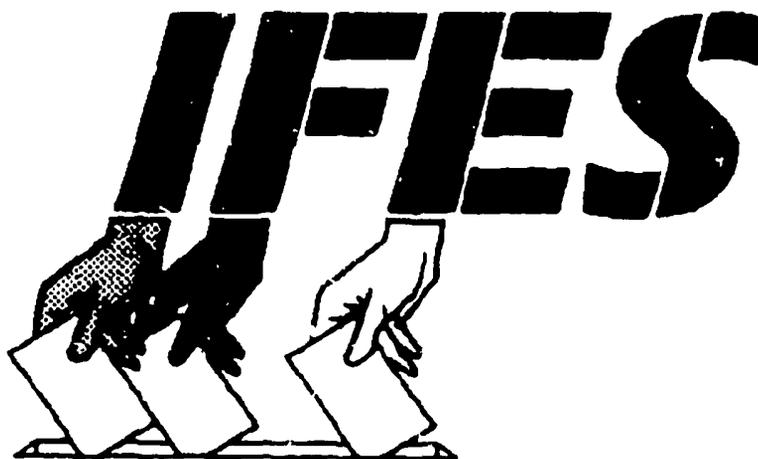


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***HOW TO ORGANIZE
A PROGRAM IN CIVIC EDUCATION***



***International Foundation
for Electoral Systems***

December 15, 1992



FOREWORD

Since 1987, the International Foundation for Electoral Systems (IFES) has been on the cutting edge of the worldwide democratic revolution. Working in cooperation with the Agency for International Development, IFES has consistently supported AID's agency wide goals to promote democracy by providing critical technical electoral assistance to more than 45 countries.

IFES continues to be one of the few non-governmental organizations solely dedicated to the areas of electoral process and civic education. The wealth of experience and knowledge that IFES has gained over the last five years forms the basis of the IFES Election Manual Series.

Because the field of electoral assistance is still relatively new, there is little in the way of written materials. Consequently the completion of the IFES Election Manual series represents an important contribution to the literature in the field of electoral assistance.

Each set contains following five manuals:

1. How to Organize a Pre-Election Technical Assessment
2. How to Organize an On-site Technical Assistance Project
3. How to Organize an Effective Poll Worker Training Project
4. How to Organize a Program in Civic Education
5. How to Organize and Conduct an Election Observation Mission

The primary purpose of these manuals is to assist IFES in systematizing the implementation of technical assistance in the five areas of pre-election technical assessments, on-site technical assistance, poll worker training, civic education and international election observation. It is especially hoped that development of these manuals will ultimately enable more efficient and effective programs that serve the ultimate purpose to provide necessary technical electoral assistance to countries in need.

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These manuals are interrelated and all follow the same general format. They also incorporate a common evaluation strategy found at the back of each manual. The purpose of this strategy is to evaluate the effectiveness of the different types of electoral assistance activities.

The manuals are designed to be readily adapted to include the most up-to-date information possible. The binder format enable the user to keep the manuals current by replacing pages with updated material. This way the manuals can be as adaptable and dynamic as the democratic process itself.

IFES expresses its appreciation to the Office of Economic and Institutional Development of Bureau of Research and Development, US Agency for International Development and acknowledge their support in making the IFES Election Manual Series possible under Cooperative Agreement No. PDC-0023-A-00-1089-00.

IFES also thanks its dedicated staff members, who worked very hard to produce most of the material that went into each of these manuals. Special thanks to Joseph Bauer, who spent many long hours writing and editing the manuals. He also played the key role of managing the entire manual production process.

Special thanks are also in order for IFES Chairman F. Clifton White, whose vision and guidance has been critical to building IFES, and the Members of the Board of IFES for their support.

Completion of the IFES Election Manuals will offer a valuable new resource for the field of electoral assistance. It will enable IFES and other organizations in the electoral assistance field to provide even more efficient, effective and meaningful support for the world's emerging democracies.

****NOTE:** It is forbidden to use any part of the IFES Election Manual Series without proper attribution. It is expressly forbidden to copy any portion of the IFES Election Manual Series without the written permission of IFES.

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HOW TO ORGANIZE A PROGRAM IN CIVIC EDUCATION

I. Project identification, design, management

A. Project Identification

1. Criteria for Selection

- Invitation from host government
- A democratizing country
- Available funding

Civic education is an essential element in building a lasting democracy, and in particular, the electoral process. Supporting the evolution of democracy and the electoral process is a basic element in the charter of the International Foundation for Electoral Systems (IFES). Without civic education, voters are unaware of their rights and responsibilities as citizens. More specifically, they need to understand the mechanism and significance of the voting process itself.

Civic education assistance must be tailored to the specific needs of each country, taking into consideration the long-term goal of building a sustainable institutional base for a democratic electoral system. It may be provided at the request of the host government or other indigenous organizations. The assistance of indigenous organizations is usually quite important.

The funding available for civic education training programs may involve only small-scale projects. Specifically, funding may be available for voter awareness programs focused on a particular election. Additional funding would enable these programs to be expanded, depending on need and interest. Due to the potentially high cost, funding long-term civic education training programs may present a constraint to the process. This may be resolved only through bringing together a number of funders who collectively may provide sufficient funds to accomplish the objectives.

2. Needs Assessment

The level of available information, voter education and awareness, and the status of civic education programs in the host country, are often determined through pre-election assessments. If such an assessment exists, preferably conducted by IFES, it provides an excellent base from which to develop adequate civic education programs. If sufficient information is not available to develop a credible program, then IFES must conduct a needs assessment before proceeding.

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3. Timing of civic education programs in relation to electoral calendar.

A civic education program can be carried out usefully at various times during the pre- and post-election periods. In general, it should not come before a country has started the process of becoming a democratic society. Where that commitment has moved the host country toward holding a national referendum or multi-party elections, the timing of the election will influence the structure of civic education programs.

It is also essential that the objectives for any program have their evaluation criteria properly stated before work is started. If one purpose of the civic education program is to enhance voter awareness for an upcoming election, the timing of the election is critical to the structure of a voter awareness program. This should be done to ensure that it is possible to achieve the objectives given the conditions and constraints within the host country.

Successful short-term civic education, or voter awareness, programs must be timed to ensure that the "awareness" training reaches those individuals who make up each of the target audiences prior to election day. It is important to begin early. Early training means that a greater percentage of the target audience will be reached.

Civic education, however, should not have a time limit placed on it by an election date. Effective civic education should become an integral part of the country's social texture and efforts toward democratization.

4. IFES' Objectives

- a. Fulfills IFES annual operating plan**
- b. Lays groundwork for future work in host country**

IFES may undertake the civic education program because it has been requested by a funder with whom it is important to maintain or build a good relationship. IFES may also hope to lay the groundwork for further short- or long-term assistance in the country; for an up-coming observation mission; or for fulfillment of the IFES annual workplan. IFES should be clear and explicit about what its objectives are in carrying out each training program prior to the design and implementation phase. Clarity on this question helps to determine the scope of work, when resolving any potential conflict with the program funder, and especially when evaluating the program to determine if all objectives have been fulfilled.

B. Scope of Work

1. **Goals, objectives, activities:**
 - a. **Are they mutually satisfactory to IFES and to funder?**
 - b. **Are they feasible, given constraints?**
 - c. **Criteria for evaluation**

The elaboration of a project's goals and objectives comes as a result of terms agreed to by IFES and its funding source. Certain elements of the project are essential to IFES' information gathering (Resource Center) process; others may be incorporated at the suggestion of the funder or by the funder on behalf of the host government. It is imperative that all parties concerned achieve consensus regarding mutual expectations and constraints before the project begins.

The objectives of the project, as reflected in the scope of work or terms of reference for the civic education training team, must be written in a form that indicates clearly what the funder expects from IFES and what IFES expects from the team who will be facilitating the training. They also should be written so that their accomplishment is measurable, both by IFES and by the funder. In the evaluation phase of the project, both institutions should be able to identify clearly and quantify the degree to which objectives were accomplished.

2. **Budget**
 - a. **What to budget for?**
 - b. **Arriving at budget agreement with funder**

As the terms of reference and the objectives of the training program are defined, IFES must begin to develop a program budget. The budget should include all elements of direct and indirect costs based on IFES' previous experience plus additional country-specific information provided by the funder, the host government, or other sources. Supporting documentation for the estimation of line item amounts is necessary. The proposed budget should reflect the realities of the project environment and take into account the potential for unanticipated costs. The first draft of the budget will serve as the basis of negotiation with the funder(s) in determining the final project budget.

The input of the IFES Director of Finance and knowledgeable colleagues should be solicited. The budget is included as part of the project proposal and is subject to review and approval by IFES executive staff as well as the funder.

C. Negotiating other project parameters

- 1. Arrangements with host country**
 - a. What are the host government's expectations?**
 - b. Who is the primary point of contact in the government for the team?**

As IFES discusses the scope of work of a civic education project with a USAID mission, a U.S. embassy, or other funder, it may be useful, particularly in the case of short-term civic education project, to bring the host government into the discussion, either with IFES directly or through the funder as intermediary. The funder should be asked to provide a written summary of its discussions with the host government, and a list of government officials, with names and titles, who can assist the civic education training team, assuming that this is applicable. This written documentation should also spell out the kind of assistance, if any, that the assessment team should expect from the government, for example, local transportation, office space, or the facilitation of discussions with officials inside and outside of the government. Such arrangements with the host government are especially important in the case of short-term civic education.

- 2. Arrangements with U.S. Embassy or USAID mission**
 - a. Lodging, transportation**
 - b. Setting up initial meetings**

Discussions with the funder and/or the U.S. embassy should also clarify the degree and kind of support that they intend to provide for the team (if any), such as car and driver, office space, access to communication facilities, and the facilitation of contacts with information sources in-country. Sometimes, the USAID mission and/or the embassy may be requested to make reservations for the team at a suitable hotel in the capital and to meet the team upon their arrival at the airport.

Setting up initial meetings may be facilitated by either the U.S. embassy or USAID. It is, however, an important responsibility of the IFES Program Officer.

As soon as both IFES and the funder are in general agreement with the arrangements spelled out in the proposal, a Project Authorization should be filled out, covering the proposal, and sent to the appropriate AID/Washington representative. This will meet AID's requirements for its Core support. Authorizing documents will be prepared for each funder/donor (UN, Host Country government, etc.) in accordance with their requirements.

II. Selection of civic education project team

A. Specification of target audience

1. Civic interest groups
2. Media personnel
3. Political party leaders
4. Voter groups
5. Minority groups, women
6. Students

One element in the selection of the civic education project team is understanding the makeup of the target audience. In many cases a core group of "super trainers" is formed. These trainers first train a small group at the national and regional level. Training is then organized for local level trainers. These are the individuals who will be vested with the responsibility of training the general public. (Specifically, the responsibility for training poll workers may be funded under a different project. Refer to the IFES "How to Organize a Poll Worker Training Project" Manual for additional information.)

For short-term civic education or voter awareness programs the core trainers' work is not confined to training at the local-level. During the training of the local level officials and leaders, and in the subsequent training of their staffs, the core trainers will circulate to observe the training in progress and correct any misinformation.

In many cases, the voter awareness programs are not "training" per say, but, rather targeted media campaigns. This form of training may involve significantly different groups of "trainers" and employ media consultants, writers, graphic artists, etc. to effectively deliver the message.

In the case of long-term civic education programs, the in-country trainers are determined according to the specific issues covered by the programs. These trainers in turn reach others, eventually conveying the necessary information to the largest possible segments of the population.

B. Identification of international consultant(s)

The specific civic education project team will be defined by the scope of work, including the civic education materials to be produced, the scope of the training, the period of performance and the available funding. Key positions for the project team are likely to be as follow:

Project Manager--Based on the scope of the program, this position could possibly be combined with one of the trainer's positions. Determining factors are the size of the training effort and the size and scope of the overall technical assistance project.

Stand-up trainer--This position requires excellent communications and organization skills, as well as enthusiasm and a disregard for the time clock. It is essential that the stand-up trainer be able to converse in the official language.

Mass Media Specialist--This position is useful if the initiative includes a component calling for graphics, cassettes, and videos for use in the program. These materials can also be utilized in a greater voters' awareness or civic education program. Previous experience with a variety of programs and media is a must.

Advance/Logistics Coordinator--When undertaking a far-reaching cascade-type training or series of regional seminars on a tight schedule, this is a worthwhile addition to the project staff. Otherwise, the responsibilities of advance, set-up, and transport fall into the domain of the project manager (or lead trainer if project manager is unnecessary). Candidates for this position should have a proven track record.

Political philosophy specialist--This position is useful, if not indispensable, for a long-term civic education program that involves discussions of principles underlying a democratic society.

Other civic education specialists--These specialties may include: economic principles and specific issues; comparative electoral systems; legal principles and specific issues.

C. Consultant selection

1. Data base
2. Additional services

As the goals and objectives of the project are being determined, the Program Officer should begin to identify those consultants who may be best suited to accomplish the mission. The size of the team is largely dependent upon the scope of work and available budget. The team should have sufficient background and experience to ensure that all aspects of the project will be completed satisfactorily.

The initial step in the selection process should be a search of the IFES Resource Center Database. Information on consultants who have been a part of prior IFES projects or have provided detailed

information on the Consultant's Individual Data Sheets will be available on-line to the Program Officer. Consultant information may also be gathered through referrals by other Program Officers and Program Officer's previous experience. Secondary sources include universities, private consulting firms, or referrals from consultants. Each potential consultant should be interviewed, perhaps more than once, with a foreign language component if the Program Officer is unsure of the consultant's skills in that area. A Consultant's Individual Data Sheet must be completed and if possible, a writing sample should be obtained.

D. Selection and performance criteria

- 1. Specific skills**
 - a) Language**
 - b) Country knowledge and/or experience**
 - c) Knowledge of civic education**
 - d) Issues in democratization**
 - e) Election Law**
 - f) Training**
- 2. Interaction with host country officials and NGO as well as USG officials in country**
- 3. Successful completion of scope of work.**

There are a number of criteria that must be considered as the team is composed. Certain skills are highly desirable, such as background in civic education training; knowledge of the country's culture, including if possible in-country experience; experience as an election administrator; more general experience in the democratic process; and familiarity with election law and related issues. More specialized skills will be required for a particular civic education program, such as experience in leadership training. It is important that consultants be selected according to how they can best perform as a team and how their collective skills may be applied to complete the scope of work. The Program Officer should consider as many combinations of consultants as possible and always be prepared with alternate selections.

Whatever the team member's special skills, a good command of English is required. Ability to express oneself in the language(s) of the host country is important, if not mandatory. Effective communication with host country officials and NGOs as well as USG officials in-country is required. Team members will also be expected to contribute substantially to the team's completion of the scope of work and the project objectives as set forth in the project proposal. It should be made clear to all concerned that these expectations will be foremost among the criteria on which the consultant's performance will be evaluated.

In making decisions regarding the composition of the team, the Program Officer must consider additional factors. In some cases, it may be useful to designate one member as the team leader. The team leader will act as the primary spokesperson while in-country, and will be responsible for bringing the team to consensus on its procedures, priorities, and activities. The team leader serves as the contact for the Program Officer in-country and should be able to provide administrative direction while in-country.

A team member should also be designated as the final report coordinator. The report coordinator is responsible for reviewing the report as drafted by the team, noting any weak areas, before presenting it to IFES for editing. While the report coordinator does not make specific report writing assignments, he or she is responsible for ensuring that all issues raised in the scope of work are addressed by the report. This person will be the initial contact for the Program Officer should questions arise during the report editing process. It is recommended that those consultants with previous experience and familiarity with IFES procedures be chosen as team leaders and report coordinators.

E. Interviews

- 1. Determining level of language skills**
- 2. Writing sample**
- 3. Professional recommendations**

Language skills must be determined not only through examining a consultant's biographical data but also through personal interview. A writing sample would also help determine the consultant's communication skills. Professional recommendations may be obtained both in writing but also -- and preferably -- verbally; the Program Officer must make every effort to obtain the fullest possible assessment of the consultant's skills.

Logistics questions must be included in the interview. How does the consultant respond to the time commitment requested? How rigid is the consultant's schedule immediately following the close of the project? What kind of advance preparations should he or she make? Following the initial selection, the consultant should be contacted by the Contracting Officer to negotiate the consultant's daily rate. The Program Officer needs to be assured that each consultant will be able to complete his scope of work.

III. Project and team management

A. Travel, shots, visas, advances

- 1. Travel regulations**
- 2. Advances to include transportation funds**

Many tasks must be completed before the team arrives at the IFES offices and before departure for the destination. Once team members are identified, they should be contacted by the IFES Administrative Assistant to make arrangements for air travel, visas, inoculations, medical insurance coverage and lodging arrangements in Washington, if necessary. Travel advances are determined by the Administrative Assistant, who is also responsible for ensuring IFES' compliance with applicable regulations regarding travel and per diem (including U.S. government, funder or donor). For this reason, it is preferable that the Administrative Assistant, rather than the consultant or program staff, make these arrangements.

B. Team planning meetings

- 1. Scope of work agreement (team and funder)**
- 2. Performance criteria and IFES expectations**
 - a. Performance in-country**
 - b. Quality and timeliness of project outputs**
- 3. Resources (materials, people, examples)**
 - a. Briefing books**
 - b. Civic Education samples**
 - c. Other training materials or programs**
 - d. Sample laws or other documents**
- 4. Individual work assignments**
 - a. Role and responsibility of team leader (in country)**
 - b. Role and responsibility of project coordinator**
- 5. Procedures for communications**
- 6. Time sheets and travel expense reports**

To the extent practicable, the two days prior to the team's departure are reserved for briefings and planning meetings in Washington, D.C. This time allows the team members to meet each other, IFES staff to brief the team, and any last-minute information, instructions and concerns to be shared.

Briefing books should be prepared for each team member, with an additional copy for the Resource Center and include, in the following order:

- Project Proposal and Consultant's Scope of Work
- Relevant Correspondence between IFES Washington office, funder and host government
- Team members' resumes
- Background information on the country
- News articles on the democratization and election process
- Documents such as the country's constitution and electoral law
- A copy of a model IFES report

Each team member should receive their briefing book with enough time to review it before arrival at the IFES office.

During the briefing day(s), the team will meet with several members of IFES Staff. Team members are briefed on IFES philosophy and guidelines for conduct in-country. The quality and timeliness of project outputs are discussed. The final report writing responsibilities are also outlined in this meeting. The use of PC hardware and software (such as WordPerfect or Lotus) should be specified in advance to ensure full compliance. If the project report is to be drafted in a language other than English, the Program Officer should ensure compatibility of software and availability of the appropriate translation services.

In addition to the briefing books, team members are provided at this time with resource materials selected to provide a basis for completion of the various elements of the scope of work, such as examples of poll worker training manuals, voter awareness materials and other civic education materials, electoral laws or constitutions from other countries, sample registration material, ballots, or other forms. Books, articles, and other civic education materials are provided as well -- both in English and, if available, in translation.

Project team members should be briefed as to the climate, the type of clothes to pack and the type of conditions that can be expected in-country regarding travel and accommodation. Intense training projects when significant numbers of people are to be trained are always taxing and sometimes extremely arduous and even potentially dangerous.

The IFES Program Officer and team members should review the outline of the final report. This time should be used to confirm the connection between the project proposal, individual scopes of work, and final report. The Program Officer should indicate which team member shall serve as the report coordinator and/or team leader, with an explanation of the role and responsibility of each. The Program Officer should also be able to demonstrate the rationale for individual work assignments by describing the skill set of the team and how the team members complement each other. By the end of the meeting, each participant should have a clear understanding of how the team will function, with detailed responsibilities assigned among team members.

The Program Officer should have adequate in-country hotel and telephone information for team members and their families prior to or at least by the day of the team's departure. Team members should be directed to communicate their safe arrival in-country directly to IFES or through the U.S. embassy or USAID mission.

The Administrative Assistant and Contracts Officer will brief team members on their travel advances, with instructions regarding completion of time sheets and expense reports. Insurance coverage and emergency information should also be part of this meeting. Team members, after reviewing contracts with the Contracts Officer, should sign them and receive copies signed by an executive staff member.

C. Country-specific briefings

1. **AID and State Department**
2. **Host country embassy**

Current political information and confirmation of expectations are part of the AID/Washington and State Department briefings. These meetings are an opportunity for Washington State and AID officials to become familiar with the team, provide up-to-date country information and review the host country's expectations of the team including expectations for the verbal and written reporting of the team's findings. It is a time for the team members to ask any questions they might have about their scope of work or about the country's current political climate.

The final set of briefings consists of visits to the host country's Washington embassy and any other persons the Program Officer believes may provide substantive country information. These persons include professors, consultants or anyone else who has significant country experience.

D. Team management and monitoring

- 1. Project reporting to funder**
- 2. Communication**
- 3. Support**

Following the departure of the team, the Program Officer is responsible for team management and activity monitoring. Decisions regarding team procedure or unexpected situations should be referred to and decided by the Program Officer. The Program Officer also functions as the team's Washington-based support staff, obtaining additional information or making alternate arrangements as requested by the team. The Program Officer should communicate with the team as needed to be aware of current activities. Specific instructions as to methods and frequency of communications between the in-country team and Washington should be included in the briefing book and reviewed with project staff.

IV. Developing and implementing civic education programs

A. Rationale behind either short-term or long-term civic education

In many countries, particularly those suffering from a high rate of illiteracy or emerging from some form of civil conflict, a civic education program may simply fill the basic need for voter education. Rather than instructing the electorate on the underlying principles of a democratic representative government, this aspect of civic education seeks to inform the electorate about the simple mechanism of voting and expressing their wishes through the electoral process. Without an adequate understanding of the process of voting, the population may express frustration with the democratic process itself either by refusing to participate at all or turning to non-democratic, even violent alternatives.

Long-term voter education may be appropriate after an election has already taken place but the country still has a way to go before it becomes a full-fledged democracy. Although it may be a while before either local or national elections are held again, and political parties are still in the process of realignment and even formation, the population may be in need of assistance to understand the principles of a free society as well as both the rights and responsibilities before them.

B. Identifying the need -- preparatory work.

One of the most significant tasks in preparing an effective civic education program is an accurate and realistic assessment of the deficiencies in the society related to the level of education, the psychological and social realities, and the available infrastructure. A major challenge is lack of information and possible resistance to gathering information, whether politically motivated or not.

Deficiencies in the level of civic understanding present in a society, however, are often palpably evident, even if not fully quantifiable according to rigid standards. A variety of means may be used to establish their nature, extent, and seriousness:

1. Interviews

There is no substitute for personal interviews with as many people as may be realistic given the budget, size of country, etc. Interviews may include leaders of civic groups, including trade unions; leaders of political parties; government officials who deal with the private sector; teachers and professors; journalists; people engaged in business. A realistic variety of interviews is recommended. There is some danger of becoming too dependent on people's informal impressions.

2. Polls

Polls are useful but often flawed, particularly in areas where people may be reluctant to be forthcoming. Also polling techniques may be rudimentary. But any sort of polling is useful, if understood in context. If used, polling must include a representative cross section of the population. One way to gather hard data is to develop and conduct a survey or focus group to measure voter knowledge of the electoral and political systems. The survey or focus group should cover the following points in addition to others identified:

- Voter knowledge of the current government
- Voter familiarity with political leaders
- Level of voter registration
- Location of registration sites
- Voter awareness of how to mark a ballot
- Voter knowledge of location of polling stations
- Voter knowledge of how election results are released

There will often be groups other than IFES involved with voter education, although each group may be disseminating distinct messages. The IFES representative should collect samples of all available media for the IFES Resource Center.

3. Research

Use of local newspapers, scholarly material, international news media, and any other research tools are indispensable for an adequate needs analysis.

C. Choosing the message

When designing a civic education program, informational objectives must be clearly defined. In the case of short-term voter education, informing the electorate of the location of polling stations and the time and date of their operation is sometimes the only work possible for a civic education team. This is particularly the case in large countries with minimal communications infrastructure. When civil conflict is involved, concerns about security and the secrecy of the vote become paramount. In all such cases, the step-by-step procedure of how one registers and actually votes, from waiting in line to depositing one's ballot in the box, is one of the central messages to be delivered to the voters. Under these circumstances, a civic information program may wish to highlight the role and the number of international observers in-country. The overt presence of foreign journalists and international organizations such as the United Nations may serve to ease the electorate's tensions. A simple

demonstration of the voting process -- highlighting the fact that the vote is secret and that the vote will remain secret -- is also essential.

In countries that have experienced frequent but inconclusive elections, the basic message must include a clear explanation of why citizens are being asked to vote again. Voter apathy may be an important issue to address.

D. Choosing a medium for the message

1. Medium for short-term civic education

When initiating a short-term civic information campaign that closely precedes the election, the Project Manager must select the medium that will best deliver the message to the maximum number of voters in the minimum amount of time cost effectively. Posters may be a good choice for both literate and illiterate population groups. For countries with low levels of literacy, use of graphics are essential and can be very effective. Rapid and effective distribution of printed material in under-developed countries is rarely reliable. Television is, in general, the most effective medium for mass communication, although it is usually controlled by the state apparatus and may not be trusted by the opposition parties or the general population. In addition, air time may be expensive, and a large percentage of a poor, geographically dispersed population may have no access to television sets. In the developing world, radio tends to be a more accessible channel of mass communication. But it too has drawbacks: citizens may not trust state-controlled radio broadcasts, or may not have batteries to operate their radios. With enough advance time, the purchase and distribution of radio batteries can greatly facilitate the work of civic education teams.

The most meaningful medium of communication in the developing world is direct person-to-person involvement. An IFES Project Manager can utilize this form of mass communication by organizing civic education theater groups, story-telling festivals, or travelling teams of national civic education trainers. While this option involves substantial logistical coordination and careful fiscal control, it has the advantage of flexibility: 50,000 civic education posters sitting in a warehouse require outside intervention to reach an audience, while a small theater group flown into a regional airfield can usually figure out some way to get itself to a village and begin spreading its message. The IFES Project Manager must take care in choosing host country nationals to participate in such a program, and should make all efforts to balance partisan participation, gender and, where appropriate, ethnic groups within such teams.

Finally, voter education may be enhanced by simple printed materials that explain the mechanics of voting. Efficient dissemination of this material is crucial if it is to have sufficient impact.

2. Medium for long-term civic education

a. Seminars

A standard IFES civic education seminar is designed to train trainers. Thus IFES trainers ordinarily can be expected to address about 30 individuals who in turn will be able to train 30 other individuals. Seminars are well suited for the dissemination of this sort of information.

b. Using media outlets

Television coverage of civic education programs can be an effective way of disseminating the information. The electronic media can be used directly through various educational programs focusing on the upcoming elections, through talk shows, special programs, films explaining the history of voting to explain civic education concepts.

c. Workshops

Workshops where the audience is expected to be very actively involved in leadership training are perhaps the most effective way of conveying information while also creating a new "product". For example, in the case of leadership training, a more effective leader.

d. Lecture format

The large lecture format with minimal audience participation can be an effective medium for reaching large numbers of people short of using electronic media outlets. This lecture format ordinarily should be combined with other methodological options for maximum impact.

e. Informal discussions

Information is conveyed at all times, in all ways. Often the informal discussion is the most effective way of reaching some people who may be either reluctant to participate in groups or who for some reason are unable to participate in workshops or other organized events.

Other ideas include: organizing essay or slogan contests; making house-to-house visits; providing bumper stickers and buttons, as well as T-shirts and other clothing, promoting the idea of voting; and using local talent to encourage voting in all appropriate contexts.

f. Other

Each country and each situation presents the civic education trainer with interesting and sometimes unexpected challenges and opportunities. Whether through interviews or being invited to address a classroom, a trade union meeting, or any other gathering, a civic education trainer may find important ways to convey information. He may take advantage of opportunities as they arise.

E. Logistics

When time is short, the Project Manager must take advantage of all centralized logistical activities. If the central electoral commission holds nation-wide meetings once a month, these meetings can be utilized for their transport potential. Boxes of posters can be delivered directly into the hands of provincial or regional electoral directors. While these important individuals do not in general appreciate being used as freight middle-men, their trips to the capital may constitute the only delivery a small and distant province will receive. Similarly, if an IFES-sponsored training group or theatre group can be "attached" to a provincial director's travel itinerary the overall civic education program will be greatly boosted.

IFES Project Managers in developing countries must learn to utilize any sort of transport infrastructure to activate civic education. One personal chat with a Transportation Minister may obtain free rail transport for education trainers or storytellers. Establishing friendly relations with the director of the national airline may facilitate civic education tremendously. Under the constraints normally found in the developing world, time and energy spent on logistics are not extras, they are essential elements for success.

F. Calendar

In some cases, elections take place primarily if not exclusively as a result of international pressure. Frequently in these cases the ruling party will manipulate the electoral calendar in an effort to destabilize opposition parties. While the seriousness of these acts goes beyond the work of a civic education program, a Project Manager may find that the electoral calendar itself is the primary topic of his or her short-term campaign. Under these circumstances, radio, television, and vehicles with loudspeakers are probably the most effective tools for keeping the electorate informed.

G. Working with host country officials and non-governmental organizations to implement the short-term civic education program

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Host country non-governmental organizations can be very useful partners in a short-term civic education program. Not only do they have the knowledge required to disseminate the information to a population whose language they speak and whose problems they share, but often NGOs may have the trust of the people as well.

In addition to non-governmental organizations, officials, teachers, electoral administrators, and others may be enlisted to implement voter education programs.

H. Implementation methodologies

The methodology to be used in short-term civic education project will depend on the specific circumstances. Often the methodology chosen involves selecting a small group of educated and easily trainable host-country men and women who in turn can educate fellow citizens.

The teaching techniques utilized in civic education programs are selected with regard to time and financial constraints. Traditional methods of information dissemination deserve consideration. Theater, puppet shows, popular radio and television programs, songs, and local graphic artists, have played a role in voter education in different countries.

Multi-media training employing slides, filmstrips, overhead projections, and video can be effective, but is often impossible in light of limitations on the budget. Experience with some or all of these techniques in a number of different nations revealed that people initially exhibited a greater interest in the equipment and the technology than in the message. If time and money permit, mobile video units can be extremely effective in giving people a visual explanation of the voting process.

I. Report writing – team management and evaluation

1. Weekly reporting

Weekly reports are highly desirable from the field to program staff at IFES. These reports should provide information regarding activities relevant to the ongoing program: people contacted, information gathered, activities related to program whether or not anticipated and planned.

2. Final reporting

Final report summarizing the program, complete with evaluation, should be done expeditiously, in a time-frame to be determined with team members. Writing of the final report should be assigned. Accompanying materials (appendices, etc.) should be discussed as well.

FINAL REPORT OUTLINE

- A. **Executive Summary**
- B. **Introduction**
 - 1. **Scope of work**

This section should describe what the team has been assigned to do.
 - 2. **IFES capabilities**

This section should summarize IFES general capabilities, then focus particularly on civic education.
 - 3. **Team members**

List, complete with qualifications for the task at hand.
- C. **Context of democratization**

This information should be provided from a number of different sources: IFES pre-election assessments; research; secondary materials; as well information gathered during the process of the civic education program. There may or may not be relevant "Recommendations" to be made along the way in this area, depending on the nature of the mission.
- D. **Status of civic society: Background material**
 - 1. **Ethnic diversity and language barriers**
 - 2. **Special needs**
 - a. **Women**
 - b. **Literacy level**
 - 3. **Public Information**
 - 4. **Administrative Responsibilities**
 - 5. **Communication and media resources**
 - 6. **Creative options and alternatives**
- E. **Description of civic education program**
 - 1. **Summary of program**
 - 2. **Agenda of topics**
 - 3. **List of in-country participants**
 - 4. **Training material used**
- F. **Evaluations**
- G. **Recommendations**
 - 1. **Lessons learned**
 - 2. **Suggested follow-up**
- H. **Conclusion**

V. Outline of possible topics for civic education.

Overview:

Civic education is not simply a pleasant pastime. It is an actual element to weave the tapestry of a free society. It must be approached in a dynamic fashion: the trainees should be offered tools for change. All societies need ongoing civic education to ensure that citizens understand the rights and responsibilities involved with being in a democracy. This is especially true for societies at a point of transition from a closed to an open system of government. Above all, emerging democratic societies need to know why civic education is important.

The components of civic education could each take a long time to convey, and the means of disseminating the information are varied. It is possible to design a civic education project that deals with only one small aspect of the larger picture or a more broad-based approach that seeks to spell out the place of the individual in society, the importance of political action, and the meaning of freedom.

A discussion of the methodological options available to the civic education trainer was presented in the prior section. Each issue discussed in this section may be adaptable to a variety of those methodological options.

A. Short-term civic education

General topics for discussion in a short-term civic education project, which focuses primarily on voter education, follow:

- The Constitution and the Electoral Law
- Secrecy of the vote
- One-person one-vote (individuality of the vote)
- Your vote is your voice
- The role of the loyal opposition
- The votes of men and women are equal

- Electoral systems such as proportional or majoritarian
- What is majority rule?
- Voter registration
- Mechanisms to discourage electoral fraud, as indicated in the electoral code
 - indelible ink
 - registration card
 - numbered ballot stubs
 - ballot box seals
 - party representatives at polling places
 - national observers
 - international observers
- The right to vote and the responsibility to vote
- Parallel vote counts

B. Long-term civic education

Topics for long-term civic education are extensive. These topics run the gamut of political theory; however, they are limited to those directly related to democracy and the electoral process.

1. The individual in society: theoretical concepts

This topic involves an exploration of the concept of the individual: what is his place in the world, how does he see his mission and his relationship with his surroundings -- whether it is nature, his immediate group (family, peers, ethnic and religious community), society, the state, and spirituality. The literature on the topic is enormous; a trainer should be sensitive to the needs of the particular country.

Suggested texts: Henry David Thoreau's Walden and On Civil Disobedience; Karl Weintraub's The Value of the Individual (University of Chicago Press); Mircea Eliade's Cosmos and History



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(University of Chicago Press); Confucius; and many others. The indigenous literature, preferably fiction and folk tales, should be used to illustrate points.

2. Basic concepts of civic education

a. Human rights

A comparative analysis of the various traditions in the rich literature of human rights would be appropriate as a starting point no matter what aspect of civic education is used. Simplicity and clarity may be achieved without sacrificing theoretical accuracy, although admittedly this requires considerable sophistication.

Suggested texts. A Human Rights Reader, an excellent anthology; The Challenge of Democracy, by Janda, Berry, and Goldman; and many others. Original classical texts by John Locke, Karl Marx, Immanuel Kant, as well more modern technical works on moral philosophy -- such as Robert Nozick, John Rawls, and Michael Oakeshott, as well as Soviet ethical theory - - are highly relevant by way of background reading for the trainer, even if probably too abstruse for the trainees.

A few good (if somewhat general) texts include: Karl Dietrich Bracher, The Age of Ideologies (London: Weidenfeld and Nicolson, 1984); F.D. Sullivan, The Utopian Vision (San Diego University Press, 1983); Grahme Duncan, ed. Democratic Theory and Practice (Cambridge University Press, 1983).

b. Power and authority

The idea of legitimate, lawful, and desirable authority is highly desirable, indeed necessary for a democratic system to work. A comparison between harmful uses of power and authority on the one hand and the legitimate uses on the other should be very useful.

Suggested texts. One of the best sets of materials on the concept of authority has been produced by the Center for Civic Education in California. While addressed to elementary and high school students (there are four levels of materials), this is an excellent teaching tool. A trainer may decide either to use the materials outright (they come in sets of 30, complete with film and instructor's manual), or adapt them.

c. Social values

The concept of a civic culture is complex yet fundamental. Social values are often difficult to identify but must be developed if it is to be a dynamic democracy. The relationship, and sometimes tension, between freedom and equality must be understood and appreciated, and choices made. The concept of order and progress should be examined from different perspectives, with sensitivity to cultural divergence in treating these somewhat amorphous concepts. Above all, tolerance has to be incorporated as a prime social value including respect for minorities, women, all individuals as morally equal.

Suggested texts. William E. Connolly's The Terms of Political Discourse (Princeton University Press, 1983); Harold J. Laski, A Grammar of Politics (London: George Allen and Unwin, 1925); Harold Lasswell and Abraham Kaplan, Power and Society: A Framework for Political Inquiry (Yale University Press, 1950); Gabriel A. Almond and Sidney Verba, The Civic Culture: Political Attitudes and Democracy in Five Nations (Little, Brown, 1963); Exista la Vocacion Polita de la Mujer? (Santiago, Chile: Participa, 1990); Monica Jimenes de Barrios, "Education para la participacion Ciudadane" in Conferencia Interamericana Sobre Sistemas Electorales, May 1990 (IFES publication). It is crucial, moreover, to look at the issue comparatively and cross-culturally.

3. The state: a conceptual understanding
a. Departing the state of nature

The idea of the origin of the state is essential to any appreciation of what political society is about. Why should any person subject himself (or herself) to the will of a group? This is the central question of political philosophy. The eighteenth century answer, which is that "the state of nature" implies anarchy and ultimately the absence of all liberty, is one approach, but there are others. A comparative approach is required, exploring the utilitarian reasons for the state, as well as the totalitarian conception which would have the individual totally subordinate to the authority in power.

Suggested texts. A plethora of classic authors are relevant -- Plato, Aristotle, Hobbes, Locke, Hegel, Marx, Lenin, Stalin, etc. More comprehensive texts include: Reo M. Christenson et al., Ideologies and Modern Politics (Harper & Row, 1981); David Ingersoll, Communism, Fascism and Democracy (Charles E. Merrill, 1971); and Robert Nozick, Anarchy, State, and Utopia.

b. The nation-state: international context

Particularly the newly-emerging post-communist states, but also other nations throughout the globe, must come to terms with their individual identity, with their cultural traditions and separate existence in the international arena. Different theories of nationalism are worth exploring if only to emphasize

that the problem is hardly unique -- each country has to settle it for itself somehow. There are also various aspects to nationalism, some quite virulent, that need to be addressed. Finally, the state certainly provides a survival mechanism within a dangerous world whose self-government (through such organizations as the United Nations) is tenuous at best.

Suggested texts. Among the plethora of works on nationalism, some stand out as particularly timely: Hans Kohn, The Idea of Nationalism: A Study in Its Origins and Background (Macmillan, 1944); Louis L. Snyder, The Dynamics of Nationalism: Readings in Its Meaning and Development (D. Van Nostrand Co., 1964); Karl W. Deutsch, Nationalism and Social Communication: An Inquiry into the Foundations of Nationality (Technology Press of Massachusetts, 1953); Juliana Geran Pilon, The Bloody Flag: Post-Communist Nationalism in Eastern Europe (Transaction Press, 1992).

4. Understanding government

a. Federalism

There are many ways to govern oneself, many systems and methods, depending on a variety of factors. The concept of federalism has its pros and cons; the particular make-up of a nation will determine what is best suited at a particular time.

Suggested texts. Ursula K. Hicks, Federalism: Failure and Success (Macmillan, 1978); Mark O. Rousseau and Raphael Zariski, Regionalism and Regional Devolution in Comparative Perspective (Praeger, 1987); Herman Bakvis and William M. Chandler, Federalism and the Role of the State (University of Toronto Press, 1987).

b. Comparative electoral systems

Most newly emerging democracies require a serious comparative analysis of possible electoral systems prior to choosing the one that appears to be best suited for them at this critical stage in history.

Suggested texts. Andrew McLaren Carstairs, A Short History of Electoral Systems in Western Europe (Allen and Unwin, 1980); Russell J. Dalton, Citizen Politics in Western Democracies (Chatham House, 1988). Seymour M. Lipset and Rokkan Stein, Party Systems and Voter Alignments: Cross-National Perspectives (Free Press, 1967).

c. **Role of political parties**

There are many analyses that explain what role political parties play in the life of a state. This concept is particularly important where opposition parties either existed underground for many years or did not exist at all. The idea that differences of opinion not only can be tolerated in a stable society but are a necessary aspect of pluralism requires explanation and defense. The unifying effect of parties must be elaborated, including an explanation of what platforms are -- that is, what role they have in creating cohesive philosophical and pragmatic units capable of organizing political action.

Suggested texts. Maurice Duverger, Political Parties, Their Organization and Activity in the Modern State (John Wiley and Sons, 1954); Henry W. Ehrmann, ed., Interest Groups on Four Continents (University of Pittsburgh, 1958); Richard Hofstadter, The Idea of a Party System: The Rise of Legitimate Opposition in the United States (University of California Press, 1972); Kay Lawson, The Comparative Study of Political Parties (St. Martin's Press, 1976); Richard L. McCormick, Political Parties and the Modern State (Rutgers University Press, 1984); Peter Gundelach and Karen Suine, eds., From Voters to Participants (Aarhus, Denmark: Politica, 1992).

d. **Role of local government**

The significance of local government cannot be overestimated, especially considering that these are usually the first units resembling self-government within the newly emerging civic society. In addition to analyzing different aspects of electoral processes and electoral law involving local government, civic education must consider the relationship between the local authorities and their constituents and also the interaction among different local governors.

Suggested texts. Malcolm E. Jewell, Representation in State Legislatures (University of Kentucky Press, 1982); Mark O. Rousseau and Raphael Zariski, Regionalism and Regional Devolution in Comparative Perspective (Praeger, 1987); Sidney Tarrow, Between Center and Periphery: Grassroots Politicians in Italy and France (Yale University Press, 1977).

e. **Arguments for separation of powers**

The notion of "balance of powers," of "checks and balances," is novel in many cultures where power had been centralized. Besides explaining the philosophical aspects of these ideas -- that is, the notion that concentrating power is corrupting, and multiple centers allow for greater accountability -- trainers should examine different ways of accomplishing such separation of powers.

Suggested texts. John L. FitzGerald, Congress and the Separation of Powers (Praeger, 1986); The Federalist Papers.

1) Function of the legislature

The legislative function of government may be divided in various ways -- parliaments could be unicameral or multi- (usually bi-) cameral. Pros and cons should be discussed.

Suggested texts. Hannah Fenichel, The Concept of Representation (University of California Press, 1972); Gordon Jones, ed., The Imperial Congress (Heritage Foundation); Michael Palmer, The European Parliament (Pergamon Press, 1981); Randall B. Ripley, Congress: Process and Policy (Norton, 1983).

2) Function of the executive

Whether the executive power should be strong or weak in relation to the legislature should be discussed. In many cases, after emerging from a period of centralization there is a tendency to avoid endowing the executive with too much strength, by way of reaction. On the other hand, a society that feels too weak and is used to authoritarianism may desire a strong executive "father figure." There are reasons for either approach, but ideally the executive function should be analyzed as objectively as possible.

Suggested texts. Richard Rose and Ezra N. Suleiman, eds, Presidents and Prime Ministers (American Enterprise Institute, 1980).

3) Function of the judiciary

The independence of the judiciary is a basic prerequisite if one is to take seriously the rule of law. The way judges are chosen, their function relative both to the legislative and the executive, are indispensable subjects of discussion under this heading.

Suggested texts. Edward McWhinney, Supreme Courts and Judicial Lawmaking: Constitutional Tribunals and Constitutional Review (Martinus Nijhoff, 1986).

5. Economic basis of politics

a. The right to private property vs. "positive rights"

The concept of the right to property was elucidated by John Locke and Adam Smith, in the classical liberal tradition. Radically different perspectives on the subject have been presented by other traditions. The literature is rich, but of varying degrees of lucidity.

Suggested texts. John Locke's Second Treatise on Government; Adam Smith, The Wealth of Nations (sections); Ellen Frankel Paul et al., eds. Marxism and Liberalism (Basil Blackwell, 1986).

b. Privatization

Suggested texts. The Adam Smith Institute in London has produced a number of comparative studies on privatization. The Atlas Foundation also has some good materials on the subject.

c. Some basic economic concepts

Among the basic economic concepts necessary for even the most elementary understanding of a democracy are: prices, ownership, profit, stocks, bonds, inflation, recession, among others.

Suggested texts. The Center for International Private Enterprise has produced a number of modules that are very useful for teaching basic economic concepts. A basic text from a free market perspective are Milton Friedman's Free to Choose, which also comes in video cassettes, and his older but still very readable Capitalism and Freedom. A comparison with Marxist economic theory is usually very useful. Henry Hazlitt's Economics in One Lesson is a standard elementary text.

d. Business and management

A civic education program cannot usually go into any great detail to provide business and management training. Some basic concepts however may well be required for the purpose of explaining the place of business in a democracy.

Suggested texts. Ricky W. Griffin, Management (Houghton Mifflin Company); W.M. Pride et al., Business (Houghton Mifflin Company).

6. Organizing for political action

a. Lobbying

The right of citizens to form interest groups to promote their point of view is well accepted (the right to free association) in a dynamic society, but may be limited in certain respects. Different legislative constraints might be placed on campaign contributions, etc.

Suggested texts. Jeffrey Berry, The Interest Group Society (Little, Brown, 1984); Henry W. Ehrmann, Interest Groups on Four Continents (University of Pittsburgh, 1958).

b. Political influence groups

Influence groups may have a specific political and ideological coloration. Their activities are protected by the right to free speech.

Suggested texts. Andrew S. McFarland, Common Cause: Lobbying in the Public Interest (Chatham House Publishers, 1984).

c. Think tanks

The concept of a research institution devoted to public policy is relatively new in emerging democracies but by no means uncommon in older, established democracies. There are examples that are being initiated on a global basis. Such initiatives are very important in developing alternatives for policy-making.

The annual reports of several think tanks -- such as Brookings, The American Enterprise Institute, Heritage Foundation, Carnegie Endowment, The Hoover Institution, and many others -- could be used as samples.

d. Voter participation groups

Encouraging citizens to vote is an important function for the civic society. Among the related activities, moreover, are organizing debates -- such as the Presidential debates held under the auspices of the League of Women Voters in the U.S.

Suggested texts. Benjamin Ginsberg, The Consequences of Consent: Elections, Citizen Control and Popular Acquiescence (Addison-Wesley, 1982); Lester W. Milbrath and M.L. Goel, Political Participation (Rand McNally, 1977); Raymond Wolfinger and Steve Rosenstone, Who Votes? (Yale University Press, 1980); Joseph F. Zimmerman, Participatory Democracy: Populism Revived (Praeger, 1986). Peter Gundelach and Karen Suine, eds., From Voters to Participants (Aarhus, Denmark: Politica, 1992). Humberto Noguiera, coordinator, Manual de Educacion

Civica (Santiago, Chile: Participa, 1992). Jose E. Moline, La Participacion Electoral en Venezuela (San Jose, Costa Rica: Centro de Asesoría y Promoción Electoral, 1991).

7. The philanthropic sector
a. Charitable organizations

While people's philanthropic impulses are universal, the concept of philanthropy is new to many emerging democracies. The need to help one's fellow man is particularly important; however, in societies of great scarcity where funds are in short supply, the needs are enormous.

Suggested texts. Legal Structures for Voluntary and Community Organizations: A Guide to the Available Literature (Legal Structures Group, c/o BMCVS, 19-25 Sunbridge Road, Bradford BD1 2AY, England)

b. Cultural and religious groups

Cultural and religious groups mushroom in an atmosphere of freedom and tolerance. Their role is essential to preserving and fostering a strong sense of tradition, ethnic pluralism, and creativity.

Suggested texts. Ernest Gellner, Culture, Identity, and Politics (Cambridge University Press, 1987); Lucian W. Pye and Sidney Verba, eds., Political Culture and Political Development (Princeton University Press, 1965); A. James Reichley, Religion in American Public Life (The Brookings Institution, 1985).

8. Political socialization

The process of acquiring a particular view of the political world is complex, having been influenced from an early age by many factors: the family, schools, peer, news media -- both local and international, and political reality. What has been learned may have to be "unlearned," or new concepts may be acquired.

Suggested texts. Margaret G. Hermann, ed., Political Psychology (Jossey-Bass Publishers, 1986); Robert E. Dowse and John A. Hughes, Political Sociology (John Wiley, 1986); Carol Barner-Barry and Robert Rosenwein, Psychological Perspectives on Politics (Prentice-Hall, 1985).

9. Mobilizing energy of the civic society
a. Addressing sources of apathy

Low voter turnout and voter apathy have many causes. Generally, an inactive civic society is symptomatic of deeper problems. A comparative analysis exposes some of the issues, with possible solutions.

Suggested texts. Gabriel Almond and Sidney Verba, eds., The Civic Culture (Little, Brown, 1963); Thomas Humphrey Marshall, Class, Citizenship and Social Development: Essays (Doubleday, 1964); Monica Jimenes de Barrios, "Educacion para la Participacion Ciudadana" in Conference Interamericana Sobre Sistemas Electorales, May 1990 (IFES publication); Humberto Noguiera, coordinator, Manual de Educacion Civica (Santiago, Chile: Participa, 1992).

b. Enhancing mutual respect

A civic society requires tolerance and mutual respect. Many newly emerging democracies, particularly in the former Soviet Union, have been struggling with the idea of national identity and ethnophobia. Without respect for each person's rights a democracy cannot function.

Suggested texts. Kenneth P. Langton, Political Socialization (Oxford University Press, 1969); Roberta S. Sigel, ed., Learning About Politics: A Reader in Political Socialization (Random House, 1977); Richard Dawson and Kenneth Prewitt, Political Socialization (Little, Brown, 1969).

c. Leadership enhancement

Leadership -- in particular, democratic leadership -- must be taught and fostered in a democracy. Some are born leaders, but many can learn the skills, with painstaking discipline.

Suggested texts. Bernard M. Bass, Handbook of Leadership (Free Press, 1981); Barbara Kellerman, Political Leadership (University of Pittsburgh Press, 1986); IFES Leadership Manual.

d. Voter education

The most widely known aspect of civic education, in fact, is voter education. The most significant aspect of political action is voting. Yet voting is impossible if the process is either not understood or not appreciated. The first step in any civic education program that focuses on elections involves voter education.

Suggested texts. Richard Niemi and Herbert Weisberg, eds., Controversies in Voting Behavior (Congressional Quarterly Press, 1984); Russell B. Dalton, Citizen Politics in Western Democracies (Chatham House Publishers, 1988); David Butler et al., Democracy at the Polls (American Enterprise Institute, 1981); Humberto Noguiera, coordinator, Manual de Educacion civica (Santiago, Chile: Participa, 1992)

10. Politics and the media

a. History relevant to country at issue

Each country has a different media history. A civic education trainer will do well to understand the spectrum of publications and media outlets available. The information relevant to this issue is obtained strictly through interviews and research in country. For Eastern Europe, the International Media Fund has produced some very good material regarding the current media situation.

b. Media control

The issue of who controls the media is crucial. A free press is a prerequisite for a free society. But a free press is not necessarily a responsible or an objective press; some kinds of control are sometimes appropriate -- if only through the legal system in the form of libel laws.

Selected texts. Ranney Austin, Channels of Power: The Impact of Television on American Politics (Basic Books, 1983); David L. Paletz and Robert M. Entman, Media Power Politics (Free Press, 1981); Dan Nimmo and Michael Mansfield, eds., Government and the News Media: Comparative Dimensions (Baylor University Press, 1982).

c. Patterns of media coverage

The issue of bias in the media is perennial, and probably unavoidable. A plurality of sources is ultimately the best defense against underinformation and misinformation. But there are important techniques to detect patterns of coverage, which are specific and accurate.

Selected texts. David L. Paletz, Political Communication Research (Ablex Publishing, 1987); David H. Weaver et al., Media Agenda-Setting in a Presidential Election (Praeger, 1981); Lewis H. Wolfson, The Untapped Power of the Press (Praeger, 1985); Michael Parenti, Inventing Reality: The Politics of the Mass Media (St. Martin's, 1986).

d. Citizen access and input

Watchdog organizations such as Accuracy in Media, People for the American Way and others -- some monitoring ideological bias, others concerned about violence and sexual content in television, etc. -- are an important part of the tapestry of civic society. Citizens have many ways to affect the media. Boycotts of companies that sponsor programs whose content displeases are one fairly common example of citizen action. Editorials and letters are another. The idea that citizens' voices matter is important, and should be explained.

Selected texts. Materials by such groups as Accuracy in Media could be used by way of example, as well as examples of radio spots and editorials and letters. This is a good opportunity for a "show and tell" approach.

VI. Monitoring and evaluation strategy

Civic education training can and should be evaluated on several levels, using a variety of evaluative tools, with several different audiences and purposes in mind. Each type of evaluation listed below is described in terms of the questions:

- What is being evaluated?
- Why is it being evaluated?
- How is it to be evaluated? and
- Who is the audience for the evaluation and how is the evaluation passed on to the relevant audience?

A. Evaluating team members' performance

The performance of each individual trainer should be evaluated, for two primary purposes:

1. To assess whether the scope of work and other formal expectations have been fulfilled sufficiently to justify payment of consultant's fee; and
2. To leave an evaluative record of the consultant's work in his/her IFES file, in order to better judge his/her suitability for future assignments.

The IFES Program Officer who managed the civic education training project should solicit feedback from the USAID mission, the U.S. embassy or other funder with whom the consultant interacted in the field, regarding the consultant's performance according to the pre-established criteria: ability to express him/herself in English and the official language; positive interaction with host country officials and USG officials in-country; and substantive contribution to the tasks outlined in the scope of work. The Program Officer should add his/her evaluative comments on those performance criteria, based on Washington briefings and debriefings and on the training mission report.

The Program Officer's evaluation of the poll worker training team members should be written and placed in the consultant's confidential file at IFES.

B. Evaluating Project design and support

IFES' project design and support for the technical assistance team should be evaluated by the team members with the primary evaluative criterion being: Did IFES enable the consultants to do as good a job as possible in facilitating the training? The purpose of this evaluation is to give feedback to IFES



on its general administrative procedures in designing and supporting a poll worker training, so that the design and support can improve with future training missions.

The Program Officer asks the training team members to give feedback for this evaluation after the completion of the training project, requesting that they give a written response evaluating project elements such as the following:

1. Make-up of the training team: size; degree of meshing of skills, of personalities; appropriateness of choice of team leader and report coordinator
2. Preparations for the mission: briefing book; accuracy of verbal description of project task; quality and helpfulness of Washington briefings
3. IFES support to team while in-country; and, if applicable, USG/AID support team in-country
4. Length of stay in-country
5. Length of time given for consultant's report writing
6. Overall project design: feasibility and appropriateness of scope of work

The team members' written evaluation should be sent to the Program Officer, who will share the comments with other program staff and use the consultants' suggestions to make improvements in poll worker training project management.

C. Evaluating project's responsiveness to funder's and host country's needs

The project as a whole should be evaluated according to how well it responded to the needs of the host country and the funder. Evaluation of this question can be profitably carried out both immediately after the completion of the immediate round of elections and again after any subsequent elections.

1. Immediate project evaluation

The evaluative questions that the IFES Program Officer should discuss with the project funder, and to the extent possible host government officials, include the following:

- Was the project scope of work sufficiently comprehensive and sufficiently focussed to meet the needs of the funder and the host country?
- Were the individual objectives of the scope of work fulfilled, through the assessment team's work in-country?
- Was the IFES response to the need and the request for civic education training generally satisfactory?
- What, if any, are the near-term ways in which IFES can continue to be responsive to the needs of the funder and the host country in continuing to enhance the society's understanding of civic education principles?

The means for gathering answers to these questions, from the funder and from host country officials, may vary. Informal means, such as telephone calls, often can solicit a more frank and comprehensive response. It is important, however, to also solicit written responses to these questions, if possible.

The funder and host country evaluation of the project should be collected, written down (if given verbally), and commented on by the IFES Program Officer, and included in the permanent project file. The funder and host country evaluation should also be presented at the project evaluation meeting convened by the regional Program Director. (See item D, below.)

2. Additional project evaluation

To further evaluate the effectiveness of the training in assisting in the facilitation of democratic elections in the host country, both in terms of election preparations and election assistance, it is useful to solicit feedback from the USAID mission, U.S. Embassy, or other funder after the elections. One tool for gathering that feedback might be a questionnaire such as the following, to be sent to the U.S. ambassador, DCM, political officer, USAID director, appropriate non-governmental organizations, or other appropriate representative of the funding institution. If possible, a questionnaire might be sent to an appropriate host country official(s) as well.

- On a 1-10 scale, how would you evaluate the effectiveness of the civic education team's visit in carrying out the objectives set by the U.S. Embassy/USAID mission/other funder? Explain.



- On a 1-10 scale, how would you evaluate the effectiveness of the civic education team's visit in carrying out the objectives set by the host country government? (If applicable; if not, the objectives set by IFES in cooperation with funder.) Explain.
- On a 1-10 scale, how would you evaluate the effectiveness of the IFES civic education materials in addressing the needs of the elections administration? Explain.
- On a 1-10 scale, how would you evaluate the effectiveness of the IFES training in developing a group of core trainers capable of training other civic education trainers? Explain.
- On a 1-10 scale, how would you evaluate the effectiveness of the IFES civic education trainers and the civic education materials in addressing the needs and the concerns of the host country trainees? Explain.
- On a 1-10 scale, how would you rate the expertise and the professionalism of the civic education training team, as reflected in their work in-country and in their written report?
- What were the most notable weaknesses of the IFES team?
- What were the most notable strengths of the IFES team?
- Do you have any other comments on the IFES civic education training program in the host country? (regarding, e.g., the length of stay, the timeliness of the visit, etc.)
- How would you evaluate your dealings with IFES Program Staff in Washington? What recommendations would you make for improvement in the manner in which IFES responds to civic education training requests from U.S. Embassies (or USAID missions, or other sources)?

D. Evaluating project fulfillment of IFES' objectives

IFES implicitly or explicitly sets institutional objectives for each project that it undertakes, including poll worker training. At the completion of the project, the relevant IFES staff should gather to review those objectives and to evaluate whether they have been accomplished. Institutional objectives for carrying out a poll worker training might include the following:

- to satisfy a request from a funder with whom it is important to maintain or build a good relationship;



- to lay the groundwork for further short-or long-term civic education assistance in the country or for an upcoming observation mission;
- to fulfill in part the IFES annual workplan;
- to generate the revenue that comes from the overhead category in the project budget;
- to provide training facilitation and/or design experience to an IFES staff member or consultant.

An evaluative discussion regarding each project should be convened by the regional Program Director, to include representatives from program staff, financial and administrative staff, and executive staff, to examine how well the project has fulfilled the institutional objectives of IFES. Such discussion should determine whether a project has been successful to IFES and whether similar projects should continue to be undertaken.