

TERMS OF REFERENCE (TOR)

FOR

LEVERAGING ELECTORAL ASSISTANCE FOR REGIONALIZED NATION-BUILDING (LEARN), UNDP TIMOR-LESTE.

BASIC INFORMATION

Position Title:	Feasibility study of Using Biometric Voter Registration in Elections– International Consultant
Location:	Home based with travel to Dili, Timor-Leste
Organizational Unit:	Governance Unit, UNDP
Reporting to:	Programme Analyst, UNDP Governance Unit Timor Leste
Supervised by:	Project Manager, LEARN Project UNDP Timor Leste
Type of Contract:	Individual Contract
Languages required	English
Starting Date:	October 30, 2019
Contract Date(s):	30 October to 19 December 2019
Duration of Contract:	34 working days

International Biometric Voter Registration

Background

After Timor-Leste's Early Parliamentary Elections in 2018, a new phase of the electoral cycle leads not only to the continuity of the assistance to the EMB's, but also to the opportunity to provide support in key areas for the strengthening of their capacities and a more sustainable and robust framework for the electoral and political processes, more transparent, efficient and inclusive.

Further to the institutional strengthening and capacity building of the EMBs, and following the Government's decision to prepare for the first Municipal Elections and a new electoral cycle, the context provides a unique opportunity for discussion and increase of the participation of the local electoral stakeholders in the process. Since the establishment of UNDP Electoral Project (LEARN) in 2016, UNDP and its partners have supported Timor-Leste's Electoral Management Bodies (EMBs), mainly Technical Secretariat for Electoral Administration (STAE) and National Commission for Election (CNE), to implement strategic plan and reform process as well as administer the 2017 general election and 2018 early parliamentary election - the country's first national elections after the UN Mission left in 2012, and therefore the first without the supervision and major logistical support of the international community and the UN. With the successful conduct of these national elections, Timor-Leste has made important gains in the consolidation of its democracy and towards self-sufficient administration of its own elections.

More specifically, the UNDP Electoral Project (LEARN) seeks to support the sustainability of capacity development of STAE, voter and civic education, Voter registration, inclusion of women and youths and people with disabilities and elections laws and regulations.



At this stage of the implementation, UNDP is seeking services of the experienced Biometric Voter Registration Consultant for the feasibility study program. Under guidance and the direct supervision of the Project Manager and close collaboration with the Timor-Leste's EMBs (STAE & CNE), the consultant will prepare a study paper of using the biometric system in Timor-Leste Elections.

The consultant is responsible for the feasibility study on Biometric Voter Registration and related logistical and technical issues. The consultant will provide strategic and operational advice and necessary planning and recommendation in relation to the using the Biometric Registration System in future municipal or national elections.

A. Purpose of the feasibility study

As per the government plan to use biometric technology for Voter Registration in upcoming municipal election and general elections, hence this study being carried out to explain from the very beginning why the biometric solution is proposed and how they can be expected to improve the electoral process, as well as what cannot be achieved. This study aimed to provide platforms of using biometric systems for voter registration.

The feasibility study should look into the relevance, sustainability, effectiveness and efficiency of the using biometric technology for Voter Registration in Timor-Leste Election.

The study will also measure an impact of the biometric system towards the capacity of electoral management bodies in conducting a credible, inclusive and transparent elections contributing to the broader outcome of making the institutions, systems and processes of democratic governance more accountable, effective, efficient and inclusive.

The analysis and recommendations presented by the evaluation will be useful to, UNDP, STAE, CNE and Ministry of State Administration, in measuring the capacity of government and electoral management bodies before implementing biometric system in Timor-Leste voter registration system.

B. Methodology of the evaluation.

During the evaluation, the consultant is expected to apply the following approaches for data collection and analysis.

- Desk review of relevant documents (Election Reports, STAE Electoral strategies and electoral operations plan, elections documents and observation reports etc);
- Briefing sessions with Minister of State Administration, Development Partners, UNDP and the STAE and CNE as well as with other partners;
- Interviews with partners and stakeholders (including gathering the information on the current voter registration system and what strategies they have used).
- Field visits to see the voter registration systems in selected municipalities.
- Consultation meetings.

C. Evaluation questions

The study is for developing a clear understanding of goals and stakeholder expectations to understand what is needed; the assessment should also include a review of existing procedures to identify the advantages and disadvantages of the biometric voter registration system.

- Biometric Accessibility for citizens: will registration and identification be at least as



efficient and accessible with technology as they were without? Will some citizens, for example the disabled, find it more difficult to register?

- Voters Queues: capturing and matching biometric data takes time and can delay registration and identification processes. Will the amount of available (and affordable) equipment be sufficient to avoid long queues and waiting times, which may discourage citizens from registering and voting?
- Cultural barriers: are there religious beliefs or cultural objections that may prevent some citizens from providing biometric information? Are these real objections or just misinformed assumptions that can be addressed through information campaigns?
- Rumors: is there potential for rumors that may discourage citizens from registering or voting? Increased voter information campaigns may be a remedy where there are false assumptions such as that the use of biometrics is endangering the secrecy of the vote, that biometric equipment transmits disease or a fear that biometric data will be used against people.
- Simplicity: is the proposed system unnecessarily complicated and difficult for voters to understand?
- Violence and intimidation: is there a risk of some actors resorting to violence against individuals, sabotaging equipment or intimidating voters when fraud is eliminated through new technologies?
- Is there a real need for Biometrics?
- Is a new registration system the only reliable option for creating a credible voter list? Could such a list be derived from other registers?
- Is there a need for better de-duplication of local or national voter lists?
- Is there a need for more reliable identification of voters through printed photos or signatures on paper voting lists at polling stations?
- Is there a need for more advanced electronic and/or biometric identity checks at polling stations on election day, for example to verify voter eligibility and to prevent impersonation and multiple voting?
- Is there a need to issue new, more reliable voter ID cards?
- Should voter ID cards include biometric features, such as a photo, signature or fingerprints?
- What is the estimates cost for Biometrics Voter Registration System?

Future Impact

- What happens if a citizen cannot be enrolled successfully in the biometric voter registration (BVR), possibly as consequence of the failure-to-capture or failure-to-enroll rate?
- What happens if a citizen's eligibility cannot be confirmed through a biometric

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verification process on Election Day?

- Should there be supplementary lists or alternative means of identification?
- If a voter's eligibility can be confirmed through the biometric voter verification system (BVVS), is there still a need to provide other proof of identity, for example if a voter does not bring an ID card, is a fingerprint scan sufficient?
- What are the backup procedures in case of complete system failures? Should alternative manual processes remain in place, and if so, when should they be used?

D. Scope of the evaluation and timeframe

Under the overall supervision of the Project Manager of UNDP LEARN, the Consultant will be responsible for the evaluation covering all activities as outlined in the framework of the project.

Duration: 30 October – 19 December 2019

The evaluator is expected to conduct a field missions for several municipality under discussion stakeholders. Interviews will be held with the following organizations and individuals at a minimum:

- Director General of STAE
- Deputy Director of STAE
- Chief department and IT officers of STAE
- Minister of State Administration
- President of CNE and Commissioners.
- Electoral Experts, IDEA, IFES and members of civil society organizations,
- Local level stakeholders: STAE Municipality Director.
- Project staff (former and current)
- UN agencies and UNDP projects
- Political parties

E. The tentative schedule will be the following:

Planned Activities	Tentative Days
Desk review and preparation of inception report including design, methodologies, elaboration of evaluation questions, etc. Submission of draft Inception report to UNDP and the reference group	3 days (home-based)
Briefing by Development Partner/UNDP	1 day
Incorporating the feedback from UNDP and the Reference Group and refining the design of the detailed scope and methodology (including the methods for data collection and analysis) & inception report	2 days
Stakeholders meetings and interviews in Dili and Field visit(s) outside Dili	15 days



Analysis, preparation and submission of the first draft	7 days
Stakeholder meeting to present draft findings	1 day
Incorporate feedback from above presentation and submit a final draft and review brief for the final feedback	5 days (home-based)
Finalize and submit the final report (home-based)	
Total	34 days

F. Required Skills and Experience

Recruitment Qualifications and skills:

- An advanced degree (Masters) in business administration, international relations, strategic planning
- Proven track record of experiences in the field of the biometric voter registration, logistics, institutional capacity development and a high-level consultancy experience advising institutions in these areas
- At least 7 years of experience in the field of elections, including technical advice at senior level, capacity building, monitoring and evaluation of electoral programs with electoral management body or Ministry of state administration.
- Sound knowledge and understanding of politics and the specifics and developments of electoral processes in Timor-Leste or similar post-conflict country
- Ability to work with a project team and ensure quality of an output
- Fluency in English with excellent writing skills and good communication skills

G. Evaluation of Criteria and Weighting:

The consultant will be evaluated against a combination of technical and financial criteria. Maximum score is 100% out of a total score for technical criteria equals 70% and 30% for financial criteria.

H. Implementation arrangements:

To facilitate the assessment process, the project will assist in coordinating with the officials of the Ministry of State Administration, STAE and CNE, key stakeholders, as well as existing UNDP staff seconded in the EMBs. In addition, the project will provide operational support in organizing meetings and field visits.

The consultant will prepare and share the draft of assessment frameworks before the field mission. The consultant will be briefed by UNDP upon arrival on the objectives, purpose and output of the project evaluation.

The consultant will assess the biometric applications and technologies and current voter registration system based on interviews undertaken, discussions and consultations with all relevant stakeholders or interested parties and review of documents. As a minimum indication, the consultant should consult with implementing partners, other key government stakeholders, development partners and civil society representatives. UNDP will provide guidance in

identifying, contacting and arranging for discussions, meetings with the stakeholders as required.

A mission wrap-up meeting during which comments from participants will be noted for incorporation in the final review report.

The principal responsibility for managing this assessment resides with the UNDP CO in Timor Leste. The UNDP CO will contract the consultant and facilitate travel arrangements within the country.

I. Expected outputs and deliverables

The consultant will perform the following tasks:

- Lead and manage the assessment mission;
- Design the detailed scope and methodology (including the methods for data collection and analysis) for the report;
- Conduct an analysis of the outputs, outcome, and partnership strategy (as per the scope of the review described above) for the report;
- Ensure overall quality of the outputs and final report.

The consultant should delivery the following outputs:

- Assessment report detailing the consultant's understanding of what is being assessed, why it is being assessed, and how (methodology) it will be assessed. The inception report should also include a proposed schedule of tasks, assessment tools, activities and deliverables.
- Start of mission debriefing/meeting on proposed methodology, design and work plan
- Presentation of the inception report to the Reference Group, including UNDP, development partners, MSA, STAE and CNE.
- Mid-term meeting with development partners on impressions and initial findings from the field work
- An exit presentation on findings and initial recommendations
- The draft review report within 31 days of the start date
- Final report within 37 days of the start date with sufficient details and quality and taking on board comments from the stakeholder meetings, with annexes and working papers as required

The reports to include, but not be limited to, the following components:

- Executive summary
- Introduction
- Description of the review methodology
- Political and development context
- Key findings
- Lessons learned
- Recommendations
- Annexes: mission report including field visits, list of interviewees, and list of documents reviewed.

The review team is required to discuss the full draft of its report prior to departure from Timor-Leste.

J. Schedule of Payments

The payment will be made based on the following deliverables.

No.	Deliverable/Output	Target Due date	Percentage disbursement
1	Submission and acceptance of Inception Report	8 November, 2019	10%
2	Submission and approval of the 1st draft report	5 December, 2019	40%
3	Submission and approval final assessment report	19 December 2019	50%

K. Financial proposal

The financial proposal must be expressed in the form of an "all-inclusive" lump-sum amount, supported by breakdown of costs as per template provided. The term "all inclusive" implies all cost (professional fees, travel costs, living allowances etc.) Under the lump sum approach, the contract price is fixed, regardless of changes in cost components.

For duty travels, all living allowances required to perform the demands of the TOR must be incorporated in the financial proposal. A total of around 5 travel days will be required to the 3 focus municipalities' during the period of the assignment with approximately 2 of these may require overnight stay.

L. Recommended presentation of offer

- Letter of application with duly accomplished Letter of Confirmation of Interest and Statement of Availability for the entire duration of the assignment;
- Brief description of why the individual considers him/herself as the most suitable and how they will approach and complete the assignment addressing the biometric voter registration system
- Personal CV and P11 Form, indicating all past relevant experience, as well as the contact details (email and telephone number) and three (3) professional references;
- Financial Proposal that indicates the all-inclusive fixed total contract price, supported by a breakdown of costs, as per template provided by UNDP.

M. Criteria for selection of best offer

Individual consultants will be evaluated based on a cumulative analysis:

When using this weighted scoring method, the award of the contract should be made to the individual consultant whose offer has been evaluated and determined as:

- a) Responsive/compliant/acceptable, and*
- b) Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.*

** Technical Criteria weighting: 70%*

** Financial criteria weighting: 30%*

Only candidates obtaining a minimum of 49 points in the technical evaluation criteria would be considered for the Financial Evaluation

Technical Criteria	Maximum obtainable points	Weight Percentage
Education:	10	10
An advanced degree (Masters) in business administration, international relations, strategic planning	10	10%
Years of Experience and Knowledge of Sector:	50	50%
Proven track record of experiences in the field of the biometric voter registration, logistics, institutional capacity development and a high-level consultancy experience advising institutions in these areas	15	15%
At least 7 years of experience in the field of elections, including technical advice at senior level, capacity building, monitoring and evaluation of electoral programs with electoral management body or Ministry of state administration	20	20%
Sound knowledge and understanding of politics and the specifics and developments of electoral processes in Timor-Leste or similar post-conflict country	10	10%
Ability to work with a project team and ensure quality of an output	5	5%
Language requirements:	10	10%
Fluency in English and working knowledge of Portuguese and Tetum is desirable	10	10%
Total technical score	70	70%
Financial: 30%	30	30%
Final Score	100	100%

N. Approved by
Signature



Name and Designation : Vito De Jesus Filipe Da Costa, Project Manager, Learn Project

Date of Signing

: 15 October 2019

