

SMALL WARS MANUAL
UNITED STATES MARINE CORPS
1940

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CHAPTER XIV
SUPERVISION OF ELECTIONS



RESTRICTED

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**SMALL WARS MANUAL
UNITED STATES MARINE CORPS**

CHAPTER XIV

SUPERVISION OF ELECTIONS

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14-1. **Introduction.**—*a.* The Government of the United States has supervised the presidential or congressional elections of neighboring republics on 12 different occasions. By accepting the responsibility for such supervision, the Government of the United States has settled serious political disturbances and assisted in the reestablishment of law and order. Sanguinary revolutions were stopped and countries rescued from a state of civil war. Assistance rendered by the Government of the United States was, in most cases, the direct result of requests of the conflicting political elements. In some instances, the aid was given in order to preserve peace and to settle controversies in accordance with existing treaties.

b. The supervision of an election is perhaps the most effective peaceful means of exerting an impartial influence upon the turbulent affairs of sovereign states. Such supervision frequently plays a prominent role in the diplomatic endeavors that are so closely associated with small war activities. Due to the peaceful features of electoral supervision, there will probably be more of this form of aid rendered neighboring republics in the future. Such action is in keeping with the popular revulsion against armed intervention in the internal affairs of other countries, and supports the principles of self-determination and majority rule.

c. Whenever the Government of the United States assumes the responsibility of supervising the elections of another sovereign state, it compromises its foreign political prestige as effectively as by any other act of intervention or interposition. There is, perhaps, no other service which may be rendered a friendly state, the motive of which is more actively challenged or criticized, as an endeavor to control the internal affairs or the political destiny of that state.

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The duty of electoral supervision is normally performed by military and naval personnel. In addition, the electoral supervision will often be conducted under the protection afforded by United States military or naval forces assigned for that specific duty. A knowledge of the subject of electoral supervision will be found useful to all personnel engaged in small wars operations.

14-2. **Request for supervision.**—The supervision of elections within a sovereign State is normally undertaken only after a formal request for such supervision has been made to the President of the United States by the government of the foreign state, or by responsible factions within the foreign state, provided no de facto government exists. The formal request is usually accompanied by statements from the principal officials of recognized political parties to the effect that they desire the electoral supervision, that they pledge their active aid and support in cooperation with the proposed electoral mission, and that they agree to exercise their influence over all their followers to the end that a peaceful election may be held.

14-3. **Definitions.**—*a.* The group of individuals representing the Government of the United States that proceeds to the foreign country concerned to supervise a particular election in accordance with agreements between the Government of the United States and the foreign government is known as the **ELECTORAL MISSION TO**----- (E. M.). It is normally composed of officers and enlisted personnel of the military and naval services of the United States, augmented by certain qualified civilian assistants.

b. The committee that directs and controls the national electoral machinery and electoral procedure of the country concerned is known as the **NATIONAL BOARD OF ELECTIONS (N. B. E.)**. It is governed by the existing electoral laws of the country concerned, and is normally composed of citizens of the country. During the supervision of a particular election by the Government of the United States, a member of the Electoral Mission serves as a member of the National Board of Elections in lieu of one of the members who is a citizen of the foreign country. In the past, it has been customary for the Chairman of the Electoral Mission to serve also as President of the National Board of Elections.

c. The committee that directs and controls the electoral machinery and electoral procedure within a Department is known as a **DEPARTMENTAL BOARD OF ELECTIONS**. A member of the Electoral Mission serves on this board in lieu of a citizen member. The Department is a political subdivision of the country analogous to a State in the

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United States. These political subdivisions are sometimes known as Provinces.

d. Depending upon the further political subdivision of the country concerned, minor boards of election are set up. Such boards may be known as CANTONAL BOARDS OF ELECTIONS, DISTRICT BOARDS OF ELECTIONS, or COMMUNAL BOARDS OF ELECTIONS. In each case, the political subdivisions of the country concerned will be the governing factor in the organization of such minor boards. Normally, a District (Arrondissement) is a political subdivision of a Department (Province) analogous to a County in the United States. A further political subdivision of the District (Arrondissement) is known as a Canton (Commune) and is analogous to a Ward or Township in the United States.

14-4. Responsibilities of an electoral mission.—*a.* A “free and fair” election implies the unrestrained popular choice of the whole people expressed at the polls by all who are lawfully entitled to suffrage. There must be no restraint or reservation, either physical or mental, exerted upon any aspirant to office or upon any of his supporters, except those normal restrictions required for the preservation of law and order. The fear of restraint may be real and with sufficient reason, or it may be imaginary and without cause. In either case, every effort must be made to remove the fear of restraint. It is only by a studied impartiality on the part of the Electoral Mission that charges of favoritism can be avoided.

b. It is well to consider the internal conditions that make the electoral supervision necessary. The electoral laws, the economic conditions, and the educational problems of the country concerned will often be found to be factors. The Electoral Mission can actually institute few permanent electoral reforms during the limited time that it is present in the country. It can, however, demonstrate a method of conducting elections that may serve as a model to the citizens for future elections. A free, fair, and impartial election cannot be held in a country torn by civil strife. Before such an election can be held, the individual must be made to feel safe in his everyday life. The presence of United States military and naval forces is often necessary to furnish that guarantee.

c. The Electoral Mission can assume the responsibility for the conduct of a “free and fair” election only within the definite limitations of the authority granted it and the facilities made available for carrying out its mission. There may be political and legal restrictions over which the Electoral Mission has no control. To guaran-

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tee a "free and fair" election, the Electoral Mission should have the necessary authority over the executive, legislative, and judicial departments of the government to make effective its legal decisions. It must also have the active cooperation, if not the actual control, of military and police forces sufficient to enforce its rulings.

14-5. **Intimidation of voters.**—The employment of military and police forces for the protection of voters will often be a vital factor in the conduct of a "free and fair" election. The selfish personal and political partisanship of individuals, groups, or political parties may induce them to use various and sundry methods, including force, in an attempt to influence the outcome of the election. Guerrilla elements may be encountered, whose announced purpose is the prevention of an impartial election. These guerrilla elements may be banded together on their own initiative for this announced purpose, or they may be in the hire of some political group or party. Military and police forces are employed to prevent violence to personnel conducting the elections at voting booths, to prevent the destruction or seizure of ballots and electoral records, and for general protection of the populace from guerrilla activities. Protection is furnished the inhabitants in towns, in cities, and along lines of communication in order that registrants and voters may not be prevented from registering or voting due to threats of bodily violence while proceeding to and from registration and polling places. In some cases the homes of voters may be threatened, and the safety of their lives, families, and property may be endangered as a result of their announced desire to exercise their right of suffrage. This is particularly true in the case of members of campaigning (propaganda) parties normally employed in countries that do not enjoy good communication facilities. The foregoing measures of violence may be attempted by individuals, small groups, or large bands of guerrillas. A large organized group may make raids into quiet sections of the country in order to frighten the peaceful inhabitants and disturb the peace to influence the elections in the locality, attack isolated posts, ambush patrols, and conduct other operations of such nature as to demand the employment of a comparatively large military force for protection of the inhabitants.

14-6. **Military and police measures.**—*a.* It is essential that the Chairman of the Electoral Mission have military and police forces available in sufficient number to insure peace and order during the election campaign, the registration period, and the voting period.

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Without such forces, it may be highly impracticable to assure the electorate of a free, fair, and impartial election.

b. During the electoral period, United States naval and military forces already stationed in the country may be augmented temporarily by troop detachments from the continental United States, by detachments from ships of the United States Fleet, or others armed forces of the United States. In order that such units may be readily available for recall or return to their normal stations for duty and to save time and transportation, it will usually be advisable to employ such temporarily attached troops in or near the larger bases or along lines of communication (railroads, automobile roads, lake, and river boats). Veteran troops that are accustomed to the country and inhabitants are employed in the more exposed districts. Such assignment of troops will promote more efficient performance of duty.

c. In some countries, there may be a native constabulary or similar organization under the command of United States or native officers. Whenever practicable, the larger portion of the military and police duties required to guarantee an impartial election should be provided by the native military organization. This force should be employed to its maximum capacity before employing United States forces. The display of United States armed forces at or near the polling places is kept to a minimum in order to avoid the charge that the Government of the United States has influenced the election, or placed favored candidates in office by the employment of military forces. However, the safety of Electoral Mission personnel must be considered at all times. The use of the native military organization places the responsibility for law and order where it properly belongs. It also tends to give the electorate the impression that the election is being conducted under the control of their own country. Care must be exercised to prevent the native military organization and individuals composing that organization from exhibiting any partiality. There cannot be a "free and fair" election if the use of the native constabulary degenerates into a partisan display of force. If the organization is not under the immediate command of United States officers, it becomes even more necessary to supervise its conduct during this period.

d. Local police are generally political appointees and, as a rule, cannot be depended upon to support a "free and fair" election. Their local, political, and personal interests will often result in prejudices and injustices, which will compromise efforts for impartial control. If they are not federalized, nonpartisan, and under

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neutral superior authority, it is better to confine the duties of the local police agencies to their normal functions of preserving the peace in their localities, thus furnishing indirect support toward the conduct of a "free and fair" election. Their actions should be observed for any sign of partiality or improper activities that may tend to influence the outcome of the election. In some instances, it may be deemed advisable to suspend the civil police and similar organizations during the period of registration and election. This may be done by decree or other legal means. Their duties are then temporarily assigned to the native military organization. Armed guards from the constabulary force may be stationed at polling places to assist the regular civil police force in the maintenance of order. When so employed, the members of the constabulary force are given civil police power and may make arrests for ordinary civil offenses.

e. It is sometimes desirable to station an armed member of the United States forces inside each polling place to protect the electoral personnel, to guard the electoral records and ballots, and to preserve order within the building, thus relieving the Chairman of the local Board of Elections (usually a member of the Electoral Mission) of those responsibilities. The latter can then devote his entire attention to his electoral duties. At times, it may be necessary to assign detachments of United States troops to protect electoral personnel and records at polling places and while traveling between polling places and departmental capitals.

f. During the electoral period, and particularly on registration days and the day of election, aviation is employed to patrol polling places in outlying sections. This action is particularly valuable in that it gives tangible evidence to the voters that they are receiving protection in the exercise of their civil rights. Airplane patrols also furnish an excellent means of communication with polling places. They are a constant threat to any organized attempt to foment disorder.

14-7. **Unethical practices.**—*a.* In addition to the military or police features which may materially influence the ability of the Electoral Mission to guarantee a "free and fair" election, there are other elements that may operate to prevent that desirable result. These elements may properly be grouped under the heading of "political pressure" practices. Political pressure exerts a powerful influence in the conduct of elections since it reaches and touches every voter, whether he resides in the capital or a remote district of the interior. This political pressure consists of practices of long standing in some coun-

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tries, is extremely difficult to uncover, and requires tactful and painstaking effort to circumvent.

b. The incumbent Chief Executive may find it politically expedient to declare martial law in sections of the country at the beginning of the election period, giving as a reason, the preservation of law and order. The action may have no relation to the military situation at the time, and may possibly be taken in spite of recommendation against it by the military authorities concerned. As a consequence of such executive decree, the duly elected civil officials are automatically ousted from office and replaced by presidential appointees. By carrying out the process to its logical conclusion down to and including game wardens scattered throughout the province or provinces, political henchmen, willing and anxious to use every kind of pressure on any voter who might be opposed to the national administration, are in a position to interfere radically with an impartial election. This is a most unhealthy condition under which to attempt to conduct a free and fair election. By appealing to the sense of fair play of the executive, and through other diplomatic endeavors, it may be possible to have the decree rescinded. Unless the civil officials that have been appointed by executive action are removed from office, however, the effect of having such individuals continue in authority is likely to be deleterious to the conduct of an impartial election in the sections affected.

c. Public lands may be distributed to citizens with a tacit understanding that they will vote for the candidates of the party controlling the distribution of the land, an act which is clearly contrary to the laws of the country. By this process, a political victory for the party dispensing the land is practically assured in a district whose inhabitants are known to be about equally divided between two political parties. Investigation and exposure of this practice, coupled with diplomatic efforts on the part of the Electoral Mission, will serve to put a stop to this activity, but it is likely to be too late to prevent full political profit from being derived.

d. In some countries, it is an established custom during electoral periods to arrest numerous citizens of the party, not in power, for old offenses, for charges of minor infringement of law, for honest political activities, and even upon charges that have absolutely no foundation whatsoever. In accordance with the law of the country, such citizens are automatically disfranchised, due to their having been arrested within a given period prior to the date elections are to be held. This action gives the party in power a powerful weapon in influencing the result of election. It is also not uncommon for the Chief Executive to

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banish prominent political opponents from the country, thereby ridding the party in power of some of its intelligent opposition. Another pernicious custom is the employment of the "warrant for arrest" as a means of depriving citizens of their constitutional right of suffrage. By this means, citizens may be prevented from voting or holding office during the time the charges are pending against them, even though no arrest may be made. Charges may cover real or imaginary offenses or crimes alleged to have been committed on a date many years before. Through dilatory procedure on the part of the civil courts, trial of such cases may be delayed beyond the registration period, thus effectively disfranchising the alleged offender. This method is employed principally against members of the party not in power, since it is a difficult matter to swear out a "warrant for arrest" against members of the party in power due to the partisanship of the civil officials charged with this duty. By exerting diplomatic pressure, it may be found practicable to have the national laws amended by the insertion of a statute of limitations providing that "warrants for arrest" for civil offenses expire automatically after 2 years and those for criminal offenses after a period of 5 years, provided the civil authorities have taken no steps to bring the case to trial before the expiration of such periods.

e. Public utilities and other agencies owned or controlled by the government may be used in a discriminatory manner for the benefit of the party in power. Campaign (propaganda) parties, voters, workers, and others who may be of assistance to the party in power may be found to have free passage granted them on railroads, river and lake steamships, airplane lines and suburban street car lines owned or controlled by the government. The party in power may employ government trucks to carry voters to registration and voting places, denying such transportation to members of the party not in power. Provided the government owns or operates the telephone, telegraph, radio, or postal service, the party in power may be found to have full and free use of these public utilities, while the opponents of the party in power do not. Telegrams sent and paid for by the party not in power may be garbled en route, and delayed in delivery. When delivered, the message may be so changed from the original that it contains an entirely different meaning from that intended. Members of the party not in power may be subjected to delays in telephone connections, in the transmission of telegraphic and radio messages, as well as delay in the delivery of personal mail. A tactful appeal to

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the sense of fair play of the government officials concerned is generally productive in terminating such practices.

f. Just prior to elections, public works projects may be undertaken in districts of doubtful political complexion or in those districts where the party not in power is known to have only a slight majority. Workers of the party in power may be imported into such districts to work on the projects in order that they may vote in that district, such workers normally being transported from districts where a majority for the party in power is definitely assured. Since the worker resides in the doubtful district at the time of registration and election, he is entitled to vote there, and thus may gain a clear majority for the party in power. This situation may be met by imposing a residential qualification for voters. For example, 6 months residence in a given district just prior to registration may be required as a qualification to vote in that district. This qualification may be a part of the electoral law of the country, or may be imposed as an interpretation of the law by decision of the National Board of Elections.

g. In some countries, the government has a monopoly on the manufacture and distribution of distilled liquors. This places a strong weapon in the hands of the party in power during the electoral period. The government party may dispense free liquor at political rallies in order to influence the opinion of the voters. This practice may be continued through the registration and voting period. Adherents to the party in power may give liquor to voters of the opposite party on election day, and then attempt to have them disqualified due to their intoxicated condition when they appear at the polls to vote. By restricting the distribution and sale of distilled liquor to normal amounts, this situation may be alleviated. Distilleries are padlocked, and an amount of liquor withdrawn for legitimate sale to authorized dealers. The amount withdrawn is equal to the average withdrawn over a reasonable period as shown by official records. To prevent the further use of intoxicants during this crucial period, stores and cafes dispensing them at retail are closed or prohibited from selling intoxicants on registration and election days.

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14-8. **Chairman.**—The Chairman of the Electoral Mission is designated by the President of the United States. Usually, he is a flag officer or general officer, and holds the title of Envoy Extraordinary and Minister Plenipotentiary during the period covered by his assignment to the Electoral Mission. In order to carry out his duties in connection with the elections, he holds the appointive position of President of the National Board of Elections of the foreign country concerned.

14-9. **Electoral mission staff.**—The Electoral Mission staff consists of such officers as are required to carry out the mission in a particular case. Although the size and requirements may vary to some extent, the following tabulation covers the usual staff requirements:

- Chairman.
- Vice Chairman.
- Executive Officer.
- Secretary of Electoral Mission.
- Secretary of National Board of Elections.
- Assistant Secretary of National Board of Elections.
- Inspector.
- Intelligence and Press Relations Officer.
- Assistant Intelligence and Press Relations Officer.
- Legal Advisor.
- Assistant Legal Advisor.
- Communications Officer.
- Disbursing and Supply Officer.
- Assistant Disbursing and Supply Officer.
- Medical Officer.
- Aides.

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14-10. **Commissioned officers.**—*a.* The officer personnel of the Electoral Mission should have rank commensurate with the importance of their duties. Whenever practicable, officers who have had prior duty with electoral missions should be selected for the more important positions. A knowledge of the language of the country concerned is one of the most important qualifications.

b. When United States forces are present in the country concerned for the purpose of restoring law and order, the officers assigned to duty with the Electoral Mission should not be taken from the United States forces unless suitable replacements are immediately available. In normal small wars situations, a proportionately large number of officers are required, and the United States forces present cannot be expected to have extra officers available. In general, the qualifications for officers assigned the Electoral Mission are identical with the qualifications required in the case of officers serving with the United States forces. The selection of a few of the latter officers for duty with the Electoral Mission may be practicable. The replacement of a large number of the officers serving with the United States forces by officers who are unacquainted with the local situation appears to be inadvisable during this critical period.

14-11. **Enlisted personnel.**—*a.* The most important qualification of enlisted personnel selected for duty with an Electoral Mission is fitness for independent duty requiring a large measure of responsibility. They should be able to speak, read, and write the language of the country concerned. Men selected should have a scholastic background of at least 2 years of high school, and preferably should be high school graduates. A clear record is an important qualification together with a reputation for tact, good judgment, and patience. For duty in remote areas, in districts known for their unhealthful living conditions, and in sections of the country where it is known guerilla bands operate, it is a decided advantage to assign men who have previously served in those areas to electoral duty with the boards of minor political subdivisions. Their prior experience with the military and police situation, in combating unhealthful conditions, and in the procurement of food and shelter, will enable them to assume their electoral duties with less difficulty than men who are unaccustomed to their surroundings.

b. In the event that United States forces have been in the country concerned for some length of time to preserve law and order, the majority of the enlisted personnel for electoral duty should be taken from among those forces. Since the employment of a number of men

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on electoral duty will tend to reduce the activities of the forces engaged in purely military pursuits, it is obvious that they must be replaced by an equal number of troops from the continental United States or other source. Inasmuch as the electoral period is one which requires a maximum effort in maintaining law and order, it may be necessary to increase the military forces during the electoral period.

14-12. **Civilian personnel.**—A number of United States civilians should be included in the personnel of the Electoral Mission. This is done to reduce the likelihood of the charge that the elections are being controlled by the military, a charge to which an enterprise of this nature is peculiarly susceptible. Since employment of any considerable number of qualified civilians will generally be impracticable due to the expense involved, it will be possible to employ only a small number of expert legal advisors and technical men, particularly individuals who have made the study of elections and government their life work.

14-13. **Instruction of personnel.**—As stated in paragraph 14-11 *a*, one of the most important qualifications of enlisted personnel selected for electoral duty is a knowledge of the language of the country concerned. In order to improve that knowledge, a language course is included in the instruction received prior to taking over their electoral duties. The language course is confined to the essentials of the language, with particular emphasis placed upon vocabulary adapted to the particular requirements of electoral duty. In addition, they receive instruction in the electoral law and procedure. The electoral law is studied by sections. Each section is discussed in connection with its historical background, its applications, and weaknesses that may have been disclosed in prior elections. The course covered by such a school depends primarily upon the time available and the need for the instruction. One month's instruction may be considered the minimum time required. A longer course of instruction will probably be found to be advantageous.

14-14. **Replacements.**—The personnel of the Electoral Mission will have the same losses, due to sickness and other casualties, as other United States forces serving in the same country. For the proper execution of electoral procedure, certain positions of the various electoral boards are filled by members of the Electoral Mission. In order that their work may continue, trained replacements must be available in sufficient number to take care of the estimated number of losses due to sickness and other casualties. Losses among

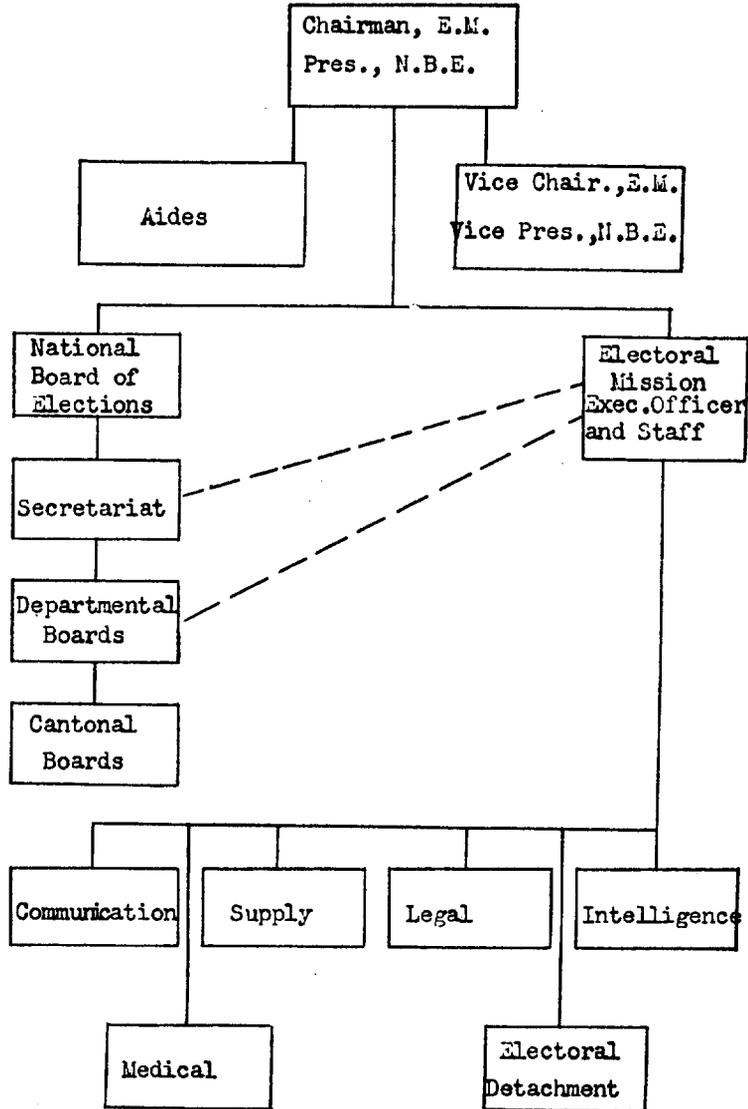
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United States forces who are already in the country may be used as a basis for computing the ratio of replacements required.

14-15. Pay and allowances.—a. The government of the country in which the elections are being conducted normally should provide a monthly money allowance for officers of the United States forces performing duty with the Electoral Mission. This allowance is to cover extra expenses incurred in the performance of electoral duties.

b. When performing electoral duty in cities and towns garrisoned by United States forces, enlisted personnel of the Electoral Mission may be subsisted with those forces. If this is impracticable, they should be furnished a per diem cash allowance for subsistence and lodging. This allowance should be ample to provide them with suitable subsistence and lodging, and should be uniform for all enlisted personnel serving on electoral duty throughout the country.

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LEGEND:

———— Authority and Communication

----- Communication but no authority

FUNCTIONS OF ELECTORAL MISSION AND
NATIONAL BOARD OF ELECTIONS

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14-16. **Chairman.**—*a.* After his designation by the President of the United States, the Chairman of the Electoral Mission visits the State Department in Washington, D. C., and acquaints himself with the history and the existing status of the situation in the foreign country concerned. He is also informed of the policy of the Government of the United States relative to the responsibility of the Electoral Mission, and the doctrine and procedure to be followed. He receives definite assurances from the State Department defining his authority, particularly in relation to other diplomatic representatives of the Government of the United States who may be present in the foreign country.

b. The Chairman then visits the foreign country, accompanied by such expert advisors as may be deemed appropriate, in order to make a personal survey of the situation including the legal, personnel, financial, and material requirements of the Electoral Mission. He assures himself that all necessary preparations are made, by personal contact with the appropriate authorities. The preparation and adoption of an electoral law to meet the requirements may be involved. It will probably be necessary to secure agreements establishing the legal status of the United States electoral personnel and the obligations of the foreign government concerned in relation thereto, particularly those obligations having to do with salaries, allowances, expenses, shelter, supplies, and the right of "free entry."

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c. The Chairman issues instructions to United States naval, military, and civil authorities in the country concerned, directing their full cooperation in the successful accomplishment of his mission. Such instructions may involve questions having to do with reassignment of personnel, shelter, rationing, transportation, protection, disciplinary procedure, and replacements. Plans are prepared for instituting necessary military and police protection to maintain order during the registration and electoral period. If available, the native constabulary or similar organization is generally charged with the principal effort with relation to military and police problems arising during the electoral period. This force may fail to cooperate fully with the Electoral Mission and may even attempt to defeat the purpose of the Electoral Mission, or left under the command or control of an officer of the country concerned. For its proper control, it is obvious that such military force should be placed under the authority, if not the actual control, of the Chairman of the Electoral Mission during the electoral period. The Chairman of the Electoral Mission need have no administrative authority over the United States forces in the country. He does, however, expect full support from such forces. The military protection required for the Electoral Mission will include guards at polling places and in the towns where polling places are situated. It may be necessary to increase the number of combat patrols during the period, particularly in sensitive areas. Escorts may be required to convoy groups of citizens to and from places of registration and voting. A general redistribution of military forces may be required to support the Electoral Mission during the critical period.

d. Upon his arrival in the country concerned, the Chairman of the Electoral Mission should have absolute local United States authority on all questions pertaining to the election. He communicates with the State Department, direct, concerning all electoral matters. The State Department representative regularly assigned to represent the Government of the United States in the foreign country concerned forwards reports or other correspondence concerning or affecting the election through the Chairman of the Electoral Mission. The absence of a definite delineation of authority may lead to confusion and disagreement.

e. Direct contact with the Chief Executive of the country places the Chairman of the Electoral Mission in a position to exert a favorable influence, most important in its effect, toward the successful accomplishment of his mission. The political party in power may attempt

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to adopt unethical measures that are tolerated by local civil law and accepted by customary usage. Such unethical measures may affect the conduct of a free, fair, and impartial election. Control over such matters generally rests with the Chief Executive of the country. Insofar as practicable, such unethical practices should be controlled by restrictive measures in the election laws themselves. An understanding concerning these practices should be reached by the Government of the United States and the Chief Executive of the country concerned prior to the assumption of responsibility by the Government of the United States for the proper conduct of the elections. In the event problems arise that are beyond his control, the Chairman of the Electoral Mission communicates the circumstances to the State Department. When the counsel or instructions of the latter have been received, he visits the Chief Executive of the foreign country and, with his cooperation, makes definite arrangements to remedy a situation which may become intolerable if permitted to continue. The Chairman makes an estimate of the funds that will be required to cover the expenses of the Electoral Mission, submits such estimate to the proper authority of the country concerned, and arranges for its appropriation. He arranges for the United States funds necessary for salaries, allowances, and travel expenses to and from the country concerned.

f. The Chairman selects his staff and organizes the Electoral Mission. Through his Vice Chairman, he arranges to have the staff undertake studies and the preparation of detailed plans.

g. Prior to the departure of the other members of the Electoral Mission from the United States, the Chairman assists in drawing up a definite agreement between the two governments on the following matters:

(1) The portion of the expenses of the Electoral Mission to be borne by the foreign government concerned, including the appropriation and the deposit of such funds to the credit of the Electoral Mission.

(2) The strength of the constabulary or other military organization of the country concerned, and the police force estimated to be necessary to insure peace and order in the country during the electoral period, and during the 30 days immediately preceding that period. He receives definite assurances that the military and police forces will be maintained at the estimated required strength.

(3) The laws and decrees of the government concerned that are considered necessary in order that the Electoral Mission may accom-

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plish its task. Such laws and decrees should be passed and promulgated prior to the assumption of its functions by the Electoral Mission in order that the appearance of pressure on the part of the Electoral Mission may be avoided.

h. The Chairman of the Electoral Mission should be installed in a properly furnished residence by the foreign government concerned. He arranges for the government concerned to provide the Electoral Mission with sufficient office space where complete privacy is assured.

i. After his appointment as President of the National Board of Elections, the Chairman of the Electoral Mission organizes that Board and trains the personnel necessary for its proper functioning. He calls meetings of the National Board of Elections to discuss the electoral law and its procedure, and to make such decisions as are required for the proper interpretation and execution of that law. In some instances, the candidates for office, their followers, and even the political parties themselves may require emphatic instruction to guide them in their conduct. Political parties and their leaders are required to assume certain definite responsibilities, and are charged with maintaining discipline within their respective organizations.

14-17. Vice chairman.—The Vice Chairman of the Electoral Mission is the assistant to the Chairman of the Electoral Mission. He is also Vice President of the National Board of Elections. In general, his duties are comparable to those performed by a chief of staff. As Vice President of the National Board of Elections, he attends all meetings of that Board and is prepared to assume the office of the President in the event of the latter's inability to serve.

14-18. Executive officer.—*a.* The duties of the Executive Officer include the administration, training, and supervision of United States electoral personnel in their activities of a nonpolitical nature. He controls the expenditure of United States funds, and arranges for the procurement of necessary United States supplies. He is the liaison officer between the Electoral Mission and United States forces. The activities of the Executive Officer are confined to Electoral Mission duty only, as differentiated from duties pertaining to the National Board of Elections. This tends to keep the administration of the Electoral Mission and the training of its personnel separated from the electoral functions of the Electoral Mission.

b. The Executive Officer may be assisted in the administration of the personnel of the Electoral Mission by the assignment of one or more officers as commanding officers of units of the electoral detachment. When the administration of their detachments does not

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require their full time, and when there is a need for their services, the latter may be assigned duty as assistants to the staff officers of the Electoral Mission.

14-19. **Secretary.**—*a.* The duties of the Secretary include the operation, direction, and supervision of the office personnel of the Electoral Mission. He records the assignments of personnel, including transfers and other items of importance. He is charged with the safeguarding and filing of all correspondence of the Electoral Mission. He keeps the daily history of the Mission. The Secretary arranges for the reception of officials and other visitors. The information and reception desks operate under his supervision. He supervises the work of the nonclerical civilian employees of the Electoral Mission. He is not assigned the dual function as Secretary of the National Board of Elections. An additional officer is required for that duty.

b. The Chief Clerk operates under the supervision of the Secretary. His duties include the management of the clerical force attached to the Executive Officer's office, and the proper handling of incoming and outgoing correspondence, files, and orders issued by the Executive Officer. He is charged with the duty of posting guards to safeguard the office and correspondence therein. The Electoral Mission bulletin board is under his direct supervision.

14-20. **Inspector.**—The Inspector of the Electoral Mission should be thoroughly familiar with the electoral law and all interpretations, decisions, and instructions of the National Board of Elections. He should be qualified to conduct investigations and interviews in the language of the country. His duties include the investigation of complaints of a serious nature. He keeps the President of the National Board of Elections informed of the operations of the electoral law and procedure by observation of their operation throughout the country. He visits the various outlying departments, and studies conditions which may have a direct and important bearing on the elections.

14-21. **Intelligence and press relations officer.**—*a.* The Intelligence and Press Relations Officer collects, evaluates, and distributes all intelligence information of interest to the Electoral Mission. He is in constant touch with the military, economic, social, and political situations and developments insofar as they may affect the elections. A periodic intelligence report, covering the political, economic, and military situation, is made regularly. The period covered may be biweekly or monthly. He prepares and submits to the Chairman

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of the Electoral Mission, periodically or upon call, general estimates covering the military or political situation, and may be directed to prepare special studies of particular localities or activities. A personnel file of all important characters in the country is kept up to date. This file has a complete history of each individual, including his military and political affiliations. The Intelligence and Press Relations Officer is the liaison officer of the Electoral Mission with intelligence sections of United States military forces, native military and police forces, and with the local and foreign press. He prepares and releases information to the press. A clipping bureau is maintained and brief résumés are prepared of all articles appearing in the press concerning the Electoral Mission or the National Board of Elections. The latter are prepared daily and submitted to the Chairman of the Electoral Mission. If deemed advisable, a résumé of such information may be mimeographed and distributed to personnel of the Electoral Mission. Prior to leaving the United States and after arrival in the country concerned, the Intelligence and Press Relations Officer collects books, texts, and articles of a non-fictional nature pertaining to the country or region concerned, and maintains such material for the use of the personnel of the Electoral Mission. Photographs are taken of various subjects having to do with the activities of the Electoral Mission and are later included in the final report made to the United States State Department.

b. Assistants to the Intelligence and Press Relations Officer are assigned to relieve him of the details of compiling briefs of articles appearing in the press, and to assist in the preparation of press releases. These assistants also make special investigations and reports, and assist in the instruction of Electoral Mission personnel during the period immediately preceding the registration of voters.

c. The office force will generally require a minimum of three proficient stenographers and typists, at least one of whom should be thoroughly conversant with the language of the country concerned. It will often be convenient to employ one or more native interpreters to assist the Intelligence Officer. They should be men of education, good bearing, and neutrality in politics. If it is impossible to find nonpartisan interpreters, they should be selected equally from among partisans of both political parties.

14-22. **Law officer.**—*a.* The Law Officer furnishes information to the President of the National Board of Elections on legal matters relating to that Board. In the discharge of such duties, he takes into consideration the current electoral law, the constitution of the

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country concerned, various local laws and decrees, and, as a matter of precedent, the rulings and decisions of former Electoral Missions and National Boards of Elections. When required, he renders opinions on complaints submitted to the National Board of Elections for a ruling. He prepares the initial draft of the electoral law, during the period of survey by the Chairman of the Electoral Mission, provided such a document has not already been furnished through the United States State Department. Upon the completion of its duties by the Electoral Mission, the Law Officer prepares a report showing any weaknesses in the legal features of the electoral law or procedure that have been disclosed in the election just completed. This report is prepared in the form of proposals for laws, decrees, and instructions, and is delivered to officials of the country concerned as a suggestion for the improvement of the electoral law and procedure.

b. The Law Officer may be assigned one or more assistants, including United States civilian experts in electoral law. Such clerical assistance as may be necessary is provided. Two stenographers and typists may be considered the minimum requirement for this office. If practicable, they should have had prior experience in legal research and reports.

14-23. Communications officer.—*a.* The Communications Officer prepares plans and recommendations for the maintenance of efficient communications for the Electoral Mission and National Board of Elections, by the utilization of existing means of communication, and through the supply of such additional channels as are necessary and practicable. Methods of communication will generally include telegraph, radio, telephone, airplane panel and pick-up, and messenger. The Communications Officer is responsible for the coding, decoding, routing, and filing of dispatches. He maintains a record of communication facilities throughout the country.

b. All the usual agencies of communication in the country should be available to the Electoral Mission and the National Board of Elections. In addition, the communication facilities of United States military and naval forces may be placed at the disposal of the Electoral Mission, provided this can be done without interference with the normal communications of the latter. Such forces will often have only extremely limited facilities for communications, and these will be heavily burdened with necessary traffic. In order that these facilities may not be further burdened, the Electoral Mission should limit its requests for transmission of messages to cases of urgent

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necessity, or after the failure or proved inadequacy of other means of communication. Communication with detachments at polling places may sometimes be difficult and slow. It may be necessary to depend chiefly upon the airplane for communication with remote places lacking other communication facilities, and for communication with places with which other means of communication is unreliable. For short messages, advantage can be taken of planes that patrol remote registration and voting places.

14-24. **Disbursing and supply officer.**—The Disbursing and Supply Officer is responsible for the custody and expenditure of all funds of the country concerned, placed to the credit of the Electoral Mission. He prepares estimates for funds required by the Electoral Mission, and presents them to the Chairman of the Electoral Mission for requisition on the foreign government concerned. He drafts all correspondence pertaining to funds of the Electoral Mission placed to its credit by the foreign government. When required, he submits vouchers and requisitions requiring expenditures to the Executive Officer for approval. He submits monthly itemized reports of receipts and expenditures, together with the necessary vouchers, to the Minister of Finance of the government concerned, via the Chairman of the Electoral Mission. The Disbursing and Supply Officer visits the Minister of Finance and secures his approval of the wording and arrangement of vouchers in order that the latter may conform to the current governmental practice. Electoral Mission funds are kept on deposit in an approved bank in the name of the Electoral Mission. The Disbursing and Supply Officer keeps the books, records, vouchers, and reports pertaining to such funds, according to approved methods. The transportation of personnel and freight by rail, airplane, motor, etc., and the coordination of the employment of such agencies is a function of the Disbursing and Supply Officer. Prior to the departure of the Electoral Mission from the United States, the Disbursing and Supply Officer prepares a budget estimate of the elections in considerable detail. To this estimate should be added the item, "Unestimated, Underestimated, and Unforeseen Items." Insofar as can be foreseen, the budget estimate should contain all contingent items, such as per diem allowances and rentals. Some items which are included in the budget estimate, may be found to be unnecessary later, but are included as a precautionary measure to insure an adequacy of funds. It is far easier to reach an agreement upon a definite sum initially, even though this sum is somewhat large, than it is to procure supplementary funds from time to time in order to make up for

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a budget estimate that was originally inadequate. A favorable impression is created when unexpended credits are turned back to the credit of the country concerned by the Electoral Mission. The funds appropriated by the country concerned should be placed to the credit of the Electoral Mission for its use immediately upon arrival at the beginning of the electoral period, in order to provide funds for expenses, supplies, and rents, that will be needed immediately. Before his departure from the United States, the Disbursing and Supply Officer should be furnished a statement by the State Department indicating the exact United States funds and funds of the country concerned that will be available for the conduct of the elections.

14-25. Medical officer.—The Medical Officer is charged with caring for the health of the personnel of the Electoral Mission. He instructs such personnel in hygiene, sanitation, and related subjects that are peculiar to the country concerned. When the bulk of the personnel of the Electoral Mission is distributed in outlying regions, the Medical Officer makes inspection trips to the various departments to investigate living conditions, health, hygiene, and sanitation.

14-26. Aides.—Aides are assigned to the Chairman of the Electoral Mission to perform such duties of an official, or personal nature as the Chairman may direct. It may be found practicable to assign one aide additional duty as morale officer. As such, he is responsible for the recreational activities and equipment of the Electoral Mission personnel.

14-27. Departmental board personnel.—*a.* The Chairmen of Departmental Boards are commissioned officers of the United States forces. They are directly responsible to the President of the National Board of Elections for the proper conduct and operation of the electoral procedure within their respective departments. The necessary facilities to carry out these duties are placed at their disposal. They are inducted into office by the National Board of Elections, and proceed to their respective departments about 6 or 8 weeks prior to the first day designated for registration. Additional commissioned officers are designated as Vice Chairmen of Departmental Boards and serve as assistants to the Departmental Chairmen. Upon arrival at the capital of his department, the Chairman makes contact with the local civilian officials, and organizes the Departmental Board of Elections. He surveys the departmental political organization and studies any changes recommended by the political members of his board. Armed with this information, he makes a personal reconnaissance of his department to establish contacts in the various cantons (districts)

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and to determine if any rearrangement of proposed polling places is advisable. He surveys the political and military situation throughout his department, ascertains the housing and rationing facilities available to the Electoral Mission personnel, and determines the number of guards necessary for their protection and for the maintenance of order at the polling places. The Chairman then returns to the capital of the country concerned, where he makes a detailed report to the President of the National Board of Elections. Included in this report are recommendations made as a result of a survey of the department.

b. The Departmental Board of Elections is organized in a manner similar to the National Board of Elections. The Board consists of the Chairman, who is a commissioned officer of the United States forces, and two political members, one representing each of the two political parties. The political members are appointed by the National Board of Elections after nomination by the representatives of their respective political parties, who are members of the National Board of Elections. Provision is made for the appointment of substitutes to act in case of incapacity of regular political members.

c. The Chairman in each department is authorized to appoint a secretary for the Departmental Board of Elections. It may be advisable to restrict such appointments to commissioned officers of the United States forces. The Secretary may be a United States civilian or a civilian of the country concerned. He takes no part in the deliberations or decisions of the Board.

d. The Departmental Board of Elections has general supervision of the election in its own department, and deals directly with Cantonal (District) Boards of Election. The Departmental Chairman is frequently called upon to reconcile the opposing views of the political members of the Board. Every attempt is made to dispose of complaints, appeals, and petitions by action of the Departmental Board, permitting only the more important complaints, appeals, and petitions to go to the National Board of Elections for decision.

14-28. **Cantonal board personnel.**—*a.* The Cantonal (District) Boards of Election are similar in composition to the Departmental Boards of Election. Each Cantonal (District) Board of Elections has a Chairman, who is usually an enlisted man of the United States naval or military forces, and two political members, one from each of the two political parties. The political members of a Cantonal (District) Board of Elections are appointed by the Departmental Board of Elections in a manner similar to the appointment of the

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political members of the latter by the National Board of Elections. Provision is made for the appointment of substitutes to act in case of incapacity of regular political members. In some cases, the Chairman, as well as the other two members of the Board, is a citizen of the country concerned. Care should be exercised that the number of Chairmen assigned from among citizens of the country concerned are drawn equally from both political parties, in order to avoid charges of partisanship.

b. The Cantonal (District) Board of Elections exercises direct supervision over the registration and voting of the individual voter. The Cantonal (District) Board is responsible for the enforcement of provisions of the electoral regulations to insure a "free and fair" election. This responsibility rests primarily upon the Chairman, as the representative of the United States Government, who is in direct contact with the voters themselves. He is placed in a position of responsibility and authority, and his relations with the political members of the Board and the military guards will require a maximum of tact and good judgment. The Cantonal (District) Chairman and his guards should arrive at the location of their polling places at least one week prior to the first day designated for registration, in order that they may be established and ready for the transaction of official business on the opening day. In each case, circumstances will determine whether or not the Cantonal (District) Chairman and his guards will be withdrawn to the nearest garrison during the period between the close of the registration and the time it will be necessary to return to the polling places for the election. This decision will be influenced by the challenges, complaints, and other official business to be transacted, and by the travel time required to make the trip. The final decision is made by the Departmental Chairman or higher authority after consultation with the military commander concerned.

c. Many of the cantons (districts) may be situated in remote and outlying places where United States members may be forced to undergo some hardships. It may be necessary for them to live in uncomfortable and unhealthful surroundings without immediate medical aid. Airplane drop and pick-up may be the only method of communication in some cases.

d. When the Electoral Mission personnel available is limited in number, it may not be feasible to assign a Chairman to *each* Cantonal (District) Board. In such cases, it may be necessary to use supervisors. A supervisor is an enlisted member of the Electoral Mission who acts as Chairman of *two* or *more* Cantonal (District) Boards of Election.

SECTION IV

NATIONAL BOARD OF ELECTIONS

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14-29. **Members and staff.**—*a.* The membership of the National Board of Elections includes the following:

1. **President.**—The Chairman of the Electoral Mission. He is designated as President of the National Board of Elections by the executive of the foreign country concerned. He is legally inducted into office in accordance with the laws of that country, as are also the two political members.

2. **Member.**—This member is designated by one of the major political parties and represents that political party on the National Board of Elections.

3. **Member.**—This member is designated by the other major political party and represents that party on the National Board of Elections.

b. The Staff of the National Board of Elections consists of a secretary, assistant secretary, translators, and clerks. The number of translators and clerks is governed by the need for their services, and will vary with the size of the country, the number of voters, and the electoral laws of the country.

c. In order that the work of the National Board of Elections may continue without interruption, substitutes for all members are provided to take the place of any members who are temporarily unable to serve during meetings. The substitutes are designated by the major political parties of the country concerned, and are legally inducted into office in accordance with the laws of the country in the same manner as provided for regular members. The Vice Chairman of the Electoral Mission is designated as Vice President of the National Board of Elections. Although only one secretary and one assistant secretary are normally required to carry on the work of the

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National Board of Elections, it is convenient to have substitutes available who have been legally designated and inducted into office.

14-30. **Duties.**—The National Board of Elections exercises general supervision of the election and is the final authority on all matters pertaining to the election. It issues interpretations and instructions for the proper execution of the electoral laws. The National Board of Elections hears all complaints that require its decision. When such action is indicated, complaints should be investigated initially by the political party concerned and then presented to the National Board of Elections by the responsible head of that political party. Petitions and appeals presented for action by responsible citizens must be made in accordance with the law of the country, and in a manner that will uphold the dignity of the National Board of Elections.

14-31. **Secretary of the National Board of Elections.**—This office is generally filled by a commissioned officer of the United States naval or military forces. He is charged with keeping the record of the minutes of all meetings of the National Board of Elections. He prepares all correspondence emanating from the National Board of Elections, and maintains a record of all incoming and outgoing correspondence of that Board. Since the National Board of Elections does not have a communication system of its own, the communication system available to the Electoral Mission is employed to handle the communications of the Board. The Secretariat of the National Board of Elections should be entirely apart from the offices of the Electoral Mission, but should be conveniently located with relation to the latter in order that the necessary contact among the various staff members may be readily maintained. The Secretary has an assistant secretary, and one or more stenographers for clerical assistance. When the offices of the Electoral Mission and the National Board of Elections are separated by several city blocks, it is desirable that the Secretary of the National Board of Elections have his office at the headquarters of the Electoral Mission. The Assistant Secretary of the National Board of Elections is in charge of the office of the National Board of Elections. Matters requiring the signature of the Secretary of the National Board of Elections are sent to the latter's office at the headquarters of the Electoral Mission. It should be clearly understood that the Secretary of the Electoral Mission does not perform a dual function as Secretary of the National Board of Elections. These are completely separate functions.

14-32. **Complaints, appeals, and petitions.**—*a.* All complaints, appeals, and petitions should be presented through the regular official

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channels. Subordinate agencies should make every effort to settle such matters without the necessity of forwarding them to the next higher agency for action. To further their own interests, complainants will often attempt to take their complaints to the highest authority that will listen to them. Thus, if a complainant succeeds in presenting a complaint before the President of the National Board of Elections, and the latter refers the complaint to a Chairman of a Departmental Board of Elections for an investigation, the complainant will have a tendency, thereafter, to ignore the Chairmen of the Departmental Boards of Elections. Much correspondence and time will be saved if the higher authority refuses to accept complaints, appeals, and petitions when it is obvious that a subordinate agency can handle the matter.

b. When complaints, appeals, and petitions are received through the mail, direct, by the President of the National Board of Elections, they should be returned to the originator with instructions that they be taken up with the proper subordinate authority in order that they may be received through regular official channels. This will generally mean that the originator will be instructed to submit his complaint, appeal, or petition to a Departmental Board of Elections. In order that a record may be made of all such matters, oral complaints, appeals, and decisions should not be accepted. The originator should be instructed that all such matters must be submitted in the form of a written document before action can be taken.

c. Members of the staff of the headquarters of the Electoral Mission, who are personally acquainted with the leading politicians, must be particularly careful to prevent such acquaintanceship from being imposed upon by the politicians. It is to be expected that the latter will attempt to register complaints with the members of the staff of the headquarters of the Electoral Mission with the expressed desire that such staff member make a personal investigation. If such complaints are received, they normally will have to be referred to a Chairman of a Departmental Board of Elections to investigate, and such request should go through the President of the National Board of Elections. This will tend to overburden the Secretariat of that Board, and violates the principles laid down in paragraph 14-32, above. When staff members of the Electoral Mission receive such requests, they should tactfully, but firmly, refuse to accept the complaint and should suggest that the complaint be taken directly to the Chairman of the Departmental Board of Elections concerned. The same principle applies to the acceptance of complaints, appeals, and

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petitions by the Chairman of a Departmental Board of Elections, when it is obvious that the matter is not to be handled originally by a Chairman of a Cantonal (District) Board of Elections. A strict compliance with the instructions contained in this paragraph will simplify many of the problems arising in connection with the electoral laws and electoral procedure.

14-33. **Assembly.**—The National Board of Elections should be furnished a place for holding its sessions. The location should be such as to furnish complete privacy. The space furnished should be in keeping with the dignity of the high office of the National Board of Elections, and should be free from the curiosity of the general public. The main room for the holding of sessions should be sufficiently large to accommodate a limited number of spectators. Provision should be included for the maintenance of complete privacy during secret sessions. In order that the Secretariat of the Board may occupy offices convenient to the Board while in session, it will often be most convenient to use a private residence of the better class as headquarters of the National Board of Elections. In some cases, the National Board of Elections may be more conveniently located in a commercial building such as an office building. In the latter case, the maintenance of privacy will be more difficult. The headquarters of the National Board of Elections should be within one or two blocks of the headquarters of the Electoral Mission, when such is practicable. The two offices should never be in the same block or under the same roof, in order to prevent interference with the proper performance of duty by both groups due to the close intermingling likely to ensue.

SECTION V

REGISTRATION AND VOTING

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14-34. **Registration.**—*a.* The National Board of Elections designates the day or days on which voters may register. The rules covering the process of registration are issued by the proper authority. Three successive Sundays and two intervening Wednesdays will generally be found sufficient for registration days. The designation of five registration days will encourage the greatest possible number of voters to register and will permit them to do so with the least inconvenience to themselves.

b. Cantonal (District) Boards of Election are organized some time prior to the first date set for registration. The registration of voters is conducted by these Cantonal (District) Boards. In order that the Cantonal (District) Boards of Elections may hear or dispose of any challenges made during registration of voters, a day is set aside for this purpose. It will generally be found convenient to designate a date about a week after the last registration date for the hearing and disposition of challenges.

c. The average voter will judge the efficiency and fairness of the election supervision by the procedure and methods employed during the registration period. The impressions received by the average citizen at this time will determine, in a large measure, the amount and kind of criticism that the Electoral Mission will receive. The creation of a favorable impression of fairness and impartiality will assist the Electoral Mission in carrying out its mission of holding a “free and fair” election, by encouraging a larger proportion of the electorate to vote.

14-35. **Voting.**—*a.* A study of the registration reports by Departmental Boards of Elections will indicate whether any changes are necessary in the designation of Cantons (Districts). It may be found desirable to combine some voting booths, and others may be moved or closed entirely. In some instances, additional voting booths may be needed in sections having poor roads or trails, and in

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sections where there has been a large increase in population since the last elections.

b. The ballots are prepared and supplied in a form in keeping with the nature of the election and the intellectual attainments of the inhabitants. In some countries, the political parties have a distinguishing color. For example, the color of one political party may be green, and the other red. By the employment of a green or red circle on the ballot, a voter who cannot read, and is also not color blind, is enabled to place an (X) in the colored circle representing the party of his political belief. In some countries, the political parties are identified by certain symbols. For example, in one country, one political party may have for its symbol a rooster and the other may use a bull. The exact form of ballot to be employed should be determined by a study of the customs and methods followed in the country concerned, after consultation with the best local counsel available.

c. In order to prevent multiple voting, it is generally convenient to require each voter to dip one finger in a fluid stain of a secret formula immediately after depositing his ballot. The fluid should be of a type that cannot be removed by ordinary processes available to the inhabitants, and should wear off after the elapse of several days. The color should be such that it will show clearly in contrast with the color of the individual. The formula of the fluid is kept secret to prevent the distribution of neutralizing formulas by persons bent on illegal practices. Since some opposition to the use of marking fluid may be encountered, it is well to have the Chief Executive of the country, leading candidates, and other prominent citizens photographed while dipping their fingers into the fluid. Wide publicity is given the demonstrations, together with the favorable comments from such prominent citizens concerning the requirement.

d. If the registration has been carefully conducted, and disposition has been made of all challenges prior to the day of election, the voting will be expedited, and the work of the Cantonal (District) Boards, subsequent to the day of election, will also be lessened. When all the business pertaining to electoral procedure has been completed by the Cantonal (District) Boards of Election, the members of the Cantonal (District) Boards of Election proceed to the departmental capital with the ballots and records. Each Departmental Board of Elections hears all challenges and complaints of each Cantonal (District) Board in its department. When the Departmental Board has heard and settled all challenges and complaints, the members of the Cantonal (District) Boards of Elections are released from further electoral duty. The

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Chairmen of the Departmental Boards of Election then report in person with their complete electoral reports to the National Board of Elections. Serious reports and challenges from any department are heard by the National Board of Elections in the presence of the Chairman of the Departmental Board of Elections concerned. The ruling of the National Board of Elections is final in each case.

14-36. **Final reports.**—*a.* The National Board of Elections submits a complete report of the elections to the Chief Executive of the foreign country after receiving the reports of all the Departmental Boards of Election. After the Chief Executive has received this report, the Electoral Mission is released of its electoral duty by proper United States authority.

b. Upon completion of their duties, the personnel of the Electoral Mission may be required to submit reports of their particular activities. Cantonal (District) Chairmen may be required to describe their cantons (districts), the living conditions encountered, and other matters of interest. Departmental Chairmen may be required to describe the operation of the electoral law as they observed its operation in their departments, together with any recommendations they may wish to make for the conduct of future elections.

c. The Chairman of the Electoral Mission submits a detailed and comprehensive report to the State Department covering the history of the Electoral Mission. The report includes criticisms and recommendations of a constructive nature, and all information likely to be of assistance to future electoral missions.

