

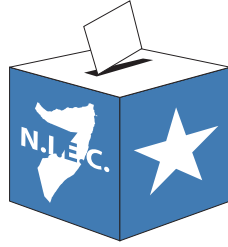
NATIONAL INDEPENDENT ELECTORAL COMMISSION
Federal Republic of Somalia

VOTER REGISTRATION FEASIBILITY STUDY REPORT



Mogadishu, Somalia
November, 2017





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List of Acronyms

CSO	Civil Society Organizations
EU	European Union
FAO	Food and Agricultural Organization of the United Nations
FGS	Federal Government of Somalia
GIS	Geographic Information System
GDP	Gross Domestic Product
ICAO	International Civil Aviation Organization
ICT	Information and Communication Technology
ID	Identity Document
IDP	Internally Displaced Person
IESG	Integrated Electoral Support Group
IFES	International Foundation for Electoral Systems
IOM	International Organization for Migration
ISO	International Organization for Standardization
MIDAS	Migration Information and Data Analysis System
MRTD	Machine-Readable Travel Document
NIEC	National Independent Election Commission
OECD	Organisation for Economic Co-operation and Development
PDRC	Puntland Development and Research Centre
PEC	Puntland Electoral Commission
PESS	Population Estimation Survey
PUNSAA	Puntland Non-State Actors Association
SNA	Somali National Army
SYL	Somali Youth League
SRC	Supreme Revolutionary Council
SRRC	Somalia Reconciliation and Restoration Council
TFG	Transitional Federal Government
TNG	Transitional National Government
TPEC	Transitional Puntland Electoral Commission
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNOPS	United Nations Office for Project Services
UNSOM	United Nations Assistance Mission in Somalia
US	United States (of America)
VR	Voter Registration
WB	World Bank
WFP	World Food Program

1. EXECUTIVE SUMMARY

The National Independent Electoral Commission (NIEC) was established as a statutory body in 2015 with the legal mandate to conduct constitutional referendum and electoral processes under the Provisional Constitution of the Federal Republic of Somalia, adopted in 2012, and the 2015 Law on the Establishment of the National Independent Electoral Commission. According to its mandate, it is a primary responsibility of the NIEC to ensure that the right to vote for eligible citizens is upheld through an effective voter registration exercise, and that voters are made aware of their rights and responsibilities. Voter registration is therefore a core aspect of the NIEC's election administration mandate.

In order to consider the feasibility of comparative approaches to voter registration, and issues that could potentially impact on the registration process in the specific Somali context, a joint Feasibility Study was conducted by the NIEC, supported by the United Nations and Creative Associates International. The United Nations electoral assistance in Somalia is delivered through the Integrated Electoral Support Group (IESG), which was established in 2014, and is comprised of the United Nations Assistance Mission in Somalia (UNSOM) and the United Nations Development Programme (UNDP). The Creative Associates International is a USAID-funded project designed to support electoral and political processes in Somalia by fostering increased citizen participation; building the capacity of civil society, election management bodies, political parties and other relevant government and non-government bodies to support various elections and their cycles taking place between 2016-2021.

The joint Feasibility Study consulted a wide array of stakeholders, including: the Federal Government of Somalia (FGS); established and emerging Federal Member States (FMS); Parliament - Upper House and House of the People; Benaadir Administration; political associations; civil society organisations; women's groups; and international organizations.

At the London Conference in May 2017, the Federal Government of Somalia stated its intention to conduct universal parliamentary elections by 2021. The NIEC five-year strategic plan (2017-2021) outlines the overall NIEC approach to deliver its mandate in this regard, and elaborates a timeline for the voter registration methodology to be completed by the last quarter of 2018, with implementation to commence in 2019.

At the same time, an electoral legal framework must be established that underscores universal and equal suffrage. The FGS has stated its commitment to develop the Electoral Law in 2018. This is essential for taking forward some of the technical aspects of election preparations, including offering further legal clarity to the process of voter registration.

During the study, all national stakeholders expressed their full support for universal suffrage elections in 2020. They reiterated the desire of Somalis to be registered as voters, and to participate in the electoral process. Furthermore, it was conveyed by interlocutors that subject to basic security provisions, Somalis would be motivated to present themselves for the registration process. The major challenges for registration were believed to be: access and security; political will and consensus; and the current absence of a constitutional and legal framework. Interlocutors expressed their overall support for the NIEC, and their hope that these challenges could be overcome through increased cooperation from the FGS and FMS in order to provide the NIEC with a fully supportive environment to discharge its mandated duties. This will facilitate NIEC's ability to implement voter registration for these historic elections.

As this will be the first time in over thirty years that voter registration has been conducted in Somalia, it is therefore essential to examine all options, and to provide comparative advantages and disadvantages of different approaches to voter registration. The absence of accurate population estimates presents challenges to the planning and provision of services for the citizens of Somalia, including any process for future elections. The World Bank estimated the population of Somalia in 2016 as 14.32 million, whilst other estimates including the UNFPA Population Estimate Survey report significantly different population totals. Most current population estimates are challenged by the Federal Member States and other institutions.

The NIEC thus embarked on this study to identify suitable options to register eligible voters. The study took into account core election principles, including integrity, inclusiveness, transparency, and sustainability. Depending on the available time and resources, the voter registration methodology to be adopted in Somalia could be somewhere along a spectrum from a paper-based manual exercise that underscores inclusivity, to a biometric system that would underscore integrity.

The NIEC is considering the following two approaches to the active voter registration process:

- The conduct of manual voter registration through the digitization of manually collected biodata (from forms); or
- The field collection of digital biometric and biodata for each eligible elector.

Either of the voter registration options would enable NIEC to meet its mandated responsibility for voter registration. The operational and logistical complexity of conducting a nationwide data collection process will be a significant exercise whichever approach is taken, although the level of technology (manual or biometric) will ultimately determine the scope of the field effort necessary to be deployed. Also, the marking of voters' fingers with indelible ink as a safeguard against multiple voting will be necessary in either option. While the NIEC noted that a number of interlocutors seemed to have a perception that biometric registration would

provide more integrity, the following report is an objective and expert assessment that thoroughly considers both main options - with their respective advantages and disadvantages - so that the NIEC may arrive at a fully informed and fact-based decision.

The collection and integration of biometric data will involve additional cost, complexity and skills requirements, but has the potential to increase the accuracy, integrity, credibility, and sustainability of the voter register. It could also potentially facilitate the first step in the development of a civil registry and national identity system, which would overcome the need for periodic biometric voter registration to keep the data accurate and current. In order for biometric registration to be meaningful, biometric data collection would need to be mandatory for all registering voters, otherwise this would negate the ability to identify duplicates in the system.

The utilization of a less complex manual registration process requires less technology to be deployed to field locations, and has the potential to be more inclusive through reduced barriers to registration. It requires less human and financial resources, as well as less intensive training of registration officials. The manual registration option is not only dependant on a manual hand written register, but manual data collection is brought back and digitized at a data consolidation center. However, the manual process overall has lower accuracy, integrity, credibility, and sustainability.

Preliminary assessment of the mission, and extensive discussions with stakeholders, indicate that the implementation of either manual or biometric active voter registration for the 2020 elections is feasible subject to certain pre-requisites including the timely completion of the required legal framework, improvements in national security, ongoing development of the institutional capacity of the NIEC, and the provision of appropriate financial resources.

The ability of the NIEC to develop its voter registration capacity will require dedicated human resource and institutional capacity building efforts. This includes: administrative and logistical planning and data collection; procurement policies and procedures; physical and technical infrastructure; recruitment and training procedures; and the staffing necessary for all aspects of the process. Establishing and maintaining these capabilities will be costly and time-consuming; however without the necessary capacity, the electoral process may lack legitimacy and integrity.

In addition, the implementation of national operations will require NIEC to have broad reaching physical capacity to support the management and oversight of field operations, including access to the required facilities to support: recruitment; training; deployment; logistics; technical processing; and other functions as required for voter registration. Specific institutional development and capacity building trainings, covering new areas of voter registration and ICT, will be extremely important for NIEC to understand the context and requirements of voter awareness and education.

To meet the requirements of the electoral timeline for the 2020 elections as outlined in the NIEC five-year Strategic Plan, the decision-making process regarding voter registration options and strategies should proceed in a timely, structured, and transparent manner, and with primary focus on the specific requirements of the electoral process. Throughout the development and implementation of voter registration, full consideration will need to be given to the underlying principles of voter registration, alignment to national priorities, and adherence to administrative and financial feasibility and sustainability.

It is likely that the voter registration project will need to be planned and delivered in a security environment that is not fully conducive to an inclusive and accessible electoral process. Anti-government forces represent an on-going threat to peace and security in Somalia, and continue to be a destabilizing factor in the broader East and Horn of Africa region. Without significant improvement in the national security situation, and planning and mitigation strategies in the voter registration project, it will be difficult to develop a representative and broadly acceptable voter register.

The consultations conducted during the Feasibility Study served as an opportunity to hear a cross-section of perceptions and opinion with regards to comparative voter registration methodologies and respective requirements, and at the same time to raise awareness of the NIEC mandate for voter registration. In addition to addressing advantages and disadvantages of the two options, this report also presents a risk matrix and mitigation strategies with regards to voter registration options (See Annex A), and a comparative indicative budget for active voter registration to be implemented throughout Somalia's established and emerging federal member states, and also including Somaliland. (*See Annex D*).

2. SITUATION ANALYSIS

2.1. Historical Background

The state of Somalia was formed following agreement between the leaders of British Somaliland and the Trust Territory of Somaliland (Italian Somaliland) in 1960. The parliaments of the two territories were merged, retaining the same number of seats allocated in the 1960 elections in British Somaliland and the 1959 elections in Italian Somaliland. An elected president was to be head of state, and the Constitution for the unified Somalia was confirmed through a Constitutional Referendum held in June 1961. Somalia conducted multiparty National Assembly Elections in March 1964 and March 1969, with the Somali Youth League (SYL) receiving the highest popular vote and number of seats in the assembly.

The Supreme Revolutionary Council (SRC) assumed power by a coup d'état following the assassination of President Shermarke in 1969, political parties were dissolved, and the constitution was suspended. That regime later collapsed in 1991, as the Somali civil war broke out. Various armed factions began competing for influence in the power vacuum, particularly in the south. After a number of peace initiatives, all major clans entered agreements on a transition government and on a Provisional Constitution in 2012. In 2012 a Federal Parliament was selected by a council of 135 clan elders, and there was a commitment to conduct universal suffrage elections in 2016.

2.2. Current Context

The Federal Institutions were tasked to lead the country through an interim period for four years, to conclude with a referendum on the Constitution and the conduct of national elections by September 2016. In summer 2016, the FGS acknowledged that universal elections would not be attainable at the expiry of parliamentary mandates in 2016. Therefore, a politically negotiated process was agreed, with some electoral characteristics, to determine the composition of the House of the People for the 2016-20 parliamentary term. This was essentially a limited franchise process, which was restricted to some 13,000 delegates who were appointed by clan elders, out of an estimated voting population of some 6 - 7 million eligible voters.

A 54-member Upper House of Parliament was also established during the 2016 process, and was elected exclusively by state assemblies.

The 2016 process was a politically negotiated process with limited franchise in terms of both the right to vote and stand for election, and was underpinned by the 4.5 clan representation formula. It was administered by an ad hoc body, the Federal Indirect Electoral Implementation Team (FIEIT), a temporary body established by political

agreement for the purposes of administering the 2016 electoral process only. Whilst the process was somewhat more inclusive than the 2012 selection process, the process was still a far step from representing universal and equal suffrage. Therefore, the transitional power-sharing arrangement, originally envisaged to end in 2016, was extended for another four years (2016-2020), during which the Constitution is to be reviewed, the electoral legal framework is to be established, and universal elections prepared by the National Independent Electoral Commission (NIEC).

According to the Provisional Constitution, a constitutional referendum is supposed to precede universal elections, in order to ratify the provisional constitution following the constitutional review process.

At the London Conference in May 2017, the FGS stated its intention to conduct universal parliamentary elections by 2021, and its commitment to develop the Electoral Law in 2018. Therefore, at the end of its current term (2020), the House of the People should be elected for the first time since 1969 through, multi-party, direct universal suffrage elections. Universal elections will represent a historical and decisive step forward, and are intended to move Somalia beyond clan-based power-sharing agreements, towards universal and equal suffrage, and party-based politics. So while the clan representation formula was helpful in reaching an agreement for the composition of parliament in the transitional period pending the universal elections, it is not envisaged in the future political dispensation.

The Provisional Constitution (Art. 1) states: Somalia is a federal, sovereign, and democratic republic founded on inclusive representation of the people, a multi-party system and social justice. In addition, Somalia is a signatory to the International Covenant on Civil and Political Rights (ICCPR) underscoring key electoral principles (Art. 25), including: genuine elections; periodic elections; universal suffrage; equal suffrage; secret ballot; no unreasonable restrictions to vote or be elected; guaranteed free expression of the will of the people. These principles may not be fully met in 2020, but Somalia is striving towards this overall objective.

The NIEC is the constitutionally-mandated body to conduct elections in Somalia. It was established in 2015 under the provisions of the Provisional Constitution 2012 and 2015 Law on the Establishment of the National Independent Electoral Commission. Nine commissioners were sworn in by Parliament in July 2015, following the legally prescribed recruitment process.

Since the collapse of the regime in 1991, the security situation in Somalia, and in South Central Somalia in particular, continues to be very problematic. Anti-government forces have become established and continue to occupy areas of Somalia, and challenge the progress of security and government institutions. At the same time inter-clan conflict continues to periodically pose a threat to security and stability. Security for universal elections, and for related activities such as voter registration, will require careful planning and resources if the election activities are to proceed safely.

2.3. Constitutional and Legal Framework

The mandate of the NIEC, including the conduct of elections and the registration of voters, is outlined in Article 111G of the Provisional Constitution adopted in 2012, and Article 14 of the 2015 NIEC Law. The Provisional Constitution mandates that the NIEC shall be independent of the executive, shall manage its own budget, shall be inclusive and representative, be impartial and neutral, and shall not have more than nine members.

The Provisional Constitution further stipulates that the mandate of NIEC includes:

- a) The conduct of Presidential elections;
- b) The conduct of Federal Parliament elections;
- c) The continuous registration of voters and revision of the voter's roll;
- d) The registration of candidates for elections;
- e) The delimitation of constituencies and wards;
- f) The regulation of the political party system;
- g) The settlement of electoral disputes;
- h) The facilitation of the observation, monitoring and evaluation of elections;
- i) The regulation of money spent by an elected candidate or party in respect of any election;
- j) The development of an electoral code of conduct for its candidates and parties;
- k) The monitoring of compliance with legislation on nomination of candidates by parties; and
- l) Voter education.

The 2015 Law on the Establishment of the National Independent Electoral Commission determines the functions and powers of the NIEC within Article 111G of the Provisional Constitution. The functions and powers of NIEC are outlined in Article 14 of the Law and include:

- a) To organize, conduct and monitor elections at the district, regional and national level of the political parties and referenda;
- b) Until political parties are established and electoral constituencies drawn, the Commission shall administer the districts and regional states elections in accordance with Law No. LR 116 and any other system that is assigned by the laws of the country;
- c) To register voters and constantly review the voters' registry;
- d) To determine constituencies and polling centres as appropriate for the conduct of the elections;
- e) To regulate the activities of political parties, in accordance with the law on the registration of political parties and other laws of the country;
- f) To facilitate the monitoring and assessment of elections;
- g) To issue and implement regulations to guide candidates and political parties taking part in elections.

It is a primary responsibility of any electoral authority to ensure that the right to vote for eligible citizens is upheld through an effective voter registration exercise, and that voters are made aware of their rights and responsibilities in this regard. The responsibilities and mandate of the NIEC to create and manage the register of voters are clear under the Provisional Constitution and law on establishment of the NIEC. Article 15 of the law specifies that the Commission shall have internal regulations to govern its activities and implement the provisions set out by this Law. The specific electoral legal framework, including legislation to regulate voter registration, is yet to be developed. It is therefore critical that following the evaluation of the voter registration options, the laws and regulations on voter registration and the electoral process are developed to specifically enable the NIEC’s chosen methodology and modality.

2.4. Electoral Cycle and Voter Registration

The NIEC is a nascent institution, and is in the process of institutional development and capacity building. The current pre-election phase provides sufficient opportunities for building the capacity of NIEC to perform its functions and related responsibilities as enunciated in the Constitution and Electoral Law. Pre-electoral, electoral and post electoral phases are all critical areas that need capacity building support through the entire electoral cycle to ensure a sustainable and credible electoral process.



Figure 1 - Graphical Depiction of the Electoral Cycle

Electoral operations are widely acknowledged as fundamental to the credibility of elections. However, operations are only one component of a sound electoral cycle. Preparations (*which draw much less public attention*) are often neglected and this can have a negative impact on the entire electoral cycle. One of the main preparatory activities of the electoral cycle is related with the voter registration process. Specifically in the context of Somalia, the issues are how to implement a feasible, inclusive and sustainable registry of voters. In the process of conducting this assessment, a series of consultations were held with the NIEC, political organizations, members of parliament, civil society, women’s groups, and international organizations.

2.5. Voter Registration and Principles

The assessment by the NIEC and electoral stakeholders of the available options, and feasibility of voter registration for the 2020 elections, has been conducted in accordance with a set of internationally recognized principles. These can provide guidance for the required democratic and qualitative integrity of the list of voters. A failure to reflect these principles in the development of the voter register could have the potential to undermine the integrity of the overall electoral process, and the credible implementation of direct universal elections.

The following principles should be considered in the assessment of the options for voter registration for the 2020 elections.

- **Integrity**

The voter registration should facilitate the registration of all eligible citizens, and provide protection against manipulation, such as: multiple or erroneous registration; and have measures to prevent ineligible citizens from being entered in the voter register.

- **Inclusiveness**

The voter registration processes should ensure that all citizens have equitable access to the registration process, and if the process would ensure that eligible citizens are not excluded through: discriminatory eligibility criteria; inequitable allocation of registration resources; insufficient security; lack of access to information; or other potential barriers including language, religion, ethnicity, gender, age category, disability, or economic status.

- **Completeness**

The assessment should include the evaluation of processes to assist in targeting and verifying the registration of all eligible voters prior to the scheduled electoral event.

Whilst 100% registration is rarely achieved, options that have mechanisms to target the most complete registration possible should be considered.

- **Accuracy**

The available options should be assessed to evaluate their ability to include processes that would ensure the validity and accuracy of data capture. This may potentially include source data or document verification, data validity checking, public display and scrutiny processes, data cleansing procedures, or other techniques as available.

- **Accessibility**

The registration process should be accessible to all eligible voters. The proposed processes should not limit access to the process through distance to registration points, geographic barriers, timing of availability to the process, transportation requirements, physical access for infirm or aged, or use of restrictive locations.

- **Informed Public**

The voter registration processes should include: mechanisms to provide timely information to all eligible citizens and stakeholders regarding eligibility criteria; the registration process including place and time; requirements for registration; and the benefits of the registration process.

- **Transparency**

The proposed options should include mechanisms to engage stakeholders, and to promote public trust in the registration process, through: the openness of decision-making processes; access to information on the process; the engagement of accredited independent observation; and the inclusion of accountability functions and display of information.

- **Security**

The options should not jeopardise the safety and security of the public, personnel, equipment, and electoral data. The security assessment must be conducted according to a uniform approach and guarantee an impartial and de-politicized security assessment.

- **Information Privacy**

The collection of personal data from the citizens of Somalia places the obligation and responsibility on NIEC to maintain the privacy and protection of citizen's data. The data collection processes and technologies, must meet the requirement for the protection of citizen's personal data.

- **Timeliness**

The voter registration options must be evaluated against the requirement to develop an acceptable voter register within the required timeframe for 2020 national elections.

- **Administrative and Political Feasibility**

The processes, technologies, and operational plans for the proposed voter registration options must be appropriate to a country's administrative, cultural, and political environment.

- **Cost Effectiveness**

The options must be evaluated against their ability to deliver an effective outcome relative to the direct and indirect costs of registration.

- **Sustainability**

The proposed solutions must be sustainable in terms of: infrastructure; organizational capacity; technical support; and the financial resources required to continue the operation of the process and register.

- **Credibility**

Regardless of meeting the above principles, the voter registration options must provide a voter register in which all stakeholders believe and accept, has been compiled with integrity, equity, accuracy, and effectiveness.

2.6. Overview of Electoral Timeline and Challenges

The Provisional Constitution provides for the conduct of a constitutional referendum and elections. NIEC, in line with its mandate, has started the preparation of the activities in support of the Federal Government's commitment to hold a universal election in 2020. One of the main activities is related to voter registration, including what is the best option to register the population, and the development of a realistic and feasible implementation methodology. There are a number of requirements for each of the options, which need to be carefully and meticulously planned, and as a best practice a Voter Registration Operational Plan will need to be developed. This Voter Registration Plan should focus on the legal framework, associated regulations and procedures, operational strategy, procurement, training, accreditation, voter education, communication, security etc.

However, the following important points will have to be considered while undertaking planning for any of the options:

- Ensuring sufficient time is available to undertake detailed planning for Voter Registration, and immaculate planning is a pre-requisite in this regard.
- The sustainability of Voter Registration is essential to ensure that a long-term perspective is adopted while selecting an option. VR exercises are very cost intensive, and it is unsustainable to undertake such exercises after every election.
- A strengthened ICT Department to manage the new voter register, including data security and development of a new Voter Registration Department / Unit within NIEC.
- The legal framework must be harmonized in line with the selected Voter Registration option and processes, but the law will not alter the concept of voter registration.
- The undertaking of VR must allow for universal coverage of the electorate.
- It must be ensured that adequate and sustainable funding is available before the implementation of the operation begins, that will ensure meeting the stipulated objectives and timeline.
- Security conditions must be suitable for the conduct of a credible voter registration, and a conducive security environment should be established.
- The optimal Voter Registration process is estimated to capture approximately six to seven million voters.

3. ASSESSMENT METHODOLOGY

The development of a system of voter registration is a very critical task that requires a realistic approach, and taking into account technical factors, and the overall political and security context of the country. For this purpose, this initial assessment was necessary in order to evaluate and identify technical and political constraints. It was done with consideration of the electoral calendar, electoral law, security, and other national conditions. Therefore, it was necessary for this study to be realistic and adaptive in order to deliver the optimal solution in the current context.

In order to implement the required tasks, the following activities were central to the objective:

- Desk review - Identify adequate activities, challenges and best practices assisting the NIEC on the voter registration;
- Holding interviews when necessary, conduct meetings, convene discussions with the representatives of the FGS, FMS, Benaadir Administration, parliament, civil society organizations, women's groups, and international organizations, to evaluate the situation in Somalia regarding the implementation of a voter registration system;
- Developing a framework document to provide guidance for a harmonized voter registration system, based on values such as transparency, inclusiveness, legal framework, quality, credibility and sustainability;
- Producing a Feasibility Study for the implementation of the voter registration system, taking into account: technical and political constraints; technical requirements against the electoral agenda; infrastructural needs and risks assessment and reports; and identification of essential key personnel.

3.1. Consultation Process

The consultation process started on 10 September 2017, with the intended duration period of one month. The study was led by NIEC and supported by the Integrated Electoral Support Group (IESG) – comprised by UNDP and UNSOM, and Creative Associates International.

Meetings and interviews were conducted with the members of the FGS, FMS, Deputy Prime Minister, Minister of Internal Security, Minister of Constitutional Affairs, Federal Parliament of Somalia - Upper House and House of the People, political associations, Governor of Benadir and Mayor of Mogadishu, Members of the legislature and Minister of Security of South western State (*Baidoa*), Jubaland Vice President and Minister of Security, Hirshabelle President and Vice-President, Puntland Deputy President, Puntland Electoral

Commission (PEC), Puntland Development Research Centre (PDRC), CSOs in Mogadishu and Kismayo, UNHCR, IOM, and UNOPS. A complete list of meetings is in the Annex E.

The feasibility study team faced some restrictions of movement due to the security situation in Somalia, and consequently the study did not complete the full scope of its intended meetings. The study should be read in light of these constraints.

3.2. Feedback from Consultations

The mission consulted with a wide array of stakeholders to both understand their perceptions and preferences of the options for voter registration for the 2020 elections. The consultations also served to raise awareness of the NIEC mandate for voter registration, voter registration methodologies and principles, and the requirements for stakeholder cooperation to meet the objectives.

A discussion guideline was prepared to facilitate the consultation process, and to ensure consistency and thoroughness in the discussions. To ensure meaningful discussions, a brief presentation was prepared in both English and Somali to serve as an introduction to group consultations.

All stakeholders consulted expressed general support and appreciation of the NIEC, and the requirement for universal suffrage elections in 2020. Whilst generally the support and cooperation was offered unconditionally, some support could be interpreted to be conditional. This was in regards to mutually beneficial outcomes, for example the further facilitation of passports and ID cards, or registration as the basis for the conduct of FMS elections (*for example for Puntland in 2019*).

It is believed by all stakeholders that the citizens of Somalia want both to be registered, and to participate in the electoral process, and that subject to basic security provisions they would be motivated to present themselves for the registration process. It was stated by all stakeholders that for 2020, Somalia must move beyond the electoral process of 2016, which was a politically negotiated limited franchise process, and did not appear to satisfy the majority of those consulted.

The vast majority of stakeholders believe that the development of a register of eligible voters is necessary prior to future elections. Election Day registration was considered not to be a viable alternative, recognizing the additional pressure it would put on a fledgling and untested election administration, other than as a contingency measure in areas newly liberated immediately prior to the election.

All those consulted believe that it is possible for NIEC to conduct voter registration, although nobody believes that it can be done throughout 100% of the country due to access and security concerns. The major challenges for registration were believed to be access and security, political will and consensus, and the current absence of a constitutional and legal framework.

It was a challenge in some consultations to move the discussion beyond the constitutional and legal framework issues, particularly the issue of electoral systems. This is clearly the issue foremost in the minds of interlocutors, and the challenge in these discussions was for them to understand that voter registration can and should be addressed in parallel to establishing the legal framework.

The majority of stakeholders believe that voter registration should commence in liberated parts of the country in a phased manner, and then conducted in further areas as they become liberated. Whilst this was the majority view, some state assembly members and members of parliament at national level, believed that this approach would be inequitable and that registration should not commence until the whole country is liberated. Those interlocutors that preferred to delay VR until complete national liberation predominantly represented areas without access to their constituents.

Civil society organizations at both the national and state levels expressed strong support for the NIEC and voter registration, and appeared to have a good understanding of the requirements of registration. All expressed strong understanding of the importance of voter education and awareness, and the requirement to work with local communities and community groups.

Regarding voter registration modalities and methodologies, there was overwhelming support for the conduct of registration in advance of an electoral event, and that to prevent fraud some form of biometric registration would be required. There was a strong view and perception that any form of manual (*non-biometric*) voter register would not have the level of integrity perceived as necessary for elections in Somalia.

The list of institutions engaged in the consultation process is attached as Annex E.

4. COUNTRY CONTEXT AND CHALLENGES TO VOTER REGISTRATION

Somalia faces significant challenges in the conduct of any voter registration process, due to the breakdown in security and institutions over the past decades. Since 1991 the country has experienced long periods of conflict, and has become increasingly fragmented, while national institutions have become weakened.

Under the current security situation, the implementation of any national registration program will face access and security challenges, with the likely scenario that full national coverage will not be achievable. Any national registration program will therefore have to include contingency arrangements to provide equitable access to the electoral process for as broad a cross-section of the national population as possible.

Somalia currently lacks some of the fundamental tools that would often form the baseline for the planning and implementation of a voter registration process. No population census exists on which to base operational planning and registration targets, reliable address and mapping systems do not exist for the plotting of electoral areas, and breeder (foundational) and identification documents do not exist for the majority of citizens.

Few government institutions operate on a fully national basis, and the implementation of a single unified national registration process is further challenged by an increased drive towards federalism in Somalia, and in some cases movements towards administrative autonomy. The strength of institutions is further hampered by budgetary issues, which have prevented government personnel from receiving remuneration for significant periods of time, and the implementation of any registration program will present further significant financial demands on the FGS.

The NIEC, which has the constitutional and legal mandate to lead any voter registration exercise, is a relatively new organization and is still in the institutional capacity development phase. The organization does not currently have dedicated outreach capacity beyond Mogadishu, although it intends to achieve sub-national representation during 2018, but would face challenges in implementing and coordinating any national program without forming operational partnerships with other government organizations. The NIEC does not currently have the staff and institutional capacity to implement a national registration program, and this would have to be developed in the period prior to any program commencing.

Perhaps the overriding challenge to be faced in the registration of voters for the 2020 elections will be the challenge of the electoral timeline. To meet the required timeline, voter registration should be conducted within 2019, and therefore planning and preparations must be completed by the end of 2018. The NIEC, along with

relevant stakeholders, should therefore make key decisions, and prepare the legal and organizational frameworks for voter registration in an expedient manner.

The challenges are clearly significant, and should be addressed in any further strategic planning and planning assessments. The challenges, while significant, are not insurmountable if the political will exists at the national and state levels, and other conditions for establishing a conducive voter registration environment are met. All electoral stakeholders, and institutional cooperation and partnerships, would need to be evident and harmonized, so as to maximize the skills and resources available throughout the country.

4.1. Security and Stability

Anti-government forces represent an ongoing threat to peace and security in Somalia, and continue to be a destabilizing factor in the broader East and Horn of Africa region. The current level of risk in Somalia varies from medium to very high. Somaliland, Puntland and several cities in the other regions present some level of stability varying from medium to high risk, with the remaining regions have the status of very high risk and are very unstable.

Experience from elections in other countries either in conflict, or transitioning from conflict, indicates that universal elections are all consuming¹. The recent limited franchise electoral process (a politically negotiated process with some electoral characteristics) in Somalia (2016) was very demanding on security resources, and fully stretched the FGS, FMS and the African Union Mission in Somalia (AMISOM) security forces. The effort to provide security for the 2016 electoral process was significant, and a larger scale electoral process would have been beyond the current security resources to manage. Nevertheless, the security planning and execution for the electoral process was overall successful, in that there were no major security incidents that hindered the process. However, it should be noted that many elders and delegates who participated in the 2016 process have since been attacked or assassinated, presumably due to their role in the process. Lessons have been learned and documented, that should inform planning for future election activities related to universal elections in 2020.

Significant planning must be undertaken to be ready for universal elections. The high demand for security so far has been due, in the most part, to the war against anti-government forces, which remain an ongoing threat. In addition, there remain various tensions between clans that periodically spill over into conflict. These conflicts would optimally be reconciled before the universal elections planned for 2020, to allow for full participation of eligible voters, and to reduce the burden on security forces.

¹ Report by Somali Electoral Security Task Force on Lessons Learned on Security for 2016-17 Electoral Process

There are a number of risks to the voter registration exercise, ranging from anti-government complex attacks, ambushing travellers, assassinations of officials, threats and intimidation of participants, civil disturbances and others.

A conducive environment should therefore be established for any nation-wide election-related event, including voter registration. Building on the 2016 Joint Security Model, the National Security Architecture (NSA) must develop systems of national coordination and control. The re-establishment of the National Electoral Security Task Force could be a good starting point given its relative success with planning and coordinating security for the 2016 electoral process. It must also produce realistic assessments of threats and mitigations. This will help to remove perceptions of bias in future decisions about whether it is safe to conduct voter registration or an electoral process (or not) within an area.

According to the Report by the Somali Electoral Security Task Force², a frustrating feature of the 2016 elections was the lack of time to prepare. Various timelines were announced but were not adhered to. Security forces require adequate time to prepare for security measures against what should be realistic and fixed timelines for elections. For any future general elections, a budget will need to be set and the funds secured well in advance. The security budget for the voter registration activities in 2018-19, and general elections in 2020, are expected to be significant.

The security report states that the election administration body needs to be well trained, competent and knowledgeable of the election process, and link properly with security forces so that good security can be implemented for elections wherever they are being held. This will apply to the planned voter registration exercise to be conducted in 2019.

According to the report, "Elections and Protocol officials were not trained, organized or knowledgeable to allow security to be well planned in sufficient time, and did not communicate with event participants creating security challenges that security forces were left to deal with".

4.2. Population Census

No population census has been conducted in Somalia since 1975, and that census only published limited results. A further population census was conducted between 1985 and 1986, but no statistics or reports were published. The United Nations Population Fund (UNFPA) has conducted and published a Population Estimation Survey (PESS) 2014, which is based on sample survey methodology utilizing survey frames to represent population categories including settlements, camps, and water points. UNFPA partnered with donors and other UN agencies, and took up the lead

² Report by Somali Electoral Security Task Force on Lessons Learned on Security for 2016-17 Electoral Process

role to support the Somali authorities in undertaking the Population Estimation Survey³.

The Population Estimation Survey is the first extensive household sample survey to be carried out amongst the Somali population in decades. This report provides comprehensive population estimates by region and important demographic characteristics. The extensive survey estimated that the total population of Somalis was 12,316,895. An estimated 2,806,787 Somalis were living in rural areas, and 5,216,392 (or about 42% of the total population) lived in urban areas; and around a quarter of the population – 3,186,965 – comprised nomads.

Population	Number	Percentage
Estimated Population	12,316,895	
Urban	5,216,392	42.4
Rural	2,806,786	22.8
Normadic	3,186,965	25.9
IDP's	1,106,751	9.0
Population Distribution		
Male	6,244,765	50.7
Female	6,072,130	49.3

Table 1 - UNFPA 2014 Survey

* The UNFPA 2014 figures are used for illustration purposes only, as they are not fully uniformly accepted amongst Somali interlocutors.

The results of the Population Estimation Survey, which estimated a national population of 12.3 million citizens, have been challenged by a number of groups in Somalia, and have not been broadly accepted. The Population Estimation Survey does, however, remain the only population estimate currently available to support any planning processes. The absence of accurate population estimates presents challenges to the planning and provision of services for the citizens of Somalia, including any process for future national elections.

In a separate estimation the World Bank estimates the population of Somalia in 2016 as 14.32 million. The next following table indicates the evolution of the estimated population from 1960 to 2016.

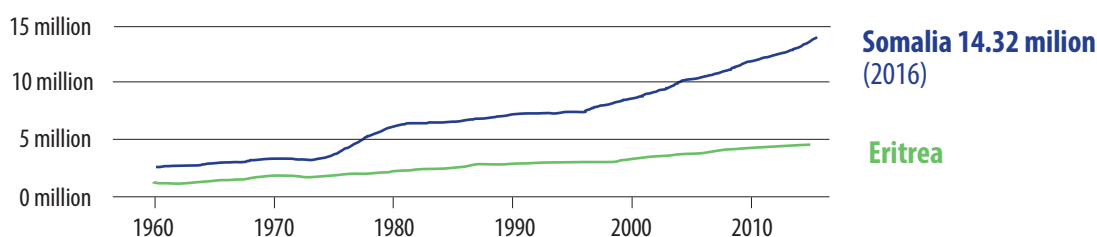


Table 2 - Somalia Population – 2016 - WB

³ Population Estimation Survey 2014, Somalia, UNFPA, October 2014.

4.3. Legal Framework

An electoral legal framework must be established that underscores universal and equal suffrage. Although the Provisional Constitution establishes a federal democratic republic founded on the principles of inclusive representation and a multiparty system, important legal provisions that are a prerequisite to the conduct of universal elections still need to be developed. The legal framework is also essential for taking forward some of the technical aspects of election preparations, including voter registration, and an amended Citizenship Law will determine voter and candidate eligibility. Development of an independent dispute resolution mechanism will also need to be established before the commencement of voter registration, so that complaints can be lodged and considered.

To enable citizens to fulfil their right to vote, they have to be registered in the electoral register. The inclusion of citizens in such a register implies that citizens have met other requirements and are residents of a valid electoral territory.

Depriving an eligible voter from being included in the voter register is equivalent to denying the fundamental right of suffrage, therefore the, "international standard for voter registration is that the register must be comprehensive, inclusive, accurate and up to date, and the process must be fully transparent."⁴ The voter register must safeguard against the improper inclusion of persons not qualified, or the multiple inclusion of qualified voters.

According to international practice, the voter register should be made available for public scrutiny so that voters and political representatives may review the register to ensure that qualified voters are included, and unqualified persons are not included. The notion of transparency of the register of voters is critical in the same way as accuracy is critical. It follows that the legal framework needs to clearly establish the processes by which the voter register may then be revised, and that process must also remain transparent. In doing so, the legal framework must specify: "sufficient time for eligible voters to register; for public inspection of the voters' roll; for objections; and for the adjudication of appeals."⁵

In whatever manner voter information is collected for the register, that information should be limited to what is required to establish the qualification to vote and operational needs (*for example for defining polling stations*). The legal framework should specify that the information should not be used for other unauthorized purposes. It should also specify if there are any other valid purposes for which the list may be used, for example as a basis for a civil register.

In Somalia, as per the Provisional Constitution and NIEC Law, the responsibility for the accuracy of the voter register lies with NIEC. Currently, the Electoral Law is in

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preparation, and the drafting process will be conducted during 2018. As a result, there is limited legal information available regarding the voter registration policies and procedures. Consequently, it is necessary for NIEC to develop effective actions establishing the required policies and procedures according to its mandate, but the approach to VR and respective regulations must eventually be harmonized with the Constitutional Review process and the drafting of the Electoral Law as required.

The main common requirements for a citizen to register, that need to be normalized before starting the registration process in Somalia, are eligibility criteria including: citizenship; residency; and age.

The NIEC needs to follow-up the constitutional revision, and to harmonize potential discrepancies related with the voter registration process of the Somali Federal Constitution and the existing Federal Member State Constitutions. According to the Minister of Constitutional Affairs, the revision of the Constitution will be finished by the end of 2018.

Article 142 of the Provisional Constitution - Existing Federal Member States in Somalia recognizes that:

“(1) Until such time that all the Federal Member States of Somalia are established and the adopted Federal Member State Constitutions are harmonized with the Somali Federal Constitution, the Federal Member States existing prior to the provisional adoption of this Provisional Constitution by a National Constituent Assembly shall retain and exercise powers endowed by their own State Constitution.

(2) Existing Federal Member States must be consulted in the decision-making process regarding the federal system, and security arrangements.”

Based on the completed legal framework, administrative regulations, policies and procedures should be issued by the NIEC to form an important part of the regulatory and legal framework, and describe registration procedures in all necessary detail.

4.4. Citizen Identification and Verification

Throughout the consultation process, one of the main issues discussed with stakeholders was the challenges of registering a largely undocumented population. There was a focus on the methods available to NIEC to identify potential voters, and to verify their eligibility including: citizenship; age; residency; and other criteria as required.

The feedback from the stakeholders was various, but with no clear identification process being articulated. Most stakeholder recommendations involved a witness or endorsement process, whereby the eligibility of potential voters was to be endorsed by a respected local leader, or member of administration who would countersign the application for enrolment.

Suggestions for three witness endorsements from people who live in the same neighbourhood (elders, community leaders, district councils) could support the inscriptions of the citizen with information which is to be validated at the District level. It was also mentioned by some stakeholders to consider the use of State level courts to support the eligibility of the registrant.

Base on the Somali environment, and the level of undocumented population, a sworn statement is likely to be needed to establish someone's identity, such as an affidavit on application for registration, or another citizen may even have to vouch for that person.

Where trusted support documents are available for the establishment of identity such as State IDs, Somali National Passports, or other documents, these should be used without the requirement for witness endorsement. The utilization of these documents as the basis of identity will assist in the correct capture of identity, and will assist in any further data reconciliation processes. Independent of the mentioned identification methods, citizen identification remains a big issue.

4.5. Current Registration Processes in Somalia

Civil registration, which should ideally form the basis for other registration systems, is the responsibility of municipalities. Municipalities currently have the responsibility to maintain registers of births, deaths, and marriages, to issue certificates, and to maintain municipal ID cards. These registers are, however, maintained inconsistently between municipalities, and the processes can be changed or abandoned depending on changes in municipality administration. The majority of previously existing civil registration records have been lost or destroyed during periods of conflict, and Somalia currently has one of the lowest birth registration rates in sub-Saharan Africa (*UNICEF estimate 3%*), while also having the eighth highest birth rates worldwide.⁶

The only significant voter registration exercise that has been conducted in Somalia has been undertaken in Somaliland. An initial biometric voter registration exercise was undertaken ahead of the 2010 presidential elections, but this register was based on the collection of fingerprint and photographs, and was considered to be flawed and then abandoned in 2011.

Between January and September 2016, a new and ambitious biometric registration program was conducted in Somaliland, to collect both electoral and civil registration data. The biometric data collection was based on collection of optical iris scan and photographs, and was conducted through phased registration across regions. The data collection process included seven days of registration at the polling centre level, followed by residual registration for missed voters, which was conducted in district

⁶ The World Factbook, CIA, <https://www.cia.gov/library/publications/the-world-factbook/rankorder/2054rank.html>

and regional capitals. According to the Somaliland Electoral Commission, 873,331 citizens were registered, but secure voter ID cards were distributed to only 704,089 voters (80.62% of registered eligible voters), as the remaining eligible and registered voters did not collect their voter cards.

4.5.1. State Identity Cards and Passport

Existing identification system and databases could be used as supporting information to validate the persons' eligibility at time of registration, and captured during the voter registration process, e.g. passport number or state ID number.

A study team comprised of the International Organization for Migration (IOM), Terra Incognita (TI), United Nations Development Programme (UNDP) and the World Bank (WB) carried out the assessment⁷ in 2016 considering options for identification systems. The study produced a detailed report on the existent identifications in Somalia.

- **Benadir ID Card of Mogadishu**

The Mogadishu municipality of Benadir region produces birth, death and marriage certificates and identity cards. The latest system was introduced in 2016 with a primary purpose of providing identity. The municipal government is trying to make it compulsory for all citizens to obtain an identity card after biometric enrolment. Digital thumbprint and photograph of the applicant are taken, along with necessary demographic and biographic information.

According to the report, 5,300 cards have been issued. Approximately 25,000 were issued ID cards in a previous initiative, which is a very small fraction of the population of Mogadishu (1.5 million).

- **Puntland State ID System**

The Puntland ID is provided to give unique identities to Somalis in the Puntland region. The primary purpose of the card for the government is to distinguish between residents and non-residents of Puntland (*notably IDPs*).

The cards are biometric, and capture 10 fingerprints in addition to iris scans. Non-biometric photo capturing and a signature pad, are also used to enrol individuals into the system. According the study, it is clear that the card does not meet international standards on security.

During a meeting in Puntland, the Vice President mentioned that about 15% of the population has been registered, but the number of registered people is unclear.

⁷ One Person, One Identity, One Vote – World Bank, UNDP, IOM, Terra Incognita, Somalia, 2016

• Somalia Passport System

According to the study “One Person, One Identity, One Vote” the Department of Immigration and Naturalization manages the Somali Passport system, and in 2013 a chip-based Somali passport was released. This passport is believed to comply with major components of ICAO standards technically.

A ‘passport card’ or ID card is also issued with the biometric passport; the card states that it can act as proof of Somali citizenship. However, there is not any legislation or wide acceptance of the card as such. An ID card (*e.g., from the immigration department*) and a birth certificate are prerequisite breeder documents for a passport. For applicants within the country, passports cost US\$102.50; for those outside the country who apply through a Somali embassy, the cost is US\$130 per passport.

In total since 2007, 3 million Somali Passports have been issued by the Department of Immigration and Naturalization including all formats of passport.

Passport technical specification;

- Ten (10) Fingerprints & Iris Scans,
- Unique ID number
- Deduplication to verify duplicity of records/ID numbers
- Issued by the Ministry of Interior, Department of Immigration & Naturalization
- Enrolment of 300,000 citizens

Somali passports are not always accepted in some countries due to concerns over identity verification, and the insufficiency of background checks prior to document issuance. This is also related to the lack of ‘breeder’ documents, which underlines the problem with all identification systems in Somalia at present.

• Somalia National Army and Police

The only other national institutions to conduct citizen registration has been the Somalia National Army and Police, who register employees for payroll and other functional purposes according to their respective and individual initiatives. The biometric registration system used within these organizations is based on the capture of photograph and fingerprint (*10 fingers*), and is targeted to register and provide verifiable identity for up to 95% of all personnel respectively.

• WFP – SCOPE Project

The most significant volume of citizen registration in Somalia has been that conducted by the World Food Program (WFP) for humanitarian purposes. Since 2015, the WFP have been undertaking the SCOPE project to biometrically register beneficiaries, and to manage and monitor beneficiary programs. The SCOPE system biometrically registers beneficiaries (*photograph and fingerprint*), and utilizes this data to provide access to entitlements and to provide WFP, donors, and

the FGS, with assurances that assistance reaches the right people. Approximately 1.6 million citizens have been registered through the SCOPE program.

4.6. Electoral and Citizen Awareness

Fully inclusive multi-party national elections have not been held in Somalia since March 1969, and therefore the vast majority of the population have no experience or awareness of the electoral process.

To enhance electoral integrity and building public confidence, support in the development and roll-out of awareness and capacity building initiatives will be important in introducing ethical and institutional values, to promote transparency, and to support gender mainstreaming. Specific institutional development and capacity building trainings, covering new areas of Voter Registration and ICT may be extremely important for NIEC to better understand the context and requirements of voter awareness and education.

In an electoral context, which is complex by nature, there are significant challenges related to the integrity of electoral processes. Therefore, it is critical that key electoral stakeholders such as political parties, electoral contestants, civil society and the Somali public are fully included in the process, and enjoy a sense of ownership. This will necessitate engaging the broader stakeholder community to promote awareness, participation, transparency and engagement in the process. Therefore, it is necessary for the broader stakeholder community to assist in raising levels of civic responsibility and community engagement necessary to enhance the credibility of the process. Strengthening the NIEC as a credible and responsive institution depends on a sense of engagement between NIEC and key electoral stakeholders, and a growing perception of the NIEC by the broader public as an independent, neutral and responsive institution.

For the anticipated Voter Registration process in 2018-19, the NIEC should implement a comprehensive Voter Education and public outreach campaign to enhance voter understanding of both the process in general, and the specific aspects such as the relationship between registration/voting and the entire electoral process. The NIEC campaign should also address both voter rights and responsibilities, with an emphasis on civic responsibility. This will attempt to ensure broader engagement in the process, including an awareness of community efforts concerning electoral integrity.

Voter education and public outreach activities should target the greatest number of citizens, taking into account the demographic balance between urban, nomadic and rural populations, and should be conducted in the officially recognized languages⁸.

⁸ According to the provisional Constitution of Somalia, Article 5, the official language of the Federal Republic of Somalia is Somali (Maay and Maxaa-tiri), and Arabic is the second language.

There should also be an emphasis on specific segments of the electorate that have not had their voting rights sufficiently supported in the past due to cultural impediments and/or an information deficit, and have therefore been somewhat marginalized in the electoral process. This particularly refers to women, youth, people with disabilities, minorities and other marginalised groups. The meetings with civil society organizations and political parties emphasized that the proposed partnership would ensure that every eligible Somali should receive information regarding their rights and responsibilities to register, and the information would be targeted to reach all constituents.

4.7. Infrastructural Capacity

The implementation of national operations will require NIEC to have broad reaching physical capacity to support the management and oversight of field operations, including access to the required facilities to support recruitment, training, deployment, logistics, technical processing, and other functions as required for Voter Registration. The NIEC is currently housed in temporary facilities in Mogadishu, with no sub-national presence in state or district locations. Planning is underway for a permanent office facility in Mogadishu, but progress has been slow.

A stronger permanent presence at state level is essential for the NIEC, in order to carry out such tasks as voter registration, voter education, public outreach, proper storage of material, and sustained ICT infrastructure. Provision of additional space in the state and districts is critical to support the implementation of VR process.

Technical operations of Voter Registration will also be dependent on appropriate access to communities and technical infrastructure, to support decentralized data processing and transmission and exchange of data. Physical access in many parts of the country is currently very restricted due to poor transportation infrastructure and security concerns, which will have a serious impact on operations. Prior to further project design and planning activities, an assessment will be required to determine the suitability and coverage of communication networks and other technical infrastructure to support a national Voter Registration program.

4.8. Human Resources and Institutional Capacity

The success of registration efforts depends largely on whether the necessary administrative infrastructure⁹ is in place. This includes capacity for overall administrative and logistical planning or data collection, procurement policies and procedures, physical and technical infrastructure, recruitment and training procedures, and the staffing necessary for all aspects of the process. Establishing

⁹ ACE network

and maintaining the administrative infrastructure is costly and time-consuming, however without it the electoral process may lack legitimacy and integrity. The NIEC administrative infrastructure should be maintained on a continuing basis not created anew for each election.

The area of voter registration in NIEC requires strong support regarding human resources and capacity building. Providing support to NIEC operational activities is a mandatory requirement facing the planned actions related with the voter registration exercise to be implemented during the pre-election phase of 2018-2019.

Through the Strategic Planning process, the NIEC has been identifying the future staffing requirements and structures for the organization. Any Voter Registration program will place heavy responsibility and pressure on any proposed Voter Registration and Electoral Operations departments, and depending on the registration modality selected, heavy to very heavy demand on any proposed ICT units. It must be ensured that any future organization structure makes provision for sufficient capacity in these sections.

4.9. Federalism

After two decades of lawlessness and conflict, the peace process in the country has made significant progress, creating new hope for Somalia's future. In 2012, following an extended transitional period, the Provisional Federal Constitution of Somalia was agreed through a broad-based consultation process, and a new Federal Parliament and Government was selected, with a pledge to deliver the political transformation of the country and realize the vision of a peaceful, federal Somalia.

The Federal Government of Somalia has been working with the United Nations and the broader international community to support national reconciliation, provide strategic and policy advice on the various aspects of peace building, to monitor the human rights situation, to prepare universal suffrage elections, and to help coordinate the efforts of the international community. Key challenges remain however, especially in the realm of security, governance, and economic recovery. Main efforts are to improve the security situation, including reform of the security and justice sectors.

In a statement by the FGS and FMS following a meeting in early November, 2017, both the FGS and FMS have committed to jointly engage and consult on a universal suffrage election in Somalia by creating a viable environment for its realization. The objective of realizing inclusive, transparent and accountable universal elections, will enable a credible national electoral process to bring the federalism process substantially forward.

During the team consultation process, the Ministry of Constitution informed that by the end of 2018, the federal constitution should be finalized. The finalization of the federal constitution, and its alignment and harmonization with the states

constitutions, is fundamental in order to avoid divergences in the process of conducting the electoral processes, including the next national voter registration exercise. According to the provisional constitution, a referendum on the federal constitution is also to precede universal elections.

NIEC has a fundamental role providing the necessary information and supporting the electoral process and activities with the FGS. As the federal institution responsible for election administration, and thus voter registration, it will need to reach a broad-based consensus with member states on the optimal voter registration methodology to match the current Somali reality. Furthermore, it will only be possible to implement a voter registration exercise with the active cooperation and support from FMS in order to ensure a uniform approach to voter registration throughout the country, and thus uphold the integrity of universal and equal elections. This is an objective that should be mutually beneficial for both the FGS and FMS, and thus could result in a key election administration exercise with broad member state buy-in.

4.10. Internally Displaced Person, Refugees and Asylum-seekers

According to the UNHCR¹⁰, the number of registered displaced Somalis in East, Horn of Africa and Yemen is 2.41 million, considering refugees, asylum-seekers and IDPs (31/08/2017).

The number breakdown is below:

- Refugees and asylum-seekers: 847,350
Most refugees and asylum-seekers are living in Kenya (288,489), Yemen (256,283), Ethiopia (252,036), Uganda, (34,963), Djibouti (13,306), and Eritrea (2,273).
- Internally Displaced Persons: 1.56 million

The IDPs are located in South Central (1.25 million), Somaliland (161,000), and Puntland (152,000).

NIEC will be required to develop a voter registration strategy addressing the refugees and IDPs in order to include them as potential voters, and perhaps including the Somali populations living regularly in other countries (*diaspora*) depending upon future legislation. However, this is a very sensitive issue, and is contingent on finalization of legislation, in particular the amended Citizenship Law. This legislation will determine eligibility criteria for citizenship, and therefore who has the right to vote and to be elected. The Electoral Law will determine which categories of Somali citizens not resident on the territory of Somalia will have the right to vote in the 2020 universal elections.

¹⁰ UNHCR – 31 August 2017.

5. VOTER REGISTRATION FOR SOMALIA UNIVERSAL NATIONAL ELECTIONS IN 2020

The NIEC is faced with considerable time pressure to move towards conducting universal elections in 2020, and must therefore promptly commence critical assessments to facilitate the decision-making process for key electoral processes. The NIEC strategic plan has scheduled the development of voter registration methodology and regulations within 2018, and implementation to commence in early 2019. To meet the strategic plan timeline, the NIEC will be required to make decisions on voter registration methodology in an inclusive, consultative and timely manner.

The NIEC has had the opportunity to review voter registration exercises in other African countries including Ethiopia, Kenya, and South Africa, and is also aware of other registration exercises including those recently conducted in Somaliland. In conjunction with these observations, the NIEC has been presented with independent assessments and recommendations for review and consideration.

To develop the legal framework for elections, the NIEC will be required to make decisions on the voter registration methodology, and the overall framework for the registration process. Within this legal framework, the enabling mechanisms and procedures required to implement the voter registration exercise can be incorporated into regulations.

The NIEC should use the voter registration principles as a guide to evaluate the voter registration options. The selected voter registration option should enable the establishment of a voter register to facilitate elections in 2020 that is acceptable to all electoral stakeholders, and is feasible for implementation within the security, financial, institutional capacity, environmental and sustainability limitations of Somalia.

The options currently presented to NIEC range from committing to a long-term vision of identity management for Somalia (*that is not necessarily tied to the timeline for the 2020 elections*), to other options that would meet the minimal requirements for 2020 elections, but without supporting wider election planning and management processes or making effective advancement towards a national ID card. An alternative option is evaluated below that would allow NIEC to implement a voter register for the 2020 elections, while also building towards the long-term identity management goals of Somalia. All options will require further feasibility assessment, particularly in terms of required resources, capacity, and the development of working relationships across national partners.

Perhaps the most important aspect of making decisions on the approach to voter registration for the 2020 national elections will be to find a solution that is well

informed based on objective and accurate information. This must also be acceptable to all electoral stakeholders, and the decision should be reached in a transparent and timely manner, and with the engagement of the relevant stakeholder groups. The successful implementation of any voter registration methodology will be reliant on political will, and the full cooperation and commitment of all stakeholders in the process.

The process to be adopted should be seen as an improvement on processes utilized in the past. It should be an advancement towards the commitment to direct universal elections, and must integrate with other electoral processes including political party registration, operations and logistics planning, and election results processes.

Regardless of the option selected by NIEC, further assessment and discussion (including by lawmakers) will be required to determine the integration of the IDPs and potentially refugees into the voter registration process. Also, whether or not the broader diaspora will be registered to vote in their current country of residence, or whether they would have to return to the territory of Somalia to be registered, will depend upon future legislation.

5.1. VR Decision Tree

The figure below shows a decision tree with the objective to facilitate the understating of each option that can be explored regarding the implementation of the voter registration exercise.

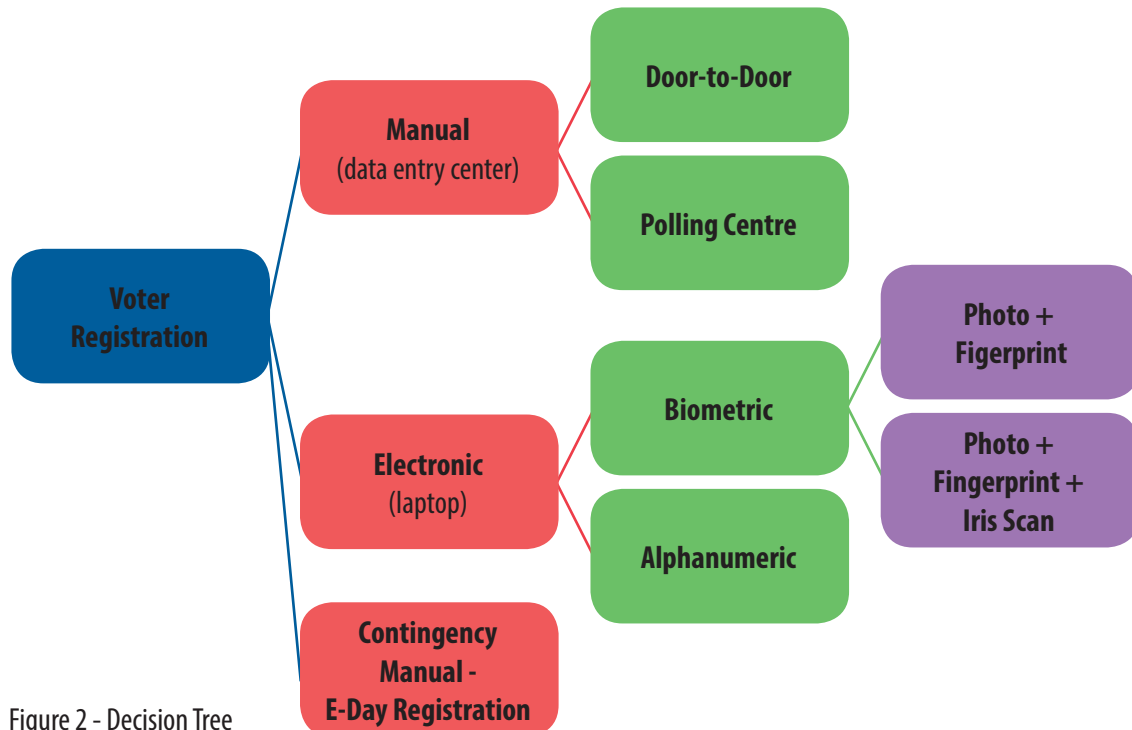


Figure 2 - Decision Tree

5.2. National Identity (One Person – One Identity – One Vote)

The FGS and the NIEC have been presented with an assessment and feasibility study conducted between July-November, 2016, entitled: “One Person - One Identity - One Vote, Toward a Somali Identification System to Underpin Democracy and Development”. The study was conducted at the request of the previous FGS and included participation from the International Organization for Migration (IOM), World Bank, UNDP, and Terra Incognita. The stated objective was to investigate options for national identification systems that would underpin One Person - One Identity for voter lists for the 2020 electoral cycle, and for other sustainable development applications.

The assessment study was consulted with a number of stakeholders and provides an assessment of the status of existing identity systems in Somalia. The assessment further explores the needs for an identity system, including due diligence requirements in the financial and telecommunication sectors, anti-money laundering measures, the provision of social services, humanitarian assistance, border control, support to FGS planning and administrative processes, and links to the establishment of a voter list.

The benefits to the FGS and citizens of Somalia through the allocation of a unique and verifiable identity to all citizens are beyond dispute, and the long-term benefits of the process in the planning for, and provision of services to, citizens including voting services are legitimate. The linking of government services to a central identity registration process could also potentially offer a long-term consolidation of costs for Somalia, which if implemented correctly could enhance the sustainability of government service provision including voter registration.

When considered in relation to voter registration, the proposed national identity system effectively proposes a “passive” registration system where eligible citizens are automatically registered as voters through the national identity card registration process. Citizens would not be required to initiate specific actions to register as a voter.

The most considerable challenge facing the proposed national identity system, and any effective connection to the 2020 election process, is the issue of timeliness. The national identity assessment report specifies an adult registration threshold of 95% before the system could be utilized to produce the voter register for 2020 elections. The report further indicates that the decision on utilizing the identity system to produce the voter register, or the consideration of the utilization of contingency plans, should to be taken at the later stages of planning for the 2020 elections. However, ultimately the NIEC is legally responsible for registering eligible voters in time for the 2020 elections, and this has to be their primary objective.

The challenges of attaining a registration threshold of 95% of all eligible adults should not be underestimated. A threshold of 95% registration would represent a serious challenge to any country, including countries with mature civil registration

systems, strong institutional capacity, well informed public, and without the considerable security, institutional, technical, and time challenges that currently exist in Somalia. International examples of the time required to implement national identity systems indicate that it will take significantly longer than the time available prior to the 2020 elections in order to develop the necessary legislative framework, establish a new autonomous authority, develop institutional capacity, design and develop required processes and infrastructure, and to conduct the registration of 95% of all eligible adults.

The NIEC five-year Strategic Plan indicates that a decision on the voter registration modality should be made sometime by mid-2018, and that the registration of voters should commence in 2019, with the process completed by the end of January 2020. The recommendation of the national identity assessment report to wait until late in the 2020 election planning process to assess the viability of the national identity system, and to consider potential contingency plans, would significantly limit the options available to NIEC for the 2020 elections. The timing of such a critical decision could potentially undermine the feasibility of the development of an acceptable voter register for the elections.

To conduct universal elections and the promotion of equal suffrage, the NIEC will have to ensure that any voter register developed for the 2020 election is based on an inclusive process, with equal access to the registration process for all citizens regardless of geography, economic status, age, gender, disability, or other characteristics. If the process for the development of the voter register is to be based on the national identity process, then the national identity data collection process must also meet the inclusiveness and accessibility principles, and ensure that all citizens have equal opportunity to register. The NIEC will be required to evaluate if the proposed incentive based data collection process meets these requirements, and if the engagement of currently unregulated service providers in the data collection process can ensure adherence to information privacy standards for citizens.

Feasibility of the National Identity System

The long-term benefits of the national identity system for Somalia are clear, including the potential for linkages between the national identity and electoral processes. In the evaluation of this voter registration option for the 2020 national elections, the NIEC will be required to assess the potential state of readiness of the national identity system prior to the planned registration period in 2019, and the potential for the national identity registration process to meet the internationally recognized principles including timeliness, completeness, integrity, inclusiveness, accessibility, information privacy, and credibility.

With any political, institutional, legal, or other agreement on the national identity system for Somalia, the feasibility of the national identity system being implemented

in a complete and inclusive manner, and providing equal access to all citizens within the operational areas in time for 2020 elections, appears to be remote.

The utilization of a credible national identity system on the basis of a future Voter Register for Somalia has the potential to offer significant benefits to NIEC and the democratic process, in terms of sustainability due to the sharing of ongoing costs and resources, although any system must also first meet the required principles including timeliness for the 2020 election schedule.

5.3. NIEC Active Voter Registration

The NIEC may potentially consider the initiation of a specific voter registration exercise that meets the requirements of conducting national elections in 2020, and that will also form the basis for future elections. The Provisional Constitution and 2015 Law indicate the requirement for a continuous voter registration process, in which a voter register is developed by NIEC, and revised and updated throughout the electoral cycle. The method for the revision and update of the process is to be specified in regulations, which have not yet been developed.

Within these provisions, the NIEC could consider the option to lead an “active” registration program under which the NIEC initiates a voter registration process that is made equally available to all eligible voters in Somalia. Under an active registration process, the citizens must then make the decision and take the initiative to come forward to request inclusion in the voter register.

The requirements and challenges in conducting a national registration campaign for 2020 elections are similar to those that would be faced by the proposed national identity process. Similar to the national identity program, data collection would be conducted utilizing a combination of a mass enrolment campaign, followed by continuous enrolment and updating.

Unlike the proposed national identity process, the timing for any NIEC active voter registration campaign would be linked to the 2020 election, and be scheduled in accordance with the NIEC Strategic Plan. The planning and implementation of the data collection process could be done in cooperation with other institutions - including the national identity authority - to ensure that the data collection is conducted in such a manner that would not only meet the requirements for the 2020 election, but also provides the basis for national identity and other national projects. All data sharing and utilization provisions would have to be declared to citizens at the point of data collection.

Whilst the active registration process could involve multiple government agencies, the registration process would be led by NIEC as the constitutionally and legally mandated institution for the registration of voters, and as the institution with

ultimate responsibility for the quality and integrity of the voter register. The NIEC would provide oversight to ensure that the requirements for a voter register for 2020 are met including timeliness, completeness, integrity, inclusiveness, accessibility, information privacy and credibility.

To facilitate the highest level of inclusion and accessibility, and to ensure clarity in voting provisions and also alleviate the dependence on the prior establishment of detailed mapping, it is envisaged that any active registration process would be conducted wherever possible on the principle of “register where you vote”, even if residency details will make later re-allocations possible. The planning and conduct of field level registration in up to an estimated three to four thousand polling/ registration locations nationwide would however be a significant challenge for the NIEC, or any other organization. To meet the requirements of national registration, it will therefore be critically important that partnerships are formed with other national or federal government organizations that have wider presence, outreach, and physical and technical infrastructure.

The NIEC Strategic Plan details a registration period starting in 2019, and concluded by the end of January 2020. The registration period provides the opportunity for mass registration processes to be phased. The phasing of the mass registration process would allow NIEC, security agencies, and other stakeholders, to concentrate management and other resources on the locations conducting registration. This would significantly reduce the logistical and equipment costs required to support field operations. The provision for continuous voter registration could be made available at permanent pre-existing government facilities located in districts or other urban areas, and would ensure that any eligible voters who miss the opportunity to register at their polling location have the opportunity to register during the national voter registration period.

The NIEC may consider two approaches to the active voter registration process, these being: 1) the conduct of basic manual voter registration through the digitization of manually collected biodata (*from forms or journals*), or 2) the in-field collection of digital biometric and biodata for each eligible elector.

Either of the voter registration options will enable NIEC to meet the legal requirements of political party registration, and to improve the transparency, integrity, and credibility of the voter register through enabling the provisional voter list to be made available for the display and inspection phase prior to the election.

Both manual voter registration and collection of biometric data would be a process in which the mass registration campaign is conducted by teams registering eligible voters nationwide at registration centres. Eligible voters are required to come to the registration centre to complete and sign a voter registration form, which is collected by an enrolment agent. Registration centres are typically located at polling locations on the basis of “register where you vote”. The registration forms would be reviewed

for completeness and accuracy, the citizen's identity and eligibility confirmed, and the voter's details recorded in a voter register journal.

Completed, verified, and authenticated voter registration forms would be consolidated and returned to a data consolidation centre. The data consolidation centre could be located at a regional location, and data then further consolidated periodically to the NIEC centrally. At the completion of the data processing phase, all forms, journals and data could be centralized for verification, reconciliation, and safe keeping.

It is recognized that the current context and overall environment is not sufficiently conducive to ensure or guarantee the feasibility of either the manual or biometric option. However, a preliminary assessment of this study, after extensive discussions with stakeholders, would indicate that the implementation of active voter registration for 2020 elections is potentially feasible. A digitized Active Voter Register could likely be completed in time for 2020 elections, dependent upon the following conditionality: improvements in security, timely completion of the required legal framework, development of the institutional capacity of NIEC, and the provision of appropriate financial resources.

It must be clear that significant challenges would be faced in the implementation of any active voter registration exercise to be conducted prior to the 2020 elections. Any national program will require significant financial and institutional resources, although biometric would be more intensive in this regard, and require the development of significant increased outreach and institutional capacity within institutions including NIEC and other stakeholders.

It must also be recognized that the degree of completeness and inclusiveness of any Voter Register for the 2020 elections will be critically dependent on the level of national access and security. While processes and operational plans can be made to ensure a fully credible and inclusive registration, the completeness of the register will be largely dependent on the provision of sufficient security across Somalia, to enable widespread registration and safety of electoral staff and members of the public.

The feasibility and success of the Voter Registration program will also be dependent on the level of political consensus, and overall political will between political actors, including national and state-based authorities. The NIEC must engage with all stakeholders from the commencement of VR to ensure transparency and concurrence with major decision processes, and to foster broad acceptance of the resulting Voter Register.

It must also be recognized that due to the significant infrastructure and security challenges faced in Somalia, that it is unlikely that the conduct of active voter registration (*manual or biometric*) will be possible at the local level in all parts of country prior to elections. To ensure access to the electoral process for the maximum

number of voters, it must be assumed that Election Day registration may have to be utilized in some parts of the country where the security situation has prevented active registration, but where access improves between the registration period and national elections.

5.3.1. Manual Active Voter Registration

The manual voter registration is a process in which the mass registration campaign is conducted by teams registering eligible voters nationwide at the registration centre. Manual voter registration would mean that forms are filled out in the registration centres. The digitization of collected data will be entered through a data entry process at the regional data processing centres, but will only serve the purpose of voter registration.

- The minimum data to be collected at point of registration could include:
 - Citizen's name
 - Gender
 - Date of Birth
 - Current/Permanent Address depending on nominated voting domicile
 - Polling Location
 - Citizen's Contact Details (*phone, e-mail, other*)

The utilization of a low technology manual registration process will reduce the cost, complexity, and skill (*training*) requirements, in contrast to registration processes that require technology to be deployed to field locations. That said, it is important to note that the operational and logistical complexity of conducting a nationwide data collection process is, nonetheless, a significant planning exercise. The reduced cost and complexity of the manual registration process increases the initial feasibility and inclusiveness of the registration exercise, as a result of reduced barriers to registration. However, the manual process has lower accuracy, integrity, credibility, and sustainability of the voter register. Marking voters' fingers with indelible ink will be required as a safeguard against multiple voting.

Manual voter registers are only as accurate as the verification, legibility, and data entry processes allow. If the information verification and quality control processes are not conducted effectively at the point of registration, the legibility of the written biodata is poor, or data entry of biodata is not conducted with diligence, then the accuracy of the voter register will be directly affected.

The ability of NIEC to clean and de-duplicate the voter register as a protection against multiple registrations will be fully reliant on the accuracy and authenticity of biodata recorded in the system. Only when names and other identification information are recorded identically in the system, will NIEC have the opportunity to assess the registration entries for potential duplicate/multiple registrations. Variations due to

deliberate attempts at voter fraud or misspelt or mistyped biodata could potentially undermine the integrity of the voter register.

An indicative budget for manual voter registration is attached as Annex D, and includes estimates based on the registration of roughly 6 – 7 million eligible voters throughout Somalia’s established and emerging federal member states, and including Somaliland¹¹. The indicative budget includes estimates for all field costs, but does not include indirect costs such as additional security, or support costs from other government and stakeholder agencies. The indicative budget is for initial consideration and comparison purposes only. More detailed and accurate budget estimates will be required following further analysis of the options, and the development of project methodologies, procedures, and other project requirements.

Feasibility of Manual Active Voter Registration

The feasibility and success of the manual Voter Registration program will be dependent upon establishing an overall environment conducive to voter registration, including: security, legislative framework; institutional capacity of NIEC; and sufficient financial resources. In addition, the level of political consensus, and overall political will between political actors (including national and state-based authorities) will be essential. The NIEC must engage with all stakeholders from the commencement of the project. This will ensure transparency and concurrence with major decision processes, and foster broad acceptance of the resulting Voter Register.

The implementation of manual, as opposed to biometric active voter registration, while having significant operational demands, will have lower complexity requirements in terms of: field staff skill development; and equipment and data management requirements. Manual Voter Registration will also have lower financial demands due to minimizing the requirement to procure, deploy, and manage complex technical equipment.

With the Somali population being a largely undocumented population, the modality of manual voter registration will, however, have a potentially serious impact on the sustainability of the Voter Register in terms of accuracy and integrity. The inability to accurately compare and match registration records could have an impact on the immediate legitimacy and acceptability of the Voter Register, and the accuracy, integrity, and political acceptability of the Voter Register may potentially decrease progressively as future attempts are made to update and maintain the register. This could potentially lead to future political demands to conduct fresh registration which could diminish any initial financial benefits of the modality.

¹¹ In Somaliland in 2016, an active biometric registration was conducted, and 873,331 citizens were registered, out of an estimated voting population of 1,824,253 (UNFPA population estimate). This would indicate the need to continue to update the voter registration and capture the unregistered segment of eligible voters.

5.3.2. Biometric Active Voter Registration

Biometric voter registration is a process in which digital biometric and biodata data are recorded directly into a computing device at the registration centre. The voter will have the opportunity to verify the correctness of the entered data at time of capture, and ensure that the correct biodata is attached to the correct biometrics. The citizen's biometric data captured could include photo and fingerprint, and potentially iris capture.

The biodata and biometrics collected could potentially meet the purposes of voter registration, national identity, and other national priorities. While the biodata collected at this stage would primarily meet the purposes of voter registration, if co-ordinated according to an integrated approach, it could also serve as an initial foundation for other national systems such as national identity. This would require that the data fields for both voter registration and national identity registration would need to be sufficiently harmonized at the outset, in order for voter registration data to be relevant to future application within a national ID process. In the event that voter registration serves as a foundation for a national ID process, this would overcome the need for periodic biometric voter registration to keep the data both accurate and current.

The intended purpose of the data collection would have to be declared on the registration form, and explained to the citizen at the time of capture. The data to be collected at the point of registration could potentially include:

- Citizen's name
- Gender
- Date of Birth
- Current/Permanent Address depending on nominated voting domicile
- Polling Location
- Citizen's Contact Details (*phone, e-mail, other*)
- Place of Birth
- Mother's/Father's name and identity numbers if available
- Identity document used to verify identity
 - Issuing authority
 - Issue date
 - Expiry date
 - Identity number
- First Language
- Occupation
- Education
- Disability
- Biometrics (photograph and fingerprint, and potentially iris capture)

Collected digital data would be backed up daily and returned to a data consolidation centre along with completed, verified, and authenticated voter registration forms. The utilization of a technology-based digital registration process requires a significant investment in technology, the institutional capacity to deploy and support the technology throughout the country, and the ability to identify and train staff to operate and support the process. The operational and logistical complexity of conducting a nationwide data collection process is, however, a significant exercise, although not exactly comparable depending on the level of technology (manual or biometric) to be deployed, as biometric has additional human resource, financial and logistical requirements. A potential benefit regarding the additional investment required for the implementation of a biometric registration process for the 2020 national elections, is that it could be seen as meeting multiple objectives, including: the voter register; national identity; and other identity based service requirements. The data collection and processing equipment could be jointly specified to not only meet the requirements of voter registration, but also national identity and other purposes. At the completion of voter registration for the 2020 elections, and under the assumption that the national identity system will be utilized for all future elections, technical assets could be transferred to the national identity authority to continue the registration process, and to maintain collected data. Potentially, “back-end” computing facilities required for the central consolidation, storage, and processing of data could be established from the outset within the national identity authority premises, but jointly managed by NIEC and the identity authority until the post-election period.

The collection and integration of biometric data at the point of registration has the potential to increase the accuracy, integrity, credibility, and sustainability of the voter register. Biometric data capture ensures that citizens are required to attend registration sites for in-person registration, which reduces the likelihood of fictitious or fraudulent registrations. With citizens having their biodata electronically captured at the point of registration, the data operators will be able to verify and authenticate citizen’s data as part of the capture process. However, the collection and integration of biometric data will involve additional cost, complexity and skills requirements. In addition, in order for biometric registration to be meaningful, biometric data collection would be mandatory for all registering voters, otherwise this would negate the ability to identify duplicates in the system.

Through the utilization of biometric data, the NIEC will be able to clean and de-duplicate the voter register to ensure protection against multiple registrations. Variations in biodata due to deliberate attempts at voter fraud, misspelt or mistyped biodata, or ghost or fraudulent registration, will be detectable by NIEC through the use of biometrics. However, it is not intended to use biometric verification machines at polling centres, and therefore marking voters’ fingers with indelible ink as a safeguard against multiple voting will be necessary.

The NIEC led active biometric registration option should not be seen as a “stand-alone” registration option, supporting elections at the expense of advancing the national identity process. If designed and implemented effectively, the active biometric registration process has the potential to meet the voter registration requirements of the 2020 election, and to advance the national identity data capture process and “one person-one identity-one vote” objective. The active voter registration process effectively meets the recommendation of the national identity assessment for a “surge/mobile” data collection.

An indicative timeline is attached as Annex B, showing an outline of required activities and estimations for the timing of each activity. The timeline is based on the assumption of phased voter registration across states, with redeployment time allocated between each phase. Activities such as voter education and awareness, continuous voter registration at regional level, and consolidation and de-duplication of voter data are assumed to operate continuously throughout the voter registration period. The timeline for active manual registration would require similar planning, preparation, and operational activities, but would not require such extensive procurement processes for the required equipment as in the case of biometric. The overall timeline for biometric registration may, however, be reduced, if procurement and operational activities could be strategically planned and conducted in parallel.

An indicative budget for manual voter registration is attached as Annex D, and includes estimates based on the registration of roughly 6 – 7 million eligible voters throughout Somalia’s established and emerging federal member states, and including Somaliland¹². The estimate includes all field costs, but does not include indirect costs such as additional security, or support costs from other government and stakeholder agencies.

The indicative budget is for initial consideration and comparison purposes only. More detailed and accurate budget estimates will be required following further analysis of the options, and the development of project methodologies, procedures, and other project requirements.

Feasibility of Biometric Active Voter Registration

The feasibility and success of the Biometric Active Voter Registration will be dependent upon establishing an overall environment conducive to voter registration, including: security, legislative framework; institutional capacity of NIEC; and sufficient financial resources. In addition, the level of political consensus, and overall political will between political actors (*including national and state-based authorities*) will be

¹² In Somaliland in 2016, an active biometric registration was conducted, and 873,331 citizens were registered, out of an estimated voting population of 1,824,253 (UNFPA population estimate). This would indicate the need to continue to update the voter registration and capture the unregistered segment of eligible voters.

essential. The NIEC must engage with all stakeholders from the commencement of the project. This will ensure transparency and concurrence with major decision processes, and foster broad acceptance of the resulting Voter Register.

The operational and financial challenges of implementing a national program of biometric voter registration are significant and should not be underestimated, and assurances of the ability to provide sufficient resources and capacity to meet these challenges must be in place prior to making decisions on the registration modality.

Biometric active voter registration, while having somewhat similar operational demands to manual registration, will have significantly higher requirements for skills development requirements, and equipment and data management requirements. This will not only impact the data collection and integration phase of VR, but may place an ongoing higher financial demand on the NIEC for the management, servicing, and replacements of systems and equipment.

The majority of stakeholders engaged by the mission stated a preference for the use of biometric data in the voter registration process, as they have an overall perception that this will ensure higher levels of integrity in the process. This could prove an important factor in the fostering of political consensus on the modality of registration, and the ultimate acceptance of the integrity and credibility of the Voter Register for the 2020 elections.

The use of biometrics will have the potential to improve the sustainability of the quality and integrity of the voter register due to the ability to compare and match registration records, and to potentially verify data with other civil processes and systems. If the biometric voter registration system is properly designed, implemented, and maintained, there should be no need for future full national registration, and the data could potentially supplement proposed national identity initiatives and offset future maintenance of the voter register.

5.4. Election Day Registration

Election Day registration is typically utilized as a measure of last resort in countries where the development of a voter register prior to the election is not possible. Under Election Day registration, no list of eligible voters is available in polling centres. Citizens' report to their nearest polling centre on Election Day, their eligibility is assessed, and if they are determined to be an eligible voter: their details are recorded; finger marked with indelible ink; and they are admitted to the voting process.

Election Day registration is the most simplistic, and perhaps the lowest cost method of voter registration that could be considered for the 2020 elections. The process requires a single deployment to the field, rather than separate registration and voting exercises.

Election Day registration does not, however, have the ability to support the planning and management activities required to conduct national elections. The national identity assessment report details a number of the challenges to be faced in Election Day registration, and this report concurs with those challenges, as below:

- Inability for the NIEC to conduct meaningful Election Day planning including logistics, sensitive and non-sensitive material estimation, and staffing estimation thereby resulting in an increase in operational and electoral integrity risks.
- The requirement to assess citizen's eligibility at the polling station will considerably increase the time required to process voters through the polling centre.
- Citizens will not have the opportunity to challenge any decision by polling official that deny their entitlement to vote.
- Decreased transparency and credibility in the list of voters as citizens are not provided with the opportunity to scrutinize the list of eligible voters prior to the election.
- Security challenges may be increased due to the inability to restrict access to the polling location to only eligible voters as included on a pre-defined voter list.
- The use of indelible ink is not infallible and is the principle protection against multiple voting.
- No voter register is available to support the political party registration process.
- Election Day registration does not support the development of a national identity system or the path to "one person-one identity-one vote"

Despite the challenges, Election Day registration cannot be dismissed from the potential processes that maybe utilized for the 2020 election, as the process is likely to form part of the contingency arrangements for any voter registration option implemented by NIEC. Under any voter registration system, Election Day registration may potentially be considered for specific locations where complete voter registration has not been possible prior to the election due to access or security challenges.

Feasibility of Election Day Registration

Election Day registration is always feasible in terms of financial, operational, and timeliness of deployment, as the process effectively becomes part of the Election Day process.

As the registration exercise becomes part of the Election Day process, the registration process however introduces additional demands and complexities into the Election Day that have the potential to undermine the management and integrity of the electoral process.

Most stakeholders engaged by the mission had serious reservations regarding Election Day registration, as they saw this as a process with lower integrity, and not offering the levels of pre-verification and management required for a credible voting process. Any consideration of the implementation of Election Day registration, even as a contingency measure of last resort in newly liberated areas, will require significant efforts from NIEC to provide assurance to the stakeholders that measures are in place to control the integrity of the process.

While Election Day registration could potentially form the basis for an ongoing digitized manual Voter Register, it is more likely to be a one-off registration for the specific electoral event. If the Election Day register was to form the basis of a digitized manual Voter Register, the challenges in the maintenance of a sustainable manual Voter Register with sufficient levels of acceptable accuracy and integrity have been noted elsewhere in this document.

5.5. Options on Voter Registration - Pros and Cons

There are a number of requirements for each of the options, which need to be carefully and meticulously planned, and as a best practice Voter Registration Operational Plan will need to be developed after an option is selected. This plan will guide the implementation of Voter Registration (VR).

The options that have been considered are:

1. Manual VR – paper based registration
(to be digitized through data entry into a database).
2. Electronic VR:
 - a. Biometrics to be collected - include fingerprint and photo.
 - b. Biometrics to be collected - include iris scan, fingerprints and photo.

Assumptions

- Target voting population: 6 - 7 million
- Voter registration centres (*polling stations*) to be defined.
- VR will be done in phases (three or more phases) during a period of 12 months.
- Security to be improved to ensure greater access to eligible voting population.
- Constitutional and legal frameworks established to support the proposed voter registration modality.
- Institutional and human resource capacity of NIEC developed accordingly.
- Financial support assured to support the full registration program.
- Political consensus between FGS and FMS, and FMS concurrence to permit NIEC accessibility at state level.

Timelines

- The Pre-VR period is expected to take of 5 months with the establishing VR Department, strengthening IT Department, establishment of a Data Centre, procurement of materials and trainings.
- The phased scenario is estimated to take four months for the fieldwork, basically for data collection.
- Post VR period is estimated to take 3 months, for data consolidation, data cleaning, identifying duplicates and printing of Voters Roll, however, this timeframe would need to be adjusted if not sufficient to accommodate a complaints and appeals period.

Option 1 - Manual

Due the actual security restrictions in Somalia, and the specificities of the Somalia environment (*nomadic populations, IDPs*), the registration process would be conducted in the polling stations (*Registration Centres*) with fixed and mobile teams. Eligible voters are required to come to the registration centre to complete and sign a voter registration form, which is collected by an enrolment agent. Collected voter registration forms are returned to regional locations for data processing into an electronic database.

Option 2 - Electronic

The electronic option foresees the use of a biometric VR (BVR) kits. Data capture will be done in electronic format at the registration centre level and mobile teams. There is a possibility to share data with FGS for a future National ID system.

Contingency Option - Election Day Registration

Election Day registration is typically utilized as a measure of last resort in countries where the development of a voter register prior to the election is not possible. Despite the challenges, Election Day registration may potentially be considered for contingency purposes at specific locations where complete voter registration has not been possible prior to the election due to access or security challenges.

There are advantages and disadvantages in each option as listed below:

Assessment Table		
Options	Pros	Cons
1 - Manual	<ul style="list-style-type: none"> - Less complex; - More inclusive due to less barriers to register; - Well known process; - Requires less equipment; - Requires less training; - Logistics requirements are lower when compared with other options. - Requires less operational infrastructure if compared with biometric registration, simplifying data collection processes. - Permits implementation and development of a computerized voters' roll. - Minimum costs for equipment. - Minimal equipment replacement costs, and consequent facilitating and improving sustainability. - Less computer power necessary at the data centre. - Less dependent of technical support and vendors lock-in. 	<ul style="list-style-type: none"> - Lower accuracy and integrity (paper, data transfer, duplicate records); - More difficult for checking multiple entries - Limited sustainability and future use; - Necessity of a data entry centre; - Can be easily manipulated, with very limited possibilities of finding duplicated records. - Would require the use of indelible ink as a safeguard against duplicate voting.
2 - Biometric	<ul style="list-style-type: none"> - Better quality and integrity of data. - Possibility of using biometric information for finding duplicated records; - Reliability; - Security and accurate identification; - Information is unique for each individual. 	<ul style="list-style-type: none"> - Higher cost; - Less inclusive; - Requires technical training and skilled staff; - Requires strong computational power for processing and storing data at central level; - Hardware and software complexity; - Technology-based digital registration process requires a significant investment in technology and supporting energy sources; - Requires qualified support and maintenance; - High quality fingerprint capture can be challenging in rural areas due to dryness or wear of the finger's skin, and age. - There may potentially be resistance in some areas to women having their photos taken. - Would still require the use of indelible ink as a safeguard against duplicate voting.

Assessment Table		
Options	Pros	Cons
Contingency Plan - E-Day Registration	<ul style="list-style-type: none"> - Use as a contingency; - Simple to implement; - Low cost; - Single deployment to the field, rather than separate registration and voting exercises; - Contingency plan - to be considered for locations where complete voter registration has not been possible. 	<ul style="list-style-type: none"> - Increased operational and electoral integrity risks – more difficult to avoid multiple voting; - Increase in the time required to process voters; - Decreased transparency and credibility; - Citizens will not have the opportunity to challenge any decision by polling official that deny their entitlement to vote; - No Voters’ List; - No voter register is available to support the political party registration process; - Can be easily manipulated by polling staff. - Would require the use of indelible ink as an additional safeguard against duplicate voting.

Table 3 - VR Options Pros and Cons

The next table presents some considerations regarding the use of biometric data capture.

Biometric Data Capture Considerations	
Iris and Fingerprint recognition and scanning	
<ul style="list-style-type: none"> · Iris is an internal organ that is well protected against damage. · Distinguishes it from fingerprints, which can be difficult to recognize after years of certain types of manual labour. · The iris like fingerprints is determined randomly during embryonic gestation. · Like the fingerprint, it is very hard (if not impossible) to prove that the iris is unique. · Chance of false matches for either is extremely low. 	<ul style="list-style-type: none"> · Iris scanners can be easily fooled by a high quality image of an iris or face in place of the real thing. · The scanners are often tough to adjust and can become bothersome for multiple people of different heights to use in succession. · The accuracy of scanners can be affected by changes in lighting. · Iris scanners are significantly more expensive than some other forms of biometrics. · Iris scanning is a relatively new technology and is incompatible with the very substantial investment that the law enforcement and immigration authorities of some countries have already made into fingerprint recognition. · Iris recognition is susceptible to poor image quality, with associated failure to enrol rates.

Table 4 - Biometric Data Capture Considerations

6. STAKEHOLDER ENGAGEMENT

The NIEC is committed to ensuring meaningful, effective and informed participation of stakeholders in the formulation and implementation of VR. Stakeholder engagement is an on-going process that should involve the following elements: stakeholder analysis and planning; disclosure and dissemination of information; consultation and participation; dispute resolution; on-going reporting to affected communities and stakeholders; and inclusion of stakeholders in monitoring and evaluation. Stakeholder analysis and engagement should be conducted in a gender-responsive, culturally sensitive, non-discriminatory and inclusive manner, ensuring that potentially affected vulnerable and marginalized groups are identified, and providing opportunities to participate in the electoral process. The scale and frequency of the stakeholders' engagement will reflect the magnitude of potential risks, and possible adverse impacts on the electoral process and voter registration in particular.

6.1. Federal Government and Federal Member State Entities

The NIEC should establish a regular forum to ensure the ongoing engagement with key entities in the national and state level government structured to ensure ongoing awareness of the planning and implementation processes for the voter registration program. Successful implementation of the program will be dependent on operational coordination and cooperation with agencies at the national and state levels, and ongoing political buy-in and support.

6.2. Political Associations and Political Parties

The engagement of the NIEC with political parties and political associations are fundamental to the success of the electoral process in Somalia. NIEC should conduct its activities based on the principles of inclusiveness, public information, accountability, and transparency.

Currently, NIEC, through the Office of the Registrar of Political Parties, has started the process of temporary registration of political parties. If the political party complies with all initial requirements, a temporary registration will be issued within 30 days. Nevertheless, a political party with no official registration cannot take part in elections. The party may apply for official registration five months before the Election Day.

One of the requirements for official registration is that the number of party signatory¹³ members is ten thousand (10,000) people who are voters and is registered

¹³ Federal Republic of Somalia - Draft Law of Political Parties, 2015.

in at least nine of the 18 regions that existed in 1991, in accordance with Article 49, Paragraph (1) of the provisional constitution.

NIEC must conduct the national voter registration prior to accept the official registration in order to validate the party's 10 thousand members. Voter registration modalities that prioritize the pre-registration of voters in a timely manner are therefore potentially more able to support the political party registration process.

6.3. Civil Society Organizations (CSOs)

The engagement of the CSOs in the VR activities is fundamental to inform the population, support the VR exercise, and to positively influence the political actors. Also, CSOs that register in a domestic election observer capacity, should have full access to observe the VR process in a transparent and accountable manner. Some of the main concerns that the CSOs need to take in consideration are:

- **Political neutrality:** Political neutrality is essential for successful engagement.
- **Evidence-based approach:** Political actors prefer to engage with CSOs whose concerns are based on evidence or research.
- **Consistency:** Citizens appreciate CSOs that are consistent about the values and principles which they stand for or advocate.
- **Credibility:** Maintaining credibility should be of concern to CSOs if they want to be effective.

Electoral actors have trust and confidence in CSOs. The CSO organizations engaged by this mission have shown a good understanding of the requirements of the voter registration process, and expressed a strong desire to engage with and support the NIEC. Ongoing engagement, capacity building, and awareness raising will be an important factor in future community engagement, awareness raising, and mobilization of citizens for the voter registration program.

6.4. International Community

Since its adoption in 2013, the Somali Compact (*Compact*) has served as a framework for the provision of international support. The Compact's aim was to galvanise the partnership between Somalia and its donor partners by focusing efforts on a Somali-led process of peace building and state building, creating the basis for long-term stability and sustainable economic and social development.

Together, the Somali's National Development Plan (NDP) and the New Partnership for Somalia (NPS) establish a development and cooperation framework for Somalia. Following an independent review of the Compact in 2016, all parties agree that a

reinvigorated partnership is necessary to guide collective efforts through the next phase in support of the NDP.

Representatives from over 40 countries and organisations met in May 2017 in the London Conference on Somalia, to renew their commitment to Somalia in the areas of humanitarian assistance, security reform and economic development. This New Partnership for Somalia¹⁴ sets out how Somalia and the international community will work together to meet Somalia's most pressing political, security and economic needs and objectives, as articulated in the National Development Plan. The NPS is built on a set of Partnership Principles and Enabling Actions agreed between Somalia and the international community, alongside a set of Key Themes on development and recovery that represents a commitment to promote better governance, less corruption, more work on reconciliation and addressing conflicts as relevant among federal states.

The NIEC should establish a regular forum to ensure the ongoing engagement with international organizations to ensure ongoing awareness of the planning and implementation processes for the voter registration program, and the support and resource dependencies for successful implementation.

¹⁴ London Conference, Somalia, May 2017

7. KEY ISSUES

During the consultations and interviews, several issues were identified. Below is a list of the main topics discussed, and that need to be taken in consideration in order to plan and conduct the voter registration exercise in 2018-2019.

- **Universal Suffrage Elections:** All stakeholders expressed common views regarding the importance of having universal elections in 2020.
- **Security:** The current security situation was seen as the greatest obstacle to the development of a national voter register. The stakeholders were almost unanimous in stating that improved access to all parts of the country must be addressed as a high priority.
- **Legal Framework:** While NIEC, in accordance with its mandate, can proceed with developing a methodology for registration of voters, and making commensurate preliminary preparations, NIEC still needs to develop internal policies and procedures regarding VR in line with legislation. The NIEC VR approach will ultimately have to be consistent with the Constitutional review and Electoral Law, and require further consultations with the FGS and federal member states as necessary.
- **Timely Progress:** It was recognized that political agreement/decisions would need to be made promptly, in order to ensure that the institutional capacity can be developed, and the legal/constitutional framework challenges such as amendment of the citizenship law (as this legislation will determine who can vote and stand for office) can be addressed in time. This implies the finalization of the Federal Constitution, planned by end 2018 (according to the Ministry of Constitution), and harmonization of the Federal and State Constitutions.
- **Constitutional Review:** In the context of the Constitutional Review, greater dialogue between all the stakeholders at federal and states level will help to alleviate some obstacles such as federal and state responsibilities, even though the Provisional Constitution gives NIEC the responsibility for organising elections. Improved communication and coordination is necessary also between FGS and FMS to ensure timely progress. The NIEC should urgently establish focal points in States and Districts to provide better communication between the FGS and FMS.
- **Civil registration:** The responsibility for civil registration is at the municipal level. The issuance of ID cards has been done through independent processes at municipal and state levels. There is no centralized data.
- **Community Identification:** In cases where lack of National ID to confirm that potential voters have met citizenship qualifications and can identify themselves

in order to register as a voter, validation could be done using elders, clans, community leaders, or state/district councils.

- **National Passport and State IDs:** The already existent identification system and databases could be used as supporting information to validate the person's eligibility and captured during the voter registration process, e.g. passport number or state ID number.
- **Political Parties:** The empowerment of Political Associations/Political Parties and their inclusion in the VR activities. Increase the support to the actual political actors to promote the participation and political will in the support of the 2020 electoral process. The NIEC has started the process of temporary registration of political parties. According to the Political Parties Law, there is a need of number of signatory members of ten thousand people who are voters and are registered in at least nine of the 18 regions that existed in 1991. To move beyond temporary registration to permanent registration, VR needs to be in place to validate the number of signatory members.
- **Nomadic population / IDPs / out-of-country registration:** The nomadic population represents a large part of the Somali population; registering nomadic population poses strong challenges on the VR activities. In addition, refugees and IDPs comprise an estimated 2.41 million displaced Somalis, and an unknown number living legally out of Somalia. The issue of nomadic and refugee / IDP populations is an immediately priority to address in terms of voter registration, and the NIEC needs to develop a robust plan to avoid the disenfranchisement of citizens. With regards to the broader diaspora population, whether or not they have the right to vote if they are not on the territory of Somalia is an issue to be defined in the electoral law.
- **Civic and Voter Education:** NIEC should develop strong awareness campaigns focused on the population. Proper outreach activities seem to be the key for the success in the implementation of VR. The NIEC should work with civil society organizations to provide capacity building and strong support to the VR activities, including in the area of citizen awareness.
- **National Census:** The UNFPA study is generally not well accepted by the FMS, but is the only reference for VR planning. Some of the interviewees mentioned that before registration, a new Census must be conducted, although this is neither envisaged nor a practical measure; a census is an extensive exercise to register the entire population and to record additional data, not just aimed at the voting age population and data necessary for voting rights.
- **Boundaries delimitation** – depending on the system of representation chosen, the size and geographic distribution of the population may be required in order to define constituency boundaries.

- **Incremental Approach:** Most stakeholders support a step-by-step approach to VR, starting with peaceful regions. This issue could potentially have a direct impact on the number of registrants in each FMS.
- **Biometric Registration:** The majority of the consulted interviewees are supporting the use of biometric active registration, as they have an overall perception that this will ensure higher levels of integrity in the process. Some of them raised the possibility of a manual or mixed registration (manual and biometric) that could be used as alternative method of registration by using manual registration in more insecure areas, although this could contradict the principle of treating all voters equally.

7.1. Next Steps

To meet the requirements of the electoral timeline for the 2020 elections as outlined in the NIEC Strategic Plan, the decision-making process regarding voter registration options and strategies should proceed in a timely, structured, and transparent manner, and with primary focus on the specific requirements of the electoral process. The decision-making process should be conducted in an inclusive and transparent manner, and with full consideration of the principles of voter registration, national priorities, and administrative and financial feasibility and sustainability.

To move the process forward as required under the Strategic Plan, the NIEC should consider the following immediate steps:

- **Project Design:** Conduct further detailed analysis and project design of the preferred voter registration option, including: detailed process design; systems and technology design and specification; legal framework requirements; human and other resource requirements; institutional partnerships; budget and financial feasibility; required activities and timeline for implementation.
- **VR Operational Plan:** Development of a comprehensive VR Operational plan - NIEC is planning for geographical and operational phases that will be rolled out progressively allowing the NIEC to measure turnout before launching the next phase (*places yet to be identified*).
- **Pilot VR Exercises:** Conduct simulations and pilot voter registration exercises to develop greater understanding of process requirements and to fine-tune the operational requirements and processes.
- **Assessment Study:** Conduct a VR assessment study in one or two countries with similar issues as Somalia, if time permits.



ANNEXES

Annex A – Risk Matrix and Mitigation Strategies

Risk No.	Description of Risk	Impact	Risk Level	Mitigation Measures
1	Security - There are a number of risks to the voter registration exercise (Anti-government complex attacks, ambushing travellers, assassinations of officials, threats and intimidation of participants, civil disturbances).	Severe (4)	High	NIEC to coordinate with FGS, FMS and international partners in the development and implementation of an electoral security plan.
2	Legal Framework – on going legal activities, e.g. constitution review, electoral law, not completed. Harmonization of the Federal and States Constitutions not finished.	Severe (4)	High	NIEC to follow-up and provide advice on the necessary topics related with voter registration.
3	NIEC needs to develop internal policies and procedures regarding VR consistent with the Constitutional review and Electoral Law.	Moderate (4)	Medium	NIEC to develop the internal policies and procedures.
4	Intimidation and /or politically motivated violence at the Voter Registration Centres may deter potential voters to register in a safe and secure environment.	Severe (4)	High	Close coordination and planning with FGS including security assessments and implementation of the NIEC Security Operation Plan at the HQ and State level.
5	Competing priorities to ensure effective conduct of the Voter Registration and to attend to capacity building activities may result in the latter not being achieved for Commission.	Moderate (3)	Medium	Key dates for electoral activities need to be observed when training and development activities are being developed.
6	NIEC not able to train and retain and qualified staff after investment in capacity building interventions	Moderate (3)	Medium	NIEC management to instil motivation, ethics, values and organizational belonging to ensure that trained staff is trained and retained
7	Lack of necessary equipment for conduct the VR exercise.	Moderate (2)	Medium	A comprehensive procurement plan for NIEC infrastructure to developed and implemented to ensure that assets are in place.

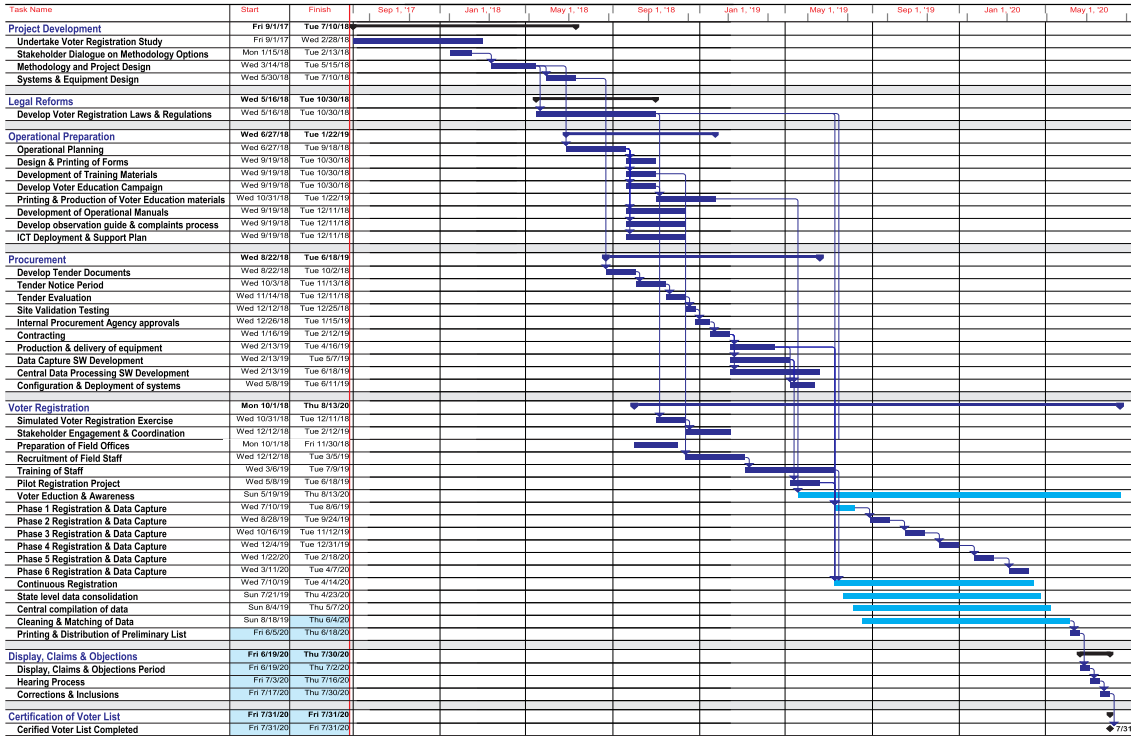
Risk No.	Description of Risk	Impact	Risk Level	Mitigation Measures
8	The provision of advice to NIEC is uncoordinated and contradictory by different electoral assistance providers	Severe (4)	High	Establishing of Technical Working Group to ensure effective coordination among electoral assistance providers and NIEC. Technical meetings among different support organizations for ensuring that there is no contradiction in provision of advice
9	Decision on Voter Registration options may not take into consideration full operational and cost implications leading to problems occurring in implementation and national roll out.	Severe (3)	Medium	Ensure that all operational and cost details are thoroughly discussed in detail so that better understanding is achieved before making a final decision.
10	VR processes may be technically sound but electoral stakeholders may lack confidence in the election due to lack of consideration and transparency and perception of partiality and uneven playing field.	Severe (4)	Medium	NIEC to engage political parties, CSOs and media to ensure ownership of the new Voter Registration process through regular and periodic consultations at Federal and State Level.
11	Delayed procurement and logistics planning and/or implementation hinder timely arrival of Voter Registration materials at the Voter Registration centres in a timely manner.	Severe (4)	Medium	Closely monitor the procurement and logistic chain for the Voter Registration material and timely actions in case of delays to ensure that the timeline of Voter Registration is met
12	Voter registration materiel may not arrive at its intended destination or be misappropriated due to insecurity or actions of elements trying to disrupt the process.	Moderate (3)	Medium	Developing a detailed logistical plan that includes the security details and safe custody of material
13	Institutional capacity, legal and administrative and financial factors may have an adverse impact on planning and implementation of Voter Registration system	Moderate (3)	Medium	Development of a robust and timely Voter Registration operation plan
14	Lack of understanding on BVR by political parties and CSOs may result in unrealistic expectations	Moderate (3)	Medium	NIEC meetings must include briefing to political parties and CSOs on the salient features of BVR to be used

Risk No.	Description of Risk	Impact	Risk Level	Mitigation Measures
15	Funds required for the Voter Registration are not mobilized or not mobilized in tie for supporting the Voter Registration process	Moderate (3)	Medium	Submission of funding request by NIEC to Ministry of Finance and donors for 2018-19 VR process and follow up by the Chairperson of NIEC to ensure allocation of necessary funds.
				Presentation of request of funding from the donors both traditional and non traditional donors to gear maximum financial support for the VR process and incorporate donor suggestions in project formulation process
16	NIEC may find it challenging to build its ICT capacity quickly enough to manage new responsibilities in relation to voter's roll and Voter Registration	Moderate (3)	Medium	Strengthening of the VR/ ICT department in terms of staffing and also training the staff in performance of their duties
17	The framework to be adopted for new VR responsibilities is divided between administration and operations department and may result in competing demands and lack of coordination	Moderate (3)	Medium	Advising NIEC to develop mechanism for new VR unit in a manner that it has expertise of operations and IT management so that decisions are coordinated under one department
18	Use of inappropriate mechanism and means of communication for Voter Education to reach out to potential voters while designing the Voter Education and public outreach strategy.	Moderate (3)	High	The use of appropriate media for reaching out to voters should be based on evidence and research as to which medium is most effective for which target group.
19	Civil society networks have insufficient reach to disseminate targeted messages to all districts. Significant portion of the voting public uninformed and potentially disenfranchised.	Severe (4)	Very High	NIEC and civil society groups to obtain buy-in and seek support and involvement of other electoral stakeholders, including Chiefs / village elders and traditional leaders to underscore importance of safeguards for voting registration rights for all.

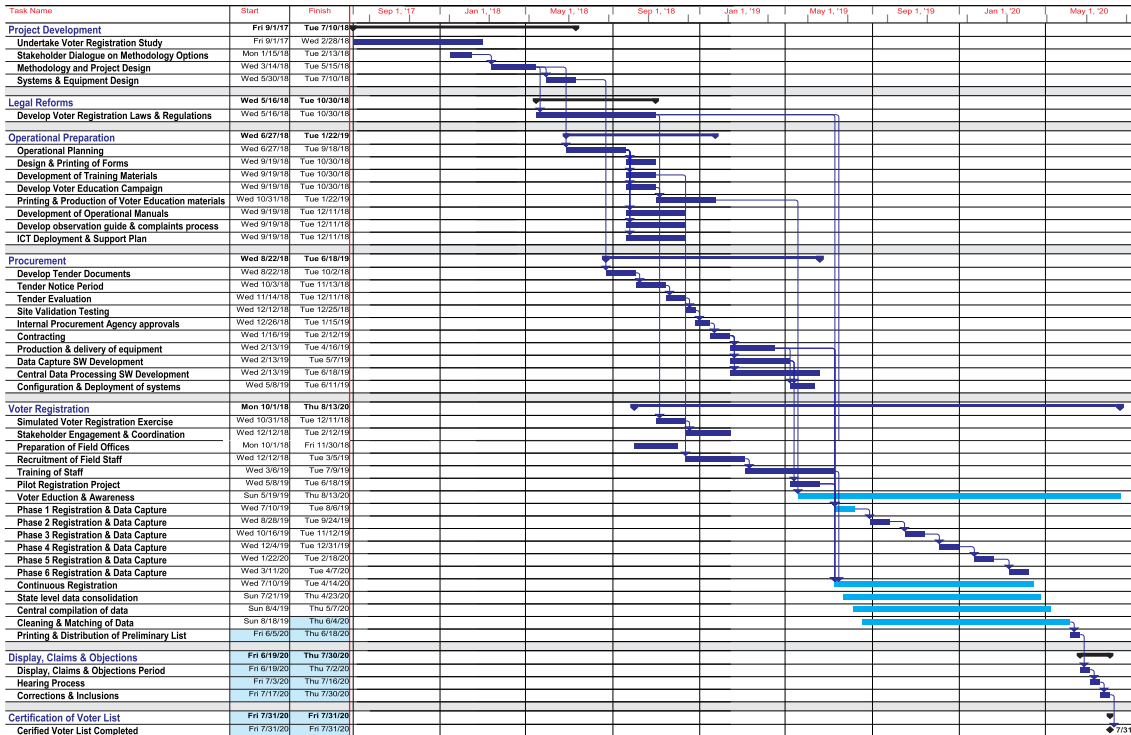
Risk No.	Description of Risk	Impact	Risk Level	Mitigation Measures
20	Political violence and intimidation situation could impede the dissemination of Voter Education materials and/or messages that discourages political dialogue and reduces public awareness.	Moderate (3)	High	Forums like the Multi Party Liaison Committees and local CSOs to be activated by NIEC in the provinces to address these issues locally together with political parties and also to enforce code of conduct.
21	Use of Voter Education for political and partisan gain during the implementation of Voter Education activities will have a negative impact on Voter Education.	Moderate (3)	Medium	NIEC to develop a code of ethics for organizations and staff involved in Voter Education and to ensure its strict adherence.
22	NIEC and partners do not have adequate capacity to implement Voter Education in an effective manner.	Moderate (3)	Medium	Capacity building of NIEC staff dealing with Voter Education and CSOs to ensure that they have the knowledge, expertise and training to undertake a nation wide Voter Education campaign.
23	Voter apathy will hinder the turn out of the voters for registration, as registration is voluntary and voters may perceive of not having any benefits from Voter Registration.	Moderate (3)	High	For addressing voter apathy some civic education messages will be important in the Voter Education campaign and political parties need to be mobilized to ensure that beneficiaries of political process understand the importance of Voter Registration.
24	Not having enough funds for supporting a nation wide campaign and too much disbursed funding lessens the impact of Voter Education.	Moderate (3)	Medium	There needs to be strong coordination among the donors to ensure that available funds are supporting an effective and coordinated Voter Education campaign that results in high impact.
25	Gender insensitive approaches in Voter Education campaigns will result in negative impact on women.	Moderate (3)	Medium	Messages need to be pilot tested to ensure that they are gender sensitive and will address the needs of women as well.
26	Lack of consultation with stakeholders while formulating Voter Education activities may lead to low voter turn out.	Moderate (3)	High	NIEC establishes a working group to develop Voter Education activities including Voter Education messages, materials and programs.

Risk No.	Description of Risk	Impact	Risk Level	Mitigation Measures
27	Poor and unstructured engagement with key stakeholders by the NIEC, unwillingness of stakeholders to engage with the NIEC, and lack of a strategic media communication hampers credible communication with stakeholders and general public.	Moderate (3)	Medium	Continued development and implementation of structured, consultative, and inclusive dialogues with stakeholders to establish an environment of trust. Development and implementation of effective broadcast communications strategies.
28	Ineffective partnership between NIEC and stakeholders may lead to ineffective support from stakeholders for Voter Education.	Moderate (3)	High	NIEC to formalize partnerships with CSOs on a long-term basis to ensure continuity of support for Voter Education, develop mechanism for regular feedback and also ensuring the implementation of terms of partnership.
29	Gender mainstreaming in planning and implementation of electoral processes and operations is not given serious conceptualization or maintained as a priority.	Moderate (3)	Medium	NIEC to conceptualize and implement gender perspectives as a standard practice incorporated in all planning and implementation of electoral operations based on the NIEC gender strategy.

Annex B – Indicative Timeline for Active Biometric Voter Registration



Annex C – Indicative Timeline for Manual Voter Registration



Annex D – Comparative Indicative Budget for Active Voter Registration

	Manual Registration		Biometric Registration	
Budget Category	Items	Budget Estimate (Approximate)	Items	Budget Estimate (Approximate)
Data Collection Equip	Data Entry Units (300) Data Backup Data Entry Software Procurement, delivery, warranty, training, and onsite support. Backup power (District)	\$1,320,000	Registration Units (1,600- units including biodata, photo, finger, iris) Data Backup Data Collection Software Procurement, delivery, warranty, training, and onsite support. Backup power (RC, District)	\$9,100,000
ICT Infrastructure	Primary and Secondary Data Centres Server & Storage Systems for Data Centres Equipment for Project and State Level offices	\$450,000	Primary and Secondary Data Centres Server & Storage Systems for Data Centres Equipment for Project and State Level offices	\$950,000
Software Development and Licencing	Central Database Software Development & Licencing	\$550,000	Central Database Software Development & Licencing	\$1,700,000
Project Implementation Support	Technical Assistance ICT Staff Costs VR Audit & Assessments	\$1,900,000	Technical Assistance ICT Staff Costs VR Audit & Assessments	\$1,900,000
Field Staff	Data Collection Teams (1,600 teams of 2 registration staff & 1 security) Data Entry Staff (600) District Teams (120 teams of 3 registration staff & 1 security)	\$18,600,000	Data Collection Teams (1,600 teams of 3 registration staff & 1 security) District Teams (120 teams of 3 registration staff & 1 security)	\$23,000,000
Logistics support for kits/teams deployment	5 states + Benadir	\$ 600,000	5 states + Benadir	\$ 900,000

	Manual Registration		Biometric Registration	
Budget Category	Items	Budget Estimate (Approximate)	Items	Budget Estimate (Approximate)
Data Collection Consumables	Stationery for Data Collection Teams & Field Offices	\$1,850,000	Stationery for Data Collection Teams	\$2,000,000
Training	Data Collection Security Observation	\$750,000	Data Collection Security Observation	\$950,000
Voter Education	Education & Awareness	\$3,000,000	Education & Awareness	\$3,000,000
Printing	Enrolment Forms Preliminary & Final Voter Lists Voter Cards (PVC)	\$8,100,000	Enrolment Forms Preliminary & Final Voter Lists Voter Cards (PVC)	\$8,100,000
Transport	Transport & Fuel	\$3,300,000	Transport & Fuel	\$3,300,000
Office Rental	District Office and Warehousing	\$2,500,000	District Office and Warehousing	\$2,500,000
ESTIMATED TOTAL		\$44,620,000*		\$59,100,000*

* The indicative budget includes estimates based on the registration of 6,000,000 voters across all of Somalia's established and emerging federal member states, and including Somaliland. The estimate includes estimates for all field costs, but does not include indirect costs such as additional security, or support costs from other government and stakeholder agencies.

The indicative budget is for initial consideration and comparison purposes only. **More detailed and accurate budget estimates will be required** following further analysis of the options, and the development of project methodologies, procedures, and other project requirements.

Annex E – Engaged National and International Institutions

1 - Directorate of Immigration and Naturalization

- Director
- Senior management Staff and technical Advisers

2 - Political Associations

3 - National Federal Parliament

4 - Upper House

- Speaker of Upper House
- 1st Deputy Speaker
- 2nd Deputy speaker
- Internal Affairs Committee

5 - House of the People

- Deputy Speaker of the House of People

6 - Office of the Prime- Minister

- Deputy Prime Minister
- Permanent Secretary of the PM
- Senior Advisers of the PM (*on elections*)

7 - Office of the President

- Director of Secretariat and Intergovernmental Affairs

8 - FGS Ministers

- Minister of Internal Security
- Minister of Planning and Economic Development
- Minister of Interior and Federal Affairs
- Minister of Constitutional Affairs

9 - Civil Society

- Women Associations
- Religion leaders (*Ulumma*)

10- International Agencies

- UNSOM Deputy Special Representative of the Secretary-General
- UNHCR
- UNOPS
- IOM

Federal Member States

Jubaland State

- Vice President
- Senior Political Adviser of the President
- State House Minister
- Minister of Planning
- Speaker of Jubaland state Assembly
- Deputy Speakers
- Secretary General of the State Assembly
- Jubaland Non-State Actors Association

Puntland State

- Vice President of Puntland
- State House Minister
- TPEC - Transitional Puntland Electoral Commission
- PDRC - Puntland Development and Research Center
- PUNSAA - Puntland Non-State Actors Association

Southwest State

- Internal Security Minister and Acting President
- Members of State Assembly
- Southwest Non-State Actors Association

Hir-Shabeele State

- President of the State
- Vice- President

Benadir Regional Administration

- Governor of Benadir Regional Administration and Mayor of Mogadishu
- Deputy Governor
- Benadir Local Government Secretary General

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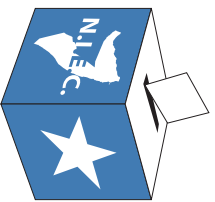
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