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جمهوری اسلامی افغانستان  
کمیسیون مستقل انتخابات

Islamic Republic of Afghanistan  
Independent Election Commission

# INDEPENDENT ELECTION COMMISSION

## STRATEGIC PLAN

2006-2009

December, 2006

## EXECUTIVE SUMMARY

Three year strategic plan gives an overview of all activities which the IEC intends to operate over the period of next three years and outlines necessary funding and timeframe for the implementation of each of the activities. The plan incorporates inputs from all IEC Departments, summarises main IEC activities in the upcoming period, indicating timelines and means, funds and staff needed for accomplishing those activities.

Over last year the IEC has undergone major change – from fully internationally supported institution to governmental institution, with many unforeseen circumstances occurring during this transition period and influencing various aspects of present and future IEC activities, and having major impact on planning and budgeting processes.

**Main goals** to be achieved during the upcoming three year period are as follows:

- Establishment of a strong institution, with a clear structure, chain of command and lines of communication.
- Continued capacity building of all IEC staff through the BRIDGE programme and other training courses and methods.
- Ensured financial independence of the IEC and sustained funding through the national budget.
- Reform of Electoral System, including amendments of the Electoral Law.
- Continued civic education activities, explaining role of the IEC, raising general awareness on elections and elected bodies.
- Set-up and functioning of all Provincial Offices, with infrastructure built; equipment and staff in place.
- Civil Voter Registration (CVR) pilot project planned, implemented, analysed and recommendations made for the country-wide CVR project.
- Creation of detailed Voter Registry with voter allocation to specific Polling Station.
- Organisation of transparent, fair and democratic 2009 Presidential and Provincial Council Elections in accordance with international electoral standards.

This plan assumes a number of key decisions regarding the election operations to be taken by various official institutions (i.e. President, National Assembly, Supreme Court) in regards to necessary changes in electoral system, postponement of the election date, etc.

The implementation of the three year plan and goals set out in it depends entirely on the timely release of funding by the Government of Afghanistan and international donors, as well as timely delivery of related projects by other agencies, especially country wide CVR project that would provide basis for creation of Polling Station specific Voter Lists for Election Day.

2004-2005 elections were implemented in a relatively secure environment. However, general security situation in the country has seriously deteriorated since 2005 and under the current circumstances would be very difficult to organise polling and counting activities in some provinces. Security situation is expected to improve in coming years with governmental forces establishing full control in all parts of country, which should facilitate the implementation of peaceful and orderly elections.

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# 1. POLICY, LEGAL AND INSTITUTIONAL FRAMEWORK

## 1.1 INTRODUCTION

Electoral process that is widely recognised as credible is a fundamental requirement for peace and reconciliation across the country. The Constitution of Islamic Republic of Afghanistan envisages a strong mandate for the IEC, it being the authority in charge of elections including preparation, organisation, conduct, and oversight of the process.

The strategic plan of the IEC outlines activities to be undertaken for achieving set out key objectives and targets for the coming three years. The plan includes summaries of activities for non-election and election years with the timeline presenting schedule leading to elections, organisational chart and staffing needs, with indicative budget based on the concept, which gives estimated overall cost.

The plan leading up to the elections in 2009, is addressing the needs of the IEC and activities to be undertaken during 2006-2009 period. Detailed comprehensive Operational Plan for the election year is to be developed a year before elections, taking into consideration all the changes that have taken place. Following the operational concept and indicative budget, more detailed operational plan and budget are to be produced for each year. Final budget for the election year is to be reviewed and adjusted in accordance with the situation during the election period.

The concept is divided into four parts. The first part describes the framework under which the IEC operates, key principles and policies of the election administration, and details the structure of the IEC, while the second part outlines operational features. The IEC activities during non-election period, including institutional and staff capacity building, are described in the third part of the document. The fourth part presents activities leading directly towards the implementation of 2009 elections. Timelines, indicative budget, scope of work of each IEC department and organisational structure of the IEC are presented in annexes.

## 1.2 BACKGROUND

Successful implementation of 2004 Presidential and 2005 Wolesi Jirga and Provincial Council elections has been an enormous achievement for Afghanistan and a major step towards development of a democratic society in Afghanistan.

Voters across the country were given the opportunity to exercise their democratic rights to elect legitimate representatives to govern the country at the national and provincial levels. These elections were the first elections in Afghanistan in decades, and they marked the end of the transitional period and the birth of a fully self-governed country. While elections alone do not guarantee democracy, the electoral processes over the last years have assisted in building a strong foundation for the future of a democratic country.

The Bonn Agreement (2001) re-started the process of democratisation in Afghanistan. This agreement set out framework for the development of democratic institutions and power sharing processes. The Bonn Agreement also called for the convening of an Emergency Loya Jirga (ELJ) within six months of the establishment of the Afghan Interim Authority (AIA), with the mandate of designating a Transitional Authority to lead Afghanistan until such time as a fully representative government could be elected through democratic, free and fair elections, which were to be held not later than two years from the date of convening the ELJ. With the holding of the Emergency Loya Jirga in 2002 the way was paved to hold Afghanistan's first post-conflict elections.

The Interim Afghan Election Commission (IAEC) was established with mandate to advise the government on electoral processes. The Joint Electoral Management Body (JEMB) resulted from the temporary merger of the IAEC and the UNAMA Electoral Component (UEC), established by Presidential decree in July 2003 with a mandate to administer all elections during the transitional period as defined by the Bonn Agreement. The JEMB was responsible for establishing policy guidelines, approving procedures, and investigating any irregularities in relation to the electoral process in 2004-2005.

With the elections for the Wolesi Jirga and the Provincial Councils completed, the JEMB was dissolved 30 days after the inaugural session of the National Assembly, and as of 2006, the Independent Election Commission has been in sole charge of all election activities in the country. The IEC has acquired the status of a state institution with its own financial resources supported through the Afghan National Budget.

An independent and effective electoral body is fundamental if Afghanistan is to be seen as committed to the sustainable development of the democratic process. This is particularly important in a society characterised by conflict and division. An essential element of this democratisation is to ensure that the conflicts that have brought fragmentation and division to Afghanistan are resolved in a peaceful and diplomatic manner and through the mechanisms of democratic, free and fair elections. Significant challenge therefore is to ensure that the same quality of election administration is maintained and further improved in coming years.

### **1.3 GUIDING PRINCIPLES OF ELECTION ADMINISTRATION**

In undertaking its functions the IEC follows the principles set out below:

**Independence.** The IEC maintains the confidence of voters, candidates, political parties, the Government and the National Assembly in the integrity of the electoral process by being legally and in practice independent of all political parties and interest groups.

**Neutrality and Impartiality.** The IEC treats all voters, candidates and political parties in fair and, impartial manner, and in accordance with the laws of Afghanistan. The IEC ensures that women and minorities are able to participate fully in the electoral process and encourages their active participation. Official languages of Dari and Pashto are treated and used equally in all materials produced by the IEC. The IEC makes additional efforts to provide information in other languages as needed.

**Service to Voters, Candidates and Political Parties.** The IEC ensures that easily-understandable information about the electoral process is available to all parts of the society and provides equal access to the electoral process for everyone. The IEC supports the rights of voters to vote without undue influence and in secret; and delivers timely and accurate results.

**Professionalism.** The IEC is efficient, effective and committed to ensuring the integrity of the electoral process in accordance with the law, in keeping electoral legislation under review and submits to the National Assembly proposals of changes in electoral legislation. Continuously evaluates the provision of electoral services and internal and external procedures to ensure that they are in accordance with the laws, meeting users' needs, and are as simple, efficient and effective.

**Responsibility and Accountability.** The IEC sets budgetary needs according to goals and activities needed to meet them, and regularly measures performance against the goals achieved. Information on the IEC accomplishments is regularly provided to the National Assembly.

**Transparency.** The IEC ensures that all electoral activities are open to public, judicial and governmental scrutiny, and is responsive to the views and concerns of voters and other actors involved. Recruitment of staff is based on adequate professional background of their members, includes men and women, and is multiethnic.

### **1.4 GENDER, DISABILITY AND SPECIAL NEEDS ISSUES**

Particular efforts are to be made to reach out to the women and disabled population. The IEC is taking additional efforts to provide proper representation of members of disadvantaged groups of community among its staff members.

#### **Gender**

In the upcoming years the IEC focuses on increasing and facilitating the participation of women in the electoral process and addresses issues of women's participation in the electoral process – as candidates, voters, electoral officials.

The IEC liaises with the Ministry of Women's Affairs, national and international NGOs, media outlets and other groups working on gender-related topics. Through constant liaison with various organisations, it ensures that correct strategies and materials are developed to promote the participation of women in the election process, and that all measures are taken to improve the knowledge and build the capacity of women to participate as candidates in the election process.

The IEC develops specific material and strategies for targeting women; and ensures that messages developed by the IEC are appropriate for both men and women.

Principals of gender equality are followed for the recruitment of the IEC staff at all stages of operations to the extent possible.

#### **Disabled**

To help advance the role and promote the rights of people with disabilities, the IEC promotes employment of disabled through organisation, and increases educational programs targeting disabled people.

The IEC makes efforts in improving the accessibility of Polling Centres and ensuring that disabled voters are provided with adequate facilities and assisted with any special needs during the elections.

## **1.5 LEGAL AND INSTITUTIONAL FRAMEWORK**

The legal and institutional framework for elections in Afghanistan has evolved over the past three years. The Constitution of Afghanistan, adopted in January 2004 by a Constitutional Loya Jirga, is the source of the legal framework for the electoral process. From the basic outline created by the Constitution, several pieces of legislation further define how the electoral system is to work. Foremost among these is the Electoral Law, first adopted by Presidential Decree in July 2004, and amended in May 2005. The IEC is presently considering further amendments to the Electoral Law, amendments which are hoped to be in place before the next set of elections in 2009.

Other relevant legislation includes the Political Party Law, the Media Law, the Citizenship Law, the Afghan Penal Code, the Law on Assemblies, Strikes, and Demonstrations, the Law for Determining the Electoral Constituencies for the Wolesi Jirga, and the Presidential Order on the Non-Interference of Governmental Officials in Electoral Affairs. Any changes made in the Electoral Law could necessitate changes in some or all of these laws.

### **1.5.1 Legal Background of the IEC**

Article 156 of the Constitution states that an “Independent Election Commission shall be established to administer and supervise every kind of election...”. Presidential Decree 21, On the Formation of the Independent Election Commission, actually appoints the Commission and the Electoral Law elaborates on its powers and duties. According to Decree 21, nine members are appointed to the Commission, among them a Chairman and a Vice Chairman. Presidential Decree 23, on the Structure and Working Procedure of the Independent Election Commission provides the general framework of the institution.

The Electoral Law establishes the IEC Secretariat (IECS). The IECS is the executive body of the electoral system, providing support to the IEC and implementing its decisions on the ground. The IECS is led by the Chief Electoral Officer (CEO) and is answerable to the IEC. There are few changes expected in the structure of either the IEC and/or its Secretariat in the Electoral Law.

### **1.5.2 Electoral System**

According to the Constitution, the President is elected by majority of votes in elections held every five years. This is the same term of office as that of the Wolesi Jirga (House of People), the lower house of the National Assembly. The Meshrano Jirga (House of Elders) is the upper house of the National Assembly and the term of councillors is different with members appointed based upon their sourcing body in accordance with Article 84 of the Constitution.

The Electoral Law establishes that the Wolesi Jirga shall be composed of 249 seats, with the Constitution stating that the seats shall be allocated to ensure proportional representation of each constituency. The Constitution further requires that, on average, two seats are reserved for female representation per province, the precise distribution to be arranged through subsidiary legislation, and the Electoral Law reserves 10 seats for the representation of those people registered as Kuchi. Wolesi Jirga members are to be elected directly.

In 2005, the Electoral Law established a single, non-transferable vote in 34 provincially based multi-member districts. For the next election, it is expected that the Electoral Law based elements of this model may change. One model being seriously examined is a mixed system with smaller constituencies where there is an SNTV element and a proportional representation element. This will require significant changes to the Electoral Law, including changes to Candidate Nomination and registration, constituency definitions, counting, etc.

According to the Constitution, the 102 members of the Meshrano Jirga are to be chosen in three ways. One third, or 34, of the members are elected by members of the Provincial Councils. Another third are to be elected by the District Councils, with the final third to be chosen by the president, with 50% of his choice being female. As the District Councils have not yet been established, their third of the Meshrano Jirga was filled by the Provincial Councils in a Supreme Court sanctioned compromise. Each Provincial council chose one temporary member to fill the

District Council seats in addition to the member selected under the normal Constitutional provisions.

Provincial Councils are envisioned in the Constitution, and are elected directly by the residents of each province for a term of four years. Under the Electoral Law, the size of a Provincial Council is related to the population of a province. The entire province is a multi-member constituency and the most voted for candidates win seats. The Electoral Law also reserves 25% of seats for female candidates.

The Constitution also creates provisions for electing District Councils, Village Councils, Municipal Councils, and Mayors, all to be directly elected. District and Village Councils are assigned a term of three years, while the question of term length is left open for Mayors and Municipal Councils.

### **1.5.3 Election Date**

The IEC faces a difficult problem in administering and supervising the upcoming 2009 Presidential elections pursuant to Article 156 of the Constitution of Afghanistan. The Constitution has conflicting requirements, with some sections demanding elections on a definitive timetable likely to disenfranchise Afghans, thus violating other sections of the Constitution. The IEC intends to address the issue to the Supreme Court of Afghanistan asking for the change of the date of the 2009 elections and future elections that are not feasible as stipulated by the Constitution.

Article 33 of the Constitution states that all Afghans shall have the right to elect and be elected. Articles 61 and 82 further require that free and general elections be held for the President respectively. The exercise of these rights is dependent on the election administration's ability to reach all Afghans to provide them with the ability to register as voters and candidates. To make people's votes truly free, people must understand what they are voting for and how. This requires the IEC to conduct civic education campaigns in every part of the country.

As a result, Election Day and the months leading up to the Election Day must be times when all parts of the country are accessible, which in Afghanistan is summer, a time when predictable winter snows and spring floods and mud are not obstacles, with the end of October being the latest that elections may be held.

Unfortunately, Article 61 of the Constitution requires Presidential elections to be held between 23 March and 22 April 2009 in the fifth year of the President's term. Both dates present tremendous challenges for the IEC. Elections held on any of these dates will disenfranchise thousands of Afghan voters, either absolutely, by preventing the IEC from being able to provide them with accessible Polling Centre location that they can get to, or effectively, because the voters would have been denied information regarding the electoral system, the ballot, etc.

Above mentioned issues lead the IEC to the conclusion that it will be impossible to conduct accessible, free, and general elections on these dates as required by Articles 33, 61 and 82 of the Constitution.

Therefore, the IEC is to submit request to the Supreme Court to resolve this Constitutional issue and provide the IEC with options which shall not violate the Constitution.

In case the Supreme Court does not allow the change of the date, necessary adjustments to the plan, timelines and budget for the implementation of the elections in April 2009 are to be developed.

## **1.6 ELECTORAL MANAGEMENT STRUCTURE**

The Independent Electoral Commission of Afghanistan is an authority in charge of all responsibilities relating to elections.

The current Electoral Law establishes that adjudication of electoral complaints is to be assigned to separate Electoral Complaints Commission (ECC). The ECC is to adjudicate electoral complaints as a last appeal instance on certain issues as established in the Electoral Law.

### **1.6.1 The Independent Election Commission (IEC)**

The Independent Election Commission (IEC) is the supreme authority responsible for the preparation, organisation, conduct and oversight of elections of all kinds and referenda. Membership, organisation, responsibilities and functioning of the IEC are determined by the law. The IEC is independent from other branches of government and administrative institutions as well as from political parties and factions.

The Independent Election Commission comprises of a governing body with nine commissioners, and an implementing body in the form of an Electoral Secretariat, whose head (the Chief Electoral Officer) is appointed by and held accountable to the Commission. The IEC has permanent presence in each of the provinces.

The functions of the IEC include establishment of the regulatory framework, including the use of publicly owned media by political parties and candidates; supervision of the IECS in the organisation and conduct of the elections; registration of candidates; deciding or referring complaints, disputes, and challenges; inviting national and international electoral observers to observe different stages of election operations, as it deems appropriate, and advising on whether the elections are conducted in a free and fair manner.

Finally, the IEC certifies, announces, and facilitates the implementation of, election results, as well as any transfer of power.

For the conduct of the 2009 Presidential election, all plans and orders will be issued by and in the name of the IEC.

#### **1.6.2 The Independent Election Commission Secretariat (IECS)**

The Independent Election Commission Secretariat (IECS) carries out professional, administrative and operational duties as required for the conduct of elections. The IECS structure includes Provincial Offices, through which it maintains permanent presence in all provinces.

The IECS is the executive arm of the IEC and is responsible for the implementation of the election operation in accordance with the policy framework defined by the IEC.

The IECS is headed by the Chief Electoral Officer who is appointed by the IEC from among professionals according to civil service regulations.

The complexity of elections warrants a comprehensive field structure managed by a strong HQ component. The goal is, however, to keep the organisational structure as flat and well-defined as possible to enable organisational flexibility. The IECS implements all election activities from the IECS HQ in Kabul and 34 Provincial Offices. During the large scale operation period over 8,000 staff will be working on preparations for Election Day. Approximately 120,000 staff are expected to implement polling at approx. 6,500 Polling locations.

The structure of the IEC is described in the annex III and is to be considered as the minimum requirement for the ordinary operation of the IEC during non-election period.

#### **1.6.3 Media Commission**

Media Commission, consisting of three members, is to be established under the IEC at least 60 days prior to the Election Day to monitor media coverage of the election campaign and if necessary, make recommendations for corrective action.

The Media Commission has significant authority in monitoring fair reporting, deciding complaints and requiring media members to adhere to a code of conduct. It is to monitor media coverage of the electoral process and ensure that the different media outlets follow the electoral and other laws and codes of conduct pertaining to the media coverage of the elections. Provincial media monitoring units provide analysis of national media for presentation to the Media Commission.

Media Commission receives legal, logistic and administrative support from the IECS.

#### **1.6.4 Electoral Complaints Commission (ECC) and Provincial Complaints Commissions (PCC)**

A robust mechanism to deal with electoral offences and complaints in a timely manner is to be in place to ensure that all stakeholders view the process as transparent and legitimate.

Independent Electoral Complaints Commission (ECC) is to be established to adjudicate all electoral offences, complaints and appeals. The Commission is to consist of three members. Under Article 52(8) of the Electoral Law the ECC may delegate its authority to Commissions at provincial levels in order to deal with complaints arising in the provinces. The complaints are to be dealt with in accordance with the procedures laid down by the ECC.

Provincial Complaints Commissions (PCCs) are to be established to represent the ECC at provincial level. The PCCs are to consist of three members with both genders represented. The PCCs are to receive and, within limits, adjudicate electoral complaints, will make initial assessment of candidates' eligibility, and submit reports to the ECC in Kabul.

Given the extraordinarily large number of complaints received in previous elections and the desire for a strong complaints mechanism expressed by Afghans, the ECC's structure should be further strengthened in future elections. In present proposed amendments for the Electoral Law and budget proposals, plans for this include dedicated Provincial Complaints Commissions and ECC with a robust central Secretariat to provide supervision and guidance to the PCCs.

The proposed changes to the Electoral Law envision 34 PCCs to be established. Provided with greater resources and employed full time, the PCCs are to function more effectively as investigative and decision making bodies of first instance.

The ECC Secretariat is to be created as a permanent entity and is to be responsible for all necessary MOUs between the ECC, the IEC and other governmental entities, including any necessary staff, equipment and office secondment MOUs.

#### **1.6.5 Permanency and Funding of the IEC**

The IEC is permanent institution. Day-to day activities and conduct of election operations are funded from the National Budget of Afghanistan.

The IEC prepares its own annual budget as well as the electoral budget, which are submitted through the Ministry of Finance for approval by the National Assembly. For the next few years the IEC needs continued support from international donors for institutional building of the IEC and to strongly support preparations and conduct of 2009 elections.

The total cost of the establishment and operations of the ECC/PCCs is presented in the indicative budget and included in total cost of electoral activities for the 2006-2009 period, although the ECC is an independent institution.

## 2. OPERATIONAL ENVIRONMENT

Many operational details outlined in this plan are subject to change if and when the amendments of the Electoral Law are adopted. Successful and timely implementation of the goals set out represents a monumental challenge and is dependant on many internal and external factors, and all stakeholders delivering in time.

### 2.1 MAJOR RISKS

**Security.** At the moment security situation in the country is not stable. If the situation does not seriously improve in following years, it will be impossible for the IEC to deliver elections in accordance with planned timelines.

Implementation of peaceful and orderly elections will depend largely on the involvement and cooperation of all security actors.

**Funding.** Sufficient funding, as per indicative budget, is to be secured and provided in timely manner by the Government and international donors. Failure in providing committed funds in time would jeopardise holding elections in accordance with international standards on planned date.

**Date of Elections.** According to the Constitution of Afghanistan, next Presidential elections are to take place March-April 2009. Unless the date of elections is changed, the IEC may not be able to open large number of Polling Centres/Polling Stations due to weather and/or terrain conditions.

The IEC is to submit request to the Supreme Court to change the date of next Presidential elections.

**State Support.** The Government of Afghanistan is to provide support in terms of finances, personnel, premises and other kind directly and through its institutions to the IEC.

Failure to provide committed support in timely manner would make impossible for the IEC to meet goals set out in the three year strategic plan.

**Voter Register.** One of the main anti-fraud mechanisms and safeguards against multiple voting is Polling Station specific Voter List. The credibility of next elections will depend on the IEC ability to produce a reliable Voter Registry with allocation to Polling Stations.

Country-wide CVR project, has to be finalised by end-2008 in order to give sufficient time for creation of a proper Voter Register. Otherwise, another Voter Registration Update process must be organised and elections in 2009 will be implemented without proper, Polling Station specific Voter Lists. Voter Registration Update process would require significant additional funds.

**Electoral Complaints.** A robust and efficient complaint system is essential for implementation of fair and transparent elections, a mechanism to deal with electoral offences and complaints in a timely manner is to be in place to ensure that all stakeholders view the process as transparent and legitimate. Therefore, an independent Electoral Complaints Commission (ECC) must be established well in advance.

**Weather Conditions.** Major natural disasters (earthquakes, flooding, etc.) may jeopardise conduct of 2009 elections.

**International Support.** The IEC has undergone the stage of transition from UN lead organisation to independent institution within Afghanistan Government structure.

Without strong political and material support from international stakeholders, the IEC will not be able to achieve its goals for upcoming period.

### 2.2 MAIN STAKEHOLDERS

**Government of Islamic Republic of Afghanistan.** Collective state sector support will be forthcoming when needed, as per below:

- The Government is to provide full and timely financial support for all IEC activities as foreseen in the three year budget.
- Relevant ministries are to provide assistance as specified in the MOUs. MOUs with relevant governmental institutions are to be drafted, agreed and signed.
- The Government is to be pro-active in enforcement and follow-up on all aspects agreed and with all institutions involved in MOUs.

- The Government is to allocate land/buildings in each province for the IEC Provincial Offices.

**Civil Society Organisations.** The IEC is to pursue cooperation with different civil society organisations that could support election related activities in the field, especially in areas of voter education and election observation.

**United Nations Assistance Mission in Afghanistan (UNAMA).** Under the Bonn Agreement, UNAMA has overall political responsibility for the fulfilment of UN obligations in Afghanistan. In close co-operation with the Afghan Independent Human Rights Commission (AIHRC), it has monitored, reported, investigated and made recommendations on the exercise of political rights and other rights involved in the electoral process.

The IEC anticipates UNAMA to continue supporting electoral process through its offices, and to assist the government in attaining the political benchmarks required for a free and fair election.

**Other International Organisations.** Several international organisations have provided funding, assistance of international consultants, support in equipment and materials to the IEC during the transition period.

The IEC needs donors and international organisations to continue providing assistance for remaining transitional activities and to strongly support activities during the election year 2009.

### **3. NON-ELECTION PERIOD**

#### **3.1 INSTITUTIONAL BUILDING**

Institutional building of the IEC is a tremendous task to be achieved given its complex HQ structure and permanent presence in all 34 provinces. Continuously changing nature and size of the organisation, which grows to over 120,000 employees on Election Day, further complicates the task. Although it is vital to continue building capacity of the IEC staff, increasing emphasis on institutional building of the IEC must be assumed, as it is essential in long-term perspective.

Primary objective is to ensure the institutional continuity, further develop the knowledge and experience gained during 2004-2005 elections; continue strengthening field presence and building capacity of staff. Lessons learned and best practices from previous elections are to be used in planning and implementation of election operations.

Staffing numbers and levels have been changing numerously over the last year. Many field and HQ positions are vacant as a result of hectic transition period and lack of certainty. During upcoming period balanced development of the IEC HQ Departments and field presence must be ensured. Staff is to be recruited in stages, following the operational needs of the IEC and in accordance with conducted activities, throughout the organisation.

One of key priorities of the IEC is to develop professional capacity within the IEC structure, to ensure that existing and newly recruited staff acquire knowledge needed for the best performance of their duties and that they are ready to assume responsibility for conduct and implementation of all electoral processes.

The IEC is a logical successor to the previous election activities conducted in 2003-2005 (voter registration, Presidential, Wolesi Jirga and Provincial Council elections, etc.). Consequently, whenever possible and given good previous performance record, staff that have been involved in election related activities are to be re-hired. At all levels, the IEC will aim to re-hire as many of the experienced electoral staff from previous election operations as possible.

The IECS management is to ensure that adequate communication is kept with all Provincial Offices and that all departments are providing sufficient information for the field staff and keep them updated on latest developments. The organisational structure presented in this strategic plan foresees constant flow of information between HQ and the field as well as within HQ Departments on all aspects of the IEC activities.

Capacity building training courses are to be conducted based on a guiding handbook adopted on the basis of the BRIDGE methodology. It is planned to combine it with operational training sessions and workshops that are to be held on regular basis involving both HQ and field staff and focusing on regular activities of HQ and Provincial Offices and considering different stages of election operations in Afghanistan.

A number of activities are to be undertaken by the IEC during the period between elections in order to enhance institutional and operational capacity of the IEC. Some of these activities are already underway and others to be addressed shortly:

- Conduct strategic, organisational and operational planning for the next elections (logistics, budget, timelines, etc.).
- Maintain storage and conduct regular inventory of electoral materials.
- Develop Standard Operational Procedures (SOPs) for all aspects of day-to-day operations. Based on full set of SOPs, the IEC Staff Manual is to be created.
- Conduct review and adjustment of Terms of Reference (TORs), staffing needs and recruitment procedures for field staff to be hired for election year (e.g. District Field Coordinators, Voter Educators, etc.).
- With the assistance of international organisations and based on the assessments of past election operations (lessons learned, best practices, recommendations, etc.), regularly conduct in-house trainings and workshops for HQ and field staff.
- Develop Provincial Office infrastructure in all provinces.
- Continuously implement civic education activities, explaining the role of the IEC, raising general awareness on elections, outlining the roles and responsibilities of different elected bodies.

- Develop and implement electoral education programme in all schools across Afghanistan.
- Stimulate and enhance civic education programs to be implemented by different political and civil society actors, assist through various civic education materials developed by the IEC.
- Review lists of Polling Centres/Polling Stations in accordance with estimated numbers of population and eligible voters, accessibility in terms of distances and terrain conditions, etc. Allocate all settlements to specific Polling Centres and estimate number of Polling Stations needed.
- Regularly meet with external partners in order to enhance cooperation, presenting and discussing various election related policies and activities.
- Implement Civil Voter Registration (CVR) pilot project in the selected parts of three districts in Kabul, Bamyan and Nangarhar provinces, analyse results achieved and present recommendations for country-wide CVR project to MOI.
- Identify areas where support from other institutions is needed, develop, negotiate and sign MOUs with different stakeholders.
- Review and adjust all electoral procedures in accordance with new circumstances.
- Research options for production of ballot papers and other electoral materials in Afghanistan or neighbouring country.
- Start publishing the IEC quarterly magazine.
- Develop and strengthen relationship with partner electoral bodies abroad.
- Advise the government on legal issues relating to elections, amendments and changes required in Electoral Law and related laws, prepare regular reports for the National Assembly.

### **3.1.1 Training and Capacity Building of the IEC Staff**

Main activities for upcoming period are to concentrate on practical workshops for the IEC staff, generic election trainings, followed by preparations for operational trainings for upcoming Presidential and Provincial Council elections in 2009. New training curriculum and capacity building program is to be developed based on the current IEC priorities and needs, as well as considering new staffing situation.

For generic election trainings, the BRIDGE (Building the Resources in Democracy Governance and Elections) programme is to be used continuing good practice of the BRIDGE trainings for JEMB/IEC staff and interested civil society organisations over last few years.

In addition to the BRIDGE trainings, practical workshops based on recommendations, best practices and lessons learnt from 2004-2005 elections are to be developed and conducted.

### **3.1.2 BRIDGE Trainings**

Two phases of BRIDGE training programme for the IECS staff are to be conducted during non-election period. Trainings are based on the BRIDGE programme which has been developed by the Australian Election Commission, IDEA and UNEAD. New updated version developed by BRIDGE project team is to be used, which is divided into three main sections: Election Operations, Working with Stakeholders and Election Architecture. It gives more comprehensive in-depth knowledge and understanding of election process.

First phase of the BRIDGE training course is to cover the following modules:

- Introduction to Electoral Administration.
- Legal Framework.
- Voter Education.
- Voter Registration.

Second phase of the BRIDGE training course is to cover more operational modules:

- Access to Electoral Process.

- Pre-election Activities.
- Electoral Contestants.
- Post-election Activities.

Trainings are to be conducted to IEC core field staff, mainly, PEOs and Trainers/Public Outreach Officers. Trainings are planned to take place at the IEC HQ in Kabul and possibly in Provincial Offices, subject to available funding and convenience. Key stakeholders such as FEFA (Free and Fair Elections Foundation of Afghanistan), CIJ (Afghan Centre for International Journalism), ACSF (Afghan Civil Society Forum), and NDI (National Democratic Institute) also are to participate in the courses.

Once Provincial Complaints Commissions (PCCs) are formed, PCC staff is to be included in the BRIDGE training programme.

Updating and translation of the BRIDGE modules into Dari and Pashto is to continue.

### **3.1.3 Additional Capacity Building Training Courses**

A number of training courses on different aspects of office management are to be held in upcoming period. Based on the IEC needs assessment report and recommendations done by Afghanistan Community Rehabilitation Unit (ACRU), the following training courses are planned: Report Writing, Office Management, Computer Skills, and Project Management.

Training programmes mentioned above are to be conducted by local NGO called Afghan Institute of Management and Training (AITM) and target all IEC HQ and field staff. Five training courses are planned to be conducted annually. Some training sessions are to be delivered by BRAC Training Centre (international NGO from Bangladesh dealing with trainings of public administrators).

Working relation with UNAMA Training Unit is to be established, and inclusion of the IEC staff in different training courses organised by UNAMA will be pursued.

### **3.1.4 Election Resource Centre**

Election Resource Centre (ERC) is to be maintained at the IEC HQ, in order to provide additional educational instrument for all IEC staff.

Election laws from other countries, various election reports and periodic newsletters/magazines from different electoral organisations, samples of electoral forms, procedures, movies and tapes are made available at the ERC to all IEC staff.

Centralised system of documentation and archive is to be maintained and regularly updated at the ERC. It must include hard and soft copies of all documents produced by the IEC in relation to election operations and the IEC organisation. Archive database is to be further developed and improved.

### **3.1.5 Study Tours**

The IEC is to continue supporting organisation of study tours for its staff. The study tours are to be organised to observe election preparation process and receive the knowledge on functions of election administration.

### **3.1.6 Analysis of Different Approaches in Electoral Procedures**

The IEC plans to examine different approaches for various election phases and possibilities to apply them to Afghanistan context.

Researches on world practices regarding various issues, surveys and analysis of Afghan public opinion on acceptability of new approaches are to be conducted; opinion of community and political stakeholders is to be considered. Financial costs versus efficiency and quality, short and long term implications, sustainability and viability are to be evaluated.

### **3.1.7 Electoral Materials Procurement Options**

The IEC is to devote significant time and resources for testing a number of different ballot designs in order to find the most user-friendly and cost-effective solution. Alternatives for ballot paper production in Afghanistan or in one of neighbouring countries are to be explored. Options in terms of quality, timing, security features, cost for ballot production and transport are to be investigated, compared and most suitable one chosen.

Best possibilities for local production and procurement of other electoral materials are to be considered and analysed as well.

### **3.1.8 The IEC Magazine**

The IEC plans to start publishing quarterly IEC magazine, in order to increase the profile of the institution in the eyes of public. The first edition of the magazine is to be published by mid-2007. The magazine is to be officially introduced at the press conference and distributed to all major stakeholders across Afghanistan.

The magazine is planned to be published once every quarter.

### **3.2 CONSTRUCTION OF OFFICES AND WAREHOUSES**

Till recent, the IEC has been operating from UN premises and with significant financial and human resources support from international donors.

New compound has been constructed in Kabul in 2005 for the future needs of the IEC, and currently is being used by the Commission, the IEC Secretariat HQ and Kabul Provincial Office. Apart from Kabul Provincial Office, the IEC Provincial Offices function in former Regional Centres and few other provinces, mostly in rented premises, or in premises given by the Governors for temporary use.

In order to be able to deliver elections in accordance with international standards, the IEC is to have permanently dedicated adequate office and warehouse space in all 34 provinces through the country.

Office and warehouse space needs have been assessed in accordance with estimated number of population and eligible voters, size of territory, terrain and number of Polling Centres/Polling Stations, and have been divided in three categories: small, medium and big. Estimated costs for each type of office and warehouse, the dynamics of construction have been developed.

Official request for allocating sufficient land for construction of premises (offices and warehouses) for permanent use of the IEC is to be submitted to the Government of Afghanistan. Once the land is allocated and sufficient funding is provided, construction designs for new offices are to be made, tenders published, evaluated, and contracts awarded to the best bidders. The process is to be monitored by respective PEO and the IEC HQ Logistics Department. Constructing, furnishing and equipping of all Provincial Offices, as per operational needs of the IEC, is to be finalised by end-2008. .

Estimated total cost of the construction of all Provincial Offices is presented in the indicative budget (annex II). The IEC is to seek funding for office construction from the Government of Afghanistan and international donors.

### **3.3 CIVIL VOTER REGISTRATION PILOT PROJECT**

The lack of an accurate Voter Registry was one of the most significant shortcomings of the previous elections. The necessity for a detailed and accurate Voter Registry, allocating voters to specific Polling Stations, cannot be underestimated. The Voter Registry developed during the 2003-2004 and updated for the 2005 elections is not adequate to allow the allocation of voters to specific Polling Centres/Polling Stations. Without the allocation of voters to Polling Stations, and therefore the ability to determine how many voters could be expected at each Polling Centre location, accurate logistical planning is extremely difficult. Aside from the costly and politically problematic surplus in ballots, this will also necessitate a surplus of all other electoral material. More importantly, the Voter List is to add an effective mechanism to protect against both multiple and proxy voting and reduction of both types of irregularities. Therefore, a new accurate Voter Registry is to be developed and to enable identification of double registrants and allocate voters to specific Polling Stations.

The IEC, jointly with the Ministry of Interior (MOI) is to establish joint Civil Voter Registry (CVR). The purpose of joint CVR system is to provide a national identification System with a comprehensive national database.

This database is to serve as basis for creation of Polling Station specific Voter Lists:

- Contain biographic and biometric information on all Afghan citizens.
- Be used to produce and issue a national identity card to all Afghan citizens of 18 years or above and other forms of identification documents to various age groups. National ID

card is to serve as official proof of identity and used by all governmental institutions to diminish various forms of identify fraud.

- Be used to link each registered voter to a particular Polling Station.
- Be available for governmental institutions for multiple uses including the identification and authentication of individuals for various purposes.

The IEC partnership with Ministry of Interior (MOI) is undertaking joint efforts in planning, design and implementation of the CVR pilot project with strong support from international partners. The CVR pilot project based on the registration of a 30,000 persons from three selected parts of purposely chosen and representative districts, namely Yakawlang in Bamyan, Batikot in Nangarhar and Kabul city District 10 in Kabul provinces, and is to be accomplished by end-March 2007. The registration activities for the pilot project are to be implemented during first quarter of 2007. Targeted voter education campaign is to take place in selected parts of three districts where pilot project is to be implemented. At national level, general information is to be provided in all provinces. Registration data processing and analysis is to be conducted through April and CVR pilot project Final Report is to be submitted by mid-May 2007.

The purpose of the CVR pilot project is to test the efficiency, accuracy, suitability, cost effectiveness of the registration procedures and technologies, and come up with lessons learned and recommendations for the national CVR project. The pilot project is intended to enhance capacity for MOI and IEC staff and to create awareness for the National CVR Project.

The CVR pilot project is to create basis for planning of country-wide project and help to determine budget and realistic implementation timeframe. The new national Civil Voter Registry is to be the basis for production of Polling Station specific Voter Lists, essential for the effective conduct of elections. The CVR national project is to be conducted by MOI and is expected to be completed by end-2008. Once country-wide CVR project is concluded, civil registration is expected to continue in regular MOI district offices. For maximum utility of resources and enhancing capacity of the Afghan people, Voter and Civil Registration exercises are combined into a joint CVR.

The pilot project phase is to involve the use and testing of two biometric technologies: Facial Recognition and Iris Recognition as search tools for verification and identification of multiple registrations in the database. Computerised data entry module is to be tested during pilot project. In addition to coming up with the most appropriate and most suitable registration procedures and technologies, other expected outcomes include a more accurate estimation of the cost of the national CVR project, more accurate estimations of the required skills, number of personnel and timeframes for the national wide project.

At the end of the pilot project, MOI and IEC staff are expected to have enhanced capacity to participate more effectively in the planning and implementation of the national CVR project. Other pilot project outcomes include increased awareness of the public about the national CVR project and increased system understanding and acceptability by the intended users. Lessons learned from the pilot project are to provide critical input to the design, planning and implementation of the country-wide project.

Successful implementation of the pilot project is essential, as it is the starting point for the CVR national project. The IEC will not be able to conduct elections in accordance with international standards till new Voter Registry allocating voters to Polling Stations, based on Civil Registry, is created. Any delay in the CVR project would require change in the electoral calendar.

Planning and preparation activities for pilot CVR project have shown that MOI is to take lead in the implementation of national project. The supporting role of the IEC in the national CVR project together with necessary funding is yet to be defined. None of the required funds for implementation of the national project have been budgeted for in this three year plan. Deep involvement of the IEC in the national CVR project implementation would require significant additional funds that must be added to the forecasted budget.

### **3.4 VOTER EDUCATION ACTIVITIES**

Main focus for the upcoming period is to be on the development, implementation and coordination of the IEC civic education and public information activities, aiming to provide general election related information to population and encouraging their active participation. General civic awareness campaign aimed at increasing overall understanding of the electoral process, introducing the IEC and highlighting the importance of elections and participation is to be emphasised. For this purpose posters and brochures are to be printed, radio public service

announcements (PSA) and roundtable produced. To increase information dissemination and outreach, the IEC is to hold conferences and roundtables, involving universities and civil society groups.

The IEC is to have limited media campaign during the non-election period. Given limited staffing in the field, the IEC cannot rely on field staff to conduct a large scale voter education campaign. However, it is still important to use time and start voter education information dissemination through various channels. Media campaign controlled from the IEC HQ will be able to amplify the information dissemination process. Public Service Announcements, radio programmes and roundtables for broadcast are to be developed. The media campaign is to have country-wide coverage.

Broad public information campaign is to be undertaken explaining the necessity of registration with regard to inclusion in Voter Registry is to continue in parallel with the implementation of the country-wide CVR project.

Special handbook for Civic Educators is to be developed with guidelines how to prepare, organise and conduct face to face meetings, including major community and political stakeholders, religious leaders, civic society groups, etc. Special emphasis is to be paid on ways to reach, organise and conduct meetings, and motivate female voters.

As soon as Provincial Offices are opened and the IEC field presence is established, PEOs and Training/Public Outreach Officers are to start conducting voter education activities. Additional female Civic Educator per province is to be hired for holding meetings with women.

During the non-election period, the main voter education messages are to cover:

- Importance of elections and civic awareness.
- Elections and democratic changes in Afghanistan.
- The IEC – role and responsibilities; present and future activities.
- The role and responsibilities of elected bodies.
- Changes in the Electoral Law.
- The ECC – role and responsibilities.
- Civil Voter Registration activities and status.

Voter education activities to be used to reach the population are:

- Generic voter education campaign on elections and the IEC, through direct outreach and material distribution to the general population and influential members in the community through Civic Educators. Flipcharts and various printed materials (fact sheets, backgrounders, posters, leaflets, etc.) are to be used at public meetings and other events.
- Hold regular briefings and coordination meetings with relevant stakeholders and civil society groups to facilitate information exchange and use their regular activities to spread generic information on the IEC as well as specific voter education messages.
- Coordination of election related activities with relevant stakeholders to ensure dissemination of correct election related information.
- Discussions and material development with Ministry of Education (MOE) regarding the inclusion of civic education material in the curriculum and conducting voter education activities in schools and universities. Materials for voter education programme in schools are to be developed. Distribution of the IEC booklet and talking to high school students is planned to be big part of the IEC voter education activities during non-election period. The MOE is expected to support the implementation of voter education project in schools.
- Development, design and production of voter education materials for public information campaign – traditional (print, radio, TV) and non-traditional (mobile radios, theatre, cinema) mass communication mechanisms are to be used. Based on core materials, radio programmes and PSAs are to be developed, produced and broadcasted. Production is to take place through commercial contracts with third parties (where the third party is responsible for actors and technical production details). Programmes are then to be broadcasted on a range of national and provincial, state and private owned

media. RTA is to provide free of charge broadcast of the IEC public information materials as per Presidential decree.

- Training of provincial election staff on voter education activities.

### **3.5 EXTERNAL RELATIONS**

The IEC is to undertake activities for building and maintaining relations with national and international stakeholders, candidates, political parties, media, observers and others, aiming to raise their awareness about the IEC activities, election process and their role in it.

National and international stakeholders are to be involved at the early stage of electoral planning so that they can be consulted on the early decisions that shape the conduct of elections.

The main approaches used to deal with external partners are:

- The IEC is to organise regular and special press conferences, issue press releases to keep the national and international media updated on the IEC events, activities and forthcoming plans (e.g. opening of new offices, the Electoral Law, CVR, etc.). Press conferences are to be held in Kabul and provinces, press releases are to be issued to keep media and public informed. This includes arranging interviews and discussions between the IEC and the media (this refers to live rather than pre-recorded interviews).
- The IEC is to involve political parties, politically active citizen groups and community stakeholders in the process through regular meetings, keep them informed of the electoral calendar, the IEC decisions, activities, regulations and procedures; their role and responsibilities in accordance with the Electoral Law. Consultative forums with political parties are to be held to explain changes in the Electoral Law, electoral system, procedures, etc.
- Observer Briefings. The IEC is to conduct elections that are transparent and open to observation at all phases of operation. Therefore, the IEC is to encourage observation of all stages of election operation by political entity representatives, media, and independent national and international election observers. Regular briefings are to be organised on the electoral calendar, IEC decisions, regulations and electoral activities; and on their role and responsibilities as observers. This includes developing material such as backgrounders and FAQs and briefing information packs. Training of FEFA master trainers according to BRIDGE programme is to continue and 420 new FEFA master trainers are planned to be trained by end-2008.
- The IEC is to organise coordination meetings for civil society groups and other stakeholders, to keep different stakeholders informed of the electoral process and ensure awareness of the IEC activities.
- New approach with decentralised accreditation at the provincial level is to be developed. Recommendations from last elections are to be analysed and applied as appropriate.

## **4. ELECTION PERIOD**

Successful accomplishment of activities in pre-election period is to define ability of the IEC to start implementation of activities during the election year. The IEC expects to enter the election preparations as a strong, organised institution with a clear vision of all operations to be implemented for the conduct of Presidential and Provincial Council elections. The IEC is to pursue and secure required funding for the conduct and implementation of election operation in 2009.

Planning and preparation for election operation is to be undertaken well in advance. The IEC HQ Departments are to work closely in developing all electoral procedures, planning and preparations for various stages of election operations. Recommendations, lessons learned, and experience gained during 2004-2005 elections as well as changes in the Electoral Law and electoral system are to be taken into consideration. Key parts of the operational procedures such as Candidate Nomination; Display, Corrections and Challenges; Polling and Counting are to be rehearsed. For that purpose the IEC is to conduct simulation of election procedures; testing of electoral materials for appropriateness or even endurance; trial of various IT software. Special attention is to be paid to counting, as it was the most vulnerable part of the process during the 2004-2005 elections. The process is to be well thought and carefully engineered.

Sufficient time is to be allowed for procurement of election materials and investigation of options available.

Effective communication system is to be put in place, ensuring that all aspects of the election operation are properly coordinated and all election staff are aware of the instructions to be implemented. The use of Daily Instructions is to be utilised as the main tool of communication with the field as the operation progresses.

During the election year at all stages of the upcoming electoral process, including Candidate Nomination, Voters Lists, Polling, Counting and Certification of the Results, press conferences are to be organised, press releases issued frequently in order to inform the public and increase the transparency of the process. All IEC decisions and regulations are to be posted immediately on the IEC website to provide all interested parties with timely and easy access.

A strong stance is to be taken by the IEC in dealing with cases of fraud at any stage of election operations and is to be dealt with in a robust and timely manner.

### **4.1 VOTER EDUCATION ACTIVITIES**

The main objective of the voter education campaign is to focus on providing information on various stages of election operation, rights and responsibilities of citizens, encourage their participation, and help to understand the electoral system. Extensive voter education is to be implemented during the election year in order to increase voter turnout in comparison to 2005 elections.

The voter education campaign is to endeavour encouragement of broad participation and contribution to the capacity building of civil society. Special efforts are to be made to encourage the involvement of women, disabled and Kuchi in the electoral process.

Voter education messages for the election year campaign include:

- Candidate Nomination, emphasising right to nominate, challenge and complain.
- Civil Voter Registration (CVR), emphasising the final date of registration for inclusion in the Voter List for 2009 elections.
- Voter List Display, Corrections and Challenges period.
- Electoral System; the role of the President and Provincial Councils.
- Importance of the elections and participation.
- Who/How/Where to vote.
- Implications of electoral fraud to the society.
- Counting.

Voter education activities to be used to reach the population:

- Printed material development and production.

- Media production and broadcast.
- Enhanced coordination with stakeholders.
- Development of detailed plans for field activities; prepare training material and conduct trainings for District Field Coordinators (DFCs).
- Two Public Outreach Officers per province (1 male and 1 female) are to be hired to conduct the voter education on the final date of CVR.
- Provincial Public Outreach Officers are to be trained by ToT (Training of Trainers) methodology directly by the IEC HQ, to enable them to conduct trainings for the Civic Educators; monitor and coordinate their activities.
- It is planned to hire approx. 1,700 Civic Educators to conduct face to face voter education activities (same as during 2005 elections), the budget estimates have been based on these numbers. Recruitment and training of civic educators is to take place prior to starting activities on all stages of election operation. Decision is to be made if Civic Educators are to be hired directly by the IEC, or sub-contracted to an NGO. Analysis on which option to choose is to be conducted.
- Special Handbook with guidelines for implementation of voter education activities is to be distributed to all Civic Educators.
- Establishment of the Voter Information Centre in HQ in Kabul providing all necessary information to voters and candidates at all stages of election operation. Contracts with all mobile phone companies in the country are to be signed and all phone calls are to be paid for by the IEC.

#### **4.2 MEDIA CENTRE**

The IEC Media Centre is to be established in Kabul to provide a focal point for the release of election results and to provide media with a range of resources to assist them in reporting on the election in an efficient and cost-effective manner.

The Media Centre is to facilitate making election information available to stakeholders in a timely and accurate manner. During the week immediately preceding the election, the IEC is to hold daily press conferences focusing on different aspects of the election operation.

#### **4.3 WORK WITH POLITICAL PARTIES AND CANDIDATES**

Regular meetings with national and international stakeholders, political parties and candidates, providing regular electoral updates and explanations of key policy decisions are to continue and amplify during the election period in order to keep these groups properly informed of developments in the conduct of the elections. Key electoral information is to be distributed to all interested parties through emails.

At the beginning of election year, external relation activities are to focus on specific issues related to Candidate Nomination process as well as information for political parties and potential candidates about campaign planning and strategy.

Following Candidate Nomination period, the IEC is to target candidates and political parties, specifically focusing on providing essential information related to their role in elections. The IEC is to establish a means of providing information on an ongoing basis to all candidates, either through regular provincial meetings or on predetermined dates.

Consultative forums with candidates and political parties are to be held to give detailed information on electoral system and Electoral Law, explaining different election stages, procedures, and campaign regulations. Importance of observation, roles and responsibilities of their agents during polling and counting is to be emphasised.

Elections inevitably lead to candidates who win seats and those who do not, it is important for the development of a culture of democracy in Afghanistan that those candidates who are not elected are able to accept the results.

#### **4.4 CAMPAIGN PERIOD**

The commencement of the campaign period is to be defined by the IEC and monitored by the electoral Media Commission and shall end 48 hrs before the Election Day as defined in the Electoral Law.

The campaign activities during and outside of the official campaign period are to be regulated by the IEC. In particular, access to television, radio and newspaper advertisements are to be limited in order to provide more-equal access to these campaign media irrespective of the campaign finances available.

System of campaign advertising is to be created and managed by the electoral Media Commission, so that all candidates have the possibility of recording and broadcasting an advertisement of a set duration.

The IEC is also to set limits on the amount of money that can be spent during the electoral campaign and robust system is to be put in place to monitor the campaign expenditures.

#### **4.5 OBSERVATION AND ACCREDITATION**

The IEC is to develop accreditation procedures for the implementation of the process including forms, code of conduct and design of badges. Political entity representatives, media, national and international observers are to have access to all stages and aspects of the election operation.

Accreditation services for different phases of election operation are to be provided for various entities at HQ and Provincial Offices. Additional staff is to be employed to facilitate accreditation process. Deadline for accreditation for polling is to be set, and reception of registration forms for observation is to finish seven days prior to the Election Day. Separate accreditation is to be required to observe the counting process, and the number of agents per candidate is to be limited.

The IEC is to organise briefing sessions for observers, political party and candidate agents on their roles and responsibilities. Briefing packs for accredited observers and agents are to be distributed.

#### **4.6 OPERATIONAL TRAININGS FOR ELECTIONS**

Training modules are to be developed and conducted for all stages of election operations for respective election staff. All IEC HQ and field staff are to be trained on every stage of election operations. Training manuals and modules are to be reviewed, adapted and modified in accordance with the changes in Electoral Law and electoral system.

Cascade training program is to be used to train approx. 115,000 Polling staff for Election Day; as follows: HQ → Provincial Trainers → District Field Coordinators → Polling Staff. Additional Provincial Training Officers are to be hired for this stage of the election operation.

Polling staff are to be trained over three days: one day general instruction and simulation; one day specialised training for Chairpersons and one day Polling Station set-up and refresher training.

The training is to combine use of simple manuals, discussions, and role-play exercises using sample materials and forms. At the lowest level of the cascade, training is to be done by District Field Coordinators of the appropriate gender. Groups to be trained are to be small (12 to 30) and training venues are to be locally identified (in most cases Polling Centres).

Special training on Polling Centre Management is to be provided by Provincial Training Officers to DFC/DDFCs.

All training is to rely on the facilitation skills of the DFCs/DDFCs, series of illustrated flipcharts, samples of polling materials, practical exercises and written manuals for each stage of trainings.

Count staff for each of the 34 Provincial Count Centres is to be trained on count procedures, including quarantine and audit. Polling Station Chairpersons might be recruited as count staff if needed.

#### **4.7 ROLE OF DISTRICT FIELD COORDINATORS (DFC)**

District Field Coordinators (DFCs) are to be responsible for all electoral activities at district level and therefore, the key staff for successful implementation of the elections. Prior to the election year, a comprehensive manual for DFCs is to be developed, including all necessary information and instructions for conduct of their activities. This manual is to be distributed to all DFCs, and used as basis for their initial training.

DFCs/DDFCs with previous election experience are to be recruited, subject to good performance evaluation from last elections.

Over 1,000 DFCs are to be recruited seven months prior to Election Day and are to be employed until the final results are published and all polling staff members are paid. At least one female and one male District Field Coordinator for every district of the country are to be recruited. More than one team of DFCs might be recruited for districts with large population, territory and/or difficult terrain.

DFCs are to be trained at Provincial Offices, and are to start work before Candidate Nomination period with distribution of Candidate Nomination packages, liaising with local stakeholders, and spreading information on the final date for the Civil Voter Registration. At the same time they are to assess condition of all buildings or locations (where tents were used for Polling Centres) used for 2005 elections, and identify new suitable buildings/locations if needed.

Once Preliminary Voter Lists (PVLs) are ready, DFCs are to display the lists at relevant Polling Centre locations; inform and encourage the voters to check whether their information is recorded correctly and if they were allocated to the right Polling Centre. DFCs are to be responsible for collection of challenges and corrections, and submit them to Provincial Offices in accordance with the procedures.

Approx. 6,000 Deputy District Field Coordinators (DDFCs) are to be recruited in addition to DFCs, one month before the elections. Trainings on operations, reporting, recruitment, polling and counting procedures are to be organised for DFCs/DDFCs at Provincial Offices.

Under supervision of DFCs, DDFCs are to identify, recruit and train polling staff for all Polling Stations in their respective AoRs, and to participate in all other activities related to polling – packing and delivery of polling materials to Polling Centres, set-up of Polling Centres, reporting, retrieval of election materials after polling, etc.

DFCs/DDFCs are to be trained and work as counting staff. After the Count is finished, they are to organise distribution of payments to polling staff.

If second round of Presidential elections is to take place, DFCs/DDFCs are to perform all necessary duties as in the first round of elections.

#### **4.8 SELECTION OF POLLING CENTRES/STATIONS AND CREATION OF VOTER LISTS**

The CVR is to facilitate production of Voter List linking the voters to particular Polling Station and preventing multiple voting. The IEC is to set out deadline for citizens to register; all eligible citizens registered prior to the deadline, are to be included in the Voter Registry for 2009 elections.

Strong public information campaign explaining that only eligible Afghans registered before the deadline will be able to vote in respective Polling Station for elections 2009.

6,250 Polling Centres were used for polling in 2005, providing a good coverage through the country. Approx. 6,500 Polling Centres are planned to be used for 2009 elections with current estimate of maximum 700 voters per one Polling Station. Election material calculations and budget estimates are based on this number.

Survey of condition, usability and capacity of buildings previously used for Polling Centres during 2004-2005 elections is to be done by DFCs and is to start seven months prior to the Election Day. The IEC is to determine the allocation of all settlements/area to specific Polling Centres. New locations are to be considered as contingency if the Polling Centres from the existing list are not suitable and/or do not have sufficient capacity to accommodate the needed number of Polling Stations. Security factors are to play significant role in the selection of polling facilities and locations. These additional facilities and staff might increase the cost of the elections and indicative budget for the election year.

Final list of Polling Centres is to be used for voter allocation to Polling Centres and Polling Stations after finalisation of voter registration. Voters registered as Kuchi are to be allocated to specific Kuchi Polling Stations. Voter Registry data received from MOI is to define precise number of Polling Stations needed in each Polling Centre.

Allocation of voters to Polling Centres/Polling Stations is to be finalised using the Voter Registry database, and Preliminary Voter Lists (PVL) are to be printed. The lists are then to be sent to respective provinces, and displayed at Polling Centre locations. Through intensive public information campaign and direct face-to-face meetings with citizens, voters are to be encouraged to check the displayed lists, and in case of discrepancies, submit requests for corrections and challenges to DFCs or directly to Provincial Offices. Voter Information Centre (VIC) is to provide

information to citizens for verification of Polling Centre allocation, and advice on actions to be taken in case of discrepancies.

Following the Display, Corrections and Challenges period, all corrections and challenges are to be taken to the IEC HQ Data Entry Centre for verification and processing. After all corrections to Preliminary Voter List are made, Final Voter List (FVL) is to be created.

Final Voter Lists for each Polling Station are to be finalised and printed at least one month prior to Election Day, distributed to provinces, and exhibited at Polling Centre locations.

The final list of Polling Centres is to be distributed to media, political parties and candidates, civil society groups. Intensive voter education campaign informing voters on Polling Centre locations and where they should vote is to continue until Election Day.

#### **4.9 CANDIDATE NOMINATION**

Candidate Nomination for Presidential and Provincial Council elections is to take place at the IEC Provincial Offices over the period of three weeks.

Media campaign on CN process is to start approximately three months before the CN offices open. CN packages, including fact sheets and FAQs on roles and responsibilities of candidates and CN process, are to be designed, printed and distributed. Candidate Nomination is to commence six months prior to the Election Day, and is to be open for a period of three weeks.

Candidate data is to be collected electronically at the point of nomination and signed by the candidate as proof of accuracy. Following the nomination process, preliminary candidate lists for Presidential and Provincial Council elections are to be produced, distributed and exhibited for a period of one month in all provinces.

Candidate names on the list can be challenged and appealed during the Challenge period. The ECC is to take final decision on candidate eligibility, challenges and appeals. After the adjudication of challenges, Final Candidate Lists (Presidential and Provincial Council) are to be approved by the IEC and forwarded for ballot production.

#### **4.10 BALLOT DESIGN AND PRODUCTION**

Ballot design process is to start in parallel with the Candidate Nomination process. The size, complexity and required security features of the ballot are to determine printing costs. Size of Provincial Council ballots to a large extent is to depend on adopted amendments to the Electoral Law.

Final design of ballots is to be completed after the ballot lottery. A number of layers of quality control are to be established and strict quality control measures are to be imposed, to avoid any mistakes in ballots. Number of ballots to be printed is to correspond to the total number of registered voters plus necessary contingency.

The timely design, production and distribution of ballots is to be one of the major challenges for the IEC.

In case of the second round for Presidential elections, new ballots with two leading candidates after the first round are to be printed. Potential cost of ballots for second round of the Presidential elections is included in the indicative budget.

#### **4.11 POLLING**

Election Day is to take place in mid-August, if the requested change of the date of Presidential Elections is approved by the Supreme Court.

Comprehensive media and face-to-face voter education campaign for polling is to be undertaken. Campaign is to start five months before elections explaining duties of the President and Provincial Councils, electoral/polling procedure and encouraging voters to vote. Key voter education messages are to emphasise the secrecy of vote, that all votes are equal and that people must vote in person. Messages also are to make clear that it is only possible to vote only if registered and only in the allocated Polling Centre.

The IEC expects to open up to 22,000 Polling Stations in approximately 6,500 Polling Centres through the country on Election Day.

Joint Operational Election Centre (JOEC) as a cross-departmental and cross-institutional mechanism is to be established five weeks prior to Election Day for coordination purposes. Key

aspects of election operations and communication between the IEC HQ and Provincial Offices are to be channelled through JEOC. Apart from the IEC staff from relevant departments, representatives of MOI and MOD are to be part of JEOC. Following the establishment of JEOC, Provincial equivalents of JEOC are to be formed three weeks before Election Day, and include provincial representatives of MOI and MOD. Provincial JEOCs are to provide security updates, track movements of electoral materials, coordinate Election Day reporting and give updates on all stages of operation.

Approx. 115,000 polling staff are to be recruited and trained on polling procedures by DFC/DDFCs. Experienced polling staff that already worked for elections 2004-2005 and were positively evaluated, as well as teachers and other government employees are to be primarily considered for recruitment as polling staff. Identification and recruitment is to be conducted well in advance to allow sufficient time for training, and to fulfil gender equality and neutrality requirements. Recruitment procedures are to take into consideration different access among various groups (Kuchi, disabled, minority ethnic groups, etc.) and are to give ample opportunities for members of these groups to be recruited for various positions.

The distribution of election materials represents a massive logistical challenge, distribution plan with built-in surpluses and contingencies is to be developed and implemented. Polling materials are to be packed in Provincial Offices and distributed to Polling Centres in accordance with provincial deployment plans approved by the IEC HQ. Transport and storage of all sensitive materials requires police presence at all times. Kuchi Polling Stations are to be provided with Presidential elections ballots only.

Voter Lists linking each individual voter to a particular Polling Station and indelible ink are to be applied as important mechanisms to prevent persons casting a vote twice.

After close of polling, all election materials are to be packed and retrieved to Count Centres.

#### **4.12 COUNTING**

Count Centre facilities are to be identified well in advance, and adjusted to the needs of the process in each province.

DFC/DDFCs are to be trained on counting procedures and perform their roles in counting teams or as table supervisors. Additional counting staff is to be recruited and trained if needed.

Intake of materials is to start immediately after the end of polling and is to continue in following days until materials from all Polling Centres are retrieved. Additional staff is to be recruited and trained specially for the Intake phase. All ballot boxes that do not pass the criteria of reconciliation and/or marked as subject to investigation due to irregularities, are to be kept in Quarantine until a decision on their inclusion in counting is not taken. The IEC is to be rigorous in excluding all Polling Stations in which ballot boxes display evidence of irregularities, erring on the side of exclusion, in order to continue the strong message that fraud does not pay.

Special attention is to be paid to the observation of the process. Briefings and trainings are to be organised for accredited agents and observers in order to increase their understanding of all aspects of the counting process, including quarantine and audit; and thus generating their trust in the process. Additional staff (numbers depend on size of electorate in provinces) is to be recruited and trained for the coordination and guidance of observers in counting centres.

Once the counting process is complete for a province, provisional results are to be announced by the IEC, posted at the Count Centres and on the IEC website, complaints period is to commence during which the results can be challenged. Only after complaints are adjudicated by the ECC and any required remedial actions implemented, the IEC is to certify the results as final. Final Results are to be certified by the IEC and published in an official document, which is to be transferred and presented in each province.

The final results for Presidential and Provincial Council elections are to be announced after the certification of results.

#### **4.13 SECOND ROUND OF PRESIDENTIAL ELECTIONS**

In case that no candidate wins more than 50% of valid votes in the first round, second round of elections for President is to take place. New ballots, with two winning candidates after the first round, are to be printed. All Polling Centres/Polling Stations used for the first round are to be used for the second round, as well as polling and counting staff. Counting is to be conducted in the same Count Centres.

Final results of Presidential elections are to be announced once results from all Count Centres are certified.

#### **4.14 MESHANO JIRGA ELECTIONS**

After the results of Provincial Council elections for all provinces are certified and announced, Provincial Councils will be established. Each Provincial Council is to elect a representative to the Meshrano Jirga.

Meshrano Jirga elections are to be supervised by the respective PEO.

## ANNEX I TIMELINES

		NON-ELECTION PERIOD																																
ID	Task Name	2006						2007						2008						Jan														
		Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec		
1	Staffing strategy developed and implemented.								Sep 21																									
2	Inventory reassessment of IEC assets								Oct 1																									
3	Establishment of offices in all provinces in rented premises.								Oct 1			◆	Dec 31																					
4	Construction of infrastructure in provinces								Nov 15																						Nov 15			
5	All SOPs drafted, adopted and enforced.								Aug 15																									
6	Staff manual created and adopted.																								Jul 16	◆	Aug 15							
7	Trainings and workshops for staff on SOPs and operations.								Nov 8																									
8	BRIDGE courses								Aug 15																									
9	Study trips									Jan 15																								
10	Public outreach activities - raising of general awareness on elections								Aug 15																							Nov 15		
11	Changes in Electoral Law drafted and adopted								Aug 15			◆	Apr 30																					
12	Review and adjustment of all electoral procedures																								May 1							Jul 15		
13	MoUs with different ministers drafted, agreed and signed								Nov 15			◆	Apr 15																					
14	Preparation and implementation CVR pilot project with MoI								Aug 15																									
15	Review of PC/PS list for provinces									Jan 1																								
16	Regular press conferences and press releases of the IEC									Dec 15																							Nov 15	
17	Regular briefing sessions for civil society groups									Dec 15																							Nov 15	
18	Regular political party forums																								Apr 15								Nov 15	
19	Development of IEC magazine									Dec 15																								
20	Establishment ECC and PCCs																								Jan 1		◆	Apr 15						

### ELECTION PERIOD

ID	Task Name	2009												Jan			
		Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan
1	Review and confirmation of election procedures				Nov 15							May 15					
2	VE on Candidate nomination process				Nov 15							Apr 20					
3	Recruitment and training of DFCs					Jan 1		Jan 15									
4	Candidate nomination						Feb 23		Mar 12								
5	Candidate challenges and vetting							Mar 27		Apr 17							
6	Production of final list of candidates								May 16	May 22							
7	Ballot lottery								May 25	May 25							
8	Final ballot design and production								May 26		Jul 14						
9	VE on final day of CVR, VL display			Dec 10			Mar 1										
10	Assessment of PCs. Preliminary PC/PS list created.					Jan 16			Mar 25								
11	Recruitment and training of VEs							Apr 1		Apr 30							
12	Display of VLs. Corrections and challenges								May 12		May 31						
13	Corrections of VR, printing of final VLs								Jun 1		Jul 14						
14	Procurement and distribution of electoral materials								May 1		Jul 30						
15	Establishment of Media Commission/Centre								May 1		May 31						
16	Political party/candidate forums								May 1		Aug 1						
17	Observers and agent briefings in HQ and provinces								Jun 1		Aug 5						
18	Accreditation of observers and agents								Jun 16		Aug 1						
19	VE campaign on polling day								Jun 1		Aug 9						
20	Establishment of HQ and provincial JEOCs									Jul 1	Jul 22						
21	Recruitment and training of DDFCs									Jul 1	Jul 10						
22	Identification, recruitment and training of polling staff									Jul 11		Aug 7					
23	<b>Polling day</b>											Aug 9	Aug 9				
24	Retrieval of polling materials, intake and reconciliation											Aug 9	Aug 15				
25	Counting at provincial counting centers											Aug 12	Aug 31				
26	Certification of results												Sep 14	Sep 19			
27	MJ elections												Oct 1	Oct 1			
28	Preparation of second round of presidential elections												Sep 20	Oct 16			
29	<b>Polling day - second round</b>												Oct 18	Oct 18			
30	Counting and certification of results												Oct 22	Nov 15			
31	VE on results of 2009 elections												Nov 15	Dec 15			
32	Planning for 2010 elections												Oct 15			Dec 31	

## ANNEX II INDICATIVE BUDGET

### 1386-1389 INDICATIVE BUDGET\*

COST	1386	1387	1388	TOTAL
<b>STAFFING</b>				
Commission	\$250,000	\$250,000	\$250,000	<b>\$750,000</b>
Head Quarters	\$388,014	\$388,014	\$388,014	<b>\$1,164,042</b>
Core Field Staff	\$282,296	\$282,296	\$282,296	<b>\$846,888</b>
DFCs		\$600,000	\$1,600,000	<b>\$2,200,000</b>
DDFCs			\$3,420,000	<b>\$3,420,000</b>
Voter Educators		\$680,000	\$2,380,000	<b>\$3,060,000</b>
Polling Staff			\$4,600,000	<b>\$4,600,000</b>
Other Part-time Staff	\$55,000	\$186,531	\$1,916,045	<b>\$2,157,576</b>
DSAs for Staff	\$15,540	\$18,648	\$62,160	<b>\$96,348</b>
<b>subtotal</b>	<b>\$990,850</b>	<b>\$2,405,489</b>	<b>\$14,898,515</b>	<b>\$18,294,854</b>
<b>OFFICE RUNNING COSTS</b>				
Running Cost for HQ and Provincial Offices	\$1,423,800	\$1,395,620	\$4,814,720	<b>\$7,634,140</b>
<b>subtotal</b>	<b>\$1,423,800</b>	<b>\$1,395,620</b>	<b>\$4,814,720</b>	<b>\$7,634,140</b>
<b>PROVINCIAL OFFICE CONSTRUCTION</b>				
Land Purchase	\$57,000			<b>\$57,000</b>
Project Design	\$377,000			<b>\$377,000</b>
Construction	\$2,582,750	\$2,582,750		<b>\$5,165,500</b>
Furniture and Equipment	\$213,500	\$213,500		<b>\$427,000</b>
Construction M&E	\$16,500	\$16,500		<b>\$33,000</b>
Connection of HQ Compound to City Power System	\$100,000			<b>\$100,000</b>
Unexpected Construction Cost	\$308,925	\$308,925		<b>\$617,850</b>
Initial Supply of Stationaries and Expandable Goods	\$1,200	\$1,000	\$1,000	<b>\$3,200</b>
<b>subtotal</b>	<b>\$3,656,875</b>	<b>\$3,122,675</b>	<b>\$1,000</b>	<b>\$6,780,550</b>
<b>IT EQUIPMENT AND SOFTWARE</b>				
IT Equipment	\$50,000	\$50,000	\$160,000	<b>\$260,000</b>
Software		\$120,000	\$180,000	<b>\$300,000</b>
<b>subtotal</b>	<b>\$50,000</b>	<b>\$170,000</b>	<b>\$340,000</b>	<b>\$560,000</b>
<b>TRANSPORT</b>				
Vehicle Purchase	\$54,000	\$54,000	\$54,000	<b>\$162,000</b>
Transportation of DFCs		\$270,000	\$1,080,000	<b>\$1,350,000</b>
Transportation of DDFCs		\$225,000	\$900,000	<b>\$1,125,000</b>
Transportation of Civic Educators		\$360,000	\$1,440,000	<b>\$1,800,000</b>
Transport of Materials from HQ to POs	\$25,000	\$50,000	\$175,000	<b>\$250,000</b>
Distribution and Retrieval of Materials (first round of elections)			\$3,700,000	<b>\$3,700,000</b>
Distribution and Retrieval of Materials (second round of elections)			\$2,000,000	<b>\$2,000,000</b>
<b>subtotal</b>	<b>\$25,000</b>	<b>\$905,000</b>	<b>\$9,295,000</b>	<b>\$10,225,000</b>

\*In accordance to the budgetary calendar of the Government of Afghanistan.

COST	1386	1387	1388	TOTAL
<b>POLLING MATERIALS</b>				
Ballots - Presidential Elections			\$1,000,000	<b>\$1,000,000</b>
Ballots - Presidential Elections (second round)			\$650,000	<b>\$650,000</b>
Ballots - Provincial Council Elections			\$4,500,000	<b>\$4,500,000</b>
Ballot Boxes			\$1,194,000	<b>\$1,194,000</b>
Polling Station Kits/Polling Centre Management Kits			\$1,395,000	<b>\$1,395,000</b>
Training Kits			\$1,287,750	<b>\$1,287,750</b>
Voting Screens			\$554,400	<b>\$554,400</b>
Furniture for Polling Stations			\$1,087,000	<b>\$1,087,000</b>
Other Polling Materials			\$2,028,798	<b>\$2,028,798</b>
<i>subtotal</i>			<b>\$13,696,948</b>	<b>\$13,696,948</b>
<b>COUNTING</b>				
Adjustments of Count Centres			\$368,900	<b>\$368,900</b>
Equipment for Count Centres			\$978,350	<b>\$978,350</b>
Running Cost of Count Centres			\$534,480	<b>\$534,480</b>
<i>subtotal</i>			<b>\$1,881,730</b>	<b>\$1,881,730</b>
<b>PUBLIC OUTREACH CAMPAIGN</b>				
Printed Materials	\$71,000	\$105,000	\$441,680	<b>\$617,680</b>
Radio (production and broadcast)	\$39,400	\$60,000	\$311,820	<b>\$411,220</b>
TV (production and broadcast)	\$4,000	\$10,000	\$261,400	<b>\$275,400</b>
Print Media (production and publishing)	\$4,000	\$8,000	\$78,600	<b>\$90,600</b>
Public Outreach Materials and Equipment	\$3,500	\$5,000	\$31,600	<b>\$40,100</b>
Live Round Tables/Conferences	\$1,000	\$2,000	\$7,000	<b>\$10,000</b>
Establishment and Operations of Voter Information Centre			\$350,000	<b>\$350,000</b>
<i>subtotal</i>	<b>\$122,900</b>	<b>\$190,000</b>	<b>\$1,482,100</b>	<b>\$1,795,000</b>
<b>TRAINING</b>				
BRIDGE	\$70,000	\$70,000	\$0	<b>\$140,000</b>
Other Trainings (held at HQ)	\$43,000	\$43,000	\$0	<b>\$86,000</b>
Printed Training Materials	\$20,000	\$20,000	\$406,100	<b>\$446,100</b>
Study Trips	\$20,000	\$20,000	\$0	<b>\$40,000</b>
Election Resource Centre Activities	\$4,900	\$4,900	\$4,900	<b>\$14,700</b>
<i>subtotal</i>	<b>\$157,900</b>	<b>\$157,900</b>	<b>\$411,000</b>	<b>\$726,800</b>
<b>EXTERNAL RELATIONS</b>				
Printed Materials (including materials for accreditation)	\$40,970	\$50,000	\$227,280	<b>\$318,250</b>
Press Conferences and Briefings	\$6,000	\$6,000	\$12,000	<b>\$24,000</b>
<i>subtotal</i>	<b>\$46,970</b>	<b>\$56,000</b>	<b>\$239,280</b>	<b>\$342,250</b>
<b>VOTER LISTS</b>				
Printing of Preliminary and Final Voter Lists			\$35,000	<b>\$35,000</b>
<i>subtotal</i>			<b>\$35,000</b>	<b>\$35,000</b>
<b>ECC</b>				
<i>subtotal</i>		<b>\$62,000</b>	<b>\$1,007,400</b>	<b>\$1,069,400</b>
<b>CONTINGENCY (10%)</b>	<b>\$650,130</b>	<b>\$849,168</b>	<b>\$4,809,469</b>	<b>\$6,308,767</b>
<b>TOTAL</b>	<b>\$7,124,425</b>	<b>\$9,313,852</b>	<b>\$52,877,163</b>	<b>\$69,315,440</b>

## **ANNEX III**

### **ORGANISATIONAL STRUCTURE OF THE IECS**

#### **Structure and Management**

The complexity of elections warrants a comprehensive field structure of 34 Provincial Offices managed by a strong HQ component. The goal is, however, to keep the organisational structure well-defined to enable clear leadership, chain of command and organisational flexibility.

The Chief Electoral Officer heads the IECS organisational structure. A Management Office consisting of two Deputy Chief Electoral Officers (Deputy Chief Electoral Officer for Administration and Finance and Deputy Chief Electoral Officer for Operations) underneath the Chief Electoral Officer assume responsibility for management and coordination of a flat structure of departments (please see Organisational Structure of the IECS) and manage all operational and resource issues. Management Office ensures that all activities are implemented according to the budget and timeline of the IEC.

The IECS HQ departments are: External Relations, Legal, Public Outreach, Logistics, Administration, Communications and Information Technology, Planning and Procedures, Training and Capacity Building, and Field Operations. Heads of departments report to the Management Office.

#### **Departmental Scope of Work**

##### **External Relations**

The External Relations department provides key services and information to stakeholders. The department is responsible for issues related to party and candidate services, media relations, observer facilitation, and accreditation.

The department works closely with political parties and candidates, providing adequate information on the Electoral Law and procedures related to the elections. The focus is in particular on informing parties and candidates on all election related activities and explaining electoral procedures. The department ensures that parties and candidates are aware of their rights to observe the process through party and candidate agents. Through establishing constructive relationship with political parties, is to further engage political parties into the process and with their assistance increase the level of participation of the population in the election process.

The department disseminates information on the activities of the election administration and decisions of the IEC. In addition it ensures that all reporting pertaining to the election is accurate, and promote positive coverage of the election process in the national and international media.

The work of national and international observers is facilitated by the External Relations department. It conducts briefings for various observer groups, prepare and disseminate briefing documents, and ensures that all observers are informed about their role and responsibilities.

Accreditation will be provided for party and candidate agents, media and observers. The department ensures that all stakeholders are aware of procedures for accreditation.

##### **Legal**

Legal department provides legal support to the IEC, is responsible for drafting and presenting legal papers, and ensuring that all official IEC documents are in line with the laws of Afghanistan. The department advises the IEC on necessary changes in the relevant laws and draft amendments. Once Media Commission is established, Legal department is to provide legal support to it as needed.

Translation unit is responsible for translation of all documentation. Depending on the needs of the IEC and workload, the section might need to recruit additional staff. Translation services for Dari, Pashto and English are made available for all departments as required.

##### **Planning and Procedures**

Main responsibilities of the Planning and Procedures department are: forecasting activities of the IEC; drafting Strategic Plan and identifying activities within that plan; drafting the timeframe for the activities of the IEC to be conducted; identifying the resources required for those activities to be implemented, and integrating it into the strategic plan; identifying alternative approaches to be taken for various activities; liaising with other departments in meeting timelines, keeping staff informed of schedules and activities, to meet all set out goals in time and within the budget. The department is also responsible for election planning and preparation, post-election evaluation and follow-up on lessons learned.

All electoral procedures are coordinated and drafted by the Planning and Procedures department, including those for Candidate Nomination, Accreditation, Display, Corrections and Challenges, Polling, Count and others as required.

### **Public Outreach**

Public Outreach department coordinates all civic and voter education activities that are undertaken by the IEC. The department also plays active role in ensuring that population is provided with clear and accurate information related to elections.

The department is responsible for development of print and media material, voter education messages, oversees the production and broadcast of media products. Voter Information Centre is to be established within the Public Outreach Department for the large scale operations period.

The Graphic Design unit designs all IEC print materials, as well as ballots, training manuals and other electoral materials.

Gender Focal Point within the department develops knowledge base on gender issues, women's organisations, women's networks and gender expertise in Afghanistan to support the participation of women in the election process as well as ensures that gender mainstreaming exists throughout the IEC and all decisions made by the IEC. It collects and provides all departments with information, statistics and materials on gender issues.

### **Logistics**

The Logistics department provides all logistical support to the IEC HQ and Provincial Offices, and is in charge of all activities related to supply, assets, warehouse, procurement, office maintenance, construction and transport management. It is to take lead in all activities related to construction of new offices and warehouses in provinces.

The department receives, stores and distributes all necessary assets, maintains accurate inventory and ensures accountability of all assets. It also procures all equipment in a timely and cost-effective manner; and issues service contracts for everything from printing to construction services contracts.

The Logistics department ensures that materials, equipment and facilities are in place to support all aspects of elections and provides all logistical support to election administration for implementation of election operations.

### **Communications and Information Technology**

The Communications and Information Technology department is responsible for providing IT services, maintaining and upgrading IT systems, service and maintenance of all IT equipment.

The department ensures that communication is adequately provided throughout the IEC and regularly updates the IEC website. The following communication facilities are to be provided: HF/VHF radios, mobile phones, VHF Codan, Thuraya satellite telephones and fixed docking stations and local area networks with e-mail and internet connectivity. Each Provincial Office is to be provided with adequate computer and internet facilities. Servers are to be procured for each office to ensure backups and proper administration of the IT network.

Provincial Offices communicate with the Provincial Police HQ via HF Codan radios, VHF (where installed) or Thuraya phones.

### **Training and Capacity Building**

The Training and Capacity Building department is responsible for all training activities of the IEC – determining organisational and individual training needs, arranging training courses both in-house and with training organisations, development of training packages for the IEC activities, etc.

The department is in charge for developing and conducting trainings for election staff on specific election procedures and methodologies. The department devises cascade training plans ensuring that all staff involved in electoral activity are thoroughly trained before the start of the relevant activity.

In close cooperation with other departments, it ensures that election procedures are developed into comprehensive training materials. For a clearer understanding of the procedures, trainings are conducted with the same materials as those used for the electoral activities.

Election Resource Centre (ERC) is managed by the Training and Capacity Building department and functions as the IEC's repository of all records, both electronic and hard copy, on elections, activities and responsibilities of the IEC, library and archive.

### **Administration**

The primary function of the Administration department is to assure that all financial and human resource requirements of the different sections and department throughout the country are conducted in a cost efficient and transparent manner. Administration compiles the financial requirements of all departments into a comprehensive budget and ascertains departmental requirements in order to ensure cost-efficient operations. It monitors and provides guidance and oversight to all departments and Provincial Offices throughout the country.

The department works closely with the IECS management to ensure that sufficient funding is made available from the Government of Afghanistan and international donors. It also produces regular financial reports for the IEC.

The Administration Department monitors and controls financial documents and records, and approves financial transfers to all Provincial Offices. For this purpose, the Administration Department is to develop standardised manual for field staff covering all daily financial, human resource, administration and procurement activities; as well as a simple finance and human resource database at each Provincial Office which could be linked to the main database at the IEC HQ.

The department determines staffing requirements with the Management Office and provides assistance in the development of Terms of Reference for all positions. Quality assurance mechanisms are to be utilised to determine the recruitment and administration processes for staff throughout the country.

### **Field Operations**

The Field Operations department coordinates the work of the 34 Provincial Offices. All communication between HQ and Provincial Offices is channelled through this department.

The key tool for communication to the field is Weekly Instructions (WIs) in periods between elections and Daily Instructions (DIs) during large scale operation periods. WIs/DIs contain all official instructions and information to all field staff. In addition, Field Operations refer all issues/requests/questions raised by Provincial Offices to relevant departments and follow up on proper feedback to be provided and/or action taken.

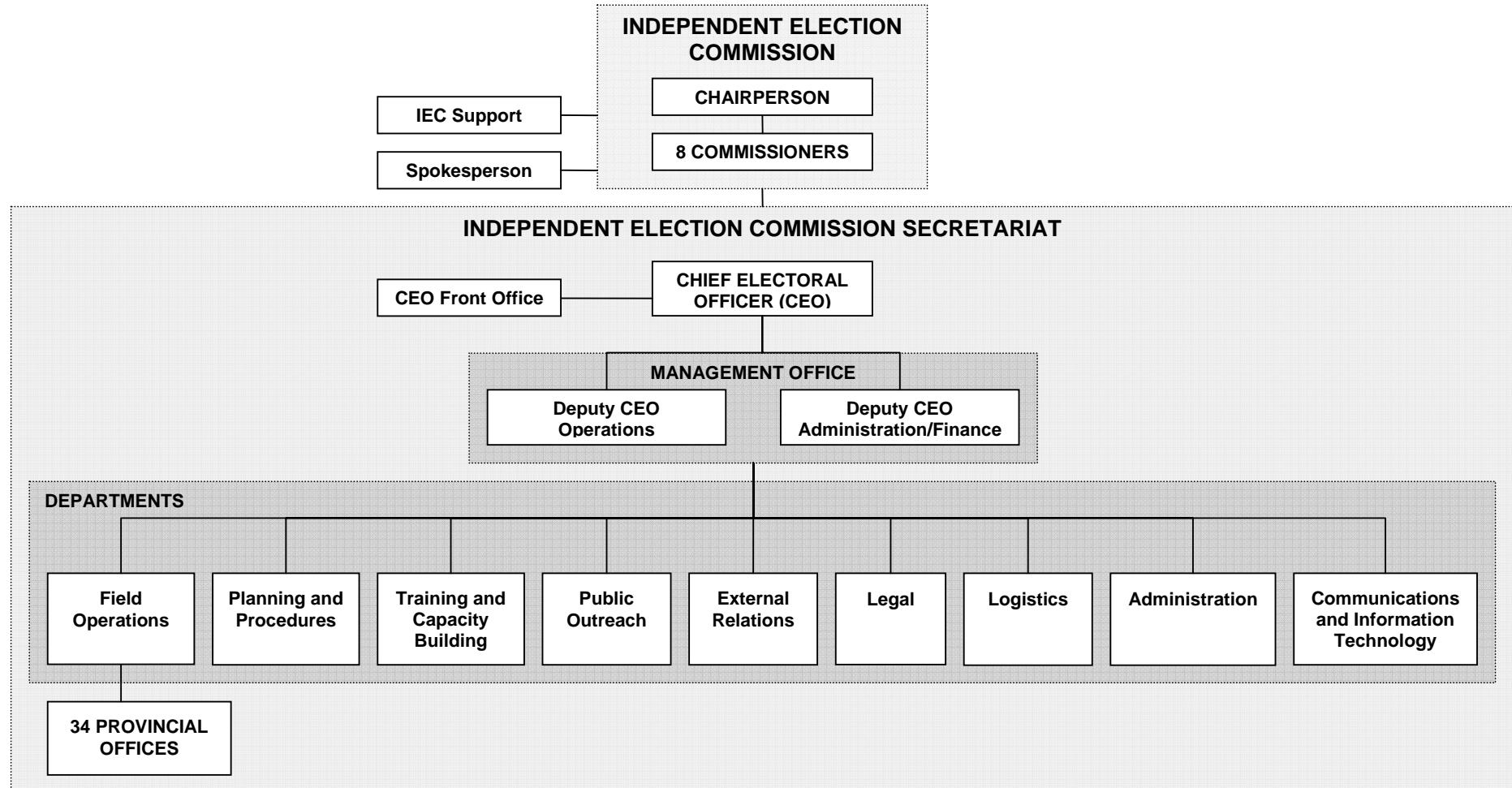
One Field Operations Officer regularly liaises with the MOI regarding security issues and prepares weekly security updates for the IEC HQ and field staff.

### **Provincial Offices**

The IEC is to retain provincial structure and is to re-establish field presence to full needed capacity over the period 2007-2008 to conduct elections in 2009.

Provincial Election Officers (PEOs) head the Provincial Office and manage the provincial election team. The PEO is responsible for implementation of all IEC activities in their respective province.

## ORGANISATIONAL CHART



## ANNEX IV

### CONTINGENCIES

#### Civil Voter Registration Not Completed

The IEC is to conduct regular assessments on how the CVR project is proceeding and identify whether:

- It is feasible to finalise CVR project all across the country in time.
- It is feasible to have all registration data in proper form in time.
- The data collected is sufficient and appropriate for the purposes of the IEC.
- The production and distribution of ID cards is progressing in sufficient speed and all eligible registered voters will receive their ID card before Election Day.

In case the CVR project is not being implemented in accordance with the timeframes of election operation and/or data being collected is not sufficient and/or appropriate for creation of Voter Registry and subsequently for creation of Polling Station specific Voter Lists, planning for new Voter Registration Update (VRU) is to start, including identification and pursuit of necessary funding.

Registration cards issued during the previous Voter Registration in 2003, 2004 and 2005 are to be accepted as valid for 2009 polling.

Comprehensive voter education campaign on VRU is to be undertaken. DFCs are to be trained on VRU operational steps and procedures. Approx. 2,000 Registration Stations are to be identified, in all districts of the country (at least one male and one female Registration Station per district).

Once VRU is completed and all registration data entered, updated Provincial Voter Lists are to be created.

The conduct of Voter Registration Update in 2009 would significantly increase the total budget for 2009 elections. Therefore the budget would need to be revised and request for additional funding submitted.

#### Election Date

Should for some reason the date of the Presidential elections 2009 **not** be changed by the Supreme Court, as per request submitted by the IEC, the IEC will be obliged to conduct elections as currently stipulated in the Constitution in April 2009.

This would completely change the dynamics of the IEC activities in 2006-2009 period and would pose the following difficulties to the IEC:

- Less time for CVR implementation, this would result in higher probability of the necessity for the IEC to conduct the Voter Registration Update.
- Weather conditions in winter would prevent Civic Educators to reach majority of the population at the peak of direct face to face voter education campaign.
- Weather/road conditions would make deployment of polling materials extremely difficult, slow and expensive. There is a high probability that many Polling Centres, especially those in mountain areas, will be unreachable. This would disenfranchise many eligible voters, and seriously affect the elections.

Contingency timelines, required funding, operational plan and budget are being carefully revised and further developed.