

Project mandate

for

e-vote 2011-project



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1. INTRODUCTION

1.1 Background

In 2008 The Ministry of Local Government and Regional Development (KRD) initiated the E-vote 2011-project to establish a secure electronic voting platform for parliamentary, county and municipal elections, which will provide improved accessibility to voting for all voters. The platform will facilitate the quick and efficient execution of elections by municipalities, as well as facilitate direct democracy. The high level of trust in elections enjoyed by the present system, based on the principle of the secret ballot, shall be maintained.

In its discussion of the 2008 National Budget, the Storting took “[...] a positive stance to the initiation of a project which will work to prepare for electronic voting, with the aim of carrying out trials at ordinary elections in 2011”, ref the Finance bill from The Standing Committee on Local Government and Public Administration (Parliamentary bill no. 1 2007-2008).

The 2011 trials will help provide the required experience upon which the Storting can base a decision on any introduction of large scale electronic voting in Norway, and the prospective timeframe for such an introduction.

The project will procure and trial a platform for electronic voting in selected municipalities during the local elections in 2011. The project will at the same time procure and pilot a complete elections administrative support system in the same municipalities. The project will also plan the roll-out of the elections administrative support system and the possible, long term full scale introduction of electronic voting in Norway. The project was described in further detail in [St.prp. nr. 68 \(2008–2009\) Kommuneproposisjonen 2010](#).

In 2006 a working committee initiated by KRD delivered a report on e-voting entitled “[Electronic voting – challenges and opportunities](#)”. This report will provide the foundations of the project, but its conclusions will not represent absolute framework conditions.

2. PROJECT SCOPE

2.1 Description of project scope

The project will procure and trial a fully functional platform for electronic voting and elections administration support in selected municipalities during the municipal and county elections in 2011. The 2011 trials will help provide the required experience upon which the Storting can base a decision on any adoption of nationwide electronic voting in Norway, and the prospective timeframe for such an adoption.

The project will:

- procure an elections administration support system, incorporating electronic voting ,for Norway
- decide in which municipalities the system shall be piloted in 2011
- secure acceptance of e-voting politically and in the general population
- pave the way for, and assist in the organizational adoption of the e-voting system by the selected pilot municipalities.
- procure partnerships for the running and maintenance of the e-voting system help provide a basis for the decision to extend the project, based on the experiences of the pilot municipalities and external evaluation after the 2011 elections.

2.2 Framework conditions

The following framework conditions apply:

- The 2010, 2011 and 2012 national budgets
- The Representation of the People Act (RPA) and regulations
- The Council of Europe Recommendation Rec(2004)11
- The Council of Europe's Guidelines on transparency of e-enabled elections GGIS (2010) 5 E. Jf.
- The Council of Europe's Guidelines on certification of e-voting systems, GGIS (2010) 3 E. (does not directly apply to the 2011 trials)
- The system will be designed to comply with the principles laid down in the new law on availability (LOV 2008-06-20 nr 42: Lov om forbud mot diskriminering på grunn av nedsatt funksjonsevne, not available in English)
- The system shall to the greatest extent possible be based on open source code, in order to secure maximum transparency for voters

Høyre (The Conservative party) proposed to stop the trials of remote Internet voting by putting forward a "Document 8-proposal" to the Storting. This proposal was discussed and put to the vote on Friday 19 november 2010. The Storting voted to carry out the trials of remote Internet voting in the selected pilot municipalities for the municipal and county elections in 2011. However, the decision is reversible, if a situation arises in 2011 where a reversal is advisable.

In accordance with article 15-1 of The RPA a set of rules (local regulations valid in the pilot municipalities) for the execution of e-voting pilots in 2011 will be established. Rules for e-voting will be based on The RPA and The Council of Europe Recommendation, as well as any other applicable law.

2.3 Vision for the e-vote 2011-project

The project will introduce for testing in 2011 an elections administrative support system designed and scaleable for a nation wide roll-out. The system has integrated functionality for electronic voting. The e-voting system shall be useable both in controlled (polling station) and uncontrolled (outside of polling station) environments, and by user groups with special needs (eg. functionally impaired or expatriate voters). The e-voting system shall be adaptable to the requirements of the Storting as to for whom and where e-voting is made available.

3. GUIDING PRINCIPLES AND GOALS

3.1 Main goal

To establish a secure electronic voting platform for general, county and local elections, providing improved accessibility to voting for all voter groups. The platform will ensure a quick and efficient execution of elections and pave the way for direct democracy. The high level of trust in elections enjoyed by the present system, based on the principle of the secret ballot, shall be maintained.

The 2011 trials will help provide the required experience upon which the Storting can base a decision on any introduction of large scale electronic voting in Norway, and the prospective timeframe for such an introduction. The experiences of the pilot municipalities and the ministry in the use of the administrative support system will form the basis for the ministry's evaluation after the 2011 elections, and will be the basis for the decision if, and how, the elections administrative support system is implemented in the counties and municipalities.

Why e-voting:

1. Increased availability to voters, in particular voters who are today somehow impeded in their voting (eg. the functionally impaired, expatriates etc.)
2. New generations of voters expect electronic solutions
3. To provide a quicker and more precise result
4. To reduce costs in the long term
5. To enable low cost direct democracy (referendums)

Why a new elections administrative support system:

1. To ensure a well administered, cost efficient and correct execution and settlement of elections.
2. To ensure full public ownership of all steps in the electoral process, including the ownership, management and operations of the system.
3. To contribute to the reduction of costs to the municipalities in procuring elections administrative support systems.
4. To control and reduce future cumulative costs by maintaining only a single system.

3.2 Principles for the e-voting and elections administrative support system

The new system shall be based upon the following principles:

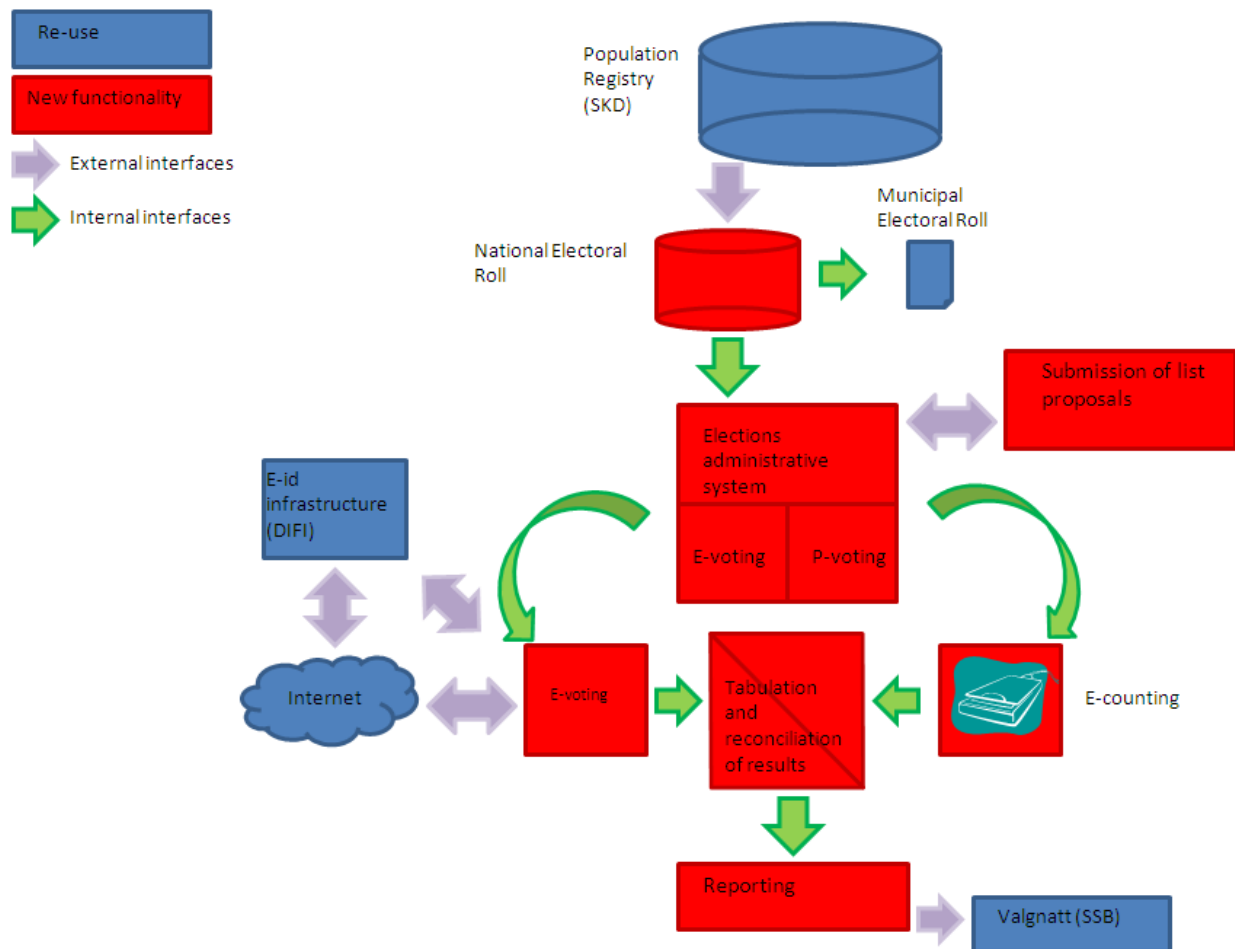
- The voter shall be able to cast a vote free from undue influence.
- Openness and transparency in routines, project implementation and computer system.
- Government ownership, management and operations of the system.
- The responsibility for the practical execution of elections shall remain with the municipalities – even for e-voting.
- The elections administrative support system will be made available to the municipalities at no cost.
- The procurement and development of the system is based on free market competition.
- The system shall be based on freely accessible and open source code . The system shall preferably be licensed under an established scheme (such as GPL).
- E-voting shall utilize standard computers (no specialized client hardware).
- The system shall place zero trust in the client computer. That the client computer is infected with malware is a basic assumption.
- Authentication and encryption shall be based on standards used or planned to be introduced in Norway (no custom solutions for e-voting). For example, authentication will be based on the planned national authentication portal.

3.3 Project goals for e-vote 2011

- To establish e-voting as a supplement to existing paper based voting.
- To plan, specify and procure a new elections administrative support system to replace the existing system(s), including e-voting functionality. This will be done in close co-operation with the ministry elections team, which is responsible for the running of ordinary elections and the development of a new elections administrative support system.
- To establish and implement elections administrative routines in accordance with the Election Law, and make these available to pilot municipalities.
- To engage with the political community through a political reference group. This engagement will include goals and visions for the period after 2011.
- To initiate and participate in a public debate regarding the security, transparency and auditability of e-voting. Subjects will include questions regarding the buying and selling of votes and family voting and black box issues.
- To establish and implement routines for e-voting that ensure a correct result and build trust.
- To build expertise on e-voting within The Ministry of Local Government and Regional Development (KRD)
- Based on experience garnered in the 2011 pilots, the project will lay plans for the continuation of the project.

3.4 Conceptual model

The figure shows a conceptual version of the proposed solution.



4. ENVIRONMENT

4.1 Stakeholder analysis

A stakeholder analysis has been prepared by the project and approved by the steering committee. This analysis forms the basis for a communication plan, risk analysis and the reference group make up.

4.2 External interfaces

The interfaces of the system are described in the conceptual model (3.4). The organizational interfaces to the project's surroundings are described in the stakeholder analysis.

4.2.1 Financial interfaces

The project is primarily financed over the national budget, ch. 571, item 641 (Kommunal- og regionaldepartementet, discretionary spending).

4.3 Communication plan

A communications strategy has been prepared by the project and approved by the steering committee.

5. GOVERNANCE

5.1 Project governance

Four core variables to the project are economy, progress, quality and scope. An underlying variable, which is affected by amongst others the four core variables, is reputation. A balance between economy, progress, quality and scope must be sought after. In the event that different variables come into conflict, the following applies:

Within the economic frame of P50, which is commanded by the project, the prioritization will be 1) quality before 2) progress, 3) scope and 4) cost.

Between the economic frames of P50 and P85, commanded by the steering committee, the prioritization will be 1) quality before 2) progress, 3) cost and 4) scope.

**) P50 and P85 are estimates of uncertainty allocations in the national budget at respectively 50 and 85 percent probability that the allocation will not be exceeded.*

5.2 Risk assessment

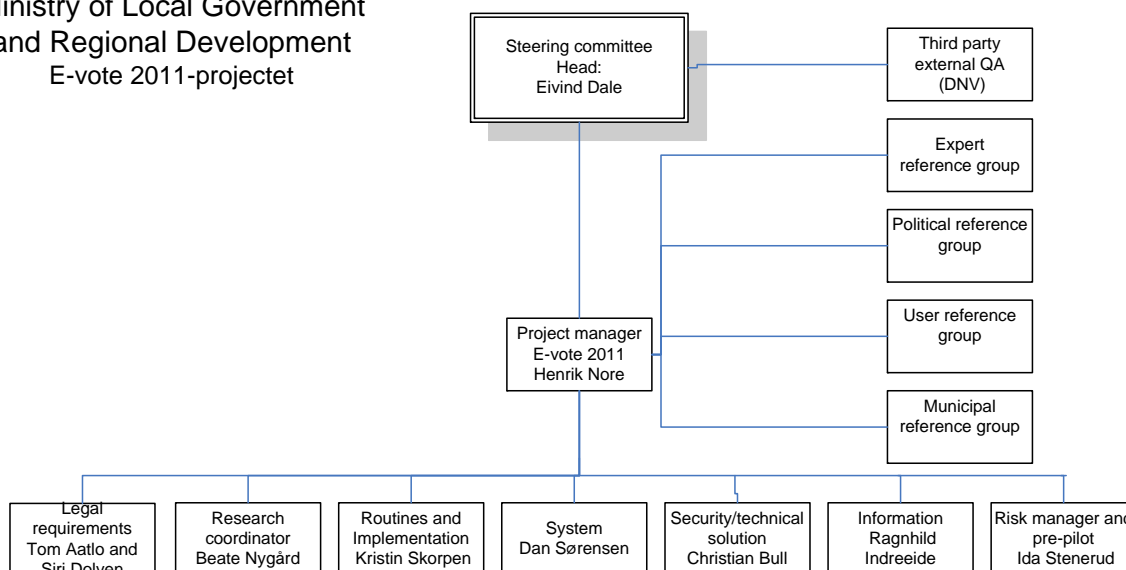
The project continuously updates its risk assessment, at a minimum monthly prior to reporting to the steering committee. Additionally a full review of all risks is conducted at the start of every phase of the project (approx. yearly). Risks are documented and managed in Easy Risk Management™ (a DNV-product)

5.3 Risk management strategy

A risk management policy has been prepared. It describes how risk is managed in the project.

6. ORGANIZATION

Ministry of Local Government
and Regional Development
E-vote 2011-projectet



6.1 Steering Committee

The steering committee's primary task is to prioritize between tasks, resources and progress. The Steering committee will ensure that the project is well rooted within the political leadership. The steering committee will also ensure that the project undergoes quality assurance by an external third party.

Name	Section	Rolle
Eivind Dale	Secretary general	Head of the committee. Commands the budget between P50 and P85 on behalf of the steering committee.
Gunnar Andresen	Undersecretary, PA	Member
Anne Nafstad Lyftingsmo	Undersecretary, KOMM	Member
Hans Petter F. Gravdahl	Assistant director general, KOMM/KJ	Project owner. Responsible for assuring that the project has sufficient economic and manpower resources to reach its goals. Commands budget funds within P50. Matters to be put before the steering committee will be presented to the project owner prior to the project manager submitting them to the committee. Has the authority to decide upon and sign change orders that do not exceed

		P50. Is the personnel manager for those project members directly employed by the Ministry.
Marianne Riise	Head of elections team	Member. Ensures legal considerations are taken.
Kristian Gjøsteen	NTNU	Member. Ensures it- and security considerations are taken.

6.2 Project group

The project group bears the full responsibility for enabling the execution of e-voting pilots in 2011. The project will procure the system and ensure its responsible operation and management, as well pave the way for, and assist in the organizational adoption of the e-voting system by the selected pilot authorities, including the establishment of manual routines and the training of personnel.

It is the responsibility of the project group to acquire the necessary skills and make the necessary procurements. The project will not develop the system, it will be procured on the open market.

The project group has the following makeup:

Role	Name	Area of responsibility
Project manager	Henrik Nore	Project manager with economic and professional responsibilities within the limits of the project
Assistant project manager	Ragnhild Indreeide	The planning and execution of information activities and fact based media handling. Other media handling will be performed by KE (the Communications Unit)
Assistant project manager	Kristin Skorpen	The development of routines interfacing with the elections system and coordinating the introduction of the system in the municipalities. Responsible for following up the budget in the project.
Assistant project manager	Dan Sørensen	Product owner. Responsible for assuring that functional requirements are met by the system. Day-to-day follow up of the vendor.
Assistant project manager	Christian Bull	Assuring that technical and security requirements are met by the system. Day-to-day follow up of data center operators.

Election team responsible	Tom Refsum Aatlo	Assuring that legal requirements are met by the system.
Election team advisor	Siri Dolven	Professional advice and QA of legal requirements in the system
Risk manager and pre-pilot	Ida Sofie Gebhardt Stenerud	Identifying, following up on and reporting project risk. Also responsible for coordinating all 10 pre-pilots in the pilot municipalities.
Testmanager	Henning Evensen	The carrying out of acceptance testing and follow up of the vendors own test plans. Also responsible for coordinating plans between the subprojects.
Research coordinator	Beate Nygaard	Coordinating the research on the project results and writing of a white paper for the Storting.

6.3 Political reference group

The project will have a political reference group.

The aim of having a political reference group is, amongst other things, to:

- Secure support for the e-voting system amongst political parties
- Discuss how best to safeguard democratic principles in the e-voting system
- Bring to the surface objections against different options for the e-voting system at the earliest possible time
- Be a partner in discussing different alternatives and time frames
- Initiate a broad public debate about e-voting
- Secure transparency and openness in the project

The project will hold 2-3 meetings with the political reference group per year. Additionally, the reference group will be asked to comment upon documents during the process.

Appointment of members

The reference group will consist of representatives from all political parties that received more than 20.000 votes nationwide in the 2005 general election:

- The Labour Party
- The Progress Party
- The Conservative Party
- The Christian Democratic Party
- The Coastal Party
- The Red Party
- The Centre Party
- The Socialist Party
- The Liberal Party

6.4 Expert reference group

The Ministry will establish an expert reference group to support the project.

The e-vote 2011-project will work with the expert reference group by:

- Submitting any substantial election specific decision to the reference group prior to submission to the Steering committee
- The expert reference group will be invited to working meetings
- Meetings will be held in electronic meeting rooms (net meet) in addition to physical meetings
- The reference group will be asked to perform quality assurance on any substantial project deliverables

As the expert reference group may turn out to be quite a large group, its members will themselves decide whether or not they want to take part in a specific meeting or comment upon a specific document according to his or her qualifications and interests.

The expert reference group will consist of the members of the working committee that in 2006 delivered the report Electronic voting – challenges and opportunities. Additionally, different IT- and elections specialist communities will be represented.

6.5 Municipal reference group

At the initiation of the project, the ministry established a municipal reference group where municipalities and counties are represented. The selected pilot municipalities have since been included in this reference group. The group will assist the project in specifying the system and routines as well as in providing training upon the implementation of the system in municipalities.

The following municipalities have been selected as pilot municipalities for 2011: Bremanger, Bodø, Hammerfest, Mandal, Radøy, Re, Sandnes, Tynset, Vefsn, Ålesund and the county of Møre og Romsdal. Additionally the following municipalities are represented: Buskerud county, Alta, Trondheim, Rømskog and Oslo.

6.6 User reference group

To ensure the usability of the e-voting system, the ministry has established a reference group to represent different user groups. The following organizations are represented in the user group: The Norwegian Association of the Blind, The Deltacenter, FFO, SAFO, Seniornett, Standards Norway.

7. BUDGET AND GOVERNANCE

7.1 Budget and economic governance

The project budget for the duration of the project will be continuously updated through uncertainty analysis by DNV, and will form the basis for input to the yearly national budgeting process. The Budget is stored under “Prosjektstyring” in Sharepoint. Cost surveillance is performed in Agresso.

The project owner commands funds within the budget defined as P50.

The project manager commands funds up to NOK 50.000.

The steering committee commands funds from P50 and up to P85.

7.2 Document management

See below for what actors are responsible for which document types:.

E-vote 2011	H=Hearing, G=Approval, P=Producer													
Actor/ Document type	Steering documents							Specificat ion		Request			Election routines	
	Project Directive	Rules	Budget	Progress	Scope	Project status	QA-report	Functional	Technical	Tender	Call-off on framework agreement	Procurement Contract	Purchase < 50'	Election routines
Steering committee	G		G	G	G		G					G		G
Project owner	H	H	H	H	H			G	G	G	H	H		H
Project manager	P	H	P	P	P	G				P	G		G	
Project core	H	H	H	H	H	H		H	H	H	H	H	H	H
Project group								P	P	P	P	P	P	P
Election team		P			H			H						H
Professional ref.group	H				H			H						
Political ref group					H									H
User ref group								H						
3. party QA	H		H	H	H		P	H						H
Depkj�p DSS										G		H		
Vendor								H						
Municipality								H						H
County								H						H

7.3 Skills

7.3.1 Principles for the acquisition of needed skills

I: People will be hired by the Ministry who, if necessary, will be trained to the needed levels of expertise on e-voting at the ministerial level.

II: Municipal authorities will be invited to take part in the e-vote project

III: Specialist skills needed for specific phases of the project (design, acquisition, development, testing, introduction) will be contracted out as needed.

7.3.2 Skills matrix

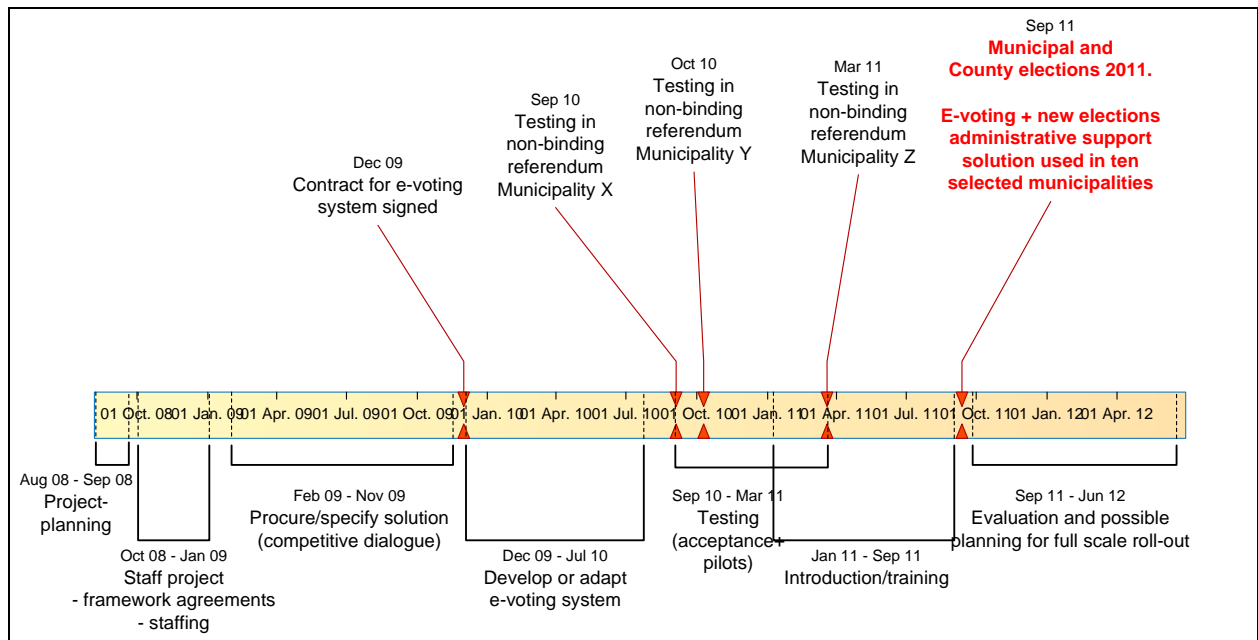
Area	Internal project	Ministry elections team	Contracted for by framework agreement	Municipal authorities	Specialist reference group	Political ref.gr.	Other
Project management	executive						
Project management for introduction in municipal authorities	executive			executive in municipality			
Ownership and procurement skills for IT-systems	executive		advisory				
Information	executive		advisory				KE (KRD communications unit)
Procurement	executive						Assistance from DepKjøp (DSS) and The Agency for Public Management and eGovernment (DIFI)
Democratic principles and legitimacy					QA	QA	Stortinget
Rules and legal aspects		executive	advisory				KRD
Functional specification	executive	executive		QA	QA	QA	
Technical specification and systems architecture			executive		QA		DIFI
Information security			executive			QA	The Data Inspectorate, The Norwegian National Security Authority (NSM)
Process modelling/ Routine creation/ Quality systems			executive	Support in working group			Eventual procurements will be tendered for

Area	Internal project	Ministry elections team	Contracted for by framework agreement	Municipal authorities	Specialist reference group	Political ref.gr.	Other
Training/E-learning			executive	Municipal authorities responsible for training locally			Eventual procurements will be tendered for
Development or procurement of IT-system							Procurement will be tendered for
Testing and test-planning			executive	Supporting			
Operations and management of IT-systems							Government body to be selected: DIFI, Statistics Norway (SSB), The Brønnøysund Register Centre or other?
Project web/ Sharepoint 2007	executive		advisory				External operator contracted for until DSS can deliver.
External project, routines and systems revision (QA)			executive				External third party QA of system and process
Evaluation			executive				Tied to evaluation of 2011 elections by independent researchers

7.3.3 Participation of municipal and county authorities

The project will actively seek to draw upon the knowledge and skills that exists within municipal and county authorities. Valgforum ("Elections forum") will be an important partner. Pilot municipalities will be selected based on applications.

8. MILESTONES AND TIMEFRAME



8.1 "Network plan 2009-2011"

A detailed plan for the project execution is continuously maintained and updated by the project.