European Commission
United Nations Development Programme
International IDEA

Operational Planning & Budgeting for Biometric Voter Registration

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Objective…

- to align the operational cycles with the electoral cycle
- to unfold the complexity of operational planning & interrelated budgeting for Biometric Voter Registration, and its impact on procurement activities
- to emphasize some key challenges & lessons learned in operational planning & budgeting
The Electoral Cycle vs the operational & procurement cycle

- Audits & evaluations
- Post-Election
- Verification of Results
- Legal Framework
- The electoral cycle vs the operational & procurement cycle
  - Voting Operations and Election Day
  - Electoral Campaign
  - Party liaison/Media monitoring
  - Complaints mechanism
  - Ballot lottery, design, production, logistics
  - VR materials and services
  - Data Entry Centre, hardware, software
  - Observers & accreditation
  - Data processing, VR list & ID cards
  - Voting Operations and Election Day
  - Electoral Campaign
  - Party liaison/Media monitoring
  - Complaints mechanism
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Any procurement relating to the tabulation & communication of official results or to complaints and appeals?

- Staffing
  - Equipment
  - Uniforms
  - Office lease/maintenance utilities
  - Consumables
  - Printing
  - IT equipment/software/website
  - Training
  - Travel
  - Conferences
  - Security Costs
  - Warehousing
  - Printing of manuals
  - ToT, venues, transport, equipment
  - Training of election officials
  - Training of civic & voter educators
  - Materials/announcements (TV, radio, press)
  - Ballot lottery, design, production, logistics
  - Polling Forms
  - Embassy voting & out-of-country voting
  - Counting Centres
  - Security

Legal Framework

Running Costs of EMB

Hiring legal experts

Upgrades, updates, training (i.e. BRIDGE) sust. development
Let’s start with E-Day…

What do we need to have in place?
BHUTAN 2008
AFGHANISTAN 2005
Palestine 2006 / Syria 2005
Operational Planning starts with policy and the Legal Framework...

- Policy decisions
- Approved Legal Framework
- Division of roles and responsibilities
- Interaction with development partners/int community

- Whether to have VR at all, quality of original data, exploration of sustainable solutions (possible synergies)
- Ad hoc VR to permanent system
- Procurement of technological systems, e.g. digital registration kits, data processing centers (central/regional level)
- Decision on Eligibility
- Methodology: staggered registration?
- Absentee voting & IDPs, Where to allow registration

- Create operational plan
- Create operational timeline
- Create budget
- Create procedures
What’s needed in a biometric voter registration process?

1. Trained registration staff (cascade training?)
2. The Digital Mobile Registration Kit, possibly with the following components:
   1. Embedded computer with monitor, keyboard, and mouse
   2. Digital Camera (webcam)
   3. Biometric extension with fingerprint scanner and signature pad
   4. Colour printer
   5. Registration software, pre-loaded
   6. Kit case incl. all components of the kit, and consumables (printer cartridges)
   7. Power source, generators/Solar Power kit
   8. Technical and operational manuals and guidelines involving hardware and software
   9. On-going technical support

3. In-country or out-of-country duplicate analysis (AFIS?)
4. Production of Preliminary Voter Lists – Display
5. Production of voter cards
6. Voter education material & campaign
7. Observers & Candidate agents

Specifications – can take months to draft and then agree on

How do we get here…?
Trained VR staff

- Legal framework
  - Regulations?

- Develop procedures

- Draft and print training manuals

- Train trainers
  - Train registration staff

- Recruitment policy/instruction

- Adverts?
  - Community leaders?
  - Ministry of Education?
  - Application forms

- Coordinators?

- Recruitment locations

- Trained VR staff

- Cash?

- Contracts?
VR Kits in place

- Site Validation test
- Procurement
- Technical Specifications & Services
- Procedures
- Legal Framework
- Delivery in country
- Configuration and Packing and Warehouse
- Distribution
- Local hubs
- VR start
Registration Centers

Instruction Criteria? Disabled access? Roof? Site sensitivity?

Finding locations

Negotiation with those responsible

Mobile Registration Teams?

MOU with Ministry?

Policy

Registration centers Schools? Community centers? Tents?
Voters aware of where and how to register

- Printing materials (posters, billboards, flipcharts etc)
- Recruitment of VE staff
- Training of VE staff
- Voter education campaign
- Voters aware of where and how to register

- Designing materials
- Purchase airtime
- Produce TV, radio spots
- Design TV, radio spots
- Develop messages and campaign
- Design TV, radio spots
- Design TV, radio spots
Trained registration staff

1. Legal framework – regulations…?
2. Develop procedures – 3 weeks
3. Draft and print training manuals – 3 weeks
4. Train trainers (travel?) – 2 weeks
5. Train registration staff (travel?) – 2 weeks
6. Registration start & deployment…

Total: **minimum 10 weeks**

Polling staff must be recruited!
### INDICATIVE timeline for Procurement of Kits – 5 ½ months

<table>
<thead>
<tr>
<th>Tasks</th>
<th>Working Days</th>
</tr>
</thead>
<tbody>
<tr>
<td>Spécifications techniques/termes de reference finalised and validated by all partners</td>
<td>01/12/2009</td>
</tr>
<tr>
<td>Spécifications techniques &amp; services approved for the procurement process (with PSO), alongside with launch of Expression of Interest/pre-qualification</td>
<td>01/12/2009, 11/12/2009</td>
</tr>
<tr>
<td>Tendering period</td>
<td>14/12/2009, 22/01/2010</td>
</tr>
<tr>
<td>Analysis and Technical Evaluation</td>
<td>25/01/2010, 01/02/2010</td>
</tr>
<tr>
<td>Analysis and Financial Evaluation</td>
<td>01/02/2010, 02/02/2010</td>
</tr>
<tr>
<td>Notification to suppliers, travelling</td>
<td>03/02/2010, 10/02/2010</td>
</tr>
<tr>
<td>Validation testing</td>
<td>11/02/2010, 18/02/2010</td>
</tr>
<tr>
<td>CAP/ACP committees</td>
<td>19/02/2010, 02/03/2010</td>
</tr>
<tr>
<td>Negotiations and signing of contract</td>
<td>03/03/2010, 09/03/2010</td>
</tr>
<tr>
<td>Indicative production of first batch, and development of simple software package, delivery of 120 kits for training</td>
<td>10/03/2010, 16/04/2010</td>
</tr>
<tr>
<td>Estimated production and delivery of 3000 kits</td>
<td>10/03/2010, 17/05/2010</td>
</tr>
</tbody>
</table>
Budget formulation: Two main approaches

Baseline budgeting
A budget proposal according to financial figures extracted from previous budgetary operations

Zero base budgeting
A budget proposal without reference to any previous exercises
Identifying needs and costs related to VR..

- Policy decisions
- Ad hoc VR to permanent system
- Methodology
- Choice of technology
- Time
- Human Resources
- Operational plan
- Operational timeline
- Budget
- Funding
- Procurement
Identifying all other VR related costs

- VR training – Training of Trainers - rent, material, transportation etc.
- Voter Education training, office space, equipment, communications and transport costs
- VR lists – receive data, process data, run duplication tests, allocate registration centers, printing of VR lists
- Display period – printing of new Voter Lists, distr. Display, receipt of complaints and corrections, data entry of modifications, staffing
- Accreditation. Send invitations and announcements, rent conference rooms, design, produce and distribute material, salary accreditation staff
- Rent buildings, upgrade buildings, furnish and equipment, salaries, consumables
- Warehousing & storage
- Building security, sec. staff, sec. equipment, security training
- Admin & Finance – office space, insurance, postage, comms. , extra salaries, extra travel
### Comparative Data

**Cost of Registration & Elections**

<table>
<thead>
<tr>
<th>Region</th>
<th>Cost</th>
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<tbody>
<tr>
<td><strong>Stable Democracies: 1-3 $</strong></td>
<td></td>
</tr>
<tr>
<td>Chile</td>
<td>1,2 $</td>
</tr>
<tr>
<td>Costa Rica</td>
<td>1,8 $</td>
</tr>
<tr>
<td>Brazil</td>
<td>2.3 $</td>
</tr>
<tr>
<td>Botswana</td>
<td>2,7 $</td>
</tr>
<tr>
<td>India</td>
<td>1,0 $</td>
</tr>
<tr>
<td><strong>Transitional Democracies: 3-8$</strong></td>
<td></td>
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<tr>
<td>Mexico</td>
<td>5,9 $</td>
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<tr>
<td>El Salvador</td>
<td>4.1 $</td>
</tr>
<tr>
<td>Paraguay</td>
<td>3,7 $</td>
</tr>
<tr>
<td>Lesotho</td>
<td>6,9 $</td>
</tr>
<tr>
<td>Uganda</td>
<td>3,7 $</td>
</tr>
<tr>
<td><strong>Post Conflict Elections in Peace Keeping Environment 8-45 $</strong></td>
<td></td>
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<tr>
<td>Angola</td>
<td>1992</td>
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<tr>
<td>Cambodia</td>
<td>1993</td>
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<tr>
<td>Mozambique</td>
<td>1994</td>
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<tr>
<td>Afghanistan</td>
<td>2004</td>
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<tr>
<td>Haiti</td>
<td>2005</td>
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Budgeting Challenges

- Assess financial needs against specific outputs / activities
- Work on accurate assumptions
- Visualize scenarios
- Timelines
- Raise funds when there is no election on the agenda
- Address long-term ‘Capacity Building’ with recipient institutions
- Government financial commitments
- Donor fatigue
Operational Planning Challenges

- Inadequate time
- Inadequate assessment of appropriate technology and needs
- Inadequate budget
- Inadequate technical specifications and standards
- Lack of ability to integrate cross-cutting operational plans
- Insufficient study of sustainability and operational costs
- Insufficient national ownership
- Lack of focus on transfer of knowledge
- Lack of focus on synergies