts on the system being used for recording the count.

It is in any case very frustrating for observers to leave without having had a de-briefing and from the psychological point of view, as well as the obvious advantages for the monitoring effort, a de-briefing needs to be arranged.

## **TRAINING LONG-TERM OBSERVERS - ROBIN LUDWIG**

In plenary ideas were gathered from the group as to what should be included in such a training and in which order of priority the topics should be presented. The results were the following:

- 1) The concept of the mission (explained by the Head of Mission).
- 2) The political background to the elections and the electoral law to explain why the mission is there and the significance of the elections.
- 3) Cultural context. It is sometimes possible to use an expert from a local university to talk about the social customs and mores of the country.
- 4) The job of the observer. Beginning with registration through the campaign to polling and counting. Explain the complaints form and emphasise that facts rather than rumours are needed. Complaints should be checked, not just uncritically accepted. Need to check if compliance with legal norms, equal access to media, a 'level playing field' in the campaign.
- 5) How to carry out the job.
- 6) Structure of the mission. As much as possible keep regions informed of what is happening in other regions. The long-term observers (LTO's) are part of a whole team and should be and feel connected. When the STO's arrive the LTO's should be called back and used for part of the briefing.

Other items that could be covered are security and safety for observers, managing stress, identifying stress in one's partner (a small UNHCR booklet is available on this topic) and how to operate the equipment used on the mission.

### Exercise

The workgroups were each given a description of a situation that a mission may find itself in based on real life experiences - covering security issues, contacts to press, pressure from outside agencies, etc. - and were asked to solve the problems that the various scenarios presented.

Each group then introduced the problem and the solution that they offered in plenary.

## **SECURITY, LOGISTICS AND TECHNICAL ASSISTANCE - MICHAEL SHANNON**

### Exercise

The workgroups were asked to draw up personnel profiles for the positions of security adviser and logistics officer and to give some attention to possible technical assistance that members of the staff team could offer.

For the security adviser the following qualifications and experience were suggested:

- ◆ experience in security for elections
- ◆ mature
- ◆ reliable
- ◆ steady
- ◆ knowledge of region
- ◆ overseas experience
- ◆ fit
- ◆ stable personality
- ◆ ability to identify risk areas and translate this information into guidelines/emergency plans
- ◆ experience in international organisations
- ◆ flexible
- ◆ training experience
- ◆ leadership qualities

Michael Shannon stressed that the approach should be one of preventative security - how to prevent traffic accidents, awareness of booby traps and mines, etc. The security officer has to deal with the security of vehicles, goods, personnel and their possessions.

For the logistics officer the following qualifications and experience were thought desirable:

- ◆ experience in logistics preferably abroad
- ◆ knowledge of real estate for acquisition of suitable offices and accommodation
- ◆ expertise in procurement
- ◆ some technical skills e.g. knowledge of engines, vehicles, etc.
- ◆ ability to handle equipment - computers, etc.
- ◆ ability to work in a team
- ◆ ability to adapt to local conditions

## **BOSNIA MUNICIPAL ELECTIONS CASE STUDY - SIMON OSBORN AND HEINZ DEPPE**

The second week was devoted to a detailed exercise in which the participants were divided into four groups and presented with a brief description of the situation pertaining to an OSCE election observation mission for the Bosnian municipal elections. This provided the parameters within which the teams worked. According to the information given to them teams one and four were relatively resource-poor as a mission, and teams two and three relatively resource rich. In the exercise this had implications for the relationship of the observation mission to the OSCE supervisory mission which was providing technical assistance to the Bosnian government in running the elections. The two basic scenarios are included as Appendix 1. Each group included at least one person who had had experience in Bosnia.

At intervals the teams were given tasks relating to the preparation and operation of such an observation mission and, following working time, were called to plenary sessions to report and compare results and to receive feedback from Simon Osborn and Heinz Deppe. The planning for the mission was thus followed step by step with written reports also being produced by the groups.

At intervals the trainers would provide input to the working groups adding complicating factors, new information or stress situations and required responses from the groups to the new developments.

In the introduction to the exercise the scenarios were discussed and it was pointed out that there would be a need to be aware and possibly co-ordinate with other actors in Bosnia such as SFOR, UNHCR, ECMM and most particularly the OSCE supervisory mission.

At the end of the four day exercise the groups were asked to present their results in the plenary and these were compared with the mission structure prepared beforehand by Heinz Deppe. This allowed for feedback from the trainers for each team and general discussion of the exercise.

### **1. Tasks**

These are the tasks that the groups were required to fulfil during the course of the week:

1. Allocate staff functions to team members
2. Find the number and type of observers necessary for the mission
3. Produce a timetable/flowchart of the mission activities
4. Produce a first draft of a deployment plan
5. List the equipment requirements for HQ
6. Indicate the number of regional offices required and the associated equipment



7. Write terms of reference for long-term observers
8. Draft a table of contents for handbooks for long-term, medium-term and short-term observers
9. Draft a training plan for long-term observers
10. Input of logistics exercises
11. Draw up a security and evacuation plan
12. Input of security exercises
13. Draw up a reporting plan/tree
14. Input of co-ordination exercises
15. Exercise on personnel management
16. Produce final short-term observer training plan
17. Produce a timetable of events from D-10 to D+6 (where D is polling day)
18. Produce a final deployment plan
19. Draw up report forms:
  - weekly report format for LTO's/regional centres
  - campaign events
  - registration
  - voting forms
  - count forms
  - system for reporting/delivery
  - analysis system/timing
20. Construct a final de-briefing system
21. Write a statement on the elections

Task number two was an academic exercise as, as in real life, the groups were later told how many observers would be available for the mission. These numbers changed during the week by the trainers (simulating changes that usually occur during mission preparation) and hence the requirement for the groups to produce new timetables and deployment plans.

In addition to the exercises mentioned in the above list (logistics, security, etc.) the participants were able to role-play or imagine negotiations and discussions with various actors involved in the scenario e.g. the Head of Mission of OSCE Supervisory Mission, SFOR, ambassadors, etc. in order to gain more information or equipment, co-ordinate activities, or otherwise handle situations that arose.

For the final day each group was allotted 25 minutes to make a presentation on key aspects of their mission based on the latest information they had received:

1. A final flow chart/timetable for the mission
2. A list of jobs/functions with attached short terms of reference for each post
3. HQ Management structure
4. Mission command structure
5. Reporting and communications structure
6. Final deployment plan

The groups were also asked to note five major problems that their particular mission faced and five major problems that any mission could face. An amalgamated list of the latter is presented below:

Problems that a Mission might face:

- ◆ no uniform recruitment policy and criteria in countries sending observers
- ◆ lack of co-ordinated national training and preparation
- ◆ poor training of observers leading to lack of clarity on which tasks to do and how to do them
- ◆ lack of training in use of communication equipment
- ◆ administrative confusion due to lack of clear command structure
- ◆ danger of uncoordinated observation efforts between international organisation leading to different statements on the election process
- ◆ political parties not accepting electoral registration
- ◆ false accusations of political partiality of mission from the press
- ◆ lack of transport
- ◆ poor communication equipment
- ◆ security problems resulting from a lack of communication equipment
- ◆ insufficient attention paid to security issues which hinders freedom of movement in mission area
- ◆ security hazards such as traffic in mission area
- ◆ environmental hazards in mission area
- ◆ problems with reporting due to incorrect or unreadable report forms from the observers
- ◆ de-briefing not sufficiently planned and structured leading to frustration on part of observers
- ◆ failure to follow the election process through to the end

**2. Proceedings**

On the first day the groups were adjusting themselves to their new team members and finding ways of working together. This was not always straightforward as within one team there could be a number of different (strongly held) viewpoints reflecting cultural/professional/personal differences. For some groups there were also questions of principle relating to the mission presented in the exercise which needed to be discussed before the group could begin to tackle the concrete tasks.

In the initial stages some groups were hampered by the lack of a management structure and a reluctance to delegate tasks. In the first attempt to define jobs and tasks within the headquarters some groups found at the plenary feedback that they had overlooked key personnel. In addition, there were different levels of resources from group to group and this shaped the mission structure and capabilities. However, here also the responses of the groups varied with one of the resource-poor groups prioritising independence over

resources and the other taking a pragmatic decision to make use of the resources of the other OSCE mission that was undertaking supervision during the elections.

At each stage the groups were able to come together in plenary to compare proposals and solutions and to receive feedback from the trainers. Work within the groups became more efficient as the exercise went on, mistakes made were corrected and as further information was added by the trainers plans were amended accordingly. Those groups with more resources were able to be somewhat more creative in planning the mission and finding solutions to the problems that were presented.

The groups were also able to role play the presentation of a statement to the press and to discuss experiences in this regard and the difficulties that timing and co-ordination play for such missions in relationship to the press.

At the point of the final review of the exercise Heinz Deppe was able to present the structure of the mission that he had prepared beforehand and which had been used as a model against which to compare the proposals of the various groups. The importance of taking into account 'hot spots' in the mission area as well as attending to coverage and spread was stressed as were the key difficulties of communication - the need for an efficient structure, sufficient hardware, back-ups and a system for getting reports back after polling and the count.

Simon Osborn then led a session to look at the lessons learned from the exercise.

### **3. Lessons Learned From Simulation Exercise**

- ◆ Training under stress conditions is useful and helps build a team
- ◆ European nationals can work together to plan a mission
- ◆ Training is necessary in the sending country
- ◆ Good management and a good command structure is necessary in a mission
- ◆ Within the management structure there should be a Chief of Staff
- ◆ The cost constraints/budget framework should always be taken into account when planning
- ◆ Planning should not be based on unverified assumptions
- ◆ It is better not to do report processing at regional level
- ◆ Do not undertake missions with a late mandate or a double identity as in this exercise
- ◆ Do not take part in missions if there is a lack of motivation or credibility
- ◆ Do not take pessimists onto the mission!

## **APPENDIX 1**

### **CASE STUDY: PREPARING FOR THE BOSNIAN MUNICIPAL ELECTION - SIMON OSBORN AND HEINZ DEPPE**

#### **Aim**

To develop a practical plan for future election observation missions using the example of the forthcoming Bosnian Municipal Elections.

#### **Background**

Your team has been given a substantial amount of background material, which should be used as a point of reference for your tasks. They include: the Observer's Manual for the 14 September elections, the organogram for the OSCE Mission, the election law, including amendments for the local elections, a confidential background briefing on the main political parties, the OMRI reports of the last two months, the election plan for the municipal elections and section of the Final Report of the Co-ordinator of the International Monitoring Mission for the September 14 elections.

However, you should be aware of some of the more significant problems, both organisational and political, that faced your predecessors. The Observer Mission suffered in the competition for resources in the run up to the last elections. This was, in part, due to the late arrival of observers, both long-term and short-term, and in part due to a confusion regarding the role of observers and supervisors among donors. Consequently, this affected the Mission's logistics and deployment plan.

You will have to find a way of avoiding these problems if you are to be successful.

The municipal elections were, as you know, to be held last September. However, due to severe manipulation of the voter registration system and the general lack of respect for human rights the OSCE decided to postpone these elections. As you can see the OSCE has decided to organise a new register for the municipal elections based on different principles. The registration of voters is scheduled to begin on 17 March and will continue for eight weeks. 360 registration centres will be established across the county. It is clear that you will have to monitor this process.

### **Local conditions**

Competition in the market for drivers, interpreters, accommodation is high as there are so many international organisations - 2300 supervisors, 1000 media personnel and hundreds of international observers - all looking for cars, drivers, accommodation, etc.

There are four military airfields available: Tuzla, Mostar, Sarajevo and Banja Luka, and international airfields in Zagreb and Split.

Bus rental is possible but you need to get in early. Car rental is limited. There are only a few car rental companies and they have very small fleets and demand is high. The hotel capacity of the country is very limited and is mainly in urban areas. Office and conference facilities are very limited. Unemployment is very high and students are available during the summer vacation which starts in mid June. However, it is very difficult to get references.

### **Security**

There are a number of very serious security problems. Probably the most serious is the existence of six million mines scattered throughout the country (map available). The next most serious threat to your mission will be road traffic accidents and the last will be the threat of violence from political extremists.

You should bear all these factors in mind when making any decision. The security of your observers is your overriding priority.

For the purpose of this exercise you may assume that the role of SFOR is identical to that of IFOR (see section two of Observer Manual). You will also find a description of the role of the International Police Task Force in section 13 of the Observer Manual from the last elections.

You will find a description of your mission's communication equipment, however, do bear in mind that there is a public telephone system available that does work (some of the time!). It is useful for you to know that the Swiss HQ support system has a mail collecting service.

### **Election Timetable and Information**

The municipal elections are scheduled for 12 and 13 July. Voting will take place in 2,300 polling stations. The OSCE intend to have an election supervisor in every station. 109 municipalities will be elected - one for every opstina (see your maps). Counting will not take place in the polling stations. Ballot boxes will be transported to a counting station in each opstina.

Although there will be out of country voting, for the purposes of this exercise we will assume that the OSCE's Office for Democratic Institutions and Human Rights (ODIHR) will take responsibility for this task. However, the Co-ordinator for the 'out of country voting' will report to you.

Unlike the last elections you have total responsibility for the logistical operation. Your may not hire an outside organisation to do this for you.

### **Tasks**

Your mission will report directly to the OSCE Chairman in Office.

You may allocate up to 15 jobs/tasks to members of the team. Responsibility for each task, as defined by the team must be allocated to one member of the team. Thus all of you will have more than one task each. We can also assume that you have sufficient money to hire a couple of local translators, secretaries and drivers but you must draw up a draft contract for them.

You must devise a method for resolving disputes within your group. You may decide to give the task of chairing your team to one member, he or she will then have the casting vote in the event of a split decision. This position can be rotated among you for each session, or each day, or allocated to one person for the whole week. However, whatever you decide at the beginning of the week you must keep to.

### **Framework**

Teams one and four were given the following framework:

You are reliant on the existing OSCE structures for communications and office facilities. Thus your relationship with the OSCE Mission is vital for your success. However, you must be seen to be independent of the supervision of the elections. This is vital if you are to gain respect from the International Community and the competing parties. The battle for resources is fraught with problems for your team.

You have only ten PCs and five laser printers available plus a few laptops. You will have to be creative if you are to build a successful mission.

Your team has access to two satellite phones and SFOR will loan you 20 short wave radios. However, you fear that they may not be that reliable.

Teams two and three were given the following framework:

Your ability to monitor the activities of all the 'Players' means that you have a responsibility to observe the Provisional Election Commission and the OSCE Supervisors. However, you must be careful. You do not want to give the media or the other 'players' the impression that the international community is split or that you are in competition.

However, given the need to establish your independence you may decide to take up the offer of 30 satellite phones and 200 mobile phones if you require them. But remember you don't want to be seen to be upstaging the supervisors.

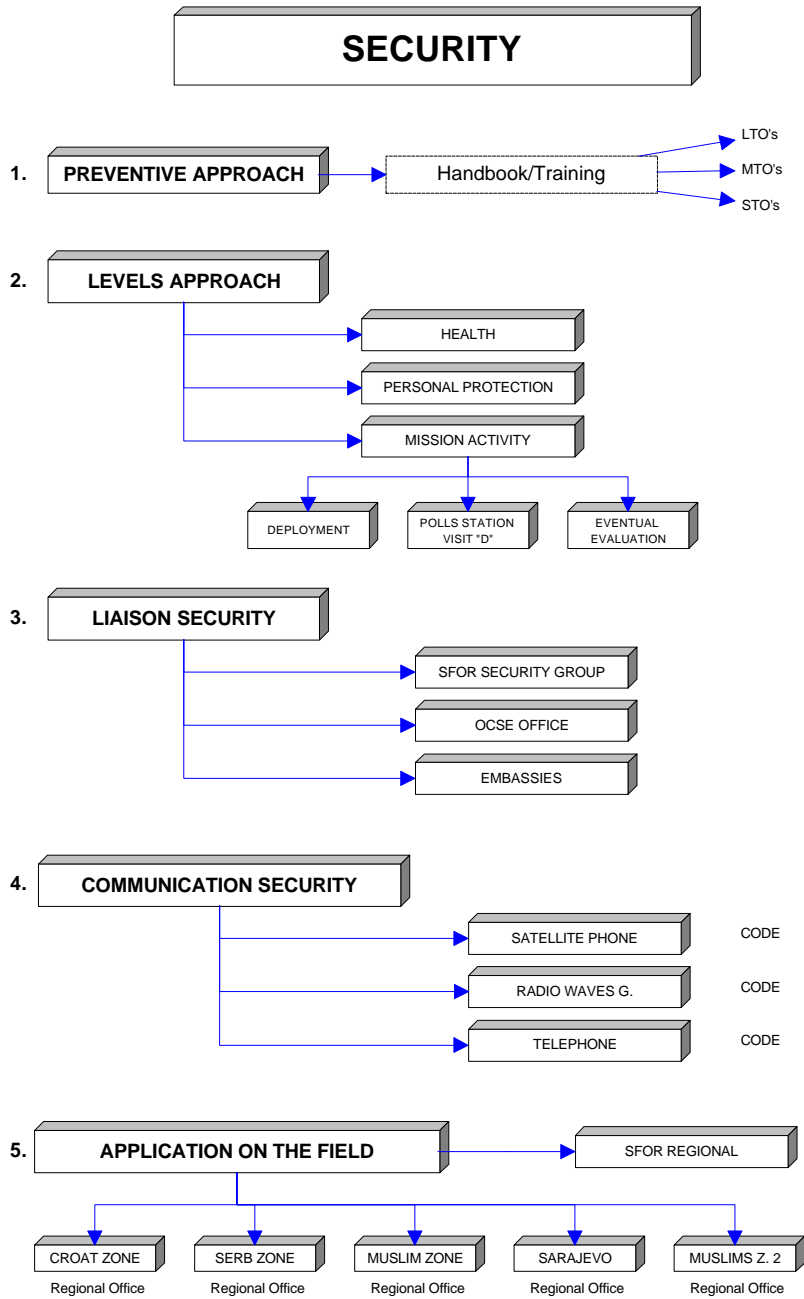
However, some donors are very keen to support your independence particularly the EU and ECMM. So long as you play this situation right. If you do so you might be able to argue the case for more equipment.

In addition you may procure up to 15 PCs, 7 laser printers, 20 fax machines and 15 laptops with portable inkjet printers.

Simon Osborn  
Heinz Deppe

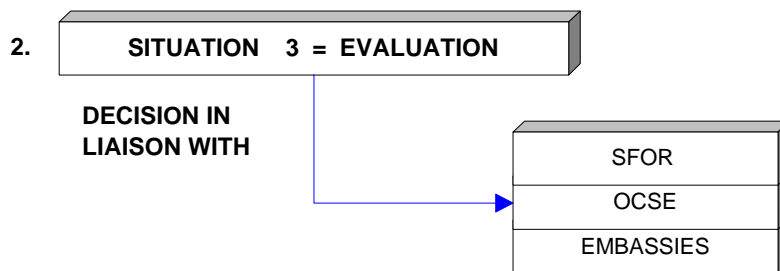
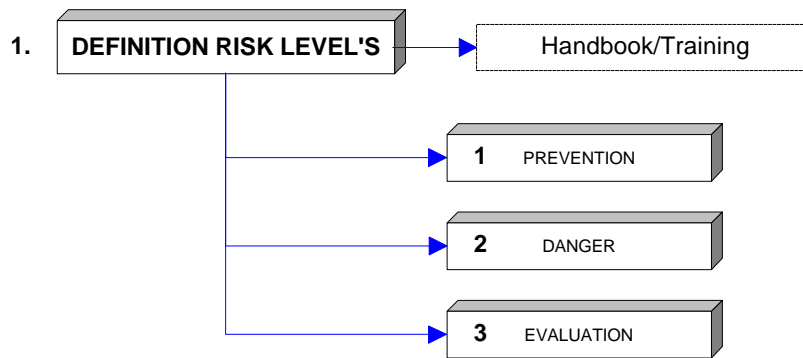
## APPENDIX 2

### SECURITY AND EVACUATION PLAN





# EVALUATION PLAN



- Instructions to regional officers -> to observers
- Regional meeting point observers organisation (previous plan)
- Planification (previous plan) of transports for quick evaluation
- Military liason with SFOR
- Communication plan between regional and central mission staff (code, hours, etc.)

## APPENDIX 3

### PARTICIPANT LIST

	NAME	COUNTRY	ORGANIZATION	FUNCTION
1	<b>ACCAME</b> Carlo (Mr.)	Italy	Azienda Agricola Sant' Andrea, Chiusi	Manager
2	<b>ANGELI</b> Paul (Mr.)	Austria	Ludwig Boltzmann Institute for Human Rights	Scientific assistant, „Bosnia Project“
3	<b>ASTORKIA HUALDE</b> José (Mr.)	Spain	Ministry of Interior	Chief Unit of International Electoral Cooperation
4	<b>BJÖRKLUND</b> Lars (Mr.)	Sweden	City Council and City Board of Skelleftea, Sweden	Head of the Secretariat to the City Council and the City Board of Skelleftea, Sweden
5	<b>BRUCK</b> Armand (Mr.)	Luxem- bourg	Ministry for Foreign Affairs	Counsellor to MFA on election issues
6	<b>CERVEIRA BAIAO do NASCIMENTO</b> Frederico (Mr.)	Portugal	Ministry of Foreign Affairs	Attaché of the Embassy, responsible for the Council of Europe and UNESCO
7	<b>DRUGGE</b> Thord (Mr.)	Sweden	County Administrative Board of Norrbotten	Senior Administrative Officer
8	<b>FELVUS</b> Gillian (Ms.)	United Kingdom	Democracy International Ltd.	Director
9	<b>GERS</b> Manfred (Mr.)	Germany		Lieutenant Colonel, retired former member of a district parliament
10	<b>GOTFREDSSEN</b> Johan (Mr.)	Denmark	Municipality of Nykobing-Rorvig	Chief executive
11	<b>JEMT</b> Lennart (Mr.)	Sweden	Swedish International Development Cooperation Agency (SIDA)	Training Co-ordinator
12	<b>KINTIS</b> Konstantinos (Mr.)	Greece	Ministry of Interior	Civil Servant

13	<b>KOEFOED</b> Kaj (Mr.)	Denmark	Naestved Municipality	Executive Tax Director
14	<b>KÜHRER</b> Alfred (Mr.)	Austria		Consultant
15	<b>LIVI</b> Vlasta (Ms.)	Italy		NGO Co-ordinator
16	<b>LOBATO</b> Chantal (Ms.)	France		Consultant for Human Rights and Humanitarian Aid to EU and UN missions
17	<b>MAC DONALD</b> Donal (Mr.)	Ireland	Agency for Personal Service Overseas, Dublin	Manager of election register Senior Service programme
18	<b>MALLEE</b> Louise (Ms.)	The Nether- lands	Refugee Centre	Project Co-operator on Education Programme
19	<b>MARÍN</b> Félix (Mr.)	Spain	Ministry of Interior	Deputy Head of Internal and Electoral Affairs
20	<b>MARTIN</b> Miles (Mr.)	United Kingdom		Logistics/Consultant
21	<b>PEREIRA NUNES da PONTE</b> Carlos Frederico (Mr.)	Portugal	Ministry of Interior, Dep. of Intern. Matters of the Technical Secretariat for the Assistance to the Electoral Process	Co-ordinator of the Portuguese participation in electoral processes in Portuguese speaking African countries
22	<b>PIERRE</b> Dominique (Mr.)	Belgium	RB Engineering SPRL	Consultant, mine sector
23	<b>POLIZZI</b> Eugenio (Mr.)	Italy	Lawyer's office	Lawyer
24	<b>POUSSET</b> Sylvie (Ms.)	France	Est-Libertés (NGO)	Deputy of the Secretary General of Est-Libertés
25	<b>RAINER</b> Peter (Mr.)	Austria		Education Consultant
26	<b>RIESGO PÉREZ-DUENO</b> Armando (Mr.)	Spain	Ministry for Foreign Affairs, Human Rights Department	Director for humanitarian programmes
27	<b>SKONDRA</b> Loukia (Ms.)	Greece	Ministry of Interior	Public Servant
28	<b>SMEETS</b> Rieks (Mr.)	The Nether- lands	State University Leiden	Lecturer in Caucasian and CIS studies
29	<b>VANDER WEYDEN</b> Patrick (Mr.)	Belgium	Catholic Flemish Highschool	Lecturer in Political and Social Science

Representative of ECDPM

1	<b>DE JONG</b> Karijn (Ms.)	The Netherlands	ECDPM	Programme Assistant
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Representatives of ASPR

1	<b>TRUGER</b> Arno (Mr.)	Austria	ASPR	Programme Director
2	<b>KORBER</b> Renate (Ms.)	Austria	ASPR	Programme Assistant

## APPENDIX 4

### PROGRAMME OUTLINE

#### WEEK 1: Jan. 26 - Feb. 1, 1997

##### **Sunday, Jan. 26**

3.00 p.m. - 6.00 p.m.      Arrival of Participants

7. 00 p.m.                      Welcome Dinner

##### **Monday, Jan. 27**

9.00 a.m. - 9.15 a.m.      Official Opening

GERALD MADER,  
President, ASPR  
KLAUS FABJAN,  
Deputy Director of the Human Rights Department,  
Austrian Federal Ministry for Foreign Affairs

9.15 a.m. - 9.45 a.m.      Introduction of Participants

9.45 a.m. - 10.15 a.m.      Introduction to the Training Programme for Election  
Observation Action Managers  
ARNO TRUGER,  
Programme Director, ASPR, Stadtschlaining

10.30 a.m. - 11.15 a.m.      Election Observation by the European Union  
HENK VAN DER KWAST,  
Human Rights and Democratization Unit,  
European Commission, Brussels

11.30 a.m. - 12.30 p.m.      Concepts of Democracy  
ENGELBERT THEUERMANN,  
Counsellor, Permanent Mission of Austria to the  
UN, New York

- 3.00 p.m. - 4.30 p.m.      Workshop:  
  
Communication and Intercultural Understanding  
DIANE HENDRICK,  
European University Center for Peace Studies,  
Stadtschlaining
- 5.00 p.m. - 6.30 p.m.      continued
- Tuesday, Jan. 28**
- 9.00 a.m. - 10.00 a.m.      Concepts of Elections  
ENGELBERT THEUERMANN
- 10.15 a.m. - 11.15 a.m.      Electoral Law  
BERNARD OWEN,  
Université Panthéon Assas, Paris II
- 11.30 a.m. - 12.30 p.m.      Concepts of Election Observation  
ENGELBERT THEUERMANN
- 3.00 p.m. - 4.30 p.m.      Specific Election Observation approaches  
- United Nations  
ROBIN LUDWIG,  
Senior Political Affairs Officer, Electoral  
Assistance Division of the UN, New York  
- Organization for Security and Cooperation in Europe  
GERALD MITCHELL,  
Election Advisor for the OSCE/ODIHR, Warsaw  
- Council of Europe  
RICHARD HARTLEY,  
Secretary of the Chamber of Local Authorities,  
Congress of Local and Regional Authorities  
of Europe (Council of Europe), Strasbourg
- 5.00 p.m. - 6.30 p.m.      Panel Discussion  
  
ROBIN LUDWIG, RICHARD HARTLEY, GERALD  
MITCHELL, chair: ENGELBERT THEUERMANN
- 7.00 p.m.                      Social Event

**Wednesday, Jan. 29**

- 9.00 a.m. - 10.30 a.m.      EO Functions Prior to Election Day(s)
- \* EO Analysis  
ROBIN LUDWIG  
- Political, Legal, Social and Cultural Conditions
- 11.00 a.m. - 12.30 p.m.      - Training  
- Deployment  
- Liaison
- 3.00 p.m. - 4.30 p.m.      \* EO Support  
- Logistics, Technical Assistance and Administration  
MICHAEL SHANNON,  
retired Colonel, Irish Defence Forces, Limerick
- 5.00 p.m. - 6.30 p.m.      \* EO Functions  
ROBIN LUDWIG, MICHAEL SHANNON  
- Analysis Unit  
- Observation Support Unit
- 8.00 p.m.                      Participants' Contribution

**Thursday, Jan. 30**

- 9.00 a.m. - 10.30 a.m.      EO Functions during and after Election Day(s)  
SIMON OSBORN,  
Programme Director, Electoral Reform  
(International Services), A Division of the  
Electoral Reform Society, London
- \* Polling
- 11.00 a.m. - 12.30 p.m.      \* Logistics, Technical Assistance, Administration, and  
Security
- 3.00 p.m. - 4.30 p.m.      \* Counting
- 5.00 p.m. - 6.30 p.m.      \* Reporting





3.00 p.m. - 4.30 p.m. observer	Planning: analysis of the region, identification of problems and liaison between international groups
5.00 p.m. - 6.30 p.m.	Planning: personnel requirements, long term and short term observer deployment

### **Tuesday, Feb. 4**

9.00 a.m. - 10.30 a.m.	Problem solving: logistics, administration, technical requirements and security
11.00 a.m. - 12.30 p.m.	Problem solving: relations with election authorities, political parties and EU member states
3.00 p.m. - 4.30 p.m.	Problem solving: long term observers, identifying tasks, briefing and deployment
5.00 p.m. - 6.30 p.m.	Problem solving: communications, reporting, and technical issues

### **Wednesday, Feb. 5**

9.00 a.m. - 10.30 a.m.	Preparations: briefing material - observer guides, report forms etc. - content and preparations
11.00 a.m. - 12.30 p.m.	Preparations: short term observer briefings - planning and content
3.00 p.m. - 4.30 p.m.	Election day - observation of voting and counting
5.00 p.m. - 6.30 p.m.	Post election - debriefing, reporting, analysis, co-ordination between OSCE and EU

### **Thursday, Feb. 6**

9.00 a.m. - 10.30 a.m.	Post election: dealing with the media, co-ordination of response, and final report
11.00 a.m. - 12.30 p.m.	Each working group will have one last session to prepare presentations

3.00 p.m. - 4.30 p.m.      Presentations from each group and discussion  
5.00 p.m. - 6.30 p.m.      Presentations and group discussion

**Friday, Feb. 7**

9.00 a.m. - 10.30 a.m.      Evaluation  
11.30 a.m. - 12.30 p.m.      Closing Ceremony  
2.00 p.m.                      Departure