

ELECTIONS IN NEWLY MERGED DISTRICTS (NMDS) OF KHYBER PAKHTUNKHWA (KP)

Election Update-II - July 2019
Free & Fair Election Network – FAFEN



Free and Fair Election Network (FAFEN) initiated its assessment of the political environment and implementation of election-related laws, rules and regulations in April 2019 as part of its multi-phase observation of Provincial Assembly (PA) elections in Newly Merged Districts (NMDs) of Khyber Pakhtunkhwa (KP). The purpose of observation is to contribute to the evolution of an election process that is free, fair, transparent and accountable, in accordance with the requirements laid out in the Elections Act, 2017. Based on its observation, FAFEN produces periodic updates, information briefs and reports in an effort to provide objective, unbiased and evidence-based information about the quality of electoral and political processes to the Election Commission of Pakistan (ECP), political parties, media, civil society organizations and citizens.

The **Election Update-II** comprises FAFEN's observation of 674 out of total 1,896 polling stations (PS) established for the upcoming NMDs election on July 20, 2019. This election update also includes an analysis of the Final List of Polling Stations available on the ECP's website. As part of its election observation methodology, FAFEN randomly sampled 50 electoral areas in each PA constituency and its observers visited PS in each of the sampled area for a basic facilities' audit. Additionally, the Election Update-II includes perception of candidates and voters towards the final list of polling stations for NMDs' election.

The preparation of constituency-wise lists of polling stations is a part of the election planning. Section 59 of the Election Act, 2017 outlines the following process for finalizing polling stations for an election.

1. District Election Commissioners (DECs) provide the Lists of Proposed Polling Stations to concerned Returning Officers (ROs) within a week of their appointment.
2. ROs personally verify the proposed polling stations and issue a Preliminary List of Polling Stations within 15 days of receiving Lists of Proposed Polling Stations.
3. Voters get 21 days to file objections or suggestions to the District Returning Officers (DROs) regarding their assigned polling stations.
4. DROs hear the objections, consider suggestions and change the Preliminary Lists of Polling Stations accordingly.
5. DROs may make changes in the Final Lists of Polling Stations only in exceptional circumstances with the prior approval of the Election Commission.

1. ANALYSIS OF FINAL LISTS OF POLLING STATIONS

ECP will set up 1,896 PS comprising 5,651 polling booths for 2,798,277 registered voters, averaging one polling station for 1,476 voters. The average number of voters per polling station is marginally higher than it was in General Elections (GE) 2018, when 1,333 voters were assigned to each polling station on an average.

For the upcoming NMDs' election, 104 PS will be set-up in PK-100 (Bajaur-I), 103 in PK-101 (Bajaur-II); 131 in PK-102 (Bajaur-III), 86 in PK-103 (Mohmand-I), 108 in PK-104 (Mohmand-II); 110 in PK-105 (Khyber-I), 89 in PK-106 (Khyber-II), 146 in PK-107 (Khyber-III), 135 in PK-108 (Kurram-I), 130 in PK-109 (Kurram-II), 176 in PK-110 (Orakzai), 76 in PK-111 (North Waziristan-I), 102 in PK-112 (North Waziristan-II), 139 in PK-113 (South Waziristan-I), 98 in PK-114 (South Waziristan-II) and 163 in PK-115 (Ex-Frontier Regions).

The total number of PS includes the 44 being set up in Hangu and Kohat for the Internally Displaced Voters from PK-110 (Orakzai), and 14 in Bannu for Internally Displaced Voters from PK-112 (North Waziristan-II).

In comparison to GE-2018, as many as 285,976 voters have increased on the electoral rolls for the upcoming NMDs' election. The number of men voters increased up to 9.5 percent (159,873 voters) and women voters up to 11 percent (126,103 voters). Following Table-I illustrates the district-wise analysis of polling stations and registered voters of GE-2018 and upcoming NMDs' election 2019:

Table I: District-wise analysis of PS and registered voters in GE-2018 and NMDs' election 2019

District	GE-2018				NMDs Election -2019			
	PS	Men Voters	Women Voters	Total Voters	PS	Men Voters	Women Voters	Total
Bajaur	336	288,958	203,774	492,732	338	312,685	217,758	530,443
Mohmand	189	160,079	97,573	257,652	194	175,221	105,281	280,502
Khyber	381	277,530	214,314	491,844	345	301,015	231,072	532,087
Kurram	246	193,244	144,621	337,865	265	204,818	155,923	360,741
Orakzai	177	94,279	72,927	167,206	176	110,741	85,695	196,436
North Waziristan	161	196,668	77,537	274,205	178	210,656	109,521	320,177
South Waziristan	234	198,093	126,072	324,165	237	237,769	149,060	386,829
Ex-FRs	160	100,625	66,007	166,632	163	116,444	74,618	191,062
Overall	1,884	1,509,476	1,002,825	2,512,301	1,896	1,669,349	1,128,928	2,798,277

Out of total 1,896 polling stations being set-up for July 20, 2019 in eight districts, 482 are male PS, 376 female PS and 1,038 combined PS. A comparative analysis of polling stations set up for GE-2018 with the upcoming elections demonstrates that the number of PS decreased in two districts despite an increase in registered voters, while in the remaining six districts, the number of PS increased. The PS in Khyber have decreased from 381 to 345 despite an increase of 40,243 voters; while in Orakzai the PS decreased from 177 to 176 with an increase of 29,230 registered voters. Following Table-II shows the district-wise comparative analysis of PS set-up for NMDs elections with GE-2018. .

Table II: District-wise comparative analysis of PS set-up for NMDs' elections with GE-2018

District	GE-2018				NMDs Election-2019			
	Men	Women	Combined	Total	Men	Women	Combined	Total
Bajaur	38	36	262	336	39	36	263	338
Mohmand	66	52	71	189	71	53	70	194
Khyber	201	154	26	381	181	137	27	345
Kurram	59	59	128	246	72	72	121	265
Orakzai	0	0	177	177	4	4	168	176
North Waziristan	52	20	89	161	59	31	88	178
South Waziristan	33	22	179	234	43	30	164	237
Ex-FRs	12	12	136	160	13	13	137	163
Overall	461	355	1,068	1,884	482	376	1,038	1,896

1.1 Constituency-wise Distribution of PS Designated as Highly Sensitive

Section 59 (12) of the Elections Act, 2017 empowers District Returning Officers (DROs) to declare a polling station highly sensitive if, in their assessment, the concerned polling station requires special security measures. Of 1,896 PS, ECP has designated 554 (approx. 29%) PS as highly sensitive and 461 (approx. 24%) as sensitive on polling day. ECP may also install surveillance cameras in these PS to monitor polling proceedings, including counting of votes and preparation of results by Presiding Officers. ECP has sought assistance from Pakistan Armed Forces in making necessary security arrangements for NMDs' election. The armed forces shall be deployed outside all polling stations for four days from July 18, 2019 to July 21, 2019. Additionally, they will be also stationed inside the highly sensitive polling stations. Similarly, the troops shall be deployed at the offices of Returning Officers till the consolidation of the results. The ECP has also authorized the designated officer in-charge of armed forces to exercise powers of magistrate first class for entire duration of their deployment in respect of offences under sections 169 (personation) and 171 (capturing of a polling station or polling booth) punishable under section 174 of the Elections Act, 2017 and to take cognizance of any such offences under any of the clauses of sub-section (1) of section 190 of the Code of Criminal Procedure.

Table-III shows the constituency-wise number of sensitive and highly sensitive polling station

Table-III Constituency-wise details of declared sensitive and highly sensitive polling station

Constituency	Sensitive	Highly Sensitive
PK-100 Bajaur-I	16	7
PK-101 Bajaur-II	13	4
PK-102 Bajaur-III	36	15
PK-103 Mohmand-I	18	20
PK-104 Mohmand-II	55	24
PK-105 Khyber-I	15	23
PK-106 Khyber-II	3	21
PK-107 Khyber-III	6	24
PK-108 Kurram-I	69	38
PK-109 Kurram-II	49	4
PK-110 Orakzai	25	8
PK-111 North Waziristan-I	8	68
PK-112 North Waziristan-II	19	83
PK-113 South Waziristan-I	95	44
PK-114 South Waziristan-II	8	90
PK-115 Ex-Frontier Regions	26	81
Total	461	554

1.2 NMDs PS With Less Than 10 Percent Turn Out of Women Voters During GE 2018

According to ECP's Form-45 data for GE 2018 in 12 NA constituencies of erstwhile FATA, at least 48 women polling stations exhibited a turnout of less than 10 percent indicating barriers or restrictions on women to access PS. Of these 48, a total of four PS registered less than one percent of registered women voters coming out to exercise their right to vote. A majority of these PS (36) were in Khyber, while six in South Waziristan, and three each in Mohmand and North Waziristan.

Since these 48 PS exhibited low women turnout during GE 2018, there is a possibility that such trends may continue to prevail during the upcoming NMDs' election. District-wise analysis of PS where women turn-out remained below 10 percent is annexed with this Election Update-II.

1.3 Number of PS Less or More than 1,200 Voters

Section 59(3) of the Elections Act, 2017 limits the number of voters per polling station and polling booth to 1,200 and 300 voters respectively, as far as practicable, in order to improve the efficiency of the polling process.

A comparison between the polling stations set up for GE-2018 and upcoming NMDs' elections, the number of PS with more than 1,200 votes have increased up to 7 percent. As many as 65% or 1,236 PS have been assigned more than 1,200 voters for upcoming NMDs' elections, while 1,100 PS (58%) in GE-2018 had more than 1200 voters.

Figure-I shows the district-wise distribution of PS exceeding limit of 1,200 voters in GE-2018 in comparison to NMDs' Election 2019.

Figure-I: District Wise Comparison of PS having More or Less than 1,200 Voters

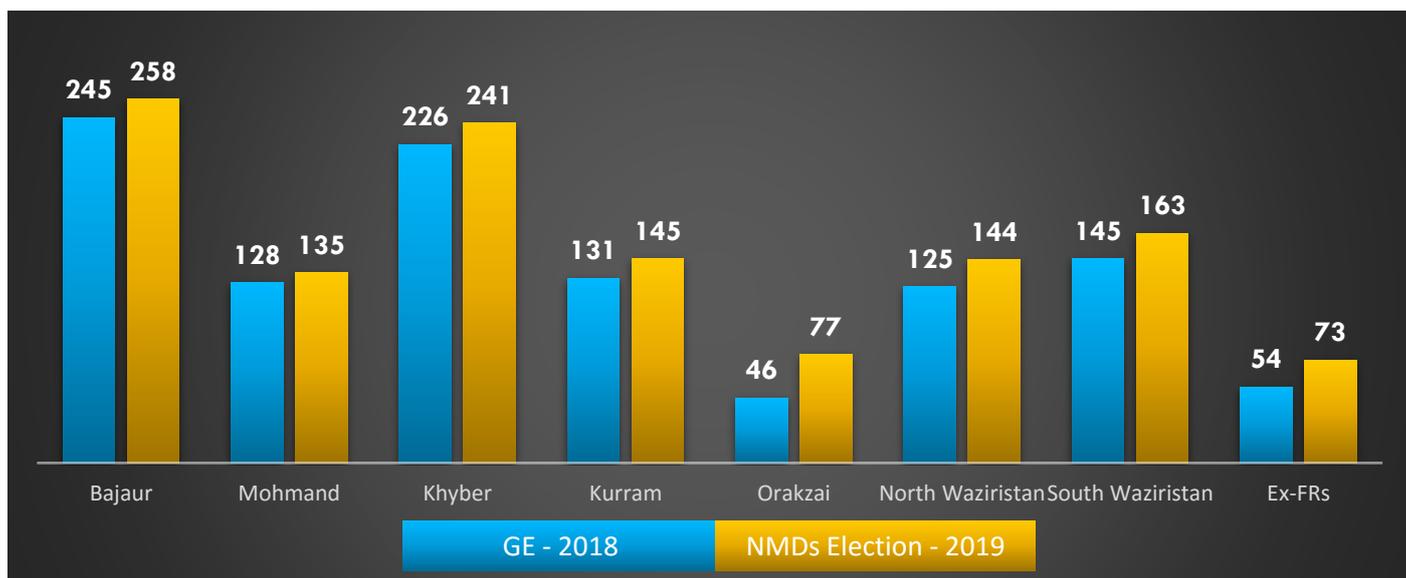


Table-IV shows the constituency-wise PS exceeding limit of the 1,200 voters.

Constituency	Less than 1,200	1,200 to 2,000	More than 2,000	Total
PK-100 Bajaur-I	25	68	11	104
PK-101 Bajaur-II	33	52	18	103
PK-102 Bajaur-III	22	76	33	131
PK-103 Mohmand-I	36	46	4	86
PK-104 Mohmand-II	23	64	21	108
PK-105 Khyber-I	32	59	19	110
PK-106 Khyber-II	22	47	20	89
PK-107 Khyber-III	50	73	23	146
PK-108 Kurram-I	70	52	13	135
PK-109 Kurram-II	50	60	20	130
PK-110 Orakzai	99	67	10	176
PK-111 North Waziristan-I	13	38	25	76
PK-112 North Waziristan-II	21	47	34	102
PK-113 South Waziristan-I	46	54	39	139
PK-114 South Waziristan-II	28	34	36	98
PK-115 Ex-Frontier Regions	90	64	9	163
Total	660	901	335	1,896

1.4 Gender-wise Distribution of Polling Booths in each constituency

According to the final list of polling stations, a total of 5,651 booths will be set up at 1,896 PS. Nearly 61 percent (or 3,436) of the polling booths will be set up for men, who constitute almost 60% of the NMD's registered voters, while the remaining (39% or 2,215) polling booths will be for women. Table-V shows the constituency-wise polling booths to be established in each constituency for the upcoming elections.

Table-V: Constituency-wise polling booths in each constituency for upcoming elections

Constituency	Male Booth	Women Booth	Total Booth
PK-100 Bajaur-I	204	94	298
PK-101 Bajaur-II	185	99	284
PK-102 Bajaur-III	219	120	339
PK-103 Mohmand-I	148	89	237
PK-104 Mohmand-II	196	116	312

Constituency	Male Booth	Women Booth	Total Booth
PK-105 Khyber-I	210	158	368
PK-106 Khyber-II	182	124	306
PK-107 Khyber-III	267	199	466
PK-108 Kurram-I	190	152	342
PK-109 Kurram-II	182	148	330
PK-110 Orakzai	290	253	543
PK-111 North Waziristan-I	194	96	290
PK-112 North Waziristan-II	241	114	355
PK-113 South Waziristan-I	240	176	416
PK-114 South Waziristan-II	217	107	324
PK-115 Ex-Frontier Regions	271	170	441
Total	3,436	2,215	5,651

A comparative analysis of polling booths set up in GE 2018 with NMDs' election 2019 shows an increase in polling booths in five districts, while in Khyber, Bajaur and Mohmand the number decreased. Following Table-VI shows the district-wise analysis of polling booths set up during GE 2018 and NMDs' Election 2019.

Table-VI: District-wise analysis of polling booths set up during GE 2018 and NMDs' Election 2019

District	GE-2018			NMDs' Election 2019		
	Male	Women	Total	Male	Women	Total
Bajaur	684	298	982	608	313	921
Mohmand	345	209	554	344	205	549
Khyber	758	536	1,294	659	481	1,140
Kurram	266	227	493	372	300	672
Orakzai	279	244	523	290	253	543
North Waziristan	427	163	590	435	210	645
South Waziristan	461	242	703	457	283	740
Ex-FRs	267	168	435	271	170	441
Overall	3,487	2,087	5,574	3,436	2,215	5,651

2. FAFEN's ASSESSMENT OF ESTABLISHED POLLING STATIONS

FAFEN observers visited 674 polling stations in sampled electoral areas to assess the availability of basic facilities and compliance of the polling stations' finalization process with the Elections Act 2017. Observers sought confirmation of visits by Returning Officers (ROs) to each polling station buildings from their administrators. A majority of the administrators of these PS (44% or 295) confirmed that the concerned RO visited the building to personally verify the polling station. Table-VII shows the constituency-wise confirmation of ROs visits to observed PS.

Table-VII: Constituency-wise confirmation of ROs visits to observed PS

Constituency	PS Visited by ROs	PS Not Visited by ROs	Total
PK-100 Bajaur-I	50	0	50
PK-101 Bajaur-II	50	0	50
PK-102 Bajaur-III	47	3	50
PK-105 Khyber-I	1	49	50
PK-103 Mohmand-I	0	50	50
PK-104 Mohmand-II	18	24	42
PK-106 Khyber-II	4	46	50
PK-107 Khyber-III	0	51	51

Constituency	PS Visited by ROs	PS Not Visited by ROs	Total
PK-108 Kurram-I	1	48	49
PK-109 Kurram-II	52	0	52
PK-110 Orakzai	20	0	20
PK-111 North Waziristan-I	1	3	4
PK-112 North Waziristan-II	-	2	2
PK-113 South Waziristan-I	50	-	50
PK-114 South Waziristan-II	1	53	54
PK-115 Ex-Frontier Regions	-	50	50
Total	295	379	674

Nearly 68% (or 457) of the observed PS lacked ramps at entry points for wheelchair-bound voters. Moreover, ten percent PS lacked clean drinking water facility, nine percent lacked washrooms and four percent were without boundary walls. Table-VIII shows the constituency-wise analysis of missing facilities at PS.

Table VIII: Constituency-wise analysis of missing facilities at PS

Constituency	PS without Ramps	PS without Clean Drinking Water	PS without Washrooms	PS without Boundary Walls
PK-100 Bajaur-I	22	0	3	0
PK-101 Bajaur-II	1	0	0	0
PK-102 Bajaur-III	43	0	0	1
PK-105 Khyber-I	49	0	0	0
PK-103 Mohmand-I	44	4	11	1
PK-104 Mohmand-II	35	13	18	0
PK-106 Khyber-II	36	14	14	4
PK-107 Khyber-III	48	4	7	12
PK-108 Kurram-I	49	7	3	4
PK-109 Kurram-II	0	0	0	0
PK-110 Orakzai	2	1	1	0
PK-111 North Waziristan-I	4	4	2	2
PK-112 North Waziristan-II	2	2	1	0
PK-113 South Waziristan-I	50	0	0	0
PK-114 South Waziristan-II	22	1	0	0
PK-115 Ex-Frontier Regions	50	16	0	1
Total	457	66	60	25

As many as 666 (99%) of the observed polling stations were established in a proper government building or a registered private educational institution, while the remaining eight polling stations (one percent) were established in premises with no proper building. Table-IX provides a list of the PS established in a proper building or otherwise.

Table IX: Constituency-wise analysis of PS Buildings

Constituency	PS set up in a Proper Building	PS Without a Proper Building	Total
PK-100 Bajaur-I	50	0	50
PK-101 Bajaur-II	50	0	50
PK-102 Bajaur-III	50	0	50
PK-105 Khyber-I	50	0	50
PK-103 Mohmand-I	50	0	50
PK-104 Mohmand-II	41	1	42
PK-106 Khyber-II	49	1	50

Constituency	PS set up in a Proper Building	PS Without a Proper Building	Total
PK-107 Khyber-III	47	4	51
PK-108 Kurram-I	48	1	49
PK-109 Kurram-II	52	0	52
PK-110 Orakzai	20	0	20
PK-111 North Waziristan-I	4	0	4
PK-112 North Waziristan-II	2	0	2
PK-113 South Waziristan-I	50	0	50
PK-114 South Waziristan-II	53	1	54
PK-115 Ex-Frontier Regions	50	0	50
Total	666	8	674

3. CANDIDATES' PARTICIPATION IN GE-2018 AND NMDs' Elections 2019

The General Elections in erstwhile Federally Administered Tribal Areas (FATA) was held for 12 National Assembly (NA) seats with a total of 303 contesting candidates. However, a total of 297 candidates are contesting for 16 Provincial Assembly seats during the upcoming NMDs election. Following Table-X shows a comparison of candidates in GE-2018 for 12 NA seats and NMDs elections for 16 PA seats

Table-X: Number of Contesting Candidates in GE 2018 and NMDs' Election 2019

District	GE 2018			NMDs' Election 2019		
	Men	Women	Overall	Men	Women	Overall
Bajaur	26		26	39		39
Mohmand	18		18	32		32
Khyber	58		58	58	1	59
Kurram	62	1	63	53		53
Orakzai	31		31	24		24
North Waziristan	35		35	39		39
South Waziristan	53		53	41		41
Ex-FRs	19		19	10		10
Overall	302	1	303	296	1	297

4. CANDIDATES' ASSESSMENT OF POLLING STATIONS

FAFEN observers interviewed 55 contesting candidates, and nine other persons nominated by the contesting candidates to speak of their behalf to assess their satisfaction level regarding the polling stations established for upcoming elections. As many as 17 candidates or their nominees were interviewed in PK-106 (Khyber-II), 12 in PK-105 (Khyber-I), 11 in PK-107 (Khyber-III), nine in PK-113 (South Waziristan-I), four each in PK-103 (Mohmand-I) and PK-111 North Waziristan-I, three in PK-104 (Mohmand-II), two in PK-110 (Orakzai) and one each in PK-100 (Bajaur-I) and PK-109 (Kurram-II).

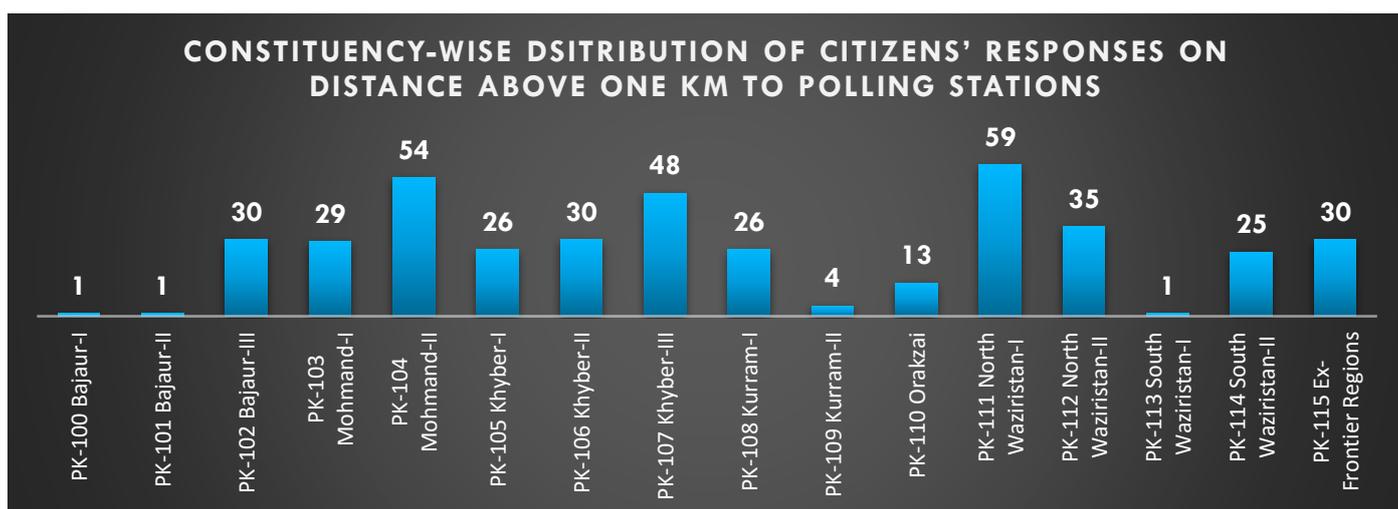
Most of the contesting candidates interviewed by FAFEN's Long Term Observers (LTOs) were independents (39) while six belonged to Jamaat-e-Islami (JI), five each to Pakistan Tehreek-e-Insaf (PTI) and Jamiat Ulema-e Islam – Fazal-ur-Rahman (JUI-F), four to Pakistan Peoples' Party Parliamentarians (PPPP), two to Awami National Party (ANP), and one each to one Qaumi Watan Party – Sherpao (QWP-S), Pakistan Awami Inqelabi League (PAIL) and Pakistan Muslim League – Nawaz (PML-N).

A majority of candidates were largely satisfied with the process adopted for finalizing the list of PS, however, six candidates (9%) including four independents and one each from JI and PTI expressed dissatisfaction with the final list of PS in their constituencies, and had lodged objections with their respective District Returning Officer (DRO).

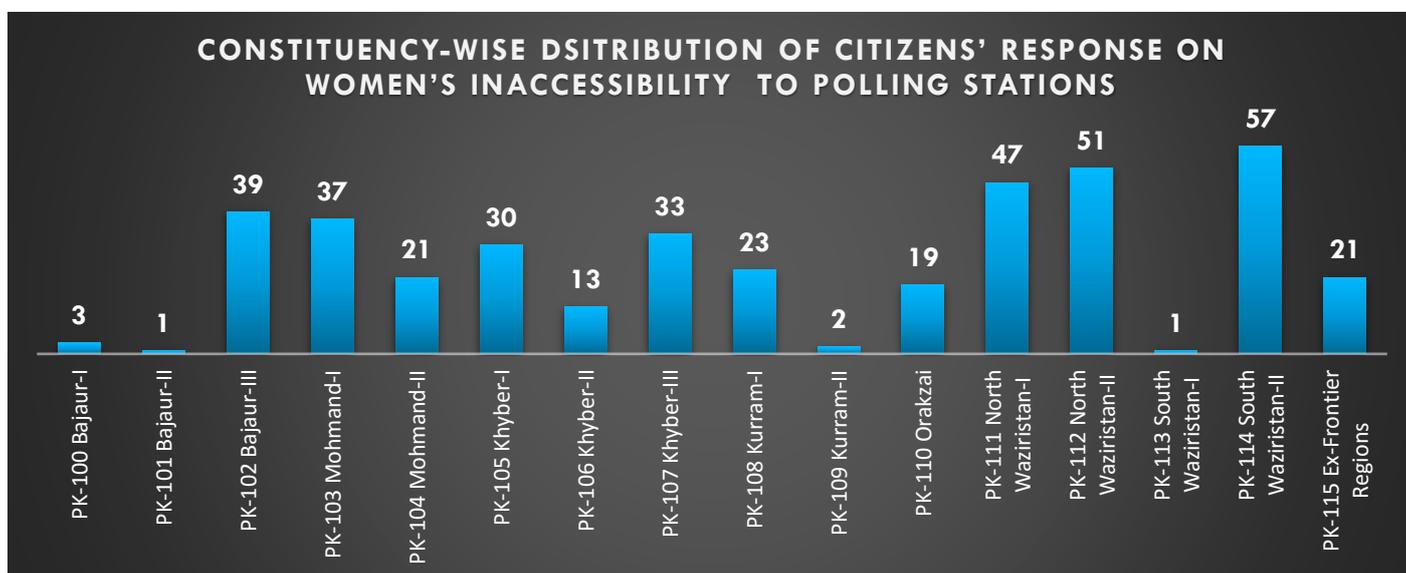
Five of the objectors (four independents and one PTI) contesting elections in PK-111 (North Waziristan-I) and PK-113 (South Waziristan-I) said that their complaints were heard at the DROs' offices, while another objector (from JI) from PK-107 (Khyber-III) mentioned that the complaint remained unaddressed.

5. VOTERS' ASSESSMENT OF POLLING STATIONS

Under Section 59(2) of the Elections Act, 2017, the distance between a polling station and the assigned resident voters should preferably be less than a kilometre. As part of its over encompassing observation, FAFEN also interviewed four citizens in each of the sampled 50 electoral areas in 16 PA constituencies. Nearly 412 interviewed citizens claimed that the distance between their place of residence and assigned polling station is more than a kilometre. Figure-II provides a constituency-wise analysis of citizens' responses.



Similarly, as many as 398 respondents said that the PS in their electoral areas were not easily accessible for women. Figure-III shows the citizens' responses regarding women's access to PS.



Annexure NMDs PS with Less Than 10 Percent Turn Out of Women Voters during GE-2018

District	PS Name	Women Registered Voters (as of GE 2018)	Polled Votes (as on Form-45 for GE 2018)	Turnouts
Khyber	GPS Kharai Mela Arman Khel Killi Female	1,283	110	9%
	GPS Khan Haider Killi (Female)	1,928	77	4%
	Welfare Public School Aka Khel (i) (Female)	2,362	153	6%
	Welfare Public School Aka Khel (ii)(Female)	591	36	6%
	BHU Sra Chena Aka Khel Female	1,390	105	8%
	The Morning Star Public School Aka Khel (Male)	1,938	190	10%
	GGPS Ameen Killi Aka Khel Female	1,873	171	9%
	BHU Dost Muhammad Killi Kamar Khel (i)(Female)	1,600	53	3%
	GGPS Malik Shin Akbar Killi (i) Female	1,476	114	8%
	GGPS Malik Shin Akbar Killi (ii) Female	1,881	152	8%
	GGPS Malik Shin Akbar Killi (iii) Female	924	70	8%
	GGPS Said Malang Killi (Female)	712	54	8%
	GGPS Sher Badshah Killi Karawal MDK Female	1,246	55	4%
	GGHS Ghazi Gul Killi Nala (i)MDK Female	1,093	76	7%
	GGHS Ghazi Gul Killi Nala (ii)MDK Female	1,184	81	7%
	GGHS Ghazi Gul Killi Nala (iii)MDK Female	1,183	70	6%
	GGPS Anwar Shah Killi BQK Female	1,688	154	9%
	GGMS Abdullah Jan Killi BQK (ii) Female	1,648	79	5%
	GGPS Malik Waris Killi SQK Female	1,365	108	8%
	GGPS Zanjeer Killi Mandai Kas SQK	1,963	118	6%
	GGPS Star Killi SQK Female	316	21	7%
	GGMS Fazalu Rehman Killi SQK (i) Female	1,396	120	9%
	GGPS Major Sadique Killi SQK Female	1,104	101	9%
	GPS Jani Khel Killi SQK (i) Female	1,596	89	6%
	GPS Jani Khel Killi SQK (ii) Female	1,042	41	4%
	GGHS Kalanga Aka Khel (i) (Female)	1,559	139	9%
	GGHS Kalanga Aka Khel (ii) (Female)	1,208	83	7%
	Madrassa Butan Sharif School Section BQK (i) Female	997	46	5%
	GPS Nazar Khan Killi back side of Laly Kass Circle office	726	26	4%
	Madrassa Nurhao BQK (Female)	898	62	7%
	Muslim Public School Bagh Markaz MDK Female	1,201	73	6%
	GGPS Badshah Khan Killi (Neka Dada Killi) Female	1,086	69	6%
	Madrassa Alam Khel MDK Female	1,400	97	7%
Sher Dara Public School Zakha Khel Female	1,372	68	5%	
GPS Khato Cheena Toor Khel Female	1,073	48	4%	
Warsak P/School SQK (i) Female	2,052	33	2%	
South Waziristan	GMS Khujai (Female)	1,811	29	2%
	GMS Tangi Badinzai (Primary Section) (Female)	1,793	127	7%
	GPS Trikh Kunr (Female)	1,167	61	5%
	GPS Nanak Raghzai (Female)	1,151	11	1%
	GPS Ghullam Khan Kot Badar (Female)	1,606	143	9%
	GPS Ahmad Gul Kalai (Female)	1,719	29	2%
Mohmand	BHU Bautha Polling Station No 2 Partially Improvised (Female)	1,400	103	7%
	Sub Tehsil Polling Station No 2 (Female)	1,543	24	2%
	CS GHAIR DAND Partially Improvised (Female)	1,391	78	6%
North Waziristan	GHS Tappi (Female) Portion-II	1,535	127	8%
	Govt: High School Spulga (Female) Portion-II	1,652	135	8%
	Govt High School Tall Killa (Portion III) Female	1,796	71	4%