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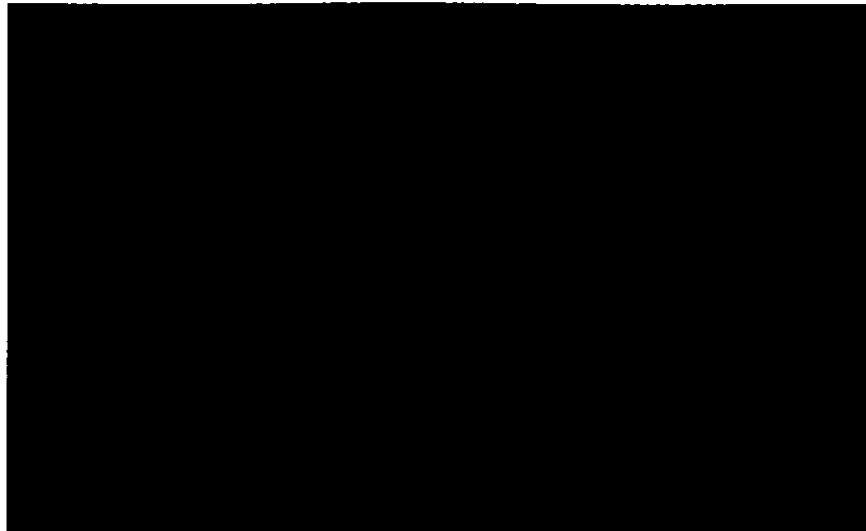
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**HAÏTI TRAINING AND
VOTER EDUCATION REPORT
FOR THE DECEMBER 17
PRESIDENTIAL ELECTION**

**Cooperative Agreement
521-0254-A-00-5019-00**

Presented to the U. S. Agency for International Development (USAID)

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29 February 1996

TABLE OF CONTENTS

- I. Introduction**
- II. Executive Summary**
- III. Background**
- IV. Scope of Report**
- V. Final Evaluation**
 - a. Achievement of Agreement Outputs
 - b. Activities undertaken versus Planned
 - c. Analysis of the programs and problems encountered
- VI. Impact Assessment**
 - a. Terms of reference
 - b. Impact on CEP
 - c. Other impacts
- VII. Recommendations**
- VIII. Conclusion**
- IX. Attachments**

ATTACHMENTS

- A - Pictures of training sessions and BV's
- B - The Election Calendar
- C - Pollworker Training and Voter Education Plans
- D - Training Kit for Coordinators and Core Trainers
- E - Report on training of trainers
- F - The Manual for the Revision of the voter registry
- G - Posters for the Revision of the registry and polling
- H - Radio spot for revision
- I - Jingles for revision and polling
- J - BV Manual
- K - Training Kit for Network trainers
- L - List of Coordinators, Core and Network trainers
- M - Letters from CEP/BED
- N - Weekly activity reports of the consultant
- O - List of BV's
- P - Instructions to the BED
- Q - Procedures for the revision of the voters registry
- R - Debriefing report
- S - OAS Reports, statistical data
- T - Report of the evaluation workshop
- U - The Electoral Law of Haïti
- V - Specifications and proforma
- W - Rapport des inscriptions lors de la revision/Registration Reports
- X - Civic Education material produced by MICIVIH
- Y - Civic Education Booklet produced by AIFLD

I. Introduction

Amendment 5 to Cooperative Agreement 521-0254-A-00-5019-00 provides for a Final Report of the Pollworker Training and Voter Education component of the Haiti Election Support Program no later than thirty days after the end of the activities. These two programs were implemented for the 17 December election and finalized on 31 January 1996.

II. Executive Summary

As required by the Agreement and its amendments, the International Foundation for Election Systems (IFES) worked in close cooperation with the Conseil Electoral Provisoire (CEP) Civic Education Division to design and implement a National Pollworker Training Program and a National Civic Education Campaign for the 17 December Presidential election; the IFES team also worked to establish a coordination mechanism for the civic education activities.

Procedures for the revision of the voters' registry were also drafted and a planning program to update the list of polling stations provided to each Bureau Electoral Départemental (BED).

The team, with the assistance of the BED, recruited and trained 10 coordinators, 29 Core trainers and 300 network trainers. These trainers then provided training for 55,765 pollworkers and the majority of the Délégués des Sections Communales (DEC). (Refer to the Attachment "E")

The manual for the revision of the registry was updated and 2500 copies were reproduced for the 800 revision stations. Similarly, a pollworker manual was designed and 35,000 copies were distributed to the BED to be used by the pollworkers during training and polling.

Material for voter education was designed and developed, including posters, jingles, banners and radio spots. A financial assistance program was conducted with the BED in which local initiatives for civic education were funded up to a maximum of \$5000US.

Departmental and national round tables were organized to evaluate the 17 December election; all nine BEDs organized a round table and eight of them wrote a common report, the Round Table Report (See Attachment "T"). At the national round table, 61 individuals participated in the evaluation. Afterwards, a report was published and distributed to the participants and the political parties.

Therefore, under the terms of the Agreement and in support of the 17 December Presidential election, IFES assisted the CEP in training of trainers, pollworkers, delegates of the communal sections, and election officials. IFES also assisted the CEP in implementing the national voters education plan by designing, producing and distributing civic education material.

III. Background

The USAID-funded Election Support Program, which began in 1994, was a \$10.5m project to support the 1995 municipal, legislative and presidential elections in Haïti and was implemented through a grant to the United Nation Electoral Assistance Unit (UNEAU).

The Cooperative Agreement No. 521-0254-A-00-5019-00 between the Agency for International Development (USAID) and the International Foundation for Election Systems (IFES) providing \$2,006,268 was amended seven times, of which Amendments 5 and 6 concern this present project:

Amendment 5 (29 September): increased funding by \$1,700,000 from \$2,056,268 to \$3,756,268 and added activities, including the establishment of a Pollworker Training and Civic Education program.

Amendment 6 (20 October): extended the completion date of the Agreement to January 31, 1996.

IV. Scope of Report

As approved by USAID/Haïti, this Report details the training and voter education activities carried out, an evaluation of the programs, and an impact assessment, which discusses the effect of IFES's activities on the CEP on the electoral process and on the voters.

V. Final Evaluation

A. Achievement of Agreement Outputs

Agreement outputs are listed below as they appear in the Program Description. End of Project Status (EOPS) is summarized after each Output.

I. - Civic Education Program Outputs

1. Output: A National Civic Education and Training Plan designed to include:
 - a) when, where and how to register (if required);
 - b) when, where and how to vote;
 - c) importance of voting;
 - d) secrecy of the vote;
 - e) responsibilities of the voters;
 - f) responsibilities of the electoral officials;
 - g) safeguards against electoral fraud, including the role of the international observer and the ink;

- h) what constitutes fraud and how to report it;
- i) who was elected for each district and how to contact these officials; and
- j) what citizens can expect from elected officials.

EOPS: The design and the implementation schedule were completed October 30 and approved by the CEP on November 6.

The first step of the plan focused on:

- 1) the registration of the youth (18 yrs old);
- 2) the replacement of altered or lost electoral cards;
- 3) the necessity to have a card to vote;
- 4) when, where and how to register.

The second step of the plan emphasized:

- 1) the importance and secrecy of voting;
- 2) the responsibilities of the voter in the restoration of democracy (See Attachment C, Voter Education Plan for the objectives and goals);
- 3) when, where and how to vote.

Apart from IFES and the CEP, the plan called on the involvement of other participants, including the unions (AIFLD), MICIVIH, the UNDP, MIST, NDI and other popular organizations. MICIVIH conducted a campaign aimed at the rights and responsibilities of the electors such as holding the elected officials accountable for their activities and how to report a fraud. MIST distributed leaflets about democracy, voting procedures and the responsibilities of the voters, while AIFLD held seminars for their members urging them to vote, informing them on the candidates running for office, training them in voting procedures, and distributing posters and booklets. NDI, in addition to setting up the Press Center and widely diffusing information through written material and radio Democracy Talks, organized seminars with political party agents and USCE members.

Due to limited resources and shortage of time, IFES did not conduct any additional public opinion surveys or studies to obtain information on voter attitudes and actions.

- 2. Output: IFES was to use a multi-media approach to implement its voter education campaign. IFES was to develop posters and fliers on the different aspects of the electoral process; a biweekly newsletter providing "Democracy Talking Points" to give information on particular and general aspects of the electoral process and to be distributed to NGOs and other organizations, public service announcements for print and radio use, posters and fliers in support of the voter education campaign developed and widely disseminated nationwide, a musical jingle to be used nationwide to promote voter participation in the elections, and a

program based on traditional verbal means to be used in isolated and rural areas.

EOPS: All civic Education activities concluded on 17 December.

The first posters were posted before the opening of revised registration, November 19, while the others were posted progressively. The banners were installed on 16/17 November. The musical jingles were ready for November 19 when the CEP launched the Voter Education Campaign at the Press Center. Radio spots were broadcast on 32 stations from all departments for a one-week period. IFES did not have enough funds to pay for more broadcasts, but the European Union agreed to finance broadcasts the two weeks before the election. Through the BED/BEC, traditional verbal means such as criers were commissioned to inform the rural and isolated areas of when, where and how to register and vote. Materials designed and developed included (See Attachments G, H, I and N):

- The logo of the Palace to identify the Presidential Election
- 10,000 posters to urge the youth (18 years and older) to register
- Two musical jingles, a rap for the youth and a ram music¹ for the older voters
- Four radio spots on registration and voting
- Fifty banners announcing the election on 17 December
- Two motivational concerts
- An election slogan competition among local bands
- Talking points and interviews
- Distribution of 300 cassettes/radio spots jingles to BED/BEC
- Messages by criers in rural areas

Due to limited resources and shortage of time, IFES did not develop booklets on how to register, how to vote, and the voter and the election.

For the procurement of materials or services, specifications were designed and approved by IFES before an estimate was obtained. (See Attachment "V")

3. Output: A weekly coordination meeting was to be held by IFES through the Presidential Elections, attended by all major organizations involved in voter-related civic education, where information on voter education activities is to be exchanged, gaps identified and corrective actions discussed and acted upon.

EOPS: The last meeting took place on December 5th.

¹"Ram" music is a very popular type of music played by the local bands in Haïti. For example, one band named Ram plays every Thursday at the Olofson Hotel; other bands like Marassa, King Pose, Koujay also play this type of music.

These meetings have provided the opportunity to disseminate the National Civic Education Plan to all partners involved, to exchange information on the individual plans and the material produced, and to coordinate activities. The meetings, chaired by the CEP, were held weekly on Tuesdays; they were attended by the major players involved in voter education activities including the CEP, MINUHA, UNDP, NDI, MIST (Military Information Service Team), IRI, AFIELD, MICIVIH, USAID, European Union and IFES. Information was exchanged on the ongoing or planned activities, the material produced or to be produced and the material to be modified, corrected or redesigned; gaps were identified, such as insufficient frequency of the radio spots and isolated areas not reached by messages, and acted upon by increasing the frequency of the spots and launching the BED local initiative program.

4. Output: At least three seminars were to be held using local expertise (Haitian and international) to address training/technical needs of organizations active in voter education.

EOPS: Seminars were held during early December in Port-au-Prince, Les Cayes and Cap-Haïtien for Union members involved in voter education where the Civic Education Division participated. During the same period, IFES provided briefings to the OAS observers and the UNMIH military branch on the Civic Education and Training Plans; both groups were also trained on the revision and polling procedures.

IFES did not have the time nor the financial resources to hold separate seminars, but the Civic Education Division participated in seminars for the Unions and some religious groups, while IFES participated in seminars organized for the international observers and the military component of the UNMIH.

5. Output: One CEP counterpart is to be trained in the management, design, organization, implementation and follow-up of a voter education plan.

EOPS: This activity continued up to 31 January. The CEP member Molière LADOUCEUR was assigned to Civic Education and worked daily with the team.

6. Output: CEP staff is to work in training and voter education trained in the organization, implementation and follow-up of a voter education plan.

EOPS: This activity was completed by December 17th.

The CEP staff counterpart, Theuriet DIRENY, is the head of Civic Education and has fully participated from the design to the final implementation of the activities planned in the National Program. Similarly, the Director of the Operations and the General Director were involved in the design and the implementation as well.

7. Output: An internal system was to be developed for the CEP for the implementation, coordination and follow-up of the voter education pollworker training.

EOPS: All activities were completed by December 14th.

A staff meeting, including these people and IFES, was conducted each morning to evaluate the progress in the implementation and to review the activities planned. In attendance were the Head of Civic Education T. DIRENY, the Director of the Operations P.-A.

GUILLAUME, the General Director N. DOLEYRES, the CEP member M. LADOUCEUR, and IFES team members C.H. ORESTE and T. NOEL.

8. Additional Output: Continuation of the development of good relations with the BED occurred through the local initiative program where each BED submitted a plan for voter education.

EOPS: All the activities were completed by December 15th.

This program (maximum \$5000US) was very successful and appreciated by the BED. Many isolated areas would have never heard of the election stakes and procedures without this program. For the revision of the voter registry in the Northwest, 7163 electors were listed; of the 1251 new registered voters, 801 were 18 years old (64%), proving that our campaign targeting the youth was efficient. Similarly, 5423 (75.7%) electors have had their voter's card replaced because of alteration or lost, proving again the efficiency of our campaign. In the Southeast, the communes of Baint, Anse à Pitre, Grand Gosier and Belle Anse registered 258 new voters (all of them eighteen years old): 77.2% of all the voter's cards issued were replacements. In the Artibonite, 3375 new cards were issued, 2859 were for 18 years old, that is 84.7%. In Nippes, there were 1090 new registrations, 920 were 18 years old - 84.4%. The turnout for polling in many departments has increased, mainly in Grand'Anse, the South, the Southeast, the Northwest and the North. In the North West, 37,936 votes were cast out of 195,580 that is 19.4%. The rate of rejected ballots was 4.1% and of the blank ballots, 1.1%. IFES is considered less and less like an outsider, but rather as a close partner, as the Director of the Operations often stated, "we are a family".

ii. - Pollworker Training Program

1. Output: IFES was to train the trainers for the training of the pollworkers for the presidential elections. Pollworker training included the instruction of the legal framework of the electoral process; the CEP structure and the BVs; and the functioning of a BV, including its layout, opening, polling and closing. Training will delineate the role of the political party observers; the role of the CEP Monitoring Unit monitors; security for the BVs; polling day documents and how they are completed; penalties for electoral fraud and how to report incidents; voting

simulation, including all voting day procedures and how to use the ink; counting procedures; proper receipt of voting day materials and their return to the BEC/BED; and proper storage and inventory control for electoral materials for their use in future elections.

EOPS: All the training activities were completed by December 16th.

The National Training Plan was completed by October 30th and approved November 6th by the CEP. Recruitment and hiring of the 10 Coordinators and 29 Core trainers ended on November 10th; their training took place on the 13th and 14th of November. The 300 network trainers were recruited and hired November 24th. The first group was trained on 27/28th of November at the Rex Theatre and the second group on the 30th of November and the 1st of December at the Restaurant Le Cossaque (Refer to Attachments E & L). Follow-up and reporting were completed by January 27th by the Coordinators (See Attachment R).

The training content included the legal framework of the election, the electoral procedures, the electoral material, the layout of a polling/counting station, the steps to vote, a simulation of a polling station, a model training session for the BV members and the BV manual. The trainers were also briefed on the job description, their responsibilities and duties as well as how to plan their work and report on their activities (See Attachments D & K).

The monitors, other than IFES, included three BED Presidents and two CEP staff. The CEP President and Vice-President addressed the trainers at each session (Refer to Attachment A "Pictures").

All the trainers signed a contract and were advised that an evaluation based on their activities and performance would be conducted jointly by the BED and the IFES Coordinator. If a trainer was evaluated as incompetent, he/she may be replaced immediately or would not be rehired later.

The Coordinator was responsible for implementing and supervising the training program at the BED level under the authority of the BED. The Core trainers were responsible for supervising the Network trainers under the combined authority of the Coordinator and the BEC. The Network trainers were responsible for planning the training calendar and training the BV members under the authority of the BEC and the supervision of the Core trainers.

The Network trainers were instructed to plan the training activities within the zone assigned by the BEC and fill out a daily report of activities stating the date of each training session, the number of potential BV members to train and the effective number trained. The Core trainers were instructed to collect and consolidate these reports before handing them to the Coordinator who would use the data to present a departmental report. The national team wrote and published a national report on the training of the pollworkers.

IFES paid the trainers on three occasions: a first advance during the training of trainers, an installment before Christmas and a final payment in January.

An evaluation was conducted in cooperation with the BED/BEC members and IFES Coordinator for all the trainers based on the following criteria: 1) availability; 2) planning activities; 3) activity report including the number of training sessions and number of pollworkers trained; 4) relations with the electoral authority and the Coordinator/Core trainer and 5) overall evaluation by the Coordinator. Those evaluated as competent were awarded a CEP/IFES certificate of achievement. Those evaluated as unsatisfactory will not be rehired. A copy of the file of each trainer containing the application form, the contract, the evaluation and the planning and activity reports was delivered to the CEP and to the BED. (Refer to the following table on the pollworker training)

Number of BV's, the number of BV's members to train and the number trained.

BED	Polling Stations	P.S. Members	Members trained
North-East	363	1,815	1,670***
North	1,038	5,190	7,088
North-West	522	2,610	2,751*
Artibonite	1,435	7,175	7,302*
Centre	679	3,395	3,351
West	3,645	18,225	21,002*
Nippes	380	1,885	1,885
Grand'Anse	518	2,592	2,562
South	877	4,385	4,385**
South-East	602	3,010	2,769***
Total	10,059	50,282	54,765

* More than 5 members were trained in order to select the best ones.

** A test was mandatory and those who failed were replaced immediately by unregistered invited candidates attending the training.

*** Unqualified BV's members were fired and replaced by alternates who were later trained

in cooperation with the DEC. This figure does not include this second round of training.

2. Output: A voter registration revision manual and a pollworker training manual were designed, produced and distributed.

EOPS: The revision manual was out of the printing shop by November 11th and delivered to the BED during the week of the 13th; the BV manual was delivered to IFES office on November 25th and delivered to the BED during the week of November 27th.

Each trainer received a copy during the November 27th and 30th training sessions. The BED picked up the manuals at the IFES office and delivered them to the registrars and the poll workers. The manuals were rated as excellent by the CEP/BED/BEC members and as very helpful by the DEC. The trainers used them extensively to train the pollworkers. They contained many illustrations and were easy to follow (See Attachments F & J). The election observers noted that the IFES manuals were being used at all the polling stations visited.

3. Output: Voter simulation kit were developed.

EOPS: The polling station kit "A" and "B" provided to the CEP by Canada were delivered to the BED at the same time as the manuals between December 1st and 9th.

The CEP provided 175 kits that were used throughout the training sessions of the pollworkers.

4. Output: One CEP counterpart is to be trained in the design, management, organization, implementation and follow-up of the pollworker training program.

EOPS: This activity was completed by January 31st.

This CEP member continued to be Molière LADOUCEUR, because he participated in the debriefing of the Coordinators and the evaluation of the trainers.

5. Output: CEP staff is to work in the organization, implementation and follow-up of the training program.

EOPS: This activity was completed by December 1st.

This CEP staff counterpart was Oléus GARY, Head of training the Civic Education Division. This staff counterpart did not cooperate very well and refused to do the follow-up of the training, because he claimed that the CEP had not provided him the transportation or the human or financial resources to fulfill his mandate.

Additional output: The Director of the Operations, P.-A. GUILLAUME, was closely associated with all the working sessions, training sessions, problems solving and management of the program.

6. Output: An internal mechanism was to be developed for the CEP to implement, coordinate and follow-up the pollworker training program.

EOPS: This activity ended on the 16th of December for the CEP staff counterpart GARY, while it continued up to the 31st of January for M. LADOUCEUR and P.-A. GUILLAUME.

These staff meetings, regularly held at 10 a.m., proved to be very helpful particularly in exchanging and circulating information, evaluating the progress of the implementation of the program, identifying and resolving problems, planning all future activities and referring the CEP to situations requesting their assistance.

7. Additional Output: Instructions for the BED to plan the revision of the voters' list were to be drafted by IFES, if needed for the other activities (manuals), and was to be approved by the CEP. The procedures for revising the voters' list were also drafted by IFES and approved by the CEP.

EOPS: These activities were completed October 31st and approved by the CEP November 6th.

The IFES team held working sessions with a technical team composed of the CEP staff counterpart, the Director of Operations, the General Director, the CEP member LADOUCEUR to plan the revision of the voters registry. Afterwards, the team held a working session with 6 CEP members to enable them to learn how to plan, at the same time to be aware of the procedures, the workload and the decisions to be taken.

8. Additional Output: As the first planning step in establishing the number of revision stations a list of BVS, based on the information provided by the CEP, was computerized, printed by IFES for each department and distributed to the BED for an update,.

EOPS: This list was printed and distributed at the BED Presidents meeting October 30th.

This exercise has forced the BED to review the list of the polling stations and correct some discrepancies. The second step was to provide an address for each BV, which again forced the BEC/DEC to better plan and identify the location of the polling stations.

Through this update, many ghost BVS² were eliminated and it was possible to determine and locate the revision stations needed for each communal section.

8. Additional output: Members of the CEP, some for the first time, participated in a work session to plan an election and learned that planning is one of the most important and crucial steps of the management of an election. They were also delighted to be associated with the process and afterwards contributed directly to training and civic education activities.

iii. A Comparison of Activities Undertaken Versus Those Planned

I. Planned Activities: Civic Education

According to the agreement, planned activities were to consist of the following: Voter Education Campaign Assistance, Voter Education Campaign Content, Voter Education Campaign Methods (Design and Implementation of the National Plan), Assistance for the CEP to Design and Develop Voters Education Materials, Coordination of Voter Education Activities and Existing Resources (Set-up of a Weekly Mechanism to Coordinate the Voter Education Activities), Training of Pollworkers (Design and Implementation of a National Plan, Revision and Polling Manuals), Training of CEP Staff Working in Training and Voter Education and Outputs for Training and Voter Education Activities (Basic Voting Procedures, Voter Education Materials, Internal System Development for the CEP for the Implementation of the Voter Education/Pollworker Programs).

II. Activities Undertaken: Civic Education

a) **Design of a National Civic Education Plan:** The Voter Education Campaign Assistance was designed in close cooperation with the Civic Education Division of the CEP and was based on the needs identified. Objectives were set, themes were selected, means were proposed to attain the objectives and a calendar of events was drafted.

The findings of one poll, the OAS Electoral Observation Mission Reports as well as comments from NGOs and individuals, were used to determine which methods and materials would be developed.

b) **Approach and Methods:** The approach used was a multi-media one and the methods chosen ranged from using the National Palace as a symbol for the presidential election to radio spots supported by visual messages like posters, leaflets, banners and jingles. In the rural areas, public criers went around with megaphones and cassette players diffusing slogans and information regarding the election. Due to time, human resource and financial constraints, the IFES team could not publish the biweekly newsletter, which was to "provide information on particular and general aspects of the

A ghost polling station is a station operating without a voters' registry or a station listed but not operational.

electoral process" as described in the Voter Education Campaign Methods, nor develop public announcements for print and radio. This last activity was covered quite well by NDI and the Press Center; therefore, there was no need for IFES to duplicate it. Specific material for special-need groups could not be developed, because the CEP decided to focus all its efforts on the majority of the voters, instead of addressing specific targeted groups. Had IFES/CEP been allocated the overall \$434,000US. budget needed for the Civic Education Program, the team would have been in a position to address the special-need groups and to proceed with the production of more materials (Such as comic booklets) and with the organization of more activities (such as theatre groups). Nevertheless, material included both audio and visual media and civic education posters contained images that conveyed voter information visually for non-literates.

c) **Content:** The content included the following themes: why, where, and when to register and vote; how and why to register; responsibilities of the electoral officials and of voters. Because of time constraints and lack of funding, IFES was not able to cover the following: claims and objections, post-election results and procedures. However, the results of the presidential election were posted by a significant number of BIVs following the counting and information was readily available through the KASEKs, mayors, and/or deputies. The OAS observed post-election procedures, while IFES evaluated the elections through their workshop on the elections.

d) **Assistance to Develop the Voters Materials:** IFES assisted the CEP to develop posters (4), fliers, banners, radio-spots, jingles and a program based on the traditional verbal means. For a one-week period, IFES also funded the broadcast of the radio spots for the revision of the voters registry. The European Union provided over \$100,000US to print the three posters for polling and to broadcast the radio spots for two weeks.

e) **Coordination:** The coordination of Voter Education Activities and Existing Resources was carried out by a weekly coordination meeting held every Tuesday at 1 p.m. The major players were briefed on the National Civic Education Plan and were invited to provide input. They were also invited to communicate their planning for the civic education campaign and requested to have all their materials approved by the CEP. Either the IFES or the CEP Civic Education team participated in seminars held by the OAS, the UNMIH (Military component) and the Unions. The team was not able to sponsor public or target group seminars. This type of activity requires a larger team and more funding.

f) **Training of CEP Counterpart:** The entire Civic Education Plan was designed and implemented with the full participation of the head of the Civic Education Division responsible for voter education. The Director of Operations of the CEP and the General Director of the CEP were associated with the process as well, so that they could participate in the design and the implementation.

g) **An Internal System to Manage the Plan:** A mechanism consisting of a daily staff/coordination meeting to deal with the plan was proposed and set up. The CEP Civic Education Division Head,

Theuriet DIRENY, the CEP member responsible for Civic Education, Molière LADOUCEUR, the Director of the Operations, Pierre André GUILLAUME, occasionally the General Director and the IFES team were meeting every morning at 10 a.m. to evaluate the progress of the implementation, to identify/resolve problems and to plan for the next steps. This mechanism, although not formally institutionalized, served as a good example of how to organize, manage, supervise and control the implementation of such a plan.

h) Reimbursement of Voters Education Activities: This activity, similar to the payment of the trainers, required the displacement of the BED and the collection of receipts accounting for the disbursements. Some BED were slow in providing the receipts, but IFES succeeded in collecting all of them by the end of February 1996.

I - Planned Activities: Training of Pollworkers

According to the Agreement, planned activities for the training of pollworkers were to consist of the following: the recruitment, hiring and training of 10 coordinators (4 women, 40%), 29 Core trainers (7 women, 24.1%) and 300 Network trainers (96 women, 32%); the training of 45,000 pollworkers for the election day; the implementation and supervision of the program; a voter simulation kit, the design and distribution of a pollworker manual; the training of a CEP staff counterpart and an internal system for the implementation, coordination and follow-up of a pollworker training program.

II - Activities Undertaken: Training Program

a) A National Pollworker Training Plan: As soon as the IFES training advisor arrived in Haiti, he presented the CEP an outline of the agreed assistance project and asked to assign a CEP staff counterpart to lead the design and implementation of the program. A CEP staff member from the Civic Education Division, Theriet DIRENY, and CEP member, Molière LADOUCEUR, were assigned to this task. A National Training Plan was designed and a schedule for its implementation submitted to the CEP. This plan included guidelines to recruit, hire, train and supervise the 340 trainers (107 women, 31.7%) needed to train the pollworkers. This was the first activity undertaken, although it was not specified in the Agreement. This plan required, on the advice of the consultant, the approval and cooperation of the electoral officials at all levels, CEP/BED/BEC.

b) Recruitment and Training of Trainers: Once this plan was approved by the CEP and communicated to the BED, IFES proceeded with the evaluation of the 198 trainers hired for the September 17th election. Half of them were evaluated as not satisfactory, but enough competent candidates were identified to be proposed as Coordinators and Core trainers. IFES then submitted the list to the BED asking them to choose the best candidates and to refer their names for hiring; at the same time, the BED were requested to recruit the network trainers. All the trainers were trained the 13, 14, 27, 28, 30th of November and the 1st of December. Not only were they trained on the legal framework, the electoral procedures, the polling station materials and layout, the training of

pollworkers, but also trained on how to plan their work and how to report to their supervisors.

c) Draft of the Voter Registry Revision Procedures: At the request of the CEP, the IFES team drafted the revision procedures, which were needed for the training of the members of the revision stations and the design of the manual, even though it was not a planned activity.

d) Draft of the "Instructions to the BED": In order to plan for the revision and to update the list of BVS, IFES drafted the "Instructions to the BED" and provided them with a set of forms to conduct this planning and updating. Although not planned, this activity was essential to the implementation of the project.

e) Design and Distribution of Revision Manual: At the request of the CEP, the IFES team reviewed the existing manual for registration, inserted the new procedures, reproduced and distributed 2500 copies for the revision stations on the 19th of November.

f) A Voter Simulation Kit: It was not necessary for IFES to assemble a voter simulation kit, because the polling station kits provided by Canada were used for the simulation. IFES obtained 175 kits "A" and "B" from the CEP, which were distributed to the BED at the same time as the manuals.

g) Design and Distribution of the Pollworker Manual: The review of the existing manual started in mid-October, but because of new voting procedures and the need to include more illustrations, a new manual was designed, printed at 35,000 copies and distributed to the BED before the training of pollworkers started on December 2nd.

g) Training of CEP Staff Counterpart: The plan was designed and implemented with the full participation of the Head of training of the Civic Education Division, Oléus GARY. The CEP member assigned to Training, M. LADOUCEUR, attended all the meetings and participated closely in the design and implementation of the plan at all steps. The Director of the Operations and the General Director also attended most of the working and coordination meetings.

h) An Internal System to Manage the Plan: A mechanism consisting of daily staff/coordination meetings was proposed and accepted by the CEP where the CEP. The staff counterpart for training, the CEP member, the Director of the Operations and occasionally, the General Director and IFES were meeting daily at 10 a.m. to evaluate the progress of the implementation, to identify/resolve problems and to plan for the next steps. These meetings dealt with both the Voter Education and the Pollworker Training Plans.

I) Payment of the Trainers: Although a normal activity, this part of the project is worthy of mention, because it was time consuming and required well-planned logistics. IFES set up three teams, one for the North of the country (4 BED), one for the South (4 BED) and one for the Centre/Port-au-Prince. No money was lost in the process of disbursing some 2,500,000gdes to the

339 trainers. Individual envelopes were prepared for each trainer who signed upon delivery of his/her salary. A table of the payments was used at the office to control who was paid, when they were paid, and what was left to be paid.

j) **Evaluation of the Trainers:** IFES proposed to the BED that each trainer should be evaluated based on his or her activities and performance. The team proceeded with this evaluation in January and handed the CEP and each BED a file for each trainer containing an application form, the contract, the evaluation, the planning/activity reports and a copy of the certificate issued. For each trainer evaluated as competent, a certificate was issued and co-signed by the CEP and IFES. The list of the trainers, including a summary of their personal data, was computerized and transferred to the CEP so that a human resource databank can be started in the future.

iv. Analysis

Preparation for the December 17th Election marked the first time in 1995, that the CEP was provided with Civic Education and Training Plans and was able to implement them. It was also the first time that a civic education coordination mechanism was initiated.

Many problems were encountered, but they were ultimately overcome, resulting in a successful implementation of both plans.

Among the problems, the delay by the CEP to assign human and physical resources to the Civic Education Division slowed down the design and the implementation of both plans, especially the training plan. The IFES team was forced to proceed independently for the polling manual and the training of trainers, pulling behind the CEP training staff who were on a kind of work-to-rule strike for almost two weeks.

Insufficient and late funding (\$180,000 from IFES/UE on \$434,000 budget) resulted in cutting half of the planned activities in Civic Education, so that only the posters, jingles, banners, radio/TV spots and fliers could be implemented quickly and were retained. The comics book, the T-shirts, the Concert tour, the Theatre groups and the target groups seminars were all put aside.

For the Training plan, problems were also encountered during the recruitment and activity phases. Some BED did not respect the criteria of residence in the commune for the recruiting of trainers, resulting in trainers discovering that they were assigned to a commune other than their own. Some candidates referred by the BED faced literacy problems. Some of the trainers were related to the BED/BEC members and were referred not for their skills but for their relations with the election officials.

Later on, during the training of the pollworkers, many trainers did not plan their training schedule with the BEC members and did not report on their daily activities. Fortunately in only a few cases

did the Coordinator have to substitute the trainer. No trainer was dismissed during the course of the training program, but those who did not perform well were advised about their unsatisfactory performance.

In order to plan the training schedule at the BEC level, the BEC members were supposed to communicate to the trainer the list of the BVS and BV members of his assigned communal sections or areas; this was not done by many of the BEC, causing training to be delayed until the last week before the election. The reason for this situation was that the DEC had not completed the selection of the polling station locations and, consequently, the recruitment of the members.

Many of the polling stations members were referred by the DEC because they were political supporters, relatives or good friends, but were illiterate or incompetent .

In the BED West, the difficulty to find training rooms hampered the training and forced the trainers to work up to December 16th. This situation was due to the fact that schools and colleges were still open until early December.

If IFES were to implement a structure similar to Haiti in another country, more time in the project timeline would be needed to design the program, to brief the election officials and to train them on the procedures, starting with the Electoral Council members and the other officials. At first some BED did not understand that the trainers were under their authority and that the supervision structure was at their disposal to plan, implement, supervise and control the training and civic education activities.

Overall, both plans were implemented successfully and were praised by the CEP. Both resulted in the improvement of the credibility and the reliability of the electoral process.

Civic education, although perceived as a must in this kind of event, is always left for the end and is perceived as the neglected child of the family. Because civic education is not a formal step of the electoral process, most of the time it is not considered essential or as a priority. Funds are provided for everything else except for these activities and only at the last minute are they be approved. Therefore, in the future, it is important to emphasize the importance of civic education and the impact it can have on the electorate.

The approach used by IFES was the correct one and proved to be successful: to work with the electoral authority counterpart and to involve as many of them at each step and at each level, even if it requires more time and more diplomacy. The respect of the country's sovereignty through this approach equals the cooperation received and the success achieved.

VI. Impact Assessment

A. Terms of Reference

As required by the Cooperative Agreement, the Impact Assessment will analyze:

- "the extent to which IFES assistance resulted in better voter education programs and wider outreach to the general voting population;
- the extent to which IFES assistance resulted in an improvement in CEP knowledge and skills to develop and implement voter education and pollworker training programs;
- the extent to which IFES assistance will enable the CEP to implement its own voter education and pollworker training programs in future elections".

B. Impact Assessment: IFES assistance resulted in better voter education and wider outreach to the general population.

Most of the political actors in Haiti acknowledged a clear improvement in the organization, management and control of the electoral process: the electoral materials were delivered except for forms in two departments, the polling station members were better trained and better respected the electoral procedures, the statements of the vote and counting were better filled and there was less tampering with the results. The national turnout, although considered low, 27.94%, would have even been lower, were it not for the voter education program. Many isolated communities would never have heard of the election and the location of the polling stations, if public criers would not have been hired through IFES Civic Education program. As many as 400 criers were commissioned to travel the communal sections and urge the electors to vote.

According to the CEP, of the 994,599 votes cast, 63,909 (6.4%) were blank or rejected, meaning that the voters did understand how to vote. For a population estimated to be 80% illiterate, the rejected and blank rate was very acceptable. In the North West Department, the rejection rate (4.1%) was even lower than the national rate.

As for the election officials, the training structure set up has helped to better train the BVs personnel on the polling procedures, secrecy of voting, counting and delivery procedures. A net improvement was observed on the opening time of the BVs, the presence of the five members, the materials, the application of the indelible ink, the instructions to the voters, the correct filling out of the statements both for polling and counting and the delivery of the results to the BECs. (See OAS Report p. 6)

One of the best way to assess the impact on the voter population is to look at the findings of the Organization of the American States Electoral Observation Mission (EOM) in Haiti of the elections of August 13th (by-elections), September 17th (2nd round legislative), and December 17th (Presidential). (See Chart). According to the EOM, 977 polling stations were observed of the 1993

(49%) on August 13th, 1689 out of 9406 (18%) on September 17th and 3134 out of 10,243 (30.6%) on December 17th. The EOM noticed a tremendous improvement in effectiveness of pollworkers with each successive election. IFES, through the Civic Education and Training programs, tried to better inform the voter on where the polling station was, and when, why and how to vote. On the other side, efforts were made to train the pollworkers to enable them to operate a polling station according to law and regulations. The most important issues were the location/organization of the polling station, compliance with the voting procedures, the use of the ballot boxes seals, the correct application of the indelible ink, the secrecy of the vote, and the statements of the vote/counting completed, posted and distributed to the party agent. Following the chart, the BVS opened in 95% of the posted locations; there were only 19% minor problems compared with 42% at the opening of the BVS and the majors problems were down to 0.2% compared to 1%. The compliance with the voting procedures went up to 96% compared to 80% and the correct application of the indelible ink reached 93%. No irregularity was observed in 66% of the polling stations while only 2% major irregularities, down from 7% reported. The statement of the count was completed in 99% of the BVS up from 91% and no major irregularity was reported during counting.

SUMMARY OF THE OAS EOM FINDINGS FOR THE ELECTIONS OF AUGUST 13th, SEPTEMBER 17 AND DECEMBER 17th

ITEM OBSERVED	AUG 13	SEPT 17	DEC 17
Same polling station (BV) location as published	92%	94%	95%
Opening of the polling station			
Minor problems to open the BV	42%	42%	19%
Major problems	01%	01%	0.2%
Attendance of BV personnel (5 members)	87%	94%	96%
Electoral material complete	92%	77%	85%*
Essential material missing	05%	08%	06%*
Polling and voting procedures			
Adequate control of line of voters	95%	98%	83%
Sufficient security measures	94%	98%	97%
Ballot boxes sealed	63%	74%	95%
Compliance with voting procedures	63%	80%	96%

Statements completed	83%	97%	96%
Voting instructions given to the voters	50%	82%	79%
Correct application of the indelible ink	84%	89%	93%
Secrecy of the vote			
Voting screens laid out to protect the secrecy of the vote	87%	93%	89%
BV personnel respect the secrecy of the vote	78%	89%	87%
Party agents respect the secrecy of the vote	71%	87%	84%
Important violation of the secrecy of the vote	0.4%	01%	00%
Freedom of the vote			
No intimidation	95%	98%	99.6%
No illegal political activity in or around the BV	85%	91%	99.8%
Closing of the polling station			
BV closed at 6pm	91%	95%	88%
Overall assessment of the operation of the polling station			
Normal operation of the BV, no irregularity	54%	62%	66%
Few minor irregularities	37%	25%	29%
Many minor irregularities	04%	07%	03%
Major irregularities	05%	07%	02%
Counting of the votes and delivery of the results			
Unused ballots counted	71%	83%	83%
Ballots received = used ballots + unused	n/a	n/a	86%
Statement of the count completed	93%	91%	99%
Copy of the statement posted	61%	61%	78%
Copy of the statement distributed to the party agents	53%	74%	77%
Statements and other documents sealed in the envelopes	n/a	97%	93%
Statements delivered the same evening, escorted	96%	80%	67%
Overall assessment of counting			
No irregularity during counting	n/a	55%	61%

Few minor irregularities during counting	n/a	31%	35%
Many minor irregularities	n/a	0%	3%
Major irregularities	n/a	14%	0%

C. Impact Assessment: The extent to which IFES assistance resulted in an improvement in CEP knowledge and skills to develop and implement voter education and pollworker training programs.

The IFES team worked on a daily basis with the CEP staff and members to design and implement the voter education and pollworker training programs, thus transferring at the same time the knowledge and the various techniques used to recruit, hire, train, supervise, control and pay the trainers. They were able to participate in the design of the plans, to select priorities, to stick to an implementation schedule, to identify and resolve problems and to evaluate the results. At first, all of them were skeptical about a successful implementation, arguing that they have been in similar situations, including the June 25 election, and complaining that the funding was either not available or too late. It is only when some local shops were awarded contracts to produce posters, banners, jingles and radio spots that the Head of Civic Education told us that he felt we were using the right approach. The success of a plan, often, requires the involvement of those in charge of regulating and conducting the operation.

The impact of the work session the team had with the CEP members was very valuable in terms of the awareness of the tasks to be fulfilled, the limited time available and the future workload. They became aware that policies have to be established before the design of a plan, that the procedures have to be written down and approved before the designing a manual. They also realized the impact their decisions had on the field level. They discovered how crucial it is to have a careful plan of an event and referred to the June 25th election. The General Director, while participating in one of the work sessions to prepare the planning of the revision, exclaimed many times, "I am learning, I am learning a lot." The same sentiment also applied for the CEP member who repeatedly stated that he was very happy to have learned so much on how to plan and manage an electoral process.

All the voter education and training materials were delivered to the BEDs with their support; they sent their trucks to the IFES office to pick up the materials and afterwards they distributed it to the BECs. This is a good example of how they succeeded to master logistics at that level. No assistance was provided by UNMIH. At the BED/BEC levels, the planning and schedules for training was done in cooperation with the IFES Coordinator and Core trainers. The BED/BEC also learned the importance of following criteria for recruitment and hiring versus the backlash of having to count on an incompetent trainer or polling station officer. Finally each BED presented a proposal of activities for Civic Education. This is another example of how the BED acquired

skills. Using the guidelines approved by the CEP, each BED designed a civic education plan, including not only activities but a schedule for implementation and a budget.

D. Impact Assessment: The extent to which IFES assistance will enable the CEP to implement its own voter education and pollworker training programs in future elections.

Of the Civic Education Division responsible for voter education and pollworker training, the CEP, the BED and the BEC were all involved, either totally or at some point in the process, in the design and implementation of both the voter education and pollworker training programs. Although they had previous knowledge of such activities, they participated and contributed to the design and implementation and were able to witness the strategies and techniques used, gaining skills and know how. This experience should now enable them to implement other voter and pollworker training programs in the future, keeping in mind that IFES not only succeeded quite well primarily because of its expertise and experience in the field, but also because the Foundation had funds and could in a timely manner pay its personnel or reimburse expenses. This aspect should not be underestimated.

The Civic Education Division heads, together with the Director of the Operations and the General Director, participated on a daily basis in the design and implementation of the plans. In fact, they wrote the plans themselves and were associated closely with the implementation. Through the internal system developed for the CEP to implement, coordinate and follow-up on civic education and pollworker training programs, it was learned that a daily early morning meeting is crucial for communication among the staff responsible for the programs and with the management; equally crucial is to evaluate, identify/resolve the problems, coordinate the actions and follow-up. That resulted in better control and contributed to the success of the programs.

The CEP learned about the importance of each step of the electoral process and how to plan to respect the legal framework. The fact that working sessions were organized with CEP members and the fact that they were involved in the planning and evaluation of the activities, has made them aware of the impact of voter education and pollworker training programs. They were briefed on the plans and were solicited to approve them - which they did. Most of the CEP members attended the trainer's training sessions and familiarized themselves with the content and materials. Moreover, frequent contact, when not daily, was maintained with six of the members when the IFES team met with the President or Mr. LADOUCEUR, resulting in closer relations with the Civic Education Division and IFES and a far better awareness of the importance of these programs.

At the BED level, there was a close cooperation between the IFES Coordinator/Core trainers and the BED President. For the training of pollworkers, the BED Presidents participated from the beginning to the end by choosing the coordinators and the core trainers, by planning the training and approving the schedule, by supervising and controlling the activities, and finally by evaluating

the trainers. By using the guidelines for voter education issued by the CEP/IFES, they designed and implemented a voter education program at the departmental level, including a budget. Most of the BECs did the planning of the pollworker training with the network trainers and supervised the training with IFES core trainers. One of the lessons learned was that the number, list and members of BVs have to be finalized before training can start or even the planning. The BECs were involved in the voter education by implementing the plan prepared by the BEDs, including the control of the expenses: each BEC had to account for expenses, otherwise, there was no reimbursement.

Overall, the experience acquired by the election officials in the design and implementation of the plan and the network of competent (evaluated) trainers, will allow the CEP to implement its own voter education and pollworker training programs in the future, provided minimum funding is available.

VII. RECOMMENDATIONS

It is recommended that:

A- The Training Plan should be designed in close consultation with the BED and that a workshop be set up to familiarize the BED members with the implementation of the plan.

B- The structure adopted for the 17 December Election should be used again, while the number of Network trainers to be supervised by a Core trainer should be limited to 10, thus increasing the number of Core trainers to 35.

C- The recruitment criteria should fully respect the Electoral authority and, if necessary, IFES jointly with the BED should appoint a recruitment committee to interview the applicants.

D- The payment of the salaries should be organized jointly with the BED/BEC to prove clearly that IFES works closely with the BED and BEC.

E- The per diem should be increased according to the field conditions and environment.

F- Special expenses, when authorized by the Coordinator and the BED, should pay for transportation in the areas where accessibility is difficult.

G- The manual should contain more drawings to facilitate a better understanding by the BV members.

H- A skill test, an application form and an assignment form (Name of BV member, BV number and position) for the BV members should be included in the manual.

I - The manual should be designed for the use of the DEC, BI and BV and in the format of a binder so that common procedures can serve for every group, while specific instructions and procedures for each group can be attached separately.

J - In the case that the DEC are confirmed in their role, a training session should be organized expressly for them either at the same time as the Network trainers or separately.

K - The BED Presidents should continue to be invited as resource persons during the training of trainers.

L - A contract should continue to be signed by each trainer including the job description, the working conditions, the salary and a notice advising that the income tax is the responsibility of the trainer.

M - Alternate trainers (10%) should be recruited and trained in each department and be on stand-by to replace those that become sick or are evaluated as incompetent.

N - A formal agreement should be signed with the Electoral Council prior to the start of the project and directors and individuals should be clearly identified as counterparts in charge of the design and implementation of the programs.

O - The National Directors acting as counterparts should be provided with a minimum of human resources, office equipment and transportation to fulfill their mandate.

VIII. CONCLUSION

The activities undertaken by IFES in Haiti have contributed to the enhancement of the credibility and the transparency of the electoral process and the electoral Council, be it through ballot production, the design and implementation of Civic Education/Pollworker Training programs or the planning of the voter registry revision.

The support offered by the Electoral Council was continuous; the President, Mr. SAJOUS, was available at all times and has dedicated whatever time requested to resolve problems. Mr. Molière LADOUCEUR, the CEP member assigned to the Civic Education and Pollworker Training programs, has worked constantly with the team to ensure success and has dedicated most of his

time to participate in the meetings and in the follow-up of the training. The General, the Operations and the Civic Education Directors have provided their support and assistance as well.

The same attitude was observed at the departmental level where IFES has established excellent relations with the BED officials and a reputation of efficiency. Whenever IFES committed itself, be it for payment of salaries or delivery of material, it was done on time.

IFES has involved as many local resources as the timeline and financial constraints would allow; if the project could have started earlier, IFES would have been able to involve more local resources and the CEP could have managed the whole election with less assistance. The best example is the transfer of the database, which enabled the CEP to plan, organize and manage the ASEC election on its own with minimal technical assistance.

The successful completion of the IFES mandate in Haïti was due to the hard work of its team, but it should also be stated that the respect shown for the Haitian sovereignty and the trust put in the Haïtians themselves, has earmarked the Foundation as a partner dedicated to the interests of the country.

The environment in which the IFES team has worked was stimulating, creative and fulfilling. The team members are grateful to the CEP and the BED for their cooperation and assistance.

The team members are also grateful to Mr. Christian Nadeau, the IFES Americas Deputy Director, for the trust he put in the team and his continuous support for the field team. His field visits have proved his deep interest in the successful fulfillment of the IFES/Haïti mandate.

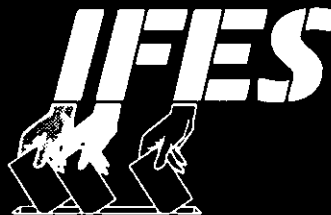
Similarly, the Program Officer, Karen Seiger, has supported the team daily and her field visits have also proved her deep interest in the success of our project.

The visit of a member of the Board, Mrs. Judy Fernald was highly appreciated, pleasant and useful. It was the first time that the team members were visited by a Board member in the course of their activities. This type of field visit is recommended to support field activities.

The consultant is very grateful to Mrs. Linda Trudel, the Project Manager, who has continuously supported, encouraged and backed the team.

Every Haïtian team member worked relentlessly yet with good humor, not counting their time nor their efforts, which characterizes the people of this country. The assistant, Claude Henri ORESTE; the logistician, Wilner MERVEILLE; the computer technician and programmer, Anton ADONIS and Fitzgérald JEAN; the administrative officer, Déborah ROY, the secretary Mireille ÉLIE; the drivers, William PLACIDE and Jean Baptiste PAUL; and finally the factotum Michel JOCELYN, whose morning coffee would wake up any sleeper not already awake and provide them with a boost for the first working hours.

The consultant thanks IFES for providing the opportunity to work again with the Foundation in Haiti and expresses his deep gratefulness.



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