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DRAFT

Election Commission of Nepal

Voter Register with Photograph Program

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SECTION 1: SITUATION ANALYSIS

Background

Following 10 years of internal armed conflict, in November 2006 the seven political parties and the Communist Party of Nepal-Maoists reached the "Comprehensive Peace Agreement".[1] An Interim Constitution replaced the 1990 Constitution and was formally approved by the Parliament in January 2007. An Interim Government was formed in March 2007 and Constituent Assembly elections were held in April 2008.

In March 2009, ECN launched its Strategic Plan 2009-2013. The Strategic Plan contains the objective of voter registration as follows: "5.2- Ensure accuracy in the electoral rolls and in the identification of the voters". In June 2009, UNDP Electoral Support Project (ESP) supported the ECN to develop a concept paper for voter registration (VR) with photo, followed by support for resource mobilisation and donor coordination. Consequently, the Government of Nepal included computerised voter registration (entitled "Voter List with Photograph" project) in its Policy & Program 2066-67 BS as presented by the President on July 9, 2009 including linkage to the national identification (NID) project.

In 2008/9 a Voter Registration Survey was conducted by ECN with assistance from IFES and DanidaHUGOU which identified several issues relating to the existing voter registration process including lack of proper voter identification, duplicate registrations, inclusion of deceased voters, missing voters, and errors in voter details including date of birth. Recommendations of the assessment included that Citizenship Certificate continue to be required as proof of identity but with the support of nationwide voter education, and that a completely new voter register be established including biometrics (photograph and fingerprint) of each voter.

In order to implement the Voter Register with Photograph program effectively, the ECN developed a phase-wise plan, beginning in April 2010. A Joint Appraisal of the "*Voter List with Photograph*" concept and pilot was commissioned by a group of international stakeholders (DanidaHUGOU, DFID/ESP, IFES/USAID). This joint appraisal culminated in a report which made a number of recommendations to improve the effectiveness of the project. These recommendations have potential implications on the budget, implementation, schedule, and other technical aspects of the project. The ECN reviewed the recommendations and adopted most of them.

Nepal currently has a system that calls for annual voter registration updates. The current civil registration system requires that Municipalities/Village Development Committees be responsible for recording births, marriages and deaths. Due to the past conflict, neither the voter nor civil registry systems have been properly maintained. Hence, the systems for maintaining voter and civil registers in Nepal need to be substantially improved and reformed.

The adoption of a modern registration process and development of a Voter List database with photograph and fingerprints has significant benefits. These benefits include the clear identification of voters on Election Day, the deterrence of false voting, the ability to detect and remove duplicate registrations, and the ability to manage internal migration of voters between locations.

The adoption of a continuous update methodology over the current annual update approach will have positive impact on the maintenance of a list quality and significantly reduce the ongoing cost of list maintenance. By allowing voters to register at any time through visiting a

[1] The Comprehensive Peace Agreement (CPA) was signed on 21 November 2006.

District Election Office, voters may update their details at any time of their convenience. Voters may register at the time of their entitlement or at time of migrating to a new voting district. No longer will voters be disenfranchised through not being home during the annual enumeration process as they will be able to register at the District Office on their return.

The ECN currently spends a significant amount of money each year (94.2 million rupee) on national mobilization for the annual enumeration process. The process not only requires a significant annual budget but places significant workload on District and VDC offices, and occupies the time of local officials such as civil servants, teachers and others. The continuous update methodology removes the requirement for the annual update process.

The ECN has expressed the willingness to collect additional data to facilitate the development of a civil registration database through the voter registration process. As the implementation of the new voter registry required a national data collection campaign, a small number of questions have been added to the voter registration form to gather information of interest to the civil register. At the completion of voter registration this data will be made available for the civil register and potential issuance of a multipurpose national ID card.

Challenges for the voter registration process

The development and implementation of a new voter registration process including the registration of all entitled voters should not be seen as the conclusion of all steps and responsibilities. One of the largest challenges lies in the institutionalisation and sustainability of all new voter registration processes including fully functional and efficient processes and infrastructure for continuous updating of the list.

The main challenges for the voter registration process are:

a) **Existing capacities of ECN staff need to be strengthened**: while the current members of the ECN have managed voter registration for an extended period of time, the new voter registration process utilises modern processes and technologies and will require restructuring of the ECN to allocate appropriate resources and capacities to support the new process.

b) **An evolving legal framework for voter registration:** appropriate legal reforms will need to be conducted to support the new registration process including collection and utilisation of voter photograph and biometric data. The level of cooperation between the voter list and civil register including data collection and data sharing provisions must be monitored and supported with appropriate legal provisions.

c) **Linkages to the civil register:** linkages between voter registration and civil registration/NID provide some of the most obvious and tangible justifications for the project. These linkages must continue to be developed with the ongoing tuning and adjustment of operational processes to support the mutual benefits of both initiatives.

d) **Voter education and awareness:** the sustainability of the voter registration process will be largely dependent on the ability of the ECN to keep voters aware of the continuous update process for the voter list and the required processes and procedures for the update. Voters must be motivated to keep their registration details up to date and be aware of the linkages between voter registration, civil registration, and NID.

e) **Credibility and trust in the process**: all stakeholders including the voting population hold high expectations for the new voter registration process. The ECN must work transparently and diligently in not only the initial registration period but also in the maintenance and updating of the list. Trust in the process and the final voter lists must be maintained to ensure stakeholder ownership and trust.

f) **Citizenship Certificate**: to ensure the legitimate entitlement of voters for registration, ECN will insist on eligible voters to provide their Citizenship Certificate during enumeration and registration. It is recognized that not all citizens of 16 years of age and above have completed the required process to attain their Citizenship Certificate. ECN will highlight the requirement for Citizenship Certificate in all voter education programmes and work with the Ministry of Home to provide mechanisms for fast-track processing of Citizenship Certificate applications.

These considerations have prompted ECN to take a longer view of the voter registration process. The project must not just support the registration period, but must support a period of institutional strengthening and consolidation that will see the full institutionalisation of processes, and the establishment of all infrastructure and mechanisms for the continuous voter registration process.

SECTION 2: PILOT PROJECT AND VR APPRAISAL RECOMMENDATIONS

ECN conducted a pilot voter registration project in April 2010 registering over 34,000 voters across five Districts, covering seven VDC areas. The pilot registration exercise was observed by the ECN, election stakeholders, international experts, the joint appraisal mission, and members of the international community. Recommendations and observations from the project have been consolidated by ECN and incorporated in the operational and technical plans for future project implementation.

In April 2010 a Joint Appraisal of the "*Voter List with Photograph*" concept and pilot was commissioned by a group of international stakeholders (DanidaHUGOU, DFID/ESP, IFES/USAID). This joint appraisal culminated in a report which while endorsing the project design and approach as sound and appropriate, made a number of recommendations to improve the effectiveness of the project.

ECN has considered the recommendations of the joint appraisal team and has taken action to accommodate all practical recommendations into the project methodologies and plans. ECN greatly appreciates the work and recommendations of the Joint Appraisal mission and the support of the international partners.

IFES completed an audit of the pilot voter registration areas including voter to list and list to voter comparisons. The survey included a sample size of 2,270 voters and the findings can be summarized as follows:

- Voters not on list due to lack of citizenship certificate (34% of missing), absent during registration (20% of missing), and completed process but not found on list (18% of missing).
- Data entry error in some part of voter details (name, address, date of birth) of 17%.
- Overall 14% of eligible voters do not have citizenship certificate. This rate is 39% in the 16-25 year age group.
- Lack of motivation was the key reason for 16-25 year age group to not have a citizenship certificate. Distance to office a major reason in remote areas.
- Up to 34% of voters became aware of the registration process for the first time through the enumerators but considered the information provided as very good.
- The vast majority of voters considered the new registration process to be very good and have high expectations of the process.

The following table summarizes the key recommendations of the joint appraisal and the actions taken by ECN to accommodate the recommendations:

Recommendations for Improvements to the Plan	Actions Taken by ECN
(119) Rather than launching straight into phase 1, the ECN should take the required time to learn from the pilot. This should be done as fast as possible so as not to lose momentum, but will mean a postponement of 1-3 months depending on how long it takes to do the following.	Project implementation has been postponed for 3 months with field operations now due to commence for Municipalities in September 2010. The ECN has prepared a revised project plan including timeline, operational plan, budget, staffing, procurement, training, and voter education plans.
(120) Analyse pilot data: Collect data from all the pilot registration. Check data consistency, e.g. that names make sense and are not blank, that dates are valid, locations exist, fingerprints are of appropriate quality suitable for AFIS, photos of acceptable quality etc. Conduct both list-to-voter surveys (find people on the list and confirm their data on the list is correct) and voter-to-list surveys (select random people in the field and check if they are on the list) in order to measure performance.	ECN has consolidated all pilot project data on a central server and has conducted analysis of data quality including completeness of data, photo and fingerprint quality, and registration patterns. The IFES survey of the pilot areas has been completed including list to household, and household to list comparison. The survey results have been provided to ECN on August 10 and ECN is including mitigation strategies into operational plans including improved voter education and training.
(121) Identify participation shortcomings: Find out why the participation was only 59% through field testing. The potential reasons are known but must be quantified. Were people not home, abroad, not interested, missing documents? To what extent was the old list inflated with duplicates and deceased? Establish mitigation measures to overcome shortcomings and engage with the political parties to establish an agreed baseline of what will be an accepted participation level.	The current IFES supported survey has been designed to assist in the identification of issues relating to low registration. The most common reasons for voters not being on the list relate to citizenship certificates and voters being absent during registration. ECN is working with MoH to improve citizenship certificate issuance, improving voter education to target and motivate voters to attain citizenship certificates, and implementing permanent registration facilities for voters out of area during initial registration.
(122) Develop district and central software, improve registration kit: Develop a version 2 of the registration software based on the lessons learned from the pilot. Develop and test the software to be used at the district and central level to ensure that the complete data cycle works properly.	Registration software has been modified with all recommendations from the pilot project and appraisal report including improved data quality. District level data consolidation software has been demonstrated to ECN in preparation for the first phase of registration. International ICT support has been mobilized to assess all software development, review data security and protection issues, and to make preparations for the central systems and facilities.
(123) Produce and verify provisional voter list: Ensure that a voter list can be generated and printed by the software. This should include provisions for sorting by polling station and agreement on design. The design must be easy to use on election day, particularly how to find voters (alphabetical	The testing of the software to generate the voters' list and allocate polling stations is in progress. Sample layouts for the voter list have been

Recommendations for Improvements to the Plan	Actions Taken by ECN
sorting?), identify them (photo?) and how to mark that they have voted. The lists should be tested in the field (see also 0 above).	developed and design work continues.
(124) Align with national ID, produce and verify National ID cards as pilot: Ensure that the data collected is compatible with and suitable for the national ID project, and that ID cards can be printed and distributed. Having the first national ID cards handed out will also serve as a boost to the incentive for people to register.	Ministry of Home is planning to commence production and distribution of the first NID cards within the coming fiscal year and are currently in the design, specification, and procurement process to procure necessary equipments. ECN continues to meet and coordinate with the Ministry of Home including coordination meetings, the demonstration of data collect*ion* systems, and the sharing of results and findings from the pilot registration exercise.
(125) Get legal framework in place: A new voter registration act should (ideally) be passed before registration takes place. It would also be highly preferable that the future of the national ID card as a replacement for the citizenship certificate/card and a mandatory prerequisite for voting is established in law.	Registration Act reform was drafted by the ECN, endorsed by the Government of Nepal, and sent to the legislative parliament for discussion and approval. ECN is following up for its approval.
(126) Complaint and adjudication mechanism: Establish mechanisms for receiving and adjudicating complaints in a swift, neutral and transparent manner. Educate voters on their rights and train ECN officials on facilitating these rights.	An international expert in dispute resolution identified the need to build a process for complaints and dispute resolution from the enumeration to the display periods. The process is being designed by the ECN Legal Department..
(127) Adjust registration kit: Add an inkjet printer and a sturdy transportation box to each kit. Consider changing the camera and light source to improve photo quality. Decision regarding these additions must be swift to allow for procurement.	The camera technical specifications and the lighting issue are under consideration. Pilot registration data including photographs have been reviewed with Ministry of Home with the conclusion that photographs are of sufficient quality but positioning of the photos must be improved. Registration software has been adjusted to improve the positioning and quality of photos. ECN will deploy registration equipment in padded backpack style equipment bags to meet both protection and mobility requirements. For operational and budgetary reasons (estimated cost $7 million), the ECN is not inclined to include an inkjet printer in the registration kits.
Changes to the Process	
(128) Once the above are in place, full registration can begin. Rather than postponing all phases it may be more logical to keep the timing of phase 2 and 3 and shift phase 1 – the Himalayas – to a suitable time according to climatic and other conditions.	Agreed. The Himalayan phase will take place in accordance with the revised timeline with field activities commencing in April 2011.
(129) Voter education: Increase voter education using all broad range of avenues such as printed media, radio, TV, speaker vans/"miking", posters and pamphlets with good illustrations.	Agreed. International and national technical assistance have been deployed to assist in the design and development of the voter education

Recommendations for Improvements to the Plan	Actions Taken by ECN
The voter education must cover aspect such as rights and responsibilities, time and location of registration, documentation requirement, and not least motivation.	strategy. The pilot registration survey has identified issues with voter education including timely delivery which are being incorporated into the voter education strategy.
(130) Enumeration: Draft forms should no longer be filled in at a household level but as a first step in the registration centre. Door-to-door canvassing – if continued at all considering the cost– should be a voter education measure only. In the registration centre an official should receive the registrant, check documentation, and fill in a draft form by hand before passing the draft and the registrant to the computer operator.	Based on the ECN's experience of enumeration over the past 20 years, ECN will maintain the process of enumeration for the current registration exercise. The enumeration process will be revised to meet the requirements of both voter education and registration. The voter registration survey identified that most voters received their information from the enumerator and rated the quality of information as good..
(131) Proof of registration: The data capture should be completed while the registrant is present in the centre. The registrant should confirm their data and be given a proof of registration. As a minimum this would entail a verbal conformation with the computer operator speaking out the data after entering it, and that the enumeration slip is signed and stamped before returned to the registrant as proof of registration. The ideal way is to print out the data, have the registrant read it (or read to them in terms of illiterate) sign and therefore legally validate that their information is correct. A colour inkjet printer with decent quality white paper, preferable perforated, can print out a sheet where the top part is for data verification and signing and the bottom part is a temporary ID card (or receipt/proof of registration). Both are printed in colour with all data and photo. The top part is retained by the ECN and the bottom part is torn off, folded and put in a cold lamination part before handing over to the voter. Security features can be added such as hologram stickers or special paper/print (for example that the paper is pre-printed with a microprint pattern or an invisible logo that only shows up under ultraviolet light) if required.	All data will be captured and verified with the voter present. Current ECN registration processes includes proof of registration to voters, with a receipt being given to each voter including the signatures of the voter, signature of the registration officer, and stamp with the ECN seal. Training and supervision procedures have been reviewed to ensure that this process is conducted consistently by registration staff.
(132) Remove district level proof reading: Data capture should be completed while the registrant is present. It should not be edited at district level or central level. Changes to data should be kept at an absolute minimum and hopefully not be necessary at all as the registration software should ensure that all mandatory data is captured in the appropriate format and quality, and since the data has been confirmed by the registrant. If data must be changed due to error then the registrants must be informed. Exception to the general rule is duplicate removal where the registrant should be informed, possibly prosecuted, and given due process.	All data will be captured and verified with the voter present. The ECN has reviewed legal provisions associated with data management. The signed registration form is the legal record of voter registration up to the completion of claims and objections. The voter registration survey identified that up to 17% of records have some form of data entry error. Clear errors in the capture of data from the registration form may be corrected up till the time of claims and objections.

Recommendations for Improvements to the Plan	Actions Taken by ECN
(133) Encourage observation: The ECN should encourage political parties and civil society organizations to observe the registration process at all levels, including at the registration centers and through provision of provisional voter lists after registration. The ECN can establish an accreditation process, offer briefings on the process and establish a formal way of channelling observations to the ECN for consideration.	Agreed. ECN will produce the necessary legal provisions and guidelines to facilitate and encourage observation. Political parties and civil society organizations are being engaged at the central and local levels.

SECTION 3: PROJECT STRATEGY

The project in its inception has a single major objective, this being to develop a continuously updateable Voter List with photograph, and to institutionalize the mechanisms for the continued maintenance and support of this process.

However, through the mechanisms to be put in place to achieve this objective, the ECN has the opportunity to facilitate other beneficial processes for Nepal such as the clear identification of voters on Election Day, the deterrence of false voting, the ability to detect and remove duplicate registrations, and the ability to manage internal migration of voters between locations.

Allowing voters to register at any time in any Voter Registration centre enables voters to update their details at any time of their convenience. Voters may register at the time of their entitlement or at time of migrating to a new voting district. No longer will voters be disenfranchised through not being home during the annual enumeration process. The continuous process also removes the requirement for the annual update process.

The national ICT network (intranet) to be established for the future continuous updating of the Voter List will facilitate more efficient electoral administration, internal communications, and greater data sharing between central and field offices.

The collection of digital data for all voters in Nepal requires significant investment in data collection technology. This equipment will not be a single use commodity. All equipment being purchased for the project will be of a general specification which can be used for any future automation purpose. The project will develop a deployment plan for all equipment to ensure that it can be reused to benefit the development of future ICT initiatives. It is likely that the majority of equipment will be retained by ECN for future Voter List maintenance and election management activities, including the implementation of continuous civil and voter registration at the local level.

In 2009 ECN developed a concept for the progressive implementation of civil and voter registration at the VDC level as facilities, infrastructure, and staffing became available with sufficient capacity to support the process. Until these facilities are available, ECN will implement a district based ICT process with local (VDC) support provided through form based registration and mobile electronic registration units.

The initial voter registration process will employ over 10,000 data entry operators throughout the country. These staff will be engaged from locations throughout the country and employed in their local areas. The recruitment, training, and provision of several months of ICT related working experience to young people throughout the country is expected to provide some level of social benefit.

The project will develop a Geographic Information System (GIS) to develop digital mapping of the country including all administrative and electoral boundaries with population and voting statistics. Each voter will be linked to a geographic unit such as ward, Polling Location, and/or settlement. The development of the GIS will assist with election planning including the allocation of locations and resources for Polling Locations, and provide a vital tool for the efficient and accurate delimitation of electoral boundaries.

SECTION 4: MANAGEMENT ARRANGEMENTS

This project will be directly implemented by ECN in consultation with other project partners. ECN will establish a project team with the Secretary as Chief Executive to oversee all project operations. The project team will operate from the Election Commission's headquarters in Kathmandu.

The central project team will be comprised of four operational teams, each lead by a Joint Secretary. The four teams will have responsibilities as follows:

- Legal & Political Party
- Organization, Management, & Planning
- Program Operations & Management
- Training, Education, & Monitoring

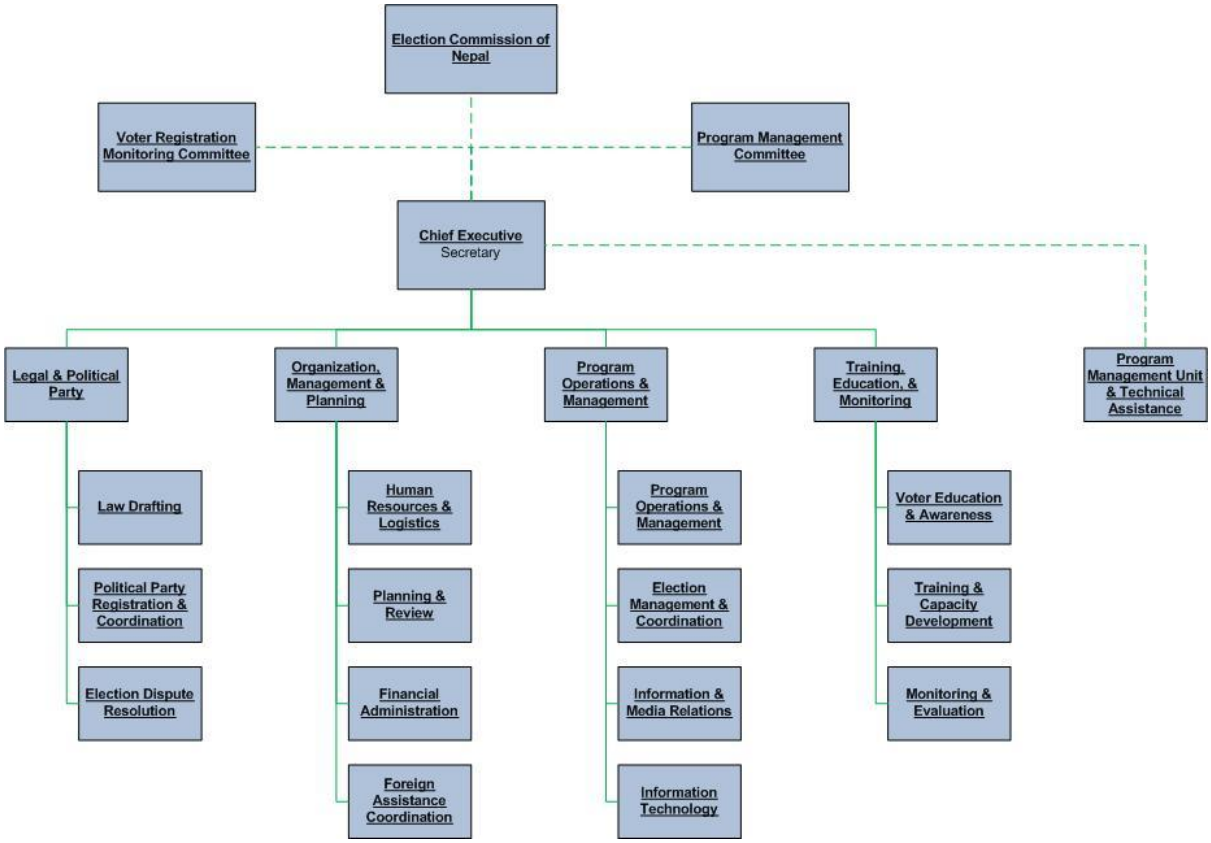
A Program Management Unit will be established to provide direct support to the Chief Executive. The Program Management Unit will coordinate technical assistance and other inputs to the project such quality assurance.

Two project oversight committees will be established. These committees are as follows:

- Voter Registration Monitoring Committee – The Voter Registration Committee is an internal ECN committee that will be convened and chaired by an Election Commissioner. The committee will set policy direction and monitor program implementation progress.

- Program Management Committee – The Program Management Committee will be convened and chaired by the Chief Executive and will include members from ECN, the Government of Nepal, major donors, and other stakeholders in the election process. The committee will monitor program progress, discuss significant implementation issues, and ensure coordination and guidance to meet program objectives.

Five Regional Program Offices will be established to coordinate and oversee project operations in their region. The Regional Offices will liaise directly with all DEO in their region to conduct operational planning and monitoring.



Procurement activities will be conducted using the most appropriate and efficient mechanism available for the specific process. To facilitate major international procurement ECN will discuss and coordinate with donor partners to utilize efficient, effective, and international standard procurement mechanisms.

To procure routine locally available items ECN will utilize standard ECN and Government of Nepal procurement mechanisms.

SECTION 5: MONITORING AND EVALUATION

The program will be routinely monitored by the Monitoring & Evaluation team and periodically by the Voter Registration Monitoring Committee.

The Chief Executive and Program Team will document the baseline situation for major program indicators. The project framework will be reviewed and additional indicators integrated as appropriate. Progress against each of the indicators will be reviewed regularly.

Some of the methods that will be used in monitoring progress towards the outputs and outcome include:

- Regular Committee and program meetings to ensure adequate planning, follow-up, and results focus;
- Quarterly assessments of progress towards targets;
- An issue log to be regularly updated to facilitate tracking and resolution of potential problems or requests for change;

- The program risk log will be regularly updated and reviewed including the external environment that may affect the program implementation;
- Quarterly Progress Reports shall be submitted by the project to the Program Committee;
- A mid-term and final (mid-2012) independent evaluation to be conducted to learn lessons and to apply these lessons to registration program and other activities. This will be particularly important if the next round of elections is imminent.

The goal of all monitoring and evaluation exercises is to learn lessons and incorporate these to the improvement of the program.

The current UNDP Electoral Support Project will play an important role in supporting project implementation and monitoring. To this effect the UNDP will backstop the project and support both the Senior Electoral Advisor and the Election Commission in the attainment of the established project outputs.

SECTION 6: PROJECT LINKAGES

The Government of Nepal is currently making plans for nationwide initiatives such as the development of a modern civil register and multi-purpose national ID card mechanism. ECN has been participating in a series of inter-ministerial meetings to discuss these projects and the linkages to the voter registration project. These discussions are being conducted to ensure that wherever possible common objectives of the Government of Nepal can be accommodated during the voter registration project.

The civil register and national ID initiatives require the establishment of nationwide infrastructure and coordinated data collection methods and activities. As the ECN will be the first to conduct a nationwide data collection program, the project will be implemented to meet the common requirements of each project through ensuring that data collected is complete and of sufficient quality to meet the requirements of all organisations.

During the voter registration project, cooperation and information exchange will continue regarding the formulation of the civil register. Following the establishment of an authority to manage the civil register and the completion of independent ICT structures, ECN will provide baseline data to the authority. Data exchanges between the two organizations may then continue based on specific defined requirements. The findings and data collected from the pilot registration project have been reviewed by counterparts from the national ID project for comments and recommendations.

Recent meetings between the ECN and national ID card project have highlighted that the voter registration project is moving ahead far more quickly than the ID card project. To enable Nepal to gain the maximum advantage from the linkages between the voter registration and national ID initiatives the projects, ECN is cooperating with the national ID card project to move forward in a similar timeframe. The issuance of a secure national ID card has the potential to greatly benefit the future identification of voters and the accurate and timely continuous registration of citizens for both election and civil purposes.

To accelerate the national ID project and bring the timeframe more in the line the voter registration schedule ECN will cooperate with the national ID project to:

- Engage technical assistance to develop a comprehensive project design including organisational structure, operational processes, legal framework, technical designs, human resource requirements, timeline, and budgets.

- Develop a project document based on the full project design to facilitate discussions with both internal government funding and support mechanisms and the international community as required.

SECTION 7: OUTPUTS & ACTIVITIES

The project has a single major objective, this being to develop a continuously updateable Voter List with photograph, and to institutionalize the mechanisms for the continued maintenance and support of this process.

In support of this objective, the project is designed around annual output targets and activities that will support and develop the registration process towards the overall objective.

Annual Output Target (2010): Project initiation, planning, and first phase implementation

Activity Result 1: Completion of project planning, **f**unds mobilized to support the voter registration project, and pilot projects conducted to trial project methodologies and design.

Description of the activity: The establishment of a new voter registration process including collecting the photograph and other biometric information directly from every eligible voter nationwide is a major and complex undertaking. Prior to commencement of nationwide operations considerable effort must be put into the planning, resource identification, and trialling of methodologies and processes.

To achieve these objectives the following activities will be conducted:

- Presentations and discussions will be held with all stakeholders including the international community and other Government of Nepal agencies. The discussions will assist to identify all required resources, cooperation modalities, and other requirements to implement the new voter registration process and to facilitate civil registration and national ID card.
- Computer software developed for voter registration data capture and management based on specifications and requirements developed by the project.
- Procurement specifications developed for all equipment and consumables and procurement conducted for the pilot projects and full national registration.
- All operational plans developed for pilot projects including voter education, training, recruitment and procurement plans.
- A comprehensive technical evaluation conducted of pilot projects and other independent assessments and appraisals conducted to assess suitability of the methodology, voter awareness campaigns, recruitment, training, operational planning, and utilized technologies.
- Procurement specifications, training plans & materials, recruitment & procurement plans, and budgets adjusted from lessons learnt from pilot projects.
- Establishment of Central and Regional Offices and upgrade of the offices as required.

Activity Result 2: Voter registration undertaken and completed in all 58 municipality areas including the establishment of district level continuous registration and data consolidation facilities in these districts.

Description of the activity: All central and regional level project offices will be fully operational. The voter registration project will be conducted and completed in all municipality areas including the district and central level consolidation of data. Continuous registration

will be available in these district offices. Preparations for national level registration will commence to facilitate national registration in 2011.

To achieve these objectives the following activities will be conducted:

- Workshops conducted to engage District Election offices, other ministries, and field level administrations to discuss and agree deployment and operational strategies for the municipality areas.
- All project and municipality based field level staff recruited, trained, and deployed.
- All required equipment and consumables delivered, configured, and deployed.
- Computer equipment, networks, and software systems established in all offices including central, project, regional, district, and registration centres.
- Voter education and awareness campaigns developed and implemented to bring voters to registration centres.
- Registration centres established throughout the municipality areas and all eligible voters registered.
- Voter List data consolidated at the district level, authenticated, and then transferred to the central office for matching and management.

Gender/Inclusion: The strategic plan would include special measures to encourage women, minority and socially excluded group's participation in electoral processes as well as in the Civil/Voters Registration:

- Ensure enough time allocated for specific actions of mobilization and reach out to these specific groups in remote areas, as well as to create incentive measures to conduct information sessions with these groups.

Annual Output Target (2011): Full project implementation and voter registration

Activity Result 3: Electronic registration of all eligible citizens will be complete. Planning processes will be complete for the long term institutional requirements to maintain and support the new registration process.

Description of the activity: The national voter registration project will be a large undertaking with major logistical and management challenges. To achieve this objective strong management and coordination structures must be established and made operational including central, regional, and district level management and liaison functions.

To achieve these objectives the following activities will be conducted:

- Regional workshops conducted throughout Nepal to engage District Election offices, other ministries, and field level administrations to discuss and agree deployment and operational strategies.
- All field level staff recruited, trained, and deployed throughout the country.
- All required equipment and consumables deployed throughout the country.
- Computer equipment, networks, and software systems established in all offices including all remaining districts and registration centres.
- Voter awareness campaigns implemented throughout the country to bring voters to registration centres.
- Registration centres must be established throughout the country and all eligible voters registered.
- Voter List data will be consolidated at the district level, authenticated, and then transferred to the central office for matching and management.
- National claims and objections process conducted to finalize the voter list.

- An organizational assessment of the ECN will be conducted to plan for the required structures and budgets to ensure institutionalisation and sustainability of the new registration process.

Gender/inclusion: Special attention would be given to the participation of women and excluded groups, particularly in the districts, aiming at 50% participation of women in registration centre operations.

To ensure that all the population is actually reached, special measures may be required when conducting the Registration process. The use of mobile registration teams is an effective measure to include those with more difficult access to registration sites and the nomadic and displaced populations.

Annual Output Target (2012): Process institutionalisation for continuous update

Activity Result 3: All 75 District Offices will be operational and available for electronic continuous update of the voter list. New voter registration processes will be fully institutionalized into ECN and organizational structures and budgets in place to support these processes.

Description of the activity: One of the major changes to be implemented for voter registration is to move away from the costly and complex annual update exercise, to a process allowing voters to add or update their details to the voter list at any time by visiting a district election office. For this to be effective a nationwide network of computer servers must be established to assist with the gathering and consolidation of electronic voter information.

The central ECN office must be adjusted to ensure that adequate resources and skills are available and are aligned to the support and operational requirements of the new voter registration system.

To achieve these objectives the following activities will be conducted:

- Computer equipment, networks, and software systems will be institutionalized and maintained in all central and district offices to support continuous voter list update modality including voter transfer.
- Staff in all offices including field level staff will be trained in the continuous voter list update modality.
- Organization changes will be implemented in ECN to support the new registration processes.

SECTION 8: PROJECT RESULTS AND RESOURCES FRAMEWORK

Intended Outputs	Annual Output Targets	Indicative Activities	Responsible parties	Inputs
The creation of a new Voter List with photograph that can be updated in a continuous manner. -12,000.000 citizens will be register -Continuous registration will be operational at district level -New voter role will be clean of double registers	**Target (2010)** **1.** Project development and planning completed. **2.** Pilot projects and assessments conducted to refine the methodology and project design. **3.** Resources mobilized to support the voter registration project. **4.** First phase of project implementation completed.	**Activity Result 1:** **1.** Donor meetings conducted and a strategy developed for the mobilization of donor funds for the project. **2.** Discussions held with the Government of Nepal to facilitate agreement and strategies for civil registration and national ID card. **3.** Detailed computer application designs and specifications developed for software for voter registration. **4.** Computer software developed for voter registration data capture and management. **5.** Procurement specifications developed for all equipment and consumables. **6.** Operational, voter education, and training plans developed for conduct of project. **7.** Training curriculum developed for pilot projects. **8.** Conduct of pilot registration projects. **9.** Comprehensive technical evaluation of pilot projects to assess suitability of the methodology, voter education campaigns, recruitment, training, operational planning, processing speeds, and utilized technologies. **10.** Procurement specifications, training plans & materials, recruitment & procurement plans, and	Election Commission and other stakeholders	- ECN & project staff time - International/local consultants - UNDP ESP staff time - Government agencies - Contracts - Materials - Printing - Miscellaneous

Intended Outputs	Annual Output Targets	Indicative Activities	Responsible parties	Inputs
		budgets adjusted from lessons learnt from pilot projects. **11.** Procurement for all required equipment and consumables for registration project. **12.** Appropriate accommodation located and Regional Offices established. **Activity Result 2:** **1.** Workshops conducted with District Election offices, other ministries, and field level administrations to discuss and agree deployment and operational strategies for municipality areas. **2.** All project and municipality based field staff recruited, trained, and deployed. **3.** Delivery, configuration, and deployment of all required equipment and consumables. **4.** Computer equipment, networks, and software systems established in all offices including central, project, regional, district, and registration centres. **5.** Voter awareness campaigns developed and successfully implemented to bring voters to registration centres. **6.** Registration centres established and all eligible voters registered. **7.** Voter List data consolidated at the district level and transferred to the central office for matching and management.		

Intended Outputs	Annual Output Targets	Indicative Activities	Responsible parties	Inputs
	Target (2011) **1.** All project offices established and fully operational. **2**. National voter registration completed. **3**. National claims and objections completed. **4.** Planning completed for the long term institutional requirements to maintain and support the new registration process.	**Activity Result 3:** **1.** Regional workshops conducted with District Election offices, other ministries, and field level administrations to discuss and agree deployment and operational strategies. **2.** All field staff recruited, trained, and deployed. **3.** Deployment of all required equipment and consumables. **4.** Computer equipment, networks, and software systems established in all offices including central, project, regional, district, and registration centres. **5.** Voter awareness campaigns successfully implemented throughout the country to bring voters to registration centres. **6.** Registration centres established throughout the country and all eligible voters registered. **7.** Voter List data consolidated at the district level and transferred to the central office for matching and management. **8.** National level claims and objections process conducted to finalize the voter list. **9.** An organizational assessment of the ECN conducted to plan for the required structures and budgets to support the new registration process.	Election Commission and other stakeholders	- ECN & project staff time - International/local consultants - UNDP ESP staff time - Government agencies - Contracts - Materials - Printing - Miscellaneous

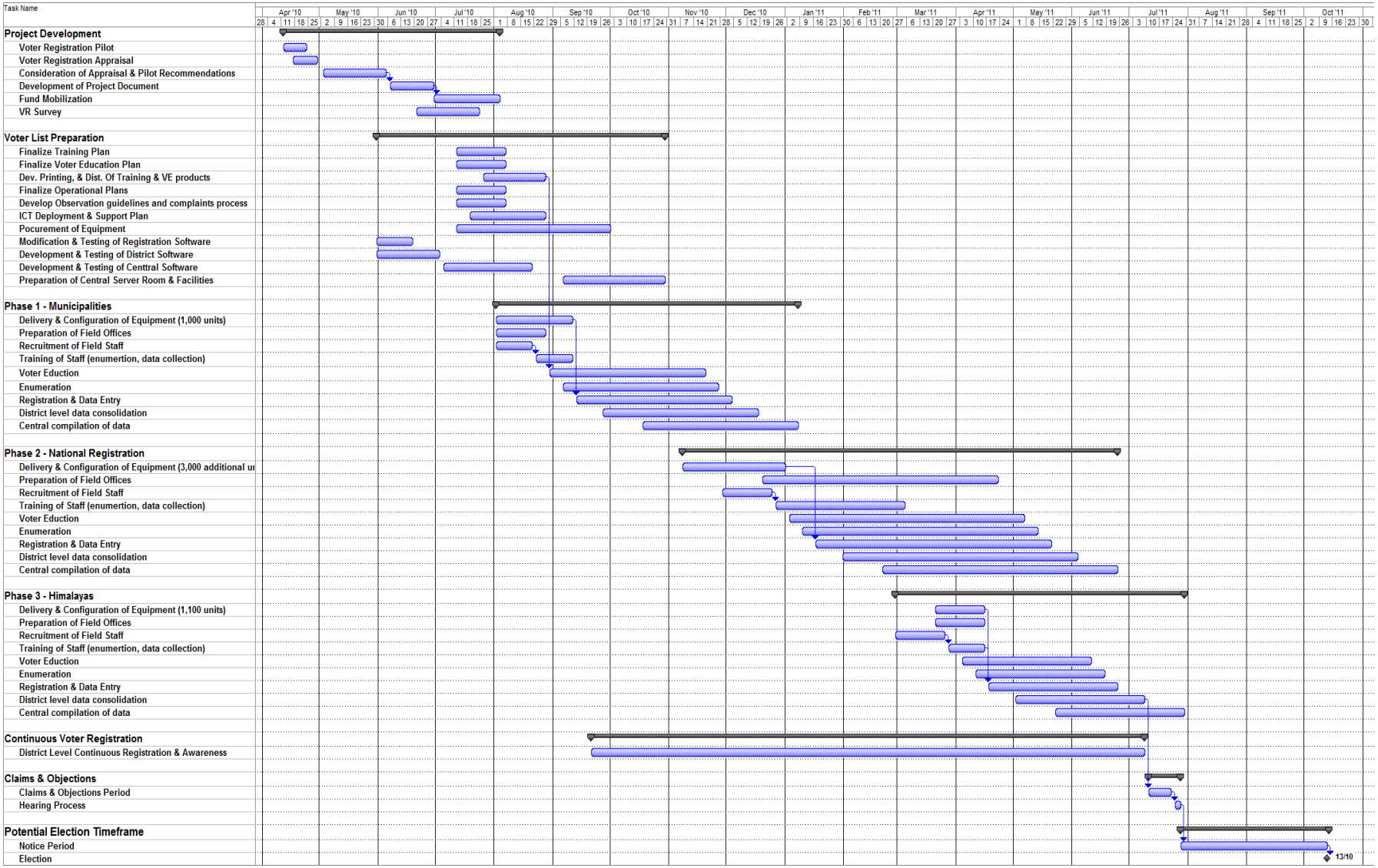
Intended Outputs	Annual Output Targets	Indicative Activities	Responsible parties	Inputs
	Target (2012) **1.** All 75 District Offices available for continuous update of the voter list. **2**. New registration processes fully institutionalized into ECN and organizational structures and budgets in place to support the processes.	**Activity Result 4:** **1.** Computer equipment, networks, and software systems established and maintained in all central and district offices to support continuous update modality. **2.** Field level staff trained in continuous update modality. **3.** Organization change implemented in ECN in support of new registration processes.	Election Commission and other stakeholders	- ECN & project staff time - International/local consultants - UNDP ESP staff time - Materials - Miscellaneous

SECTION 9: INDICATIVE BUDGET SHEET

An indicative budget breakdown follows. To be able to respond to unanticipated needs that often emerge in the implementation of electoral support projects in post-conflict environments, a contingency fund of 5% has been built into the overall budget.

Item	**Budget**	**2010**	**2011**	**2012**
Equipment & Management Budget				
Voter Registration equipment	$5,467,650	$5,467,650		
Voter Registration consumables	$1,659,350	$427,870	$1,231,480	
ICT Infrastructure (Central, Region, District, & Project Office)	$922,841	$714,880	$207,961	
Software	$374,230	$246,230	$80,000	$48,000
Voter Education/Awareness	$750,000	$150,000	$600,000	
Technical Assistance	$1,153,500	$478,750	$625,250	$49,500
Warehouse preparation	$300,000	$240,000	$60,000	
Evaluation	$210,000		$105,000	$105,000
Estimated Equip. & Mgmt Budget	**$10,837,571**	$7,725,380	$2,909,691	$202,500
Operational Budget				
Registration Field Staff	$8,526,000	$1,705,200	$6,820,800	
Project Office Staff	$1,825,800	$344,964	$915,360	$565,476
Training of Field Staff	$2,698,500	$539,700	$2,158,800	
Project & Regional Office fit-out & consumables	$175,000	$105,000	$70,000	
Printing Costs	$1,000,000	$120,000	$880,000	
Field Level Transport	$1,000,000	$200,000	$800,000	
Field Office Rental	$720,000	$180,000	$360,000	$180,000
Fuel Costs	$1,362,500	$272,500	$1,090,000	
Estimated Operations Budget	**$17,307,800**	$3,467,364	$13,094,960	$745,476
Sub Total Estimated	**$28,145,371**	**$11,192,744**	**$16,004,652**	**$947,976**
Contingency (5%)	$1,407,269	$559,637	$800,233	$47,399
Total Project Budget	$**29,552,640**	$**11,752,381**	$**16,804,884**	$**995,375**

SECTION 10: REGISTRATION ACTIVITIES IMPLEMENTATION TIMETABLE



ANNEX:

ANNEX A: RISK LOG

ANNEX B: HUMAN RESOURCE PLAN

ANNEX C: PROCUREMENT PLAN

ANNEX A: RISK LOG

Risks present themselves in terms of both the highly evolving and unpredictable security, political and electoral environments of Nepal. The following are potential risks associated with the implementation of the project:

#	Description	Category	Impacts & Probability	Countermeasures/ Mngt. response	Owner	Author	Date Identified	Last Update	Status
1	*The mobilization of government and donor funds will potentially be lengthy and complex.*	*Financial*	*High impact, medium probability.*	*Donor meetings must be scheduled and conducted both individually and as groups.* *ECN developed a project document to address full project implementation including the consideration of recommendations from the pilot project and appraisal.* *The project document will include a revised budget, timeline, procurement plan, and HR plan.* *ECN has already mobilized 5 million USD from NPTF. Denmark, DFID, UNDP and USAID have committed to provide 12 million USD.*	*ECN*				
2	*Coordination with relevant Government agencies and stakeholders may not be effective enough for successful implementation of field operations*	*Operational*	*High impact, low probability.*	*Discussions have commenced between Government agencies to ensure that all relevant authorities have a good understanding of the project objectives and requirements.* *Modalities already exist between stakeholders for current voter registration and election management activities.*	*ECN*				
3	*Coordination and management for*	*Operational*	*High impact, moderate*	*The project has proposed a strong administrative and logistical support*	*ECN/ Partners*				

#	Description	Category	Impacts & Probability	Countermeasures/ Mngt. response	Owner	Author	Date Identified	Last Update	Status
	strong logistical support can be weak and hamper adequate transportation, printing etc.. Must have strong operational support team and mechanisms in place.		*probability.*	*team. Requirement for additional technical assistance has been identified and provided for in the project to support project staff.*					
4	*Political Party support and cooperation is essential for the participation and mobilization of voters for registration.*	*Political*	*High impact, medium probability.*	*ECN has commenced political party engagement at he central and field levels and will continue this process throughout the operational deployment of the project.*	*ECN*				
5	*Effective voter awareness and education programmes are critical to ensure the mobilization and motivation of voters.*	*Operational*	*High impact, low probability.*	*International and national technical assistance has been included under the project to assist in the development of a professional and comprehensive voter education campaign.* *Budget and resources have been included in the project to be dedicated to specific awareness campaigns for voter registration.* *Findings from the pilot registration project and VR survey will be incorporated into the plan.*	*ECN/UNDP/ Partners*				
6	*The non-availability of*	*Operational*	*Medium impact, low*	*ECN will use the voter education campaigns to alert potential voters to*	*ECN/Ministry of Home*				

#	Description	Category	Impacts & Probability	Countermeasures/ Mngt. response	Owner	Author	Date Identified	Last Update	Status
	Citizenship Certificates will create a barrier to registration for eligible voters.		*probability.*	*the requirement for Citizenship Certificates for registration and work with Ministry of Home to fast-track the issuance of certificates.*					
7	*Deterioration of security in Nepal could result in reluctance of voters to attend Registration Centres.*	*Security*	*Medium impact, low probability.*	*Registration Centres will be established in localised areas with the full support of local agencies. An assessment of the security situation will be conducted in each locality prior to registration activities commencing.*	*ECN*				
8	*The success of the project depends on the availability, timely procurement, and delivery of required equipment.*	*Operational*	*Medium impact, low probability.*	*The ECN has established equipment specifications and requirements and is developing a timeline and procurement plan.* *Procurement modalities either international or local will be used as most appropriate and efficient for particular items.* *ECN will establish coordination between prospective donors and procurement agents to facilitate the most rapid possible procurement, delivery, and deployment.*	*ECN/UNDP/ Partners*				
9	*Recruitment of field level staff with appropriate computer skills to work as data entry staff can be lengthy process.*	*Operational*	*Medium impact, medium probability.*	*Discussions have been held with DEO staff who feel confident that sufficient staff can be mobilized from within their locations.* *Notices have been posted throughout the country to raise awareness of the requirement for staff with appropriate*	*ECN*				

#	Description	Category	Impacts & Probability	Countermeasures/ Mngt. response	Owner	Author	Date Identified	Last Update	Status
				computer skills availability. *Where necessary staff have been identified and will be mobilized from nearby locations.*					
10	*The project is being implemented throughout the monsoon season which may disrupt voters' ability to access Registration Centres and the operation of technical equipment in these centres.*	*Environment*	*Medium impact, low probability.*	*The project will target urban and semi-urban areas during the monsoon season and operate in rural and mountainous areas during the more favourable seasons.*	*ECN*				
11	*Fiduciary Risk: Fund may not be used for the intended purpose.*	*Financial*	*Medium impact, low probability.*	*The project will report expenditures regularly as part of the monitoring requirements. The ECN project will have a team dedicated to the monitoring and evaluation of ongoing project expenses and activities.*	*ECN*				

ANNEX B: 1. ECN Draft HUMAN RESOURCE PLAN

Registration Team		
Registration Coordinator	1 per VDC / wards in municipality	4,708
Registration location Manager	1 staff per registration location	7,977
Registration Staff (Data Entry/ Computer Operator)	1 staff per center	12,231
Assistant Registration Staffs (Asst. Data Entry)	1 staff per center	12,231
Volunteer/ Enumerators	2 staff per team (11,991 team)	24,368
Assistant (Helper)	1 staff for 3 center , 2 staff for more	9,894
Security Personnel	2 staff per location (9,832)	19,658
Proof Reader Manager	1 per districts	75
Proof readers	1 per districts	75
Temporary Packers	5 staff	5
District Computer Operator	2 per districts	75
Total		91,297

IT Team		
Software Support	call support 1*2 years	1
Hardware Engineer	2 years	1
Database Administrator	2 years	2
Database Reporting	2 years	1
Database Associate	2 years	1
Network Administrator	2 years	2
Computer Operator	2 years	5
IT assistant	2 years	1
National IT Engineers	(1 staffs in center & 1 per region)	6
Total		20

Training		
Trainers (enumerators)	6 months	25
Trainers (data entry)	10 months	50
Examiner (data entry)	10 months	50
Total		125

(Project Team/ Administration (Central Level)		
Project Director	2 years	1
Deputy PD	2 years	1
Deputy PD	3 years	1
Operations Manager	24 months	1
Asset Manager	24 months	1
Operations Assistant	28 months	3
Training manager	24 months	1
Training officer	28 months	1
Training Assistant	28 months	1
Administration Manager	24 months	1
Human Resources Officer	28 months	1
Snr. Procurement Officer	12 months	1
Procurement Officer	2 years	1
Administration Assistant	28 months	3
Finance Manager	24 months	1
Finance Assistant	28 months	4
Legal Contract Administrator	2 years	1
Legal Contract Assistant	28 months	1
Communication Manager	24 months	1
Communication Officer	28 months	1
Communication Assistant	28 months	1
Monitoring Manager	18 months	1
Monitoring Assistant	28 months	1
Voter Outreach Officer	2 years	1
IT Officer	28 months	1
Office Secretary	28 months	3
Drivers	28 months	10
Total		45

Project Team/ Administration (Regional Office)		
Reg. Operations Manager	5 persons * 24 months	5
Operations Assistant	5 person * 2 years	5
Administration Assistant	5 person * 2 years	5
Human Resources Officer	5 persons * 2 years	5
Asset Management Officer	5 person * 2 years	5
Reg.Training Coordinator	5 staff * 24 months	5
Reg. ICT Coordinator	10 staff * 24 months	10
Training officer (Master Trainer)	15 staff * 2 year	15
Office Secretary	5 person * 2 years	5
Drivers	5 staff * 2 years	5
Total		70

ANNEX B: 2. HUMAN RESOURCE PLAN (Technical Assistance Requirement)

Serial No.	Description of Technical Assistance requirement	Units	Quantity	Responsible Party	Required Date	Remarks	
1	International Voter Registration Expert	Month	24	UNDP	July 2010	First deployment July/August 2010 with later support as required.	TOR Attached
2	International ICT & Security Specialist	Months	6	UNDP	July 2010	First deployment July/August 2010 with later support as required.	TOR Attached
3	International Voter Education Consultant	Months	3	Donor Partner	July 2010	First deployment July/August 2010 with later support as required.	TOR Attached
3	International Training Consultant	Months	3	Donor Partner	July 2010	First deployment July/August 2010 with later support as required.	TOR Attached
4	National Voter Education Consultant	Months	12	Donor Partner	July 2010	First deployment July/August 2010.	TOR Attached
5	National Training Consultant	Months	12	Donor Partner	July 2010	First deployment July/August 2010.	TOR Attached
6	National Operation Assistant (2 staff)	Months	24	UNDP	July 2010	First deployment July/August 2010.	TOR Attached
7	National Computer Engineer (10 staff)	Months	24	ECN	July 2010	First deployment July/August 2010.	TOR Attached

Note: Number and extend technical assistance position will be reviewed as per operational requirements during the implementation.

ANNEX C: PROCUREMENT PLAN

Serial No.	Description of goods, services or works	Unit of Measure	Total Qty.	Current Del. Qty.	Required Qty.	Responsible Party	Estimated Delivery Date	Remarks
1	Software Development	No	1	0	1	ECN	September 2010 **(Central DB Software)**	Registration unit & district office software completed. Specifications Attached
2	AFIS Software	No	1	0	1	TBD	September 2010	Specifications Attached
3	AFIS Client	No	4,000	50	3,950	TBD	July 2010 (1,000 units) November 2010 (2,920 units)	
4	Central Database License	No	1	0	1	TBD	September 2010	Specifications TBD
5	Computer Software Licensing	No	125	0	125	TBD	September 2010	Specifications TBD
6	GIS Software	No	1	0	1	TBD	September 2010	Specifications TBD
7	Data Center Security & Refurbishment	No	1	0	1	ECN	September 2010	Specifications TBD
8	Matching Servers	No	4	0	4	TBD	September 2010	Specifications Attached
9	Backup server	No	1	0	1	TBD	September 2010	Specifications Attached
10	Central UPS	No	5	0	5	TBD	September 2010	Specifications Attached
11	Server Operating System	No	5	0	5	TBD	September 2010	Specifications Attached
12	Storage System	No	1	0	1	TBD	September 2010	Specifications Attached
13	Data Backup systems & Data Center Mis.	No	1	0	1	TBD	September 2010	Specifications Attached

Serial No.	Description of goods, services or works	Unit of Measure	Total Qty.	Current Del. Qty.	Required Qty.	Responsible Party	Estimated Delivery Date	Remarks
14	Network Security Router	No	1	0	1	TBD	September 2010	Specifications Attached
15	Network Servers	No	1	0	1	TBD	September 2010	Specifications Attached
16	Power Backup for Data Center	No	1	0	1	TBD	September 2010	Specifications TBD
17	Desktop Server/ PC	No	125	75	50	TBD	September 2010	District Office procurement completed. Specifications Attached
18	UPS for desktop workstation	No	125	75	50	TBD	September 2010	District Office procurement completed. Specifications Attached
19	Monochrome Laser Printer	No	85	75	10	TBD	September 2010	District Office procurement completed. Specifications Attached
20	Toner for Monochrome Laser Printers	No	1,164	550	614	TBD	November 2010	Specifications Attached
21	LAN Switch	No	80	80	0	UNDP/ ECN	November 2010	Completed Specifications Attached
22	Modem	No	80	0	80	TBD	September 2010	Specifications TBD
23	Computer furniture	No	75	0	75	TBD	September 2010	Specifications TBD
24	Photocopier	No	9	0	9	TBD	September 2010	Specifications TBD
25	Mobile Phone	No	10	0	10	TBD	September 2010	Specifications TBD
26	Generator (Regional offices)	No	5	0	5	TBD	September 2010	Specifications TBD
27	Project Office Equipment	No	1	0	1	TBD	September 2010	Miscellaneous Office Equipment Specifications TBD

Serial No.	Description of goods, services or works	Unit of Measure	Total Qty.	Current Del. Qty.	Required Qty.	Responsible Party	Estimated Delivery Date	Remarks
28	Still Camera	No	3	0	3	TBD	September 2010	Specifications TBD
29	Video Camera	No	1	0	1	TBD	September 2010	Specifications TBD
30	Multimedia projector	No	2	0	2	TBD	September 2010	Specifications TBD
31	Notebook Computer	No	4,000	1,050	2,950	TBD	November 2010	Specifications Attached
32	Fingerprint Scanners	No	4,800	1,120	3,680	TBD	November 2010	Specifications Attached
33	Web Camera	No	4,800	1,120	3,680	TBD	November 2010	Specifications Attached
34	USB Keyboard & Mouse	No	4,800	1,080	3,720	TBD	November 2010	Specifications Attached
35	Portable Generator	No	1,500	33	1,467	TBD	September 2010 (600 units) November 2010 (867 units)	Specifications Attached
36	USB Hard Drive	No	15	15	0	UNDP	November 2010	Completed. Specifications Attached
37	USB Flash Drive	No	8,000	80	7,920	TBD	September 2010 (2,000 units) November 2010 (5,920 units)	Specifications Attached
38	Paper (A4) Reams	No	9,600	200	9,400	ECN	September 2010 (2,000 units) November 2010 (7,400 units)	Plain Paper, 80 gsm A-4 size, packet of 500 sheets

Serial No.	Description of goods, services or works	Unit of Measure	Total Qty.	Current Del. Qty.	Required Qty.	Responsible Party	Estimated Delivery Date	Remarks
39	Registration Forms	No	18 mill	0.8m	17.2m	ECN	September 2010 (5 mill units) November 2010 (12.2 mill units)	Unique (sequentially) numbered (top and bottom) voter registration forms with all required fields for data collection. Each form to have a detachable bottom section to be provided to each voter as a receipt. Design & Layout to be developed by ECN
40	Project Vehicles	No	7	0	7	TBD	November 2010	
41	Misc. Items & Consumables for Registration (pens, rulers, clipboards, power items, photo screens, lights, clips, staplers, etc)	No.	As req.			ECN	September 2010 (20%) November 2010 (80%)	
42	Warehouse Preparation	No	1	0	1	ECN	September 2010	Specification TBD
43	Project Office Fit-out	No	1	0	1	ECN	September 2010	Specification TBD
44	Regional Office Fit-out	No	5	0	5	ECN	September 2010	Specification TBD
45	District Office Fit-out	No	75	0	75	ECN	September 2010	Specification TBD
46	Registration Center Fit-out	No	10,000	0	10,000	ECN	September 2010 to April 2011	Specification TBD
47	Transportation Rental	No	As req.			ECN	September 2010 (20%) November 2010 (80%)	

Serial No.	Description of goods, services or works	Unit of Measure	Total Qty.	Current Del. Qty.	Required Qty.	Responsible Party	Estimated Delivery Date	Remarks
48	Office Rental	No	75	0	75	ECN	August 2010 to September 2011	
49	Voter Education Materials & Campaigns	No	1	0	1	ECN	August 2010 to September 2011	Specification TBD
50	Training materials & costs	No	1	0	1	ECN	August 2010 to September 2011	Specification TBD
51	Project Evaluation	No	2	0	2	TBD	March 2010 & February 2012	