



2004 Afghanistan Presidential Election Operational Plan Outline

Pending Approval

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I. Background

Since the overthrow of the Taliban régime in Afghanistan in 2001, there have been a number of milestones in the country's move to a "broad-based, gender-sensitive, multi-ethnic and fully representative government" (Bonn Agreement of 2001).

Among these have been the Emergency *Loya Jirga* (ELJ) of June 2002, at which Hamid Karzai was elected as President of the Transitional Islamic State of Afghanistan, and the Constitutional *Loya Jirga* (CLJ) of December 2003, which led to proclamation of the Constitution of Afghanistan in January 2004.

Decrees to establish the Interim Afghan Electoral Commission (IAEC) and the Joint Electoral Management Body (JEMB) were made on 26 July 2003. In February 2004, the UNAMA Electoral Component (UEC) became part of the JEMB Secretariat.

A Voter Registration Program (VRP), funding of which has been co-ordinated by the United Nations Development Program (UNDP), has been in the field since late 2003 in support of the November 2003 Decree on the Registration of Voters for the 2004 Elections. VRP fieldwork is expected to be complete by 30 June 2004.

The JEMB has been given extensive authority to arrange and conduct Presidential elections on 9th October 2004 and a contingent Presidential run-off election in November 2004. As with the VRP, extensive donor funding will be required to support this phase of Afghanistan's transition to democratic governance, and UNDP will again play a central role in co-ordinating donor assistance.

This document is an outline of an operational plan for successful conduct of elections in Afghanistan in 2004, and builds on the assets in place for the successful conclusion of the VRP.

II. Purpose

The Elections Project has four purposes

- To support the conduct of free, fair, universal and direct elections for a President of Afghanistan in October 2004 and a Constituent Assembly (*Wolesi Jirga*) in April or May 2005
- As required, to support the conduct of a free, fair, universal and direct run-off election for a President of Afghanistan within 2 weeks of the announcement of results of the precursor election
- To provide such capacity building that an Afghan Electoral Commission will be able to conduct provincial and district elections in 2005 with minimal, or much-reduced, international support. To this end, it is envisaged that all international staff will have a national counterpart, and that “grass roots” activities, such as the operation of polling centres, will be carried out by national staff alone
- To promote public knowledge of, and participation in, the electoral process, and to promote an environment in which Afghan citizens are able to fearlessly exercise their legitimate political rights

III. Operational Environment

Electoral Management Structure

The JEMB has overall responsibility for the organisation and oversight of VRP and its successor Election Project to be held during the transitional period as defined by the Constitution.

Under the supervision of the JEMB, the JEMB Secretariat (JEMBS) is in charge of polling operations. The Secretariat is headed by a Director, appointed by the President, who is accountable to the JEMB.

The JEMBS oversees all electoral personnel, including eight Regional Electoral Offices, 35+ Provincial Electoral Offices, and up to 5000 local-level registration and polling sites.

The eight Regional Co-ordinators each oversee four or five Provincial Co-ordinators, responsible for operations at the provincial and district level. The Provincial Co-ordinators each manage teams of Logistics Officers, Civic Education and Public Information Officers and Trainers, as well as the National Field Co-ordinators (NFCs).

For VRP the NFCs supervise the local-level registration sites, each of which consists of separate sites for men and women. Each site is staffed by a male and female election team of four staff each, including male and female team leaders, who report to the NFC.

Actors

Electoral Bodies

1. **Joint Election Management Body (JEMB).** The JEMB, established by presidential decree, is composed of 6 Afghan members of the AIEC and 5 International members, appointed by the SRSG. The chairman of the AIEC is also the chairman of the JEMB. The JEMB possesses legal authority to conduct the 2004 elections. To this end, the functions of the JEMB include establishment of the regulatory framework, including the use by political parties and candidates of publicly owned media; supervision of the JEMBS in the organisation and conduct of the elections; registration of candidates; deciding or referring complaints, disputes, and challenges; inviting national and international electoral observers, as it deems appropriate, and advising on whether the elections are conducted in a free and fair manner. Finally, the JEMB will certify, announce, and facilitate the implementation of, election results, as well as facilitate any transfer of power. For the conduct of the 2004 Presidential election, all plans and orders will be issued by and in the name of the JEMB.

2. **JEMB Electoral Secretariat (JEMBS).** The role of the JEMBS is to support the JEMB and the AIEC in the exercise of their functions. The JEMBS carries out operations relating to 2004-2005 elections.

United Nations (UN)

- a) **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 will monitor, report, investigate and make recommendations on the exercise of political rights and other rights involved in the electoral process. Through its offices, it will conduct dialogue with local leaders and commanders to encourage participation in the electoral process. It will assist the government in attaining the political benchmarks required for a free and fair election. UNAMA also provides staff for the JEMBS.
- b) **UNAMA Chief Administrative Officer (CAO).** The CAO is responsible for providing operational support and services, particularly engineering, information technology, and transportation of JEMBS staff and materials.
- c) **United Nations Office for Project Services (UNOPS).** UNOPS provides operational and logistical support as well as some of the recruitment and remuneration of staff, procurement and maintenance of vehicles and other equipment, and contract services during the VRP and elections.
- d) **United Nations Development Program (UNDP).** UNDP acts as principal fund raiser for the voter registration project and electoral components, as well as manages the funds raised from donors for the VRP; provides procurement support to the project as required; and delivers, with support from other implementing partners such as UNOPS and UNV, human resources, including recruitment and training, required in the implementation of the project. UNDP also manages, under the Law and Order Trust Fund for Afghanistan (LOTFA), the special police component for the voter registration process together with the Ministry of Interior (MoI) as the executing partner for LOTFA.
- e) **United Nations Security Coordinator (UNSECOORD).** UNSECOORD, the security coordinator for the UN system, is responsible to the UN Designated Official (DO) and the Security Management Team (SMT) for the security of all UN staff and premises. It provides advice on the security situation and the impact of the security situation on all UN programs and provides security advice to the JEMBS Director of Security as required.
- f) **United Nations Volunteers (UNV).** UNV provides international and national personnel for support to the VRP and elections.

The Government of Afghanistan

- a) **Ministry of the Interior (MoI).** The MoI maintains order within the country. It has oversight of and supervises all Afghan police forces and the provincial governors. The MoI will provide significant support, where necessary, during the elections. The MoI also has the lead role in the delimitation of provincial and district boundaries.
- b) **Ministry of Education (MoE).** The MoE supervises all schools and lyceum. The MoE will be asked to provide, where necessary, facilities for electoral sites, as well as teachers and other literate personnel for service at those sites.
- c) **Ministry of Information and Culture (MoI&C).** The MoI&C will be asked to provide, where necessary, broadcast time and printing capabilities (through Radio-TV Afghanistan, the Bakhtar News Agency, and government printing houses) on behalf of the elections; to assist in the development and conduct of the civic education and public information campaign; and to assist with mobilizing the Afghan electorate to maintain the necessary number of electoral workers, set the political environment for a secure electoral exercise, and promote the travel of women for participation in the electoral process.
- d) **Ministry of Justice (MoJ).** The MoJ is responsible for registering political parties and for assisting in the drafting of the electoral law and other legislation required to establish a free and fair environment for the electoral process.
- e) **Governmental commission to support the electoral process.** A governmental Commission, consisting of the Ministers of Defence, Interior, Justice, Rural Development, Women's Affairs, and Tribal and Border Affairs, will co-ordinate, promote, and monitor the efforts of government agencies in support of the elections.

International Military Forces

- a) **Combined Forces Command - Afghanistan (CFC-A).** CFC-A (or "the Coalition") will provide security assistance throughout its area of operations in support of the VRP and elections.
- b) **The International Security Assistance Force (ISAF).** ISAF will provide security assistance throughout its area of operations in support of the VRP and elections.

Afghan Independent Human Rights Commission (AIHRC)

Under its mandate, the AIHRC is to monitor and promote the free exercise of political rights in Afghanistan. It will be called upon to intensify its activities during the electoral process. In this context, it will be requested, as its capacity allows, to manage the national electoral observers in order to ensure the rights of Afghans to speak, register, and vote freely.

Non-Government Organisations (NGOs), Civil Society Organisations, and Contractors

- a) **Global Risk Strategies (Global).** Global provides logistic and planning advice to JEMBS staff at HQ, Regional and Provincial level.
- b) **International Foundation for Election Systems (IFES).** IFES provides assistance to the JEMB, government, political parties, and other stakeholders in election planning and administration, election law development, political party development, and voter and civic education.
- c) **National Democratic Institute for International Affairs (NDI).** NDI provides practical assistance to civic and political leaders attempting to advance democratic values, practices, and institutions through building political and civic organisations, and promoting citizen participation, openness, and accountability in government.
- d) **National and International Electoral Observers.** In order to ensure that standards of freedom and fairness are met, international observers, possibly provided through the European Union and other international organisations and NGOs, would be accredited by the JEMB and facilitated by UNDP. National observers may be recruited from among local civil society actors.
- e) **Other international and national NGOs** are invited to provide support to the electoral process under the overall coordination of the JEMBS, particularly, but not limited, to support of civic education activities.

IV. Legal Framework

At the time of writing, several draft Electoral Decrees are under consideration by the President and Council of Ministers. All draft decrees will require the JEMB to make extensive regulations for the conduct of elections, and ongoing delays are creating difficulties for both the JEMB and Secretariat.

Existing Laws

Existing decrees include

- The Constitution of Afghanistan
- Decree on the Establishment of the Interim Afghan Electoral Commission (IAEC)
- Decree on the establishment of the Joint Electoral Management Body (JEMB)
- Decree on the Registration of Voters for the 2004 Elections
 - The Electoral Law

V. JEMB and Secretariat, Structure and Responsibilities

General

The election program is seen as a logical successor to the Voter Registration Program (VRP). Consequently, it is proposed that, as far as possible, VRP staffing and structure be adapted to delivery of the election program.

New national staff are to be employed at each registration site in an effort to enlarge the pool of people able to be re-employed as polling officials.

However, VRP has and will have an extended implementation period across Afghanistan whereas polling for the elections ideally will occur on a single day.

Interim Afghan Electoral Commission

The Interim Afghan Electoral Commission (IAEC) was established by a Decree dated 26 July 2003. Comprising six members, it has responsibility for

- recruitment of national voter registration and civic education staff
- advising the government on preparations for elections in 2004-2005
- recruitment and training of national electoral management staff

Joint Electoral Management Body

The Joint Electoral Management Body (JEMB) was established by a Decree dated 26 July 2003. It comprises the six members of the IAEC and five appointees of the Special Representative of the Secretary General of the United Nations (SRSG).

Responsibilities of the JEMB include

- issuing regulations, procedures etc to guide voter registration and elections
- advising the President and the SRSG whether the criteria for free and fair voter registration and Elections processes can be met
- delivering a Voters' Roll
- hearing complaints and investigating irregularities
- planning, conduct, oversight and ascertainment of the results of elections

Additionally, it is expected that an Election Decree will charge the JEMB with a similar range of responsibilities for the planning, conduct, oversight and ascertainment of results of elections.

Media Commission

At least 60 days prior to the election, the JEMB is required to establish a Media Commission to monitor media coverage of the election campaign and, if necessary, make recommendations for corrective action.

JEMB Secretariat: Central

The JEMB Secretariat (“Secretariat”) will advise, and execute the decisions of, the JEMB. Functional components of the Secretariat are as follow.

Director

The Director of the Secretariat will serve as Chief Executive of the Secretariat. Most components of the Secretariat will comprise national executives complemented by international advisers. As precise arrangements will vary between components, the components themselves, rather than their personnel, are described below.

Legal Adviser

A Legal Adviser will provide legal support to both the JEMB and Secretariat.

Translation Unit

This Unit will translate documents between English, Dari and Pashtu as required by other JEMBS components.

Operations

Election Planning

An Election Planning Unit will plan and co-ordinate preparations for, and the conduct and ascertainment of results of, the elections. As events unfold, the Unit will add detail to, and revise, the operational plan, and assist other components to plan their activities to meet operational schedules.

Nominations Unit

A Nominations Unit will be established to

- monitor the ongoing registration of political parties
- receive party lists for 32+ provinces, receive Presidential nominations, receive nominations from independent candidates, and ensure candidates meet basic eligibility criteria and that party lists meet gender-specific requirements
- provide advice to the JEMB on the form of ballot papers to be used for the Presidential and *Wolesi Jirga* elections

- co-ordinate the registration of symbols to be used to depict political parties on ballot papers

The Unit will also manage the registration of party agents, national and international observers and facilitate their participation in the elections.

Logistics

Carrying on from its role in the implementation of VRP, the Logistics Unit will procure, store, distribute and recover election materials. Additionally, Logistics will undertake liaison with the United Nations Office of Project Services (UNOPS) to

- recruit and pay national staff
- supply, maintain and refuel vehicles
- identify, supply and secure regional and provincial premises
- supply and maintain telecommunications and information systems

Area Management

The Area Management Unit will co-ordinate Regional, Provincial and District activities in support of the election program.

Security

The Security Unit will co-ordinate arrangements with national and international security elements to ensure the safety of staff carrying out election-related activities and, particularly, provide advice as to the prudence of particular activities at given times.

Voter Registration/Election Results Unit

In fulfilment of its function under the VRP, this Unit will compile comprehensive lists of eligible voters by 30 July 2004 and provide demographic and voter data in a range of formats to support planning and conduct of the elections.

The assets of the Unit are seen as being ideally suited to adaptation as an Election Results Unit (ERU). Cumulative and final elections results for both the Presidential and *Wolesi Jirga* elections will be fed to the ERU from each province, aggregated as required, and disseminated through a variety of media.

The ERU should not be confused with a Media Centre: the ERU will exist independently of, but provide feed to, a Media Centre, which may be established either by the JEMB or an independent donor.

Process and Training

Guided by JEMB decisions, the Process and Training Unit will prepare procedures, manuals and forms dealing with

- nomination of candidates
- registration and conduct of election agents, national and international election observers
- polling
- counting votes

The Training sub-component will prepare course outlines and materials suitable to a cascade training program for national polling and counting staff, and deliver trainer training and the first stages of the cascade training program.

Public Outreach

Civic Education

Building on its work during VRP, the Civic Education Unit will prepare, distribute and promulgate materials designed to

- provide specific information about polling day, polling centre locations and recording a valid vote
- promote the values of free, secret, universal and direct elections
- encourage the participation of women and disabled people

The unit will also guide the delivery of civic education services at Regional, Provincial and District level. Co-option of national and international NGOs will be fundamental to widespread dissemination of electoral messages.

Public Information

The Public Information Unit will prepare and provide information to all interested participants on

- election law
- election arrangements
- election results
- relevant issues which arise during the election period

The Unit will have a central role in the establishment of a Media Centre or, if the Centre is operated independently of the JEMB, in providing JEMB input at the Centre.

The Unit will also have a proactive responsibility to manage emerging issues concerning the election process.

Graphic Design

The Graphic Design Unit will continue to provide graphic design services, particularly in support of training, civic education and public information.

Graphic Design will co-ordinate design of ballot papers for the Presidential and 32+ provincial elections.

JEMB Secretariat: Regional, Provincial, District and Polling Centre

Regional

A Regional Co-ordinator (RC) and international adviser will manage each of the eight Regions, as follows:

West	Herat
North	Mazar-e-Sharif
North East	Kunduz
Central Highlands	Bamiyan
Central	Kabul
East	Jalalabad
South	Kandahar
South East	Gardez

Each region will have a Regional Logistics Co-ordinator and international counterpart. Regional offices will also have support staff as required.

Regional offices will provide managerial and logistical support for a group of four or five Provincial offices. They will be the primary conduit for information flowing between the central Area Management Unit and Provincial offices. It is likely that a Provincial office will be co-located with each Regional office, although this will not be mandatory.

Provincial

A Provincial Field Co-ordinator (PFC) and international counterpart will manage each of 34 provinces.

Three additional Sub-provincial offices will be established and staffed as if they were provinces to coincide with UNAMA boundaries and overcome geographical difficulties.

Provincial staff will include a Logistics Adviser, a Public Information Adviser and a Training Adviser. The Logistics Adviser will have a national counterpart, and the Public Information and Training Advisers will have both male and female counterparts.

Additional support staff will be employed according to the numbers of registered voters at the close of VRP.

Provincial staff will

- recruit and train national polling officials
- carry out civic education and public information activities
- undertake liaison with parties, their agents, candidates and observers
- supply materials to each Polling Centre
- maintain contact with Polling Centres on polling day
- retrieve polling materials
- manage the count of votes recorded at both Presidential and *Wolesi Jirga* elections
- manage closure and return of assets

A large number of national staff will be needed to undertake the count of votes, perhaps as many as 1 per 2,000 voters. PFCs are likely to recruit these staff from the ranks of polling officials, who are available for employment during the week following polling day.

There will be in the order of 5,000 Polling Centres established for polling day, but their distribution between provinces will be uneven and indeterminable until the finalisation of VRP.

District Co-ordinators

A District Field Co-ordinator (DFC) will be appointed for each District. Dependent on local assessments, more than one DFC may be appointed per District, or a DFC may be appointed for more than one District. National Field Co-ordinators (NFCs) who worked on the VRP will serve as a pool of potential recruits to DFC positions. Ideally, DFCs will be resident in the District centre and be able to work from their own homes.

DFCs will

- train polling officials where it is impractical for them to be trained at Provincial level
- act as a supply point for the distribution of polling materials
- monitor procedural compliance at each of their allotted Polling Centres
- act as conduit for communications between Polling Centres and PFCs on polling day
- ensure the safe and timely return of material to the Provincial office

DCs will be employed for 3-4 weeks prior to polling day(s) and, in many cases, will be among the pool of staff retained for the count of votes.

Polling Centres

The following outline applies, whether one or two polling days are required. Unless significant adjustments are required, the configuration of Polling Stations and Polling

Centres for the Presidential and *Wolesi Jirga* elections will be re-established for the contingent Presidential run-off election.

Staff who have been employed as Voter Registration Team Members will be eligible for re-employment as polling officials. However, it is estimated that there will be an additional recruitment need for around 120,000 polling staff.

25,000 Polling Stations will be managed by a Presiding Officer, assisted by an Identification Officer, Inker, Issuing Officer, Ballot Box Controller and Queue Controller. The requirement for polling staff is, therefore, 150,000 people. Although, desirably, all staff will be literate, it is only an essential requirement for Presiding and Identification Officers.

Each Polling Centre will comprise at least 2 Polling Stations, for male and female voters respectively, and staffed correspondingly.

Further polling stations may be added to a Polling Centre as indicated by voter registration figures. It is anticipated that there will be 5,000 Polling Centres nationally, in the main corresponding to voter registration sites.

Polling will be conducted between 0700 h and 1600 h, but may continue until nightfall if necessary.

It will be difficult to estimate turnout until the conclusion of VRP but, on an arbitrary figure of 7,500,000, each Polling Station will cater to, on average, 300 voters. Given the requirement for separate male and female Polling Stations, there will be an unavoidable under-utilisation of resources in some places, and it is likely that some male Polling Stations, particularly, will serve considerably more than 300 voters.

Polling staff will

- set up Polling Stations in accordance with guidelines
- check the identification of each eligible voter
- hole-punch each voter's registration card and paint his/her thumbnail with indelible ink
- provide ballot papers to each voter
- provide impartial guidance on how to mark a ballot paper
- ensure each voter marks his/her ballot paper in secret
- ensure each voter deposits his/her ballot papers in a ballot box
- maintain appropriate records of the poll
- ensure safe return of polling material in accordance with their DFC's instructions

VI. Out of Country Operations

Executive Summary

The International Organization for Migration (IOM) will conduct the Afghanistan Out-of-Country Registration and Voting Program (OCRV) for the Afghan refugees residing in Pakistan and Iran on behalf of the Joint Election Management Body (JEMB), of the Government of Afghanistan (GoA), and United Nations Assistance Mission to Afghanistan (UNAMA).

This Concept assumes that a minimum of 90 days will elapse between the signing of the Letter of Agreement (LoA) between IOM and UNDP, and the MoU between IOM and UNAMA/JEMB, and the Election Day. At time of writing the all parties have signed up to facilitating & implementing OCRV, the operational window has now reduced, however, to 81 days and as such this outline may be subject to change as the operation develops.

OCRV will conduct voter registration activities in Pakistan and polling activities in Pakistan and Iran. The major difference in polling procedures between the two host-states is that voters in Iran will use *Amayesh* identification cards to prove eligibility, and no advance registration is necessary. In Pakistan, eligible voters will be issued UNAMA/JEMB/IOM Voter Registration Cards, which will serve as identification means on Election Day.

Out of a total estimated electorate of 2.5 million, for security, time-frame, and logistic reasons, the primary target electorate is limited to 400,000 to 500,000 refugees, namely those permanently residing in recognized and accessible refugee camps in Pakistan. In addition, two urban centers will provide registration hubs – Peshawar and Quetta.

To implement the program, OCRV will open a Headquarters Office in Islamabad, Pakistan and will establish three Regional Offices (Peshawar and Quetta, in Pakistan; and Tehran, in Iran). In addition, seven Field Offices will be opened in each country.

At the height of the operation, OCRV will employ a total of 124 international and 291 national, permanent staff. This will be complemented by 600 short-term Community Mobilizers to be employed for the registration period in Pakistan, and an additional 20,400 individuals will be employed on Election Day. To the extent possible, recruitment of local staff will be undertaken from among the refugee community. In Iran, 444 Community Mobilizers will be hired to disseminate information about the elections, while a total of 11,160 individuals will be employed for the Election Day.

Only presidential balloting will be conducted under the OCRV program, and polling in both countries will occur concurrently with the in-country Afghan election.

Security is a major concern for voter registration and polling in Pakistan. A number of areas in which Afghans live are the scenes of on-going military operations. Elements that have an interest in disrupting the operation have been reported by UNAMA/JEMB. OCRV might decide to close some Registration/Voting Centers, due to serious security threats or incidents.

Moreover, it is expected that frustration and dissatisfaction in certain groups of disenfranchised Afghan refugees - caused by the fact that under the condensed time frame the program will be limited to specific areas and/or groups of refugees - will almost inevitably pose an additional security threat to the operation.

This Operational Concept describes the best case scenario. No doubt, there will be numerous shortcomings, which will almost inevitably result in significant operational and political flaws in the Program implementation.

Relationship between IOM and UNAMA/JEMB

UNAMA/JEMB and IOM will sign a Memorandum of Understanding that will:

- Authorize IOM to carry out the OCRV Program in Iran and Pakistan;
- Commit funds for the OCRV;
- Reflect UNAMA/JEMB and IOM approval of this Operational Concept.

The JEMB will determine the eligibility requirements for Afghan nationals resident in Pakistan and Iran.

OCRV will follow and implement all rules and regulations established by the JEMB.

IOM will provide OCRV services with funds received from UNDP.

UNAMA/JEMB will retain responsibility for the following:

- Provision of all registration forms and other registration materials, ballot kits, boxes, screens, forms and seals, and other materials, such as camera kits, lamination equipment, voter education materials and similar;
- Airlifting all registration and voting materials from Kabul to designated airfields in the host-countries and materials retrieval;
- UNAMA/JEMB contracted OCRV Liaison staff in Kabul.

This Operational Concept serves as an integral part of the LoA between UNDP and IOM and also the Memorandum of Understanding (MoU) between UNAMA/JEMB and the IOM.

OCRV will develop an Operational Plan, including the registration and polling location proposal that is subject to approval by the JEMB.

IOM will ensure that all OCRV activities comply with the rules and regulations of the JEMB. Where this - due to time constraint- should not be possible, the JEMB will be consulted beforehand.

With the signing of the MoU and the LoA, the principle stakeholders acknowledge these potential imperfections.

Pakistan Registration

Memorandum of Understanding

UNAMA/JEMB, GoA and the Government of Pakistan (GoP) will sign an MoU allowing the OCRV to be implemented in Pakistan.

IOM may negotiate a separate, tripartite “Operational MoU” with GoP and with UNAMA, listing the rights and obligations of each party, including:

- facilitated entry into Pakistan of all staff engaged in OCRV operations;
- free movement of OCRV staff throughout Pakistan, including in the Tribal Areas;
- timely customs clearance of OCRV-related equipment;
- free import, export, transit and movement of all OCRV related materials.
- UNAMA’s (or host country UNDP office) assistance with visas and customs clearances, as required.

The IOM/GOP MoU will also request that the Pakistani government provides some support and infrastructure services in-kind or at reduced rates. These services may include:

- provision of public facilities, telephone lines and office space;
- provision of police officers at all Registration Centers;
- adequate security at all OCRV facilities.

Infrastructure-Afghanistan and Pakistan

OCRV will establish the OCRV headquarters (OCRV HQ) in Islamabad, Pakistan. This office will provide overall management to the Program.

OCRV will establish the Kabul Liaison Office (KLO) that will represent OCRV at the JEMB Secretariat.

The KLO will be staffed with the Chief Liaison Officer to the JEMB, the Senior Procedures and Training Officer, and the Senior Voter Education Officer, and locally engaged support staff.

This office will track developments within UNAMA/JEMB and the Interim Election Commission (IEC), liaise with Voter Education and Training Units, and coordinate logistic operations with the OCRV HQ in Islamabad.

UNAMA/JEMB will create an OCRV Support Team at the Electoral Unit in Kabul.

Two Regional Offices will be established in Pakistan: one in Peshawar and one in Quetta to provide logistic support to a network of up to seven Field Offices (FOs).

The Heads of Regional Offices in Pakistan will report to the OCRV Director in Islamabad.

Each RO should identify and secure access to a warehouse facility for sorting, supervision and distribution of all registration and elections materials.

The final location of Field Offices will be subject to change based on further assessments to be conducted by OCRV in Pakistan.

Each FO will identify facilities, hire and train staff, coordinate logistics, and provide local voter education and information services for 25 to 35 Registration Centers.

Each FO will require an average safe storage capacity for 35 cubic meters of registration materials or a space for placing two 20-foot sea containers.

OCRV will open a small number of Registration Centers (perhaps 10 to 20) by the end of August. The number of Registration Centers will gradually increase until OCRV registration ends after the second week of September 2004.

Staffing and Deployment

OCRV will begin contracting and fielding staff immediately upon signing the LoA and the MoU referred to in point 2 above.

The attached Cost Estimate provides a detailed description of the staffing requirements for each office.

Staff will be recruited and contracted by IOM. Formal terms of reference and qualifications will be drafted by IOM for all OCRV staff.

IOM may subcontract other agencies for the provision of qualified field staff.

Once the OCRV HQ is established in Islamabad, OCRV will utilize it as the primary staging area for all arriving OCRV staff.

IOM will seek an agreement with the GoP to issue Pakistani Visas at the Islamabad airport for arriving staff.

All staff will be briefed/trained by the OCRV HQ in Islamabad prior to deployment to their duty stations.

As opposed to the stagger arrival of staff anticipated under the “120-day” Operational Concept, all staff will arrive as soon as possible and will be deployed immediately to set up the operation in their respective areas of responsibility.

All ROs and FOs will need to be fully staffed and operational by late August.

Each FO will hire, train, and coordinate Long-Term Community Mobilizers (LTCMs) from among the Afghan refugee population.

Working in teams of two, LTCMs will identify facilities, identify and train registration staff, and provide logistical support to the registration process.

Registration Center staff will consist primarily of Afghan refugees recruited from among teachers, humanitarian service providers, and community elders.

Due attention will be given to ensure an appropriate gender balance among the recruited Registration Center staff.

Registration staff will need to be recruited, contracted and trained no later than one week prior to the start of registration.

Each LTCM team will be responsible for between 3 and 5 Registration Centers.

One week prior to registration, each FO will recruit and hire additional Short-Term Community Mobilizers (STCMs), who will work in teams of two, to provide logistical support to individual Registration Centers.

Each Registration Center will have at least one Community Mobilization Team (long term or short term) assigned to it during the registration.

The Community Mobilization Teams will function in approximately the same fashion as in-country “National Field Coordinators.”

The total number of Community Mobilizers (LT and ST) required is up to 600, each sharing a car/driver and a communication device.

Registration Facilities

Each Registration Center will contain two Registration Stations, one for male and one for female registrants.

Each FO, supervising and supporting the work of the LTCMs, is responsible to identify and establish 25 to 35 Registration Centers.

Afghan nationals will register and vote at the same location. This requires that all Registration Centers be suitable to house up to eight individual Polling Stations, together called a Polling Center.

In areas with high concentrations of Afghan refugees, multiple Registration Centers may be established in close proximity.

Registration facilities will be selected based on criteria developed by OCRV in consultation with UNAMA/JEMB. Each facility will be subject to approval by the OCRV HQ. As much as possible, schools and other community facilities will be utilized.

OCRV may coordinate with the Pakistani Election Commission, other government ministries, UNHCR, and humanitarian service providers to identify suitable facilities.

Registration/Polling Centers may require minor refurbishment. The host-governments will be asked to provide facilities free of charge. If this is not possible, rental fees will be deducted from the refurbishment Cost Estimate line.

A list of Registration Center locations will be submitted by the OCRV to the JEMB for approval.

Training

The OCRV Procedures and Training Team (KLO and HQ Islamabad) will design training modules and booklets for use in the field.

Once the training program is designed, it will be disseminated to the Regional Offices.

The Field Office training staff will then organize training sessions for the LTCMs.

LTCMs will train the registration staff.

Printed Materials

UNAMA/JEMB will develop unique registration forms for Afghans registering in Pakistan.

UNAMA/JEMB will procure and transport 620 Registration Kits, including forms, cameras, and other required materials from Kabul to airfield(s) agreed to between OCRV and UNAMA/JEMB.

UNAMA/JEMB will deliver all registration materials to Pakistan at least one week prior to the commencement of registration.

The RO and FO logistics staff will organize the distribution and storage of registration materials via the FOs and Community Mobilizers to Registration Centers.

UNAMA/JEMB and OCRV will develop manuals on Registration Guidelines, Rules and Regulations, Legal Framework, and Training. OCRV will print and provide all ROs with these materials.

UNAMA/JEMB will also print and provide any other materials necessary for the registration.

Information Campaign

The OCRV Voter Education Team will work closely with UNAMA/JEMB to develop registration information, including leaflets, flyers, radio and television spots, and other media strategies to ensure that Afghan refugees are fully aware of the registration process and procedures.

The OCRV Voter Education Team and UNAMA/JEMB will together approve all content of voter education materials prior to their release.

Each RO will be staffed with a Senior Voter Education Officer. This Officer will work closely with the OCRV Voter Education Team, the GoP, and national media outlets and refugee associations to ensure comprehensive and accurate distribution of registration related information.

The Senior Voter Education Officer will coordinate with the FO Voter Education Officers for local distribution of information.

The FO Voter Education Officers will participate in training sessions organized by the Senior Voter Education Officer.

The FO Voter Education Officers will then train the LTCMs on proper procedures, as well as techniques for training Registration Center staff.

The LTCMs will train the registration staff.

The LTCMs will also liaise with refugee associations and camp elders to distribute information on the registration. They will implement voter education projects among refugee communities based on materials developed by UNAMA/JEMB and the OCRV Voter Education Team.

RO and FO voter education staff will monitor local press to ensure the accuracy of election related content and respond to inaccuracies. Local election staff will also be trained to look for and respond to inaccurate information.

Transportation of materials

The OCRV HQ will, in coordination with UNAMA/JEMB, ROs and FOs, develop a material distribution plan.

Delivery of registration materials to Pakistan will be organized by charter planes provided by UNAMA/JEMB. To the extent possible, materials will be delivered directly from Kabul to airports convenient to the ROs, which requires sorting in Kabul prior to delivery.

UNAMA/JEMB will procure all necessary customs papers for transport, as specified in the MoU between UNAMA/JEMB and the GoP.

Registration Centers will observe all JEMB procedures related to the sealing, storage, and transport of registration forms and materials.

Completed batches of registration forms will be sealed by registration staff in Tamper Evident Bags (TEBs) provided by UNAMA/JEMB and transfer forms will be mirroring the same procedures as have been developed for in-country voter registration.

Community Mobilizers will be responsible for the collection and delivery of completed registration forms packed in the TEBs to the Field Offices.

These materials and transfer forms will be forwarded to the ROs, for return to Kabul on UNAMA provided aircraft.

OCRV and UNAMA/JEMB will agree to a schedule for the collection, storage, and transport to Kabul of completed registration records and transfer forms.

All Community Mobilizing Teams will be provided a car and driver to facilitate movement of registration materials between the Registration Center and the FO. Were possible, the vehicle of one of the Community Mobilizing Team member will be rented.

Completed Registration Books will be retained at the FOs for use as voters registers on Election Day.

Operational Overview

Registration shall commence no later than six weeks prior to the Election Day, as established by the JEMB.

Registration procedures in Pakistan will mirror those inside Afghanistan. Differences in procedure will be agreed upon with JEMB in advance.

The OCRV Program will attempt to register as many of the 1.4 million Afghanis in Pakistan as possible. However, it is expected that a maximum of 400.000 to 500.000 can be reached within the timeframe allowed.

Due to the extremely limited timeframe, security considerations and logistic challenges, only a “token” registration will be conducted in urban areas, while most of the efforts will be concentrated on the population residing in refugee camps.

The maximum number of registration locations is 300, based on an UNHCR estimate on the number of camps in Pakistan, each housing two separate Registration Stations (one male; one female), served by approximately 250 fixed and mobile Registration Centers (RCs).

Each Registration Center requires 8 registration staff (4 each for the male and female stations).

A Registration Center will be comprised of two Recording Officers (one of whom acts as a team leader), one photographer, and one laminator.

The maximum number of registration staff required for Pakistan is 2,400.

The registration will last for three weeks. Laminated registration documents will be issued on the spot to all registrants utilizing materials supplied by UNAMA/JEMB.

Refugees will vote in the same location where they register. This requires that registration books come with 600 forms, each book representing a Polling Station. No registration book will be used in more than one location. In addition, the voters’ register page at the back of each book should be in duplicate in order to leave a provisional register in each location for Exhibitions and Objections. Registration books will remain in Pakistan until after the election. After registration, the OCRV HQ will use the books to calculate ballot distribution and serve as Final Voter Register (FVR).

The method of validating an eligible voter is yet to be decided upon by the JEMB. If this method involves extra personnel, such as a Vetting Commission for each Registration Center, this would have to be added to the Cost Estimate.

Exhibitions and Objections

Immediately following the close of registration, OCRV will organize a 5 day Exhibitions and Objections (E&O) period.

Facilities established for registration will be utilized for the E&O.

One member of each original registration station (two per center) will be contracted to implement the E&O process.

The E&O will be based on manual lists sorted by registration center and card number.

OCRV and UNAMA/JEMB shall agree to a process for the transmittal to Kabul and resolution of any claims and challenges presented during the E&O.

Voting

Pakistan

OCRV will maintain the registration infrastructure in order to implement voting.

Polling stations will be established in the same locations where registration occurred.

OCRV will develop procedures to number Polling Centers and Stations and forward the final Polling Center/Station Plan to UNAMA/JEMB following the close of registration.

OCRV, in cooperation with UNAMA/JEMB, will develop a detailed operational methodology for polling as soon as procedures are clarified by the JEMB.

All eligible individuals will register and vote at the same location.

Polling will occur during a single day, concurrently with polling in Afghanistan.

Each batch of 600 registrants at a Registration Center will trigger the creation of a Polling Station at the Polling Center on Election Day.

Each Polling Center will house up to 8 gender-distinct Polling Stations, each processing 600 voters.

Every Polling Center in Pakistan should have a team of two Community Mobilizers to recruit and hire staff and coordinate the logistics of each Center.

Pakistan will require up to 2,400 Polling Stations clustered at 300 Polling Centers.

If each Polling Station requires 6 staff, the total number of polling staff required in Pakistan is 14,400.

Polling Station staff will be recruited from mainly among the Afghan refugee population and trained by LTCMs.

LTCMs will remain engaged from immediately after registration until after polling. These Teams will continue to recruit Polling Center/Station staff, conduct training under the supervision of the Field Office staff, organize voter education programs, and provide assistance on Election Day.

Two weeks prior to Election Day, the LTCMs will be joined by Short-term Community Mobilizers (STCMs).

At the height of the operation, OCRV-Pakistan will employ up to 600 STCMs.

Iran

UNAMA/JEMB, GoA and the Government of Iran (GoI) will sign an MoU allowing the OCRV to be implemented in Iran.

IOM may negotiate a separate “Operational MoU” with GoI listing the rights and obligations of each party, including:

- facilitated entry into Iran of all staff engaged in OCRV operations;
- free movement of OCRV staff throughout Iran;
- free import and movement of all OCRV related materials.

The IOM/GoI MoU will also request that the Iranian government provides some support and infrastructure services in-kind or at reduced rates. These services may include:

- provision of public facilities and office space;
- provision of police officers at all Registration Centers;

adequate security at all IOM OCRV facilities.

Operations in Iran will be run in the same way as in Pakistan, unless otherwise noted in the points below.

The structure and reporting requirements of the OCRV Offices in Iran will mirror those in Pakistan. (Please refer to 4.4.- Registration Facilities, 4.9.- Operational Overview, and 6.1.-Pakistan).

Upon signature of the MoU between the Government of Iran (GoI), GoA, UNAMA and IOM, one Regional Office will be established in Tehran. This office will have up to seven Field Offices.

Iran will require up to 1.760 gender-specific Polling Stations clustered at as many as 220 Polling Centers in order to serve a maximum 1.1 million voters.

If each Polling Station requires 6 staff, the total number of Polling Station staff required in Iran is 10.560.

The LTCMs will be joined by STCMs one week prior to the election.

At the height of the Operation, OCRV-Iran will employ up to 444 Community Mobilizers.

Polling Logistics

Delivery of registration materials, ballots, and other materials to host states will be organized by charter planes provided by UNAMA/JEMB.

To the extent possible, UNAMA/JEMB will deliver materials to airports accessible to each RO. This requires sorting prior to delivery.

UNAMA/JEMB will take account for the extended time requirements for delivery to OCRV Polling Centers.

Polling materials will arrive in two batches: 1) The first batch should arrive at least ten days prior to polling and contain the polling station kit and screens, which will be redistributed to the Polling Centers for advance set-up and final training. 2) The second batch will contain ballots and sensitive materials, and should arrive in Pakistan and Iran at least 4 days prior to Election Day.

Should delivery not be possible at airports accessible to each RO, delivery schedule will have to be brought forward to allow for timely distribution to FOs and Polling Centers.

Sensitive materials will be kept in a safe place under constant supervision until distribution just prior to the Election Day.

From the FOs, materials will be distributed by the LTCM and STCM Teams to the individual Polling Station Committees 24 hours prior to opening of polls.

Each FO may hire a truck or van in order to facilitate transport of materials.

Each FO will locate and rent a warehouse or procure containers to store materials.

On the close of polling, ballot boxes and other sensitive materials will be sealed and immediately returned, under strict security arrangements, to the FO supervised warehouse.

Under international supervision, ballot box seals will be broken and all ballots transferred into weather-proof sealable bags. Tracking forms will record the new seal numbers.

Ballots and sensitive materials will be returned to Kabul in the weather-proof, sealed bags on UNAMA/JEMB provided aircraft.

Non-sensitive materials and polling station kits will be kept secured at the FOs in the event of a run-off.

A detailed Operational Plan for materials deployment will be developed by the OCRV in coordination with UNAMA/JEMB.

Run-off

Following the close of polling, OCRV will retain all staff and infrastructure in event of a run-off election.

The run-off election will occur within 6 weeks of the Election Day.

Supervision, Monitoring, and Observation

The role of JEMB in accrediting domestic and international observers on the sovereign territory of another countries will need to be clarified.

The attached Cost Estimate does not provide for any support services to be provided by OCRV to observers.

Security

Security is a major concern for voter registration and polling in Pakistan. A number of areas in which Afghans live are the scene of on-going military operations. Elements that have an interest in disrupting the operation have been reported by UNAMA/JEMB.

OCRV will engage a full security team to oversee the implementation of UNSECOORD compliant procedures.

The OCRV security team will devise a comprehensive contingency (medical, evacuation, emergency, relocation) plan for all ROs and FOs.

The Governments of Pakistan and Iran will be asked to provide police officers outside of the Registration and Polling Centers and escort all movement of sensitive materials.

The GoP and GoI will also be requested to station a police presence at all OCRV offices.

OCRV will, in coordination with the GoP and GoI, conduct a security assessment of all registration/polling locations in order to determine whether security conditions permit the establishment of Registration/Polling Centers.

OCRV will work closely with UNSECOORD to determine the relevant security threats and, in the event of a disturbance, will make a determination whether registration/polling activities should proceed.

It is recognized by UNAMA/JEMB that OCRV might need to close some Registration/Voting Centers, due to serious security threats or incidents.

Communications

The OCRV Security and Communication Team will develop a comprehensive communications plan.

All Regional and Field Offices will be equipped with a combination of land-line, mobile, radio Thuraya, and internet access.

All Community Mobilization Teams will be provided with one means of communications.

Constraints

The UNAMA/JEMB acknowledges that it must respond to requests for procedural and operational guidance and decisions in a timely fashion.

The UNAMA/JEMB acknowledges that lead time for external registration and voting operations are significantly longer than in-country and will ensure that all materials are procured and delivered to the OCRV host countries in a timely fashion.

The month of Ramadan, which starts mid-October, may impact negatively on the operation, especially in the case of a run-off.

The implementation of this Operational Concept assumes the full cooperation of the governments of Pakistan and Iran.

The UNAMA/JEMB acknowledges that due to security considerations in Pakistan and Iran, and limited time available, not all elements of this Concept may be fully implemented.

The attached Cost Estimate has been formulated based on the current security phase. An increase in the UNSECOORD phases will impact the Cost Estimate.

VII. Operational Program

At the time of writing, the electoral law is in draft and the election date is unknown. However, the draft law sets out a number of key dates as follow:

Date	Days before election	Event
Friday 9 July 2004	92	Election date announced Electoral calendar published
Saturday 10 July 2004	91	Nominations open
Monday 26 July 2004	75	Nominations close Judges, attorneys and officials who are candidates must resign
Thursday 29 July 2004	72	Preliminary list of candidates published
Saturday 31 July 2004	70	Voter registration finishes in most provinces
Monday 2 August 2004	68	Deadline for public objections Deadline for JEMB to notify candidates of deficient nominations
Monday 9 August 2004	61	Deadline for rectification of deficient nominations
Tuesday 10 August 2004	60	JEMB to exhibit final list of candidates Media Commission to be established
Tuesday 24 August 2004	46	Voter registration data entry concludes
Sunday 29 August – Thursday 2 September 2004	41-37	Exhibition of and challenges to provisional voters' lists
Tuesday 7 September 2004	32	Campaign opens
Tuesday 14 September 2004	25	JEMB determines all challenges to voters' lists
Friday 24 September 2004	15	JEMB to certify and exhibit final voters' rolls
Wednesday 6 October 2004	3	Campaign closes
Saturday 9 October 2004	0	Polling day
No specified period		JEMB to announce election results
Within 2 weeks of the above		Run-off presidential election to be conducted, if required

Note that civic education, public information, security and communications programs are outlined in separate chapters.

In the tables below, **milestones are emboldened** and continuing activities are in plain type. Note that only statutory responsibilities are attributed to JEMB, but most Secretariat activities will require JEMB oversight.

Note re Logistics

Because of the uncertainty of the need for a Presidential run-off election, logistical operations will be planned on the basis of two separate polling days. Components of Polling Station supplies are outlined below.

Ballot boxes (1 per Polling Station)	Returned to Provincial offices for count after first polling day; redistributed to Polling Centres
Polling kits (1 per Polling Station)	Kits for two polling days supplied to Provincial offices; all reusable materials salvaged after second polling day for use in Provincial and District elections in 2005
Voting compartments (3 per Polling Station)	Retained in Polling Centre until second polling day, thereafter abandoned
Ballot papers and forms	Supplied separately from Kabul headquarters for each election

Now to 120 days

Area Management	<ul style="list-style-type: none"> – Provincial offices fully established and staffed – Voter registration program continues – Identification of registration/polling sites continues – Identification of polling sites in regional centres commences
Logistics	<ul style="list-style-type: none"> – Procurement of polling kits, ballot boxes and voting compartments commences – Procurement arrangements for printing of polling manuals and forms commence
Process and Training	<ul style="list-style-type: none"> – Preparation of polling and counting procedures and manuals commences – Preparation of nominations procedures commences – Preparation of polling staff training program and materials commences
Nominations Unit	<ul style="list-style-type: none"> – Registration of political parties monitored – Nomination and logo requirements explained to registered parties

120 to 90 days

JEMB	<ul style="list-style-type: none"> – Election date declared – Electoral calendar published
Area Management	<ul style="list-style-type: none"> – Identification of registration/polling sites completed – VRP continues – Identification of polling sites in regional centres continues
Logistics	<ul style="list-style-type: none"> – Production of polling kits, ballot boxes and voting compartments by chosen supplier(s) commences – Procurement arrangements for printing of ballot papers commence – Procurement arrangements for training materials commence
Process and Training	<ul style="list-style-type: none"> – Polling procedures, manuals and forms finalised – Nominations procedures finalised – Preparation of counting procedures and manuals continues – Preparation of polling staff training program and materials continues. Materials to be procured offshore identified and finalised
Nominations Unit	<ul style="list-style-type: none"> – Form of ballot paper decided – System for recording and checking nominations developed and in place – Registration of political parties monitored – Nomination and logo requirements explained to registered parties

90 to 60 days

JEMB	<ul style="list-style-type: none"> – Media Commission established
Area Management	<ul style="list-style-type: none"> – VRP concludes – Identification of polling sites in regional centres completed – Recruitment of DCs undertaken and completed – Nominations at provincial level co-ordinated with Nominations Unit
Logistics	<ul style="list-style-type: none"> – Offshore training materials delivered in Kabul – Production of polling kits, ballot boxes and voting compartments by chosen supplier(s) continues

Process and Training	<ul style="list-style-type: none"> – Preparation of polling staff training program and materials finalised – Counting procedures and manuals finalised – Preparation of agent and observer accreditation procedures commences
Nominations Unit	<ul style="list-style-type: none"> – All nominations received, recorded and checked – All party acronyms and logos determined, all logos stored in print-ready media

60 to 30 days

JEMB	<ul style="list-style-type: none"> – Objections to, and qualifications of, candidates considered and resolved within 15 days – Substitute candidates admitted within 15 days – Lists of parties and candidates compiled and exhibited within 15 days
Area Management	<ul style="list-style-type: none"> – Recruitment of polling officials undertaken and completed – Training activities scheduled and co-ordinated – Premises for counting centres are considered
Logistics	<ul style="list-style-type: none"> – Ballot paper details finalised – Ballot paper printing occurs – Remaining training materials procured in Kabul – Polling kits, ballot boxes and voting compartments delivered in Kabul – Lists of parties and candidates printed for polling stations – Counting manuals printed
Process and Training	<ul style="list-style-type: none"> – Polling training conducted at regional and provincial levels – Agent and observer accreditation procedures finalised
Nominations Unit	<ul style="list-style-type: none"> – Substitutes for disqualified candidates processed within 15 days – Secretariat support provided for compilation of lists of parties and candidates <p>Note: The Unit's work will be largely complete 45 days from polling day. Staff will be redeployed as an Accreditation Unit for agents and observers</p>

Voter Registration/Election Results Unit	<ul style="list-style-type: none"> – Residual VRP activities finalised – Data to refine polling centre estimates provided to Area Management – Election results system developed
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30 days to polling day

JEMB	<ul style="list-style-type: none"> – Voters' rolls certified 15 days prior to polling day – Voters' rolls exhibited at least 10 days prior to polling
Area Management	<ul style="list-style-type: none"> – Counting staff requirements determined and recruitment undertaken and completed – Training activities co-ordinated and completed – Premises for counting centres are finalised – Security, communications and contingency plans for polling day finalised
Logistics	<ul style="list-style-type: none"> – Ballot papers delivered in Kabul – All polling materials are distributed Kabul-regional offices-provincial offices-DCs-Polling Centres
Process and Training	<ul style="list-style-type: none"> – Polling training conducted at district and polling station levels – Counting training conducted at regional and provincial levels – Agent and observer accreditation procedures training conducted at regional and provincial levels
Accreditation Unit	<ul style="list-style-type: none"> – Accreditation and briefing provided to all party agents, national and international observers
Voter Registration/Election Results Unit	<ul style="list-style-type: none"> – Election results system documented, tested and proven – Feed to Media Centre tested and proven

Polling day

JEMB	<ul style="list-style-type: none"> – Case-by-case decisions to postpone or suspend polling are made
Area Management	<ul style="list-style-type: none"> – Progress of polling monitored, ad hoc response to contingency and emergency situations provided

Logistics	– Assistance offered to other operational components as appropriate
Process and Training	
Accreditation Unit	
Voter Registration/Election Results Unit	

Polling day to announcement of results

Priority will be given to counting results of the Presidential election to obtain the earliest possible indication of whether a run-off election is needed. This will determine whether polling materials are to be retrieved, or replenished and resupplied, as well as the need for printing a second Presidential ballot paper.

The program below assumes the more complicated scenario,

JEMB	– Electoral complaints referred to JEMB resolved within 7 days of receipt – Adequacy of election environment considered
Area Management	– Retrieval of materials and progress of count monitored, with intervention as necessary – Conduct of polling reviewed
Logistics	– Preparations for production of Presidential run-off ballot paper commenced
Process and Training	– Lessons learned considered – Preparation for 2005 Provincial and District elections commenced
Accreditation Unit	– Accreditation of agents and observers for run-off election commenced
Voter Registration/Election Results Unit	– Results collated and fed to Media Centre – Area management advised of tardy Provincial counts

Announcement of results to run-off election (contingent phase)

JEMB	– Results announced – Need for Presidential run-off election determined
Area Management	– Security, communications and contingency plans for run-off polling day finalised – Lessons learned from first polling day communicated to field staff

Logistics	– Security, communications and contingency plans for polling day finalised
Process and Training	– Supplementary procedures for run-off election, if needed, prepared and distributed – Preparation for 2005 Provincial and District elections continued
Accreditation Unit	– Accreditation of agents and observers for run-off election finalised
Voter Registration/Election Results Unit	– Results from first polling day prepared for publication – Preparations for run-off election finalised

Run-off polling day (contingent phase)

JEMB	– Case-by-case decisions to postpone or suspend polling are made
Area Management	– Progress of polling monitored, ad hoc response to contingency and emergency situations provided
Logistics	– Assistance offered to other operational components as appropriate
Process and Training	
Accreditation Unit	
Voter Registration/Election Results Unit	

Run-off polling day to announcement of run-off results (contingent phase)

JEMB	– Electoral complaints referred to JEMB resolved within 7 days of receipt – Adequacy of election environment considered – Results announced
Area Management	– Retrieval of materials and progress of count monitored, with intervention as necessary – Conduct of polling reviewed – Closure plans prepared
Logistics	– Closure plans prepared
Process and Training	– Lessons learned considered – Preparation for 2005 Provincial and District elections continued
Accreditation Unit	– Assistance offered to other operational components as appropriate

Voter Registration/Election Results Unit	<ul style="list-style-type: none"> – Results collated and fed to Media Centre – Area management advised of tardy Provincial counts
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VIII. Security

Situation

In accordance with the Bonn Agreement (Agreement on Provisional Arrangements in Afghanistan Pending the Re-establishment of Permanent Government Institutions) Afghanistan is scheduled to achieve free and fair elections by 2004. Holding Afghanistan's first ever universal suffrage election will be a major undertaking. In so far as elections everywhere divide people and create tension, Afghanistan would not be an exception; security would be even more vital for the preparation and organization of the elections. The 2004 elections require sufficient security across the country.

Based on the Voter Registration activity it is estimated that 4 – 5,000 Polling Centers will be in operation across all provinces and districts of Afghanistan on Election Day. Subsequently, 20 – 30 JEMB Counting houses will operate in designated provincial and / or regional centers over an approximately three-week period. These activities represent a time frame of potentially significant risk for JEMB international and national electoral staff at these locations, as well as for international monitoring groups, media and the voting public itself. Also at risk will be sensitive voting materials, particularly completed ballot forms. The safeguarding of these personnel and materials will be the critical role of all components of security forces supporting the election activity.

Strategic Guidance

Elections in Afghanistan will be conducted in support of the implementation of the Bonn / Berlin process, as mandated by United Nations Security Council Resolutions (UNSCR), in cooperation with the ATA, UNAMA and key International Organizations.

i. Strategic Direction. The following direction specifically applies:

1. UNSCR 1383 (2001) of 6 December 2001 endorsing the Bonn Agreement;
2. UNSCR 1401 (2002) of 28 March 2002 establishing UNAMA;
3. UNSCR 1419 (2002) of 26 June 2002 establishing ATA and Annex I regarding International Security Force;
4. Article 33 and Article 61 of the Constitution of Afghanistan regarding elections;
5. ATA Presidential decree No. 40 of 4 *Asad* 1382 regarding JEMB authority and functions;

6. Afghanistan Electoral Law 2004;

- ii. Strategic Objectives: Support the related general provisions of the Bonn Agreement through the conduct of a Presidential election as part of the process of free and fair election of a fully representative government to lead Afghanistan.

Threat Elements

The question of security in Afghanistan is not that of any singular threat. A broad mix of state and non-state actors at the local, national, regional and trans-national levels are involved in sowing insecurity, and many threats are at least partially interlinked. Recent measurable security trends over the last year and particularly in recent months are markedly negative; not only are violent attacks on international military forces, UN and assistance community staff, and government officials increasing, but they are beginning to occur in regions long considered relatively secure. The following threat elements relating to the election activity must be considered in security planning for the election event:

- i. Anti-government groups, principally Taliban and HIG;
- ii. Local tribal, ethnic or factional disputes; and
- iii. Criminal activity or banditry.

Friendly Forces

Security Forces assumed to be available for operations in support of the election event throughout include:

- i. MoI / Afghan National Police (ANP): MoI currently estimates total personnel strength of 45,000 countrywide. Of these, approximately 20,000 police will be graduated from official training programs at time of the election event. Approximately 1000 radio equipped police vehicles (Russian jeep variant) and a number of radio equipped Toyota police vehicles will be deployed with these units at the time of the election event. MoI has the capability to deploy static armed guard / vital point guard elements. Small mobile escort units (20 – 50 police) have been established in some province centers. MoI has proposed the formation of at least one 700 man mobile unit mobile with 100 radio equipped police vehicles (Russian jeep variant) to be deployed as required from the Police Central Reserve directly in support of the election activity. Border Police units will indirectly support the election activity through their performance of regular duties.
- ii. MoD / Afghan National Army (ANA): All available KANDAK operating under direct MoD control or assigned under operational command of CFC-A

are assumed to be available in support of the election event. KANDAK include an assigned CFC-A support element / embedded training team (ETT). It is assumed that all available MoD aviation assets will be in support of the election activity. *Afghan Militia Forces (AMF) currently under MoD command will not directly support the election event as a consequence of the ongoing DDR program impacting these forces.*

- iii. National Directorate of Security (NDS): NDS will provide related intelligence support to security planning and operations through normal channels.

Combined Forces Command – Afghanistan (CFC-A)

Principal supporting element will be Task Force 76 (TF 76) deployed in three Regional Commands comprising ground and aviation elements and including PRT units. Other special military units may provide direct or indirect support. CFC-A / TF 76 areas of operation includes all UNAMA regions with exception of KABUL Center and UNAMA regions north and northeast (designated ISAF-NATO zone).

International Security Assistance Force (ISAF)

Principal supporting element covering KABUL center is Kabul Multi-National Brigade (KMNB) comprising ground and limited aviation elements. UNAMA regions north and northeast are designated an ISAF-NATO zone with support provided by PRT units.

Assumptions

The following assumptions are applicable to this security campaign plan:

- i. Presidential election only will be conducted in 2004;
- ii. Planning should be based on the strength of security forces, national and international, existent and not anticipate unconfirmed force deployments;
- iii. The DDR program will continue concurrently with the election process. Therefore, the employment of Afghan Militia Forces (AMF) should not be considered for any direct security role.

Mission

To create and maintain a security environment conducive to the full conduct of free, general, secret and direct voting in a Presidential election.

Operations

Strategic Concept

The creation and maintenance of a security environment conducive to the conduct of free, general, secret and direct voting will be principally the responsibility of the Police (MoI) and Military forces (MoD) of Afghanistan operating under the authority of the ATA. ISAF and CFC-A will conduct cooperative security operations with Afghan forces

including but not limited to area security operations and the deployment of quick reaction forces (QRF). It is understood that security conditions in regions, provinces or districts vary widely. The organization / grouping and deployment / assigning of security forces in relation to tasks in each phase will be best coordinated jointly by military and police commanders at these levels. Local coordination between the security partners will determine priorities of security coverage in given areas of operation.

- i. Area Organization. National Police and military forces will operate countrywide at Regional, Provincial and District levels as required. International military forces will operate within the boundaries of their respective areas of operation and responsibility.
- ii. Campaign Objectives. The following objectives must be achieved:
 1. The creation and maintenance of a security environment conducive to the establishment and pre-deployment of infrastructure, material and personnel necessary for the conduct of voting;
 2. The creation and maintenance of a security environment conducive to the conduct of free, general, secret and direct voting in all areas of Afghanistan on the designated election day(s);
 3. The creation and maintenance of a security environment conducive to post-election day activities including the security of submitted ballots, ballot counting facilities and other related JEMB facilities and personnel, and
 4. The creation and maintenance of a security environment conducive to the activities of international and national election observer groups throughout the duration of the process.
- iii. Phases. For planning purposes the election activity is seen to comprise three phases:
 1. Phase 1. Establishment and pre-deployment of infrastructure, material and personnel necessary for the conduct of voting. This phase will commence with the distribution of polling materials and be complete upon the opening of polling sites for operation at the specified time on the designated election day(s);
 2. Phase 2. Conduct of voting. This phase will commence with the opening of polling sites at the specified time on the designated election day(s) and be complete upon the closure of polling sites at the specified time (0700H – 1600H local time) on the designated election day(s); and
 3. Phase 3. Post-election day activities. This phase will commence upon the closure of polling sites at the specified time on the designated Election Day (s) and be complete upon official announcement of polling results.

- i. Presidential Run-Off Election. If at the completion of phase 3 conditions described in Article Sixty-One of the Constitution of Afghanistan exist then a run-off election must be conducted. This activity will require the repetition of phase 1 – 3 as described above in paragraph 3.a.iii.
- ii. Timings. Phases are sequential. Estimated timings and duration of phases are as follows:
 1. Phase 1. Activities are estimated to require five weeks;
 2. Phase 2. A number of options for this phase currently exist and selection will determine the duration of this activity. While option 2.a is considered optimal and most desirable. A negative security assessment in all or parts of the country at the time of the election may cause other options to be considered, principally to facilitate a concentration of effort by available security forces aimed at creating conducive local conditions. Options include:
 - a. Single day voting activity. Polls open and close at designated times within a twenty-four hour period (0700H – 1600H) countrywide.
 - b. Multiple day voting activity. Polls open and close at designated times within a twenty-four hour period in designated locations. Subsequently the process is repeated in remaining areas. The most likely form of this process would be polling across three days, with polls operating on days 1 and 3, and with administrative movement and establishment of polling centers occurring on day 2. An example might be the conduct of voting in provincial centers and adjacent districts i.e. major concentrations of population. Polling is then conducted in remaining districts i.e. more rural areas. A five-day process is seen to be the maximum acceptable range of this activity.
 - c. Phased voting activity. In this form voting is conducted in those areas i.e. provinces where security conditions are conducive to the activity or where security forces have created those conditions. Subsequently security forces shift effort to / concentrate in remaining provinces to create these conditions in those areas.
 3. Phase 3. Activities are estimated to require two weeks.

4. Run-Off Election. In the event of a Presidential run-off election phases 1 through 3 will be repeated. Related logistics requires that in this case phase 1 would be commenced approximately four weeks following the completion of phase 3 of the initial voting activity.

iii. Success Indicators. Success of the security campaign will be indicated by:

1. A deemed free and fair election of a President in accordance with the provisions specified under Article Sixty-One of the Constitution of Afghanistan;
2. A deemed acceptable turnout of registered voters; and
3. A deemed acceptable north-south balance in the turnout of registered voters.

Phase 1

- i. Operational Concept. In this phase prepared voting related material including sensitive material will be transported from a JEMB central Kabul facility to JEMB Provincial Centers where it will be stored temporarily pending subsequent transportation / distribution to Polling Centers. This transportation will be in three logistical phases, with sensitive materials being transported last and held at Provincial Centers for a minimum period of time before distributing to Polling Centers. Principal objectives in this phase will be:

1. The protection of electoral staff transporting sensitive materials, and;
2. The protection of sensitive materials at JEMB Provincial Centers and at Polling Centers.

- ii. These objectives will be achieved through the provision of security to electoral staff transporting sensitive material and the provision of security at JEMB Provincial Centers and Polling Centers when sensitive material is present at those locations.

- iii. Tasks for Security Forces. The following tasks are anticipated in Phase 1:

1. Protect electoral staff and workers;
2. Provide security for JEMB administrative facilities, including Regional and Provincial Centers and related staff accommodations, JEMB offices,

JEMB Secretariat / Data Center compound and Election Results Center (former-CLJ site) in Kabul center;

3. Provide security for the transport of designated sensitive polling materials during the distribution process;
4. Conduct route clearance as required / requested;
5. Provide security at established polling centers;
6. Provide quick reaction forces (QRF);
7. Provide EOD / IED support as required;
8. Provide *in extremis* medical support including CASEVAC, MEDEVAC and mass casualty assistance as required; and
9. Provide special logistical transport support in support of electoral activities as may be required.

Phase 2

i. Operational Concept. In this phase voting will be conducted in accordance with one of the modalities previously described. Principal objectives in this phase will be: the protection of electoral staff and workers at Polling Centers; the protection of voters at Polling Centers; and the protection of sensitive materials (ballots) in use at / held at Polling Centers. These objectives will be accomplished by providing site security at Polling Centers and by providing area security / conducting presence operations together with a creditable quick response force capability.

ii. Tasks for Security Forces. The following tasks are anticipated:

3. Protect electoral staff and workers;
4. Provide security for JEMB administrative facilities, including Regional and Provincial Centers and related staff accommodations, JEMB offices, JEMB Provincial Counting Centers, JEMB Secretariat / Data Center compound and Election Results Center (former-CLJ site) in Kabul center;
5. Provide security for the transport of designated sensitive polling materials during the distribution process;

6. Provide security at polling centers;
7. Provide quick reaction forces (QRF);
8. Protect designated sensitive electoral materials at polling centers;
9. Provide EOD / IED support as required;
10. Provide *in extremis* medical support including CASEVAC, MEDEVAC and mass casualty assistance as required; and
11. Provide special logistical transport support in support of electoral activities as required.

Phase 3.

- i. Operational Concept. In this phase sensitive used material (ballots) are transported from closed down polling centers to JEMB Provincial Counting Centers. The ballots will be collected / held / handled at Counting Centers for up to two weeks. Subsequently the material will be transported from Counting Centers to a central collection and storage site at Kabul. Principal operational objectives in this phase are the security of electoral staff and workers transporting and handling / counting sensitive used materials (ballots); the protection of the sensitive material itself; and the protection of the central Data Center. These objectives will be achieved through the provision of security to electoral staff transporting ballots from Polling Centers to Counting Centers, and from Counting Centers to the Kabul Center storage site, and through the provision of security at JEMB Provincial Counting Centers while ballots are present in those centers.
- ii. Tasks for Security Forces. The following tasks are anticipated:
 1. Protect electoral staff and workers;
 2. Provide security for JEMB administrative facilities, including Regional and Provincial Centers and related staff accommodations, JEMB offices, JEMB Provincial Counting Centers, JEMB Secretariat / Data Center compound and Election Results Center (former-CLJ site) in Kabul center;
 3. Provide security for the transport of designated sensitive used polling materials during the counting process;
 4. Provide quick reaction forces (QRF);

5. Conduct route clearance as required / requested;
6. Provide EOD / IED support as required;
7. Provide *in extremis* medical support including CASEVAC, MEDEVAC and mass casualty assistance as required; and
8. Provide special logistical transport support in support of electoral activities as required.

Observation of Election Activities

- a. The presence of a currently indeterminate number of international and national election observer organizations is anticipated through all phases of the election process. UNAMA / JEMB will facilitate the activities of these groups as possible.
- i. Security for election observers has not at this time been assigned to any international military, UN or ATA security force. All security forces in Afghanistan should be prepared to provide election observer organizations with *duty of care* support in the event of *in extremis* security or medical emergency.
- ii. International military, UN or ATA security force personnel will not act as election observers. Concerns relating to election activities as perceived by security force personnel may be reported to the nearest JEMB office or through command channels to JEMB Secretariat / Chief of Operations. Specific guidance to security forces in this regard will be issued as a separate instruction.

Logistics

- a. General Outline: The logistical effort for the election activity comprises distribution of polling materials including ballot papers from Kabul through region centers to province centers and ultimately to polling centers in districts; collection of completed ballot papers from polling centers and movement to counting houses in region or province centers; and pending any run-off election requirements, the collection of non-consumable polling materials and return movement of these materials to Kabul storage.
- b. Logistical Phases: Distribution and collection of election materials will be in three phases aligned with the three operational phases:
 - i. Logistic Phase 1. Distribution of non-sensitive polling kits (screens, consumable materials, etc.) and ballot boxes direct to JEMB provincial center offices through containerized road movement;

- ii. Logistic Phase 2. Distribution of sensitive polling materials (ballot papers). Movement to JEMB region center offices will utilize both road movement and UN helicopter assets. Ballot papers will be secured and repackaged at the regional center prior to subsequent timely movement to JEMB provincial centers and ultimately distribution to district polling centers;
- iii. Logistic Phase 3. Collection of sensitive materials (completed ballot papers) from polling centers and movement to counting houses. Collection of non-sensitive polling materials and return from district polling centers to storage will be simultaneous with this activity.
- c. Distribution Plan: A detailed time and movement matrix for polling materials distribution will be produced separately. All planning and related documents will be classified UN CONFIDENTIAL. Access to planning material and information will be controlled through and authorized by JEMB Security Manager.
- d. Collection Plan: A detailed time and movement matrix for polling materials collection will be produced separately. All planning and related documents will be classified UN CONFIDENTIAL. Access to planning material and information will be controlled through and authorized by JEMB Security Manager.
- e. Security of Sensitive Materials: Movement and storage of sensitive polling materials will be under armed escort or guard at all times as coordinated by JEMB Security Manager and JEMB Regional Security Officers.
- f. Logistics Requirements in the Event of a Run-Off Election. Reconstitution of polling kits is completed in Kabul. All logistics phases repeat.

Command and Signal

Command Relationships

- i. JEMB has overall responsibility for the preparation, organization, conduct and oversight of the election activity. UNAMA is the primary UN structure providing electoral assistance to the JEMB Secretariat with UNDP supplementing operational and capacity building support under the overall UN leadership.
- ii. The Minister of the Interior ATA is responsible for the overall coordination and implementation of the special measures for security of the election activity. To facilitate necessary organization and coordination the MoI has

established a commission under the supervision of the Deputy MoI and the direction of the Deputy Director of the General-Directorate of Police Affairs. NDS (Security Police) and Border Police are represented in the commission.

Command and Control Arrangements

- i. General Outline. An Election Operations Center (EOC) will be established at Kabul prior to the Election Day and within phase 1 of the plan. Currently existing CFC-A, TF 76, ISAF, KMNB, MoI and MoD operations centers and JEMB Secretariat will link through exchange of LNO teams to each other and to the EOC. At regional level the Local Security Management Team (LSMT), under the direction of the UNAMA Regional Head of Office / Area Security Coordinator (ASC), will be the forum for the coordination of security support to the election activity at region and province level. Existing military and Police LNO teams will continue to directly support the ASC throughout all phases of the election activity.
- ii. Election Operations Center. The EOC will operate at the Deputy Force / Organization command level. Essential representation in the EOC will be:
 - a.) CFC-A / TF 76;
 - b.) ISAF / KMNB;
 - c.) JEMB;
 - d.) UNAMA Office of the SRSG;
 - e.) MoI / Police; and
 - f.) MoD / ANA
- iii. Election Results Center. An Election Results Center (ERC) will be established at Kabul on the site of the former CLF compound. The ERC will be linked to the JEMB Data Center and will function as a forum for public information and media.
- iv. JEMB Counting Houses. Counting houses will be established at region and / or provincial centers in accordance with a plan currently under development. Counting houses will be operational / manned from Election Day onwards for an anticipated two to three week period, subject to an election run-off situation. Counting houses must be considered a vital point and a significant local security plan and effort for each site will be coordinated under the overall supervision of the JEMB Security Manager. A separate instruction will be prepared and issued under the security campaign plan in this regard.
- v. JEMB Communications Network. A communications network based on HF / CODAN radio, VSAT and THURAYA satellite telephone will facilitate communication between all JEMB operations and administrative centers, counting houses and down to individual polling centers. JEMB has provided CFC-A, ISAF and MoI principals with THURAYA in support of this network. The

communications network 'telephone book' and network diagrams will be updated and issued separately under the security campaign plan.

IX. Communications

The Elections Communications plan will follow a similar format to that developed for the Voter Registration Project.

Coordination will be organised by the JEMBS Director of Communications between various actors, including the JEMBS, UNAMA, UNOPS, UNDP, CF, ISAF, MOI, MOC and relevant NGOs.

Prior to, during and immediately after Election Day, the following chain of communication will be instituted.

1) The Polling Sites, the Senior Presiding Officer will communicate to the District Field Coordinator via Thuraya phone. A predetermined template will be utilised to reduce the voice communication time.

Each Polling Site will be required to report at predetermined times several times daily during the operation. Reports will include, but are not limited to, update on transit of polling materials from Provincial Offices to Polling Site (ballot papers etc); confirmation of arrival of polling materials; Polling Site opening on Election day; voter numbers at 10.00 and 13.00; confirmation of closure and final voter numbers; and confirmation of departure and continuing safe transit of ballots to Provincial Counting Centre.

Each District Field Coordinator will be responsible for between 10 and 20 Polling Sites.

2) The District Field Coordinator will consolidate the reports from the Polling Sites and report to the Provincial National Field Coordinator at predetermined times utilising Thuraya phones.

3) At the JEMBS Provincial Office there are a variety of communication facilities installed including VSAT (Very Small Aperture Terminal) internet satellites, HF Codan Radios, VHF repeaters and Thuraya phones. These facilities are available to staff from JEMBS, UNAMA, UNOPS and Global.

The Provincial Field Coordinator will consolidate the reports from the DFC and email it to the Regional Coordinator. If email is not available, reports will be made via Thuraya or other means.

4) At Regional level, the Regional Field Coordinator will consolidate reports from Provincial level and forward to the National Communications Centre (staffed by elements of JEMBS area management and security) for onward distribution as necessary.

Communication between JEMBS, Police and other agencies

All police vehicles will be outfitted with HF Codan Radios that will communicate to Provincial Police Headquarters.

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

In dire emergency situations and where ISAF and CF are located, HF, VHF or Thuraya phones will be utilised to communicate with these elements.

X. Public Information

Objectives

- Prepares and provide information to all interested participants on
 - Election law
 - Election arrangements
 - Election results
 - Relevant issues which arise during the election period
- Manages the registration of party agents, national and international observers
- Facilitates the participation of national and international observers
- Posting to the internet in English, Dari and Pashtu
- Establishes and manages an Election Media Centre

Strategy

Public Information Officers (PIOs) work with NGOs, media providers and existing Afghan institutions to develop and produce programs about voter registration and the elections that target different population groups. In disseminating information and education PIOs utilise existing mass media channels such as terrestrial radio and TV broadcasts and printed publications. PIOs also identify and develop new initiatives to target populations and women and partner with other organisations to develop these activities to enhance the reach of information to all eligible voters.

Operational Program (Now to Polling day)

Media Relations
 Media Events
 Mass Media Projects- Radio and Television
 Mass Media Projects- Print
 Mobile Radio Project
 Mass Communication
 Other Creative Project

XI. Civic Education

Objectives

Conceptualises, prepares, distributes and promulgates materials designed to

- promote positive attitudes towards the democratic transition in the registration-election process
- promote democratic attitudes amongst Afghan population
- provide Afghan potential voters with accurate, culturally sensitive and timely electoral information through mass media and non-traditional communication mechanisms as well
- produce and disseminate information and educational material related with the registration-election process
- co-ordinate different national and international civic education efforts
- promote the values of free, secret, universal and direct elections
- encourage the participation of women
- encourage the participation of minorities, internally displaced persons (IDPs) and refugees, nomads and disabled persons
- contribute to build-up the capacity of the Afghan civil society to develop a nationwide civic education campaign

Manages regional and provincial civic education activities

- Follows up and monitors the activities of the civic education teams in the provinces
- Trains the international civic education officers and assist them in the training of the Afghan teams in a cascade mode
- Provides the civic education teams with the educational and promotional material
- Encourages close relationship between the JEMB civic education teams and the partner NGOs.

Structure

Headquarters

- One Chief Civic Education Officer (position currently vacant), one International Senior Civic Education Officer and One National Senior Civic Education Officer, 3 International Civic Education Officers, 4 National Civic Education Assistants
- 3 International Public Information Officers, 3 National Public Information Officers (one position vacant), one International Public Relations Officer
- One International Senior Graphic Designer, 2 International junior Graphic Designers, two national illustrators, 2 interpreters (one position still vacant), carry out all the material creation, testing, production, impact evaluation and the training
- One national production manager is in charge of all administrative coordination implied in the physical production and supply of materials.

Regional Officers

- One International Civic Education Officer per province, in close coordination with 2 National Civic Education Trainers and one National Public Information Officer carry out the planning, networking, training and monitoring of the civic education activities in the region and report to the provincial officers and to the HQ Civic Education Team.
- Up to 1,050 civic educators carry out the voter and civic education activities.

Operational Program

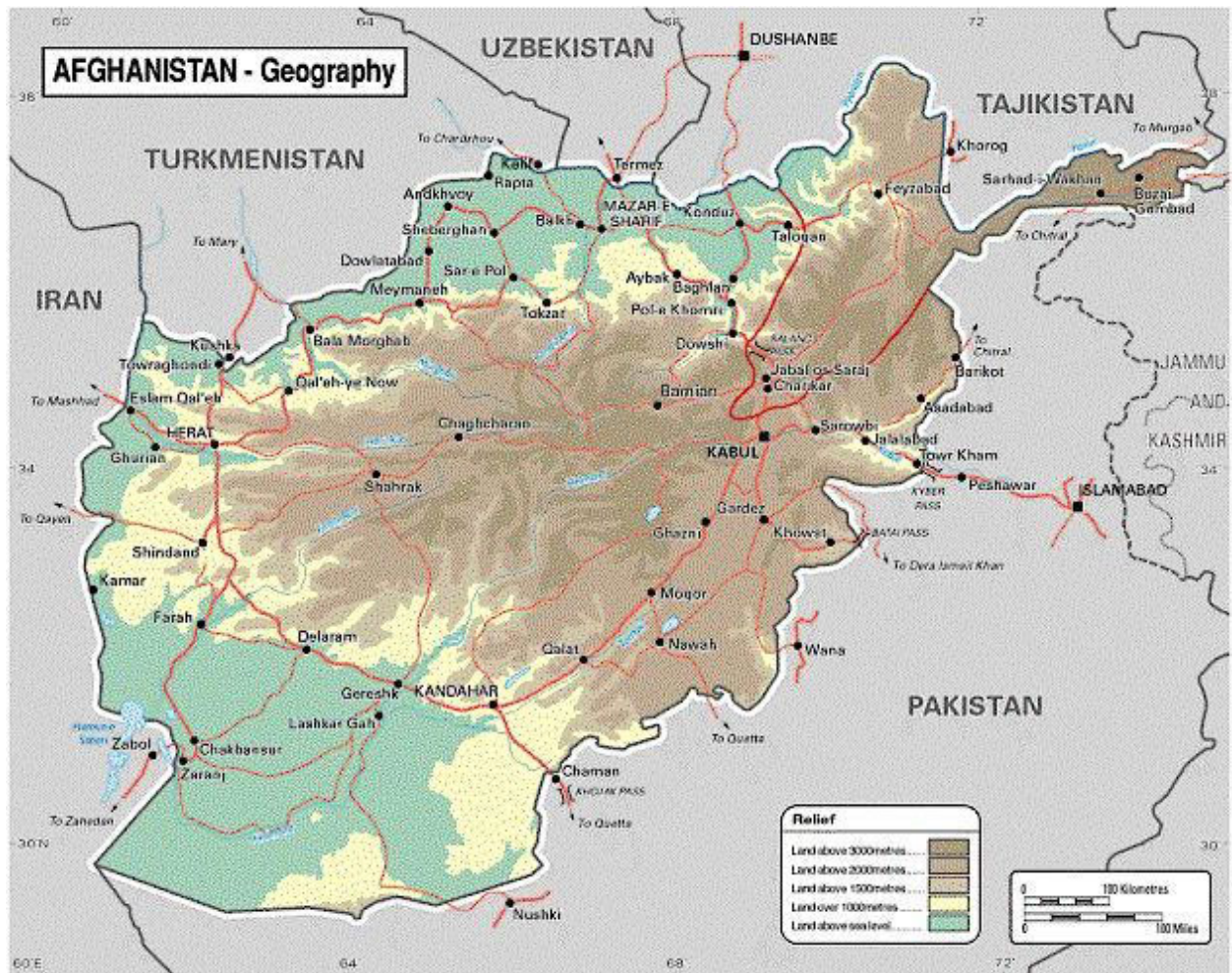
- The JEMB Civic Education Unit will lead a coordination mechanism to involve ministries, UN agencies, national and international NGOs and organizations in the design, production, printing and distribution of civic education materials
- Carry on with the interactive activities like face-to-face meetings, community mobilizing events, organize special mass events like marches, conferences and mass meetings, “on the spot” activities in all the provinces
- Carry on with the production of radio and TV programs about voter registration and elections, develop new initiatives like mobile radio, mobile cinema and mobile theatre
- Extend the collaboration with print media and the production of cartoons strips
- Prepare educational material on registration and election based on the election related articles of the Constitution
- Prepare educational material based on the electoral decree

- Continue and extend the partnership with all the national and international organizations interested in participating in the civic education campaign
- Prepare illustrated electoral material to be massively distributed
- Carry out field visits to support and monitor the provincial teams

XII. Transport

Introduction

In order to meet the exacting requirements of distribution for a significant tonnage of materials all over Afghanistan (to meet the Polling deadline of 9th October 2004), it is worthwhile to first of all appreciate what the organization faces in broad terms. The following paragraphs thus serve to give a background picture on topography, roads and airfields.



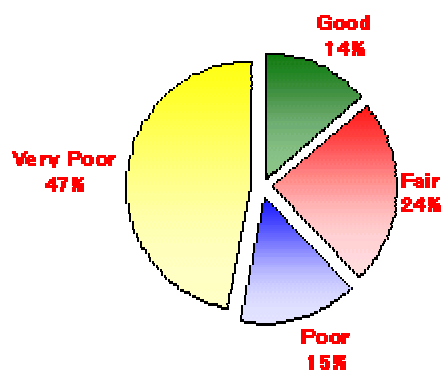
TOPOGRAPHY

Afghanistan has many high mountains and the passes through them have been of profound importance in both the history of invasion of the country and in commerce. In the 320s BC Alexander the Great invaded the country through the Kushan Pass (about 4,370m) in the west and left it to the east through the low Khyber Pass (1,072m) to invade India. These same passes were used by the Mughal emperor Babur to conquer both Afghanistan and India in the 1500s. The famous Salang Pass (3,880m) and its Soviet-built tunnel in the central Hindu Kush was one of the main routes the Soviets used to invade Afghanistan in 1979.

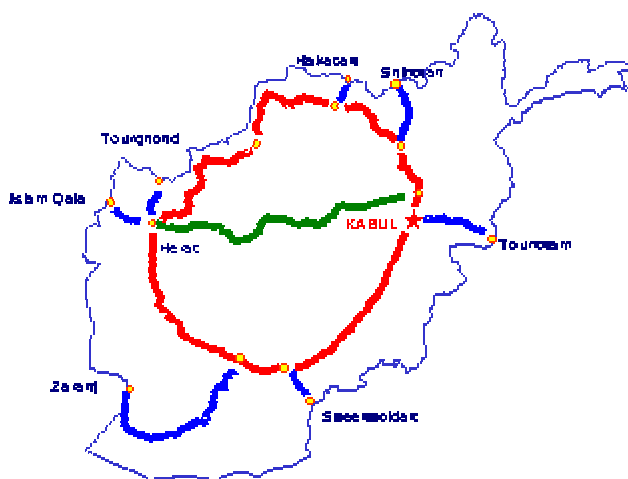
ROADS

Most road building occurred in the 1960s, funded by the U.S. and the Soviet Union. The two superpowers built roads to tie Afghanistan into their own respective commercial and economic spheres. Soviet assistance completed a road linking Jabolossara with Dusti on the Soviet border in 1964. Along this road was located the 1.7km Salang Tunnel at an altitude of over 3,300 meters above sea level. The tunnel eliminated about 200 kilometers from the previous roundabout route between the Soviet border and Kabul. In 1965 the Soviets finished the road between Jabolossara and Kabul and completed the highway joining the Soviet border town of Kushka with Kandahar. By 1971 the Soviets had also built a road extending from Polkhumri through Mazar-i-Sharif to Sibirgan. While the Soviets were linking Afghanistan with their border towns, the Americans put in roads to join Afghanistan to Pakistan and Iran. Two roads were completed in 1964 and 1965 extending from Pakistan up to Kandahar and Kabul. In 1965 the Americans also finished surfacing the road between Qandahar and Kabul. In 1967 they completed the road between Herat and Islam Qala on the Iranian border. By 1975, when all the major road projects were completed, Afghanistan had 23,500 kilometers of roads, of which there are about 2,500 kilometers of paved highways.

The **PRIMARY HIGHWAY NETWORK** is 4,499 km long out of which about half is in a very poor condition. The overall road condition of this Primary Network is: Good : 14%, Fair : 24%, Poor 15%, Very Poor 47%,



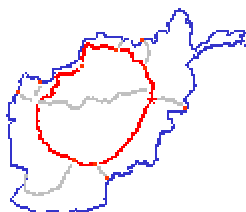
National Highway Road Condition



PRIMARY HIGHWAY NETWORK

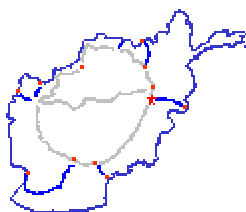
The Primary Highway Network comprises:

- a. Ring Road (Length: 2358 km)



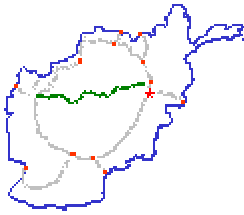
This road completes a ring between the principal city centers in the east (Kabul), the south (Kandahar) and the West (Herat), and the North (Mazar-i-Sharif)
Road Condition: Good=24%, Fair=33%, Poor=14%, Very Poor = 29%,

- b. International Road Links (Length: 1335 km)



These seven roads provide important connections between Ring Road and international borders with neighboring countries - Pakistan (02), Iran (02), Turkmenistan (01), Uzbekistan (01), and Tajikistan (01).

c. Herat – Kabul Road (Length: 806 km)



This gravel road makes a West - East connection of the country from Herat to Kabul via Chaghcharan.

Road Condition: Good= 0%, Fair = 0%, Poor = 0%, Very Poor = 100%,

4. **AIRFIELDS.**

The basic Afghan airfield infrastructure was built or improved by the U.S. and the former Soviet Union during the 1950s and 1960s. Present airfields are concentrated in the north near the border with central Asia and in the east near Kabul. Afghanistan has 45 useable airports and airstrips. Just ten of them have permanently surfaced runways. There are relatively modern airports at Kabul and Kandahar and several smaller regional airports located at Herat, Jalalabad, and Mazar-e Sharif.

Bagram Airfield- Located in northeastern Afghanistan 25.5 nautical miles north of Kabul, 7 NM southeast of Charikar. The runway is concrete, 3018x55 meters (9,900x180 feet). Modern flight support services were available on Bagram until anti-Taliban forces took control of the territory surrounding the airfield. The airfield was the primary airfield for combat operations during the Soviet occupation of Afghanistan.

Kabul International Airfield- This is a modern, well-equipped airfield located 3 NM north northeast of Kabul. The runway is concrete, 3,400x44 meters (11,154x146 feet). Most flight support services are available at Kabul International, which was the Afghan Air Force HQ and primary Soviet airlift base during the Soviet occupation.

Kandahar Airfield- Kandahar Airfield is located in southern Afghanistan 10 NM southeast of Kandahar and 96 NM NW of Quetta, Pakistan. The airfield is sometimes difficult to locate from the air due to a lack of contrast between the ground and usual dust and haze in the area. The runway is asphalt, 3,201x24 meters (10,500x148 feet).

Mazar-e Sharif Airfield- Mazar-e Sharif Airfield is located in north-central Afghanistan, 5 NM east of Mazar-e Sharif. The runway is asphalt, 2,660x45 meters (8,725x150 feet). Minimal flight support services severely limit operational capabilities.

Shindand Airfield- Shindand Airfield is located in West Afghanistan, 7 NM east of Shindand and 58 NM south of Herat. The runway is concrete, 2,716x48 meters

(8,910x160 feet). Shindand was the bomber headquarters for the Afghan Air Force and can support large jet transport aircraft.

Herat Airfield- Heart Airfield is 15 kilometers (9 miles) south-southeast of Herat just east of the Heart-Farah road, 103 kilometers (64 miles) south of Tor Ghundai and 105 kilometers (65 miles) east of the Iranian border. The runway is asphaltic concrete, 727x45 meters (2,386x150 feet). This is the largest civil airfield in Western Afghanistan and is the nearest to the Iranian border.

Jalalabad Airfield- Jalalabad Airfield is south of Jalalabad-Peshawar highway, 2.4 kilometers (1.5 miles) southwest of the Kabul River, 4.8 kilometers (3 miles) southeast of Jalalabad city, and 105 kilometers (65 miles) east of Kabul. The runway is asphaltic concrete 976 meters (3,200 feet) NW x 1,829 kilometers (6,000 feet) SE.

DISTRIBUTION METHODOLOGY

Assumptions:

1. Polling is on Saturday 9th October for the Presidential Election and April 2005 for the Parliamentary Election. Polling is planned to take place on one day and all materials are to be retrieved that day to the provincial capitals or to an intermediate safe and secure destination.
2. Distribution will be in at least three waves, they will be – First Wave (Polling Kits), Second Wave (Ballot boxes) and Third Wave (Ballot papers).
3. Voting screens are intended to be manufactured locally. If this is not possible then there will be one further shipment of voting screens.

DISTRIBUTION FROM HQ

First Wave (Polling Kits) – Anticipated delivery commences 28 August

Sufficient materials for the 25,000 polling kits are expected to arrive in Kabul on or around 21st August 2004 and will be delivered to the JEMB Warehouse approximately 25th August. They will then be packaged before being distributed directly to the Regional Centres although this may be to Provincial Centres when the case allows (when a Provincial Centre lies on the main ring road). The primary means of this transportation will be by road train and all equipment will be sent in 20-foot sea containers.

The delivery schedule is expected to start no later than 28 August (assuming there will be no 'day off' on Friday 27 August) with drop-off at each Regional/Provincial Centre along the ring road (both North and South).

Each Regional Centre will have delivered sufficient equipment to on-forward to Provincial Centres who will, in turn, distribute to District Centres. District Centres will then be responsible for moving equipment on to Polling Centres.

It has been calculated that there will be one polling kit per station and 3-8 Stations per Polling Centre.

A breakdown of the contents of each polling kit, together with the number of containers for each Province is at Annex A (to be completed).

At the time of writing, a request has been submitted for dedicated air support (in the form of CF C130) and if this is successful, then an alternative (and preferable) plan of distributing the waves by air will be employed. In this case, sea containers will be pre-positioned at Regional/Provincial Centres and there will be a need to offload equipment from aircraft for stowage (on onward distribution) in the containers. The advantages of utilizing air assets are the speed of delivery and the enhanced security inherent in that mode of transportation.

Second Wave (Ballot boxes) - Anticipated delivery commences 4 September

An identical methodology will be applied to delivery of Ballot boxes in that they will be sent regions, again in 20-foot sea containers. Quantities involved have been calculated on the basis of one ballot box per 600 voters (maximum).

As noted above (for the First Wave), if dedicated air assets are made available from CF, then air freight will be the preferred method of distribution for the Ballot Boxes.

Ballot Papers & polling forms (anticipated distribution 6/7/8 October)

Ballot papers will be printed out of country. They will be flown into KIA and then transported to our warehouse at UNOCA for the repackaging and distribution.

The ballot papers will be flown to all regional capitals except Central, South East and East, which will be serviced by road. The ballot papers will be under secure escort at all times. When the ballot papers arrive at the regional capitals they will be placed under lock and key in a secure place (a 20 foot container/Police Station or other location deemed appropriate) with an armed guard (MOI) on duty 24 hours a day.

From the regional capital the RLO and RC will be responsible for the repackaging of the ballot papers and their distribution to the provincial offices. Ballot papers will not be distributed to Polling Centres any more than 24 hours ahead of Election Day unless there are exceptional extenuating circumstances.

A materials distribution matrix will be produced at each Regional Centre, which will address Region-to-Provinces and Provinces-to-Polling Centre distribution, as well as return post polling for counting.

One of the basic principles is that the sensitive materials are kept under secure storage wherever they are and the movement of the sensitive materials to the polling place occurs in the 24 hours before polling commences, except where it can be delivered on the morning of polling.

XIII. Appendix A: Tasks by Organisation

Tasks to Organisations: Joint Electoral Management Body (JEMB)

- (1) Provide oversight of the execution of the VREP.
- (2) Ensure effective coordination, integration, and synchronisation of operations with all supporting organisations and agencies.
- (3) Take measures necessary to encourage the participation of all Afghan citizens in the democratic process, prevent the disruption of voter registration and elections activities, and increase the security at all VREP sites.
- (4) Mobilise the Afghan electorate to obtain the necessary number of electoral workers, and promote the effective participation of women in the electoral process.
- (5) Execute the public information strategy, which accommodates and utilises the media to the best advantage in voter registration, civic education, and elections processes.
- (6) Advise the government regarding measures to create an environment conducive to a free and fair election.
- (7) Adjudicate the challenges received during the Public Exhibitions and Challenges period.

Tasks to Organisations: Joint Electoral Management Body Secretariat

- (1) Implement the existing procedures and regulations promulgated by the JEMB and develop and recommend to the JEMB any further such procedures and regulations required to govern voter registration and the production of a duly certified Voters Roll.
- (2) Develop the procedures and regulations, for promulgation by the JEMB, to regulate the conduct of free and fair elections.
- (3) Identify the resources, and ensure the appropriate recruitment or procurement of: personnel, equipment, facilities, supplies, telecommunications, information systems, budget and other requirements needed to achieve operational objectives in a manner consistent with the best practice for the conduct of a credible election in the prevailing circumstances.
- (4) Identify the operational requirements for the support of the electoral processes at the regional and national levels.
- (5) Identify VREP sites within the main population centres and throughout the country.

- (6) Develop, produce, and translate materials for Training, as well as for Civic Education and Public Information; conduct or promote Training, Civic Education and Public Information programmes, where possible with the cooperation and involvement of other organisations and agencies (international, governmental, or non-governmental).
- (7) Develop, produce, conduct, and promote programmes, both face-to-face and in the mass media, to inform the public and advocate their support for, and participation in, the universal franchise democratic electoral process; to discourage disruption of the processes; to encourage peaceful debate and promote the security of all election related activities.
- (8) Mobilise the Afghan public, including women, to take an active role in the processes by seeking to join the electoral staff, to involve themselves in other constructive election-related activities and to support the creation of a safe and secure environment for these processes.
- (9) Establish and operate a Data Entry Centre for the receipt and secure recording of registered voters and the creation of the Voters Roll, as well as the establishment, during the registration in the country beyond the Regional Centres, of manual voters lists for use during voting at registration sites to be used as polling sites.
- (10) Exhibit the provisional Regional Centres voters' lists and the manual voters lists; receive and deal with challenges to such lists so as to create final lists and exclusion lists, for use at the polling sites.
- (11) Promote and facilitate the access of women and the disabled to the voting processes.
- (12) Promote the involvement and accreditation of registered political parties and community based monitoring committees in the legally regulated scrutiny and witnessing of the voting and vote counting processes.
- (13) Encourage the peaceful involvement of political parties, community leaders, and the public in the debate on the concepts and practice of universal franchise elections and their understanding and acceptance of the Code of Conduct, especially during the election campaign.
- (14) Arrange, as necessary, according the nature and scale of the elections to be held, the publication of the requirements and procedures for the registration of political parties or independent candidates for election, the registration of names, the allocation of symbols for ballot papers, and the nomination of candidates.
- (15) Establish the mechanisms required for the counting of votes and the publication of results, including the establishment and staffing of counting centres.

- (16) Plan and operate detailed procedures for Post-election Phase, including: return or turn-in of excess resources; public recognition of voter registration and elections workers; return of facilities to owners; and, detailed accountability for all resources expended.

Tasks to Organisations: UN Office of Project Services (UNOPS)

- (1) Establish provincial offices for the JEMBS.
- (2) Re-supply and support the VREP teams and sites, as well as the national, regional, and provincial centres, including payment of all personnel.
- (3) Maintain the logistical support mechanisms necessary to support the VREP teams and sites and all supporting and sustaining operations, including establishing provincial offices.
- (4) Monitor the output and production from all contracts and the expenditure of all resources.
- (5) Conduct logistic operations during the Post-election Phase, including movements in support of the breakdown of sites and turnover of equipment at the national, regional, and provincial levels.

Tasks to Organisations: UN Development Programme (UNDP)

- (1) Source and track the budgetary resources and expenditures necessary to conduct the elections.
- (2) Procure VREP materials and resources as requested.
- (3) Coordinate the provision of staff through UNV.
- (4) Coordinate and enhance the capacity of NGOs to participate in the nationwide civic education campaign
- (5) Facilitate international electoral observation as requested.

Tasks to Organisations: UN Security Coordinator (UNSECOORD)

- (1) Provide security advice to the Duty Officer and SMT on UN staff and staff premises as related to the VREP.
- (2) Establish, with JEMBS Security, Security Awareness Training Teams to provide pre-deployment security awareness training to all international and national UN and international monitoring staff.
- (3) Provide security advice as required to the JEMBS Director of Security.

Tasks to Organisations: UNAMA Chief Administrative Officer (CAO)

- (1) Provide transportation of electoral staff and materials to and from Regional and Provincial VREP offices and to and from VREP sites.

Tasks to Organisations: United Nations Volunteers

- (1) Contract and provide national and international UNV personnel available for Data Entry Centre and provincial VREP offices according to requirements laid out by the Secretariat.

Tasks to Organisations: Ministry of the Interior (MoI)

- (1) Develop, track, and shape the security environment.
- (2) Identify security requirements for the VREP
- (3) Identify security capabilities available from MoI.
- (4) Provide police forces to provide point security for VREP teams and sites, until dissolution of the teams and turnover of the sites.
- (5) Conduct and coordinate in extremis response for incident and security response and medical evacuation, when directed.
- (6) Provide for the security of candidates and officials.

Tasks to Organisations: Ministry of Education (MoE) and Ministry of Information & Culture (MoI&C)

- (1) Facilitate the use of schools as VREP sites.
- (2) Assist in mobilising the ELJ and CLJ Delegates and District Representatives in support of the voter registration project, the civic education campaign, and general elections.
- (3) Assist in taking measures necessary to encourage the participation of all Afghan citizens in the democratic process, prevent the disruption of voter registration and elections activities, and increase the security at all VREP sites.
- (4) Mobilise the Afghan electorate to ensure the necessary number of electoral workers, and promote the effective participation of women.
- (5) Assist in facilitating the civic education program necessary to develop an informed electorate.
- (6) Assist in facilitating the public information campaign.

Tasks to Organisations: Ministry of Justice

- (1) Finalise the draft elections laws that includes the elements required to conduct elections in 2004.
- (2) Register political parties in a timely manner.
- (3) Assist in the drafting of other legislation required for free and fair elections.

Tasks to Organisations: Global Risk Strategies

Assist the JEMBS by performing a broad range of functions including registration and election site identification, assisting in registration and polling staff recruitment, assist in the coordination of security for movements of sensitive election materials such as ballot papers, assist in the coordination of movement of personnel and general transportation of non-sensitive materials, serving as a focus for liaison with local leaders and security forces to make security assessments and other tasks as required by the JEMBS.

Appendix B: Acronyms

AIHRC	Afghan Independent Human Rights Commission
CFC-A	Combined Forces Command – Afghanistan
CLJ	Constitutional <i>Loya Jirga</i>
DFC	District Field Co-ordinator
ELJ	Emergency <i>Loya Jirga</i>
IAEC	Independent Afghan Electoral Commission
IDP	Internally displaced person
IFES	International Foundation for Election Systems
JEMB	Joint Electoral Management Body
JEMBS	Joint Electoral Management Body Secretariat
LOTFA	Law and Order Trust Fund for Afghanistan
MoE	Ministry of Education
MoI	Ministry of Interior
MoI&C	Ministry of Information & Culture
MoJ	Ministry of Justice
NDI	National Democratic Institute for International Affairs
NFC	National Field Co-ordinator
NGO	Non-government organization
OCAO	Office of the (UNAMA) Chief Administrative Officer
PFC	Provincial Field Co-ordinator
PIO	Public Information Officer
RFC	Regional Field Co-ordinator
SRSG	Special Representative of the Secretary General
UEC	UNAMA Electoral Component
UNAMA	United Nations Assistance Mission to Afghanistan
UNDP	United nations Development Program
UNOPS	United Nations Office for Project Services

UNSECOORD	United Nations Security Co-ordinator
UNV	United Nations Volunteers
VRP	Voter Registration Program