

**REPORT TO THE  
PACIFIC ISLANDS FORUM-FIJI JOINT WORKING GROUP  
ON THE SITUATION IN FIJI**

from the

**INDEPENDENT SCOPING MISSION  
OF THE ELECTORAL PROCESS IN FIJI**

**31 July – 19 September 2007**

**CONTENTS**

<b>Preface</b>	<b>2</b>
<b>Executive Summary</b>	<b>3</b>
<b>I Introduction</b>	<b>7</b>
<b>II Parameters for Administration (and resource implications)</b>	<b>8</b>
<b>Census</b>	
<b>Constituency Boundaries Commission</b>	
<b>Registration of Voters</b>	
<b>Conduct of Elections</b>	
<b>III Resources Needed</b>	<b>11</b>
<b>IV Donor Assistance and Coordination</b>	<b>12</b>
<b>V Conclusion</b>	<b>15</b>
<i>Appendices</i>	
<b>1: Terms of Reference</b>	<b>18</b>
<b>2: Persons and Materials Consulted</b>	<b>20</b>
<b>3: Concepts relevant to Voter Registration</b>	<b>22</b>
<b>4: Concepts relevant to the Voting Process</b>	<b>28</b>
<b>5: The Electoral Commission Budget</b>	<b>31</b>
<b>6: Elections Office Core Budget Elections Office Core Budget</b>	<b>32</b>
<b>7: The Constituency Boundary Commission Budget</b>	<b>36</b>
<b>8: The National Results and Media Centre</b>	<b>38</b>
<b>9: Electoral Observation Liaison Support Unit</b>	<b>39</b>
<b>10: Details of Budgets</b>	<b>40</b>
<b>11: Outlines of Terms of Reference for key technical advisers     in the ‘Elections Support Team[‘</b>	<b>49</b>
<b>12: Possible Memorandum of Understanding Concerning Pooled Funding</b>	<b>55</b>

## **Preface**

This team assembled at short notice in Suva on 30 July, spent two weeks meeting people and gathering information on site, and then dispersed to write up our conclusions. We were grateful for the warmth of our reception in Suva amongst all those we consulted. We particularly noted the determination of a largely new Electoral Commission under the Chairmanship of M. K. Sahu Khan, and of the few remaining staff in the Elections Office, to begin the processes necessary to conduct a credible and efficient election in the time committed to by the Interim Government.

A number of people raised questions with us concerning the basic nature of the current electoral system set out in the Constitution and Electoral Act. Such issues were of course beyond our terms of reference for this mission. Our focus was on creating budgets and discussing possible donor assistance for the various steps leading up to an election under the existing law. Within that mandate, however, we found there was still much room for discussion about how the various stages leading to the election, and indeed the election itself, might be administered – summarized by the phrase ‘concepts of operations’. The final choices are of course for others, but they will deeply effect the administration and hence the costs at every stage.

We have done our best to set out the concepts that underlie this report and the resulting budgets. In simple terms, with time, appropriate support, good planning, better financial-management, and more streamlined concepts of operations, it should be possible to conduct effective elections in Fiji well within the cost/voter averages that apply across the rest of the world. Obviously special consideration must given to topography and allowing reasonable access to the polls in outlying areas. The key is planning – and this needs a core qualified staff.

We are of course conscious that our estimates in this report differ substantially from other figures. The established costs of the actual 2006 elections are around F\$27 million, but we assess it should be done for about half that at the next election (i.e. for about the costs of the 2001 election, plus inflation). The provisional Elections Office estimated a budget for conducting a new registration exercise in 2008 of F\$7.6 million. But this was based on a comprehensive countrywide re-enumeration. We accept that a full updating is required, but assess that this should be done by different means in different places, depending on the problems and evidence. This would produce a credible nationwide roll with a more effective use of resources. The initial estimates for the entire process (census, boundaries, registration, elections) by the Interim Government itself in May 2007 were based on the previous figures and (understandably) came to around F\$50 million. We assess the figure for all these processes should be about F\$25 million. Our judgments are made with reasons, but they remain estimates until concepts and bottom-up budgeting can be finalised. Crucially, the efficiencies should enhance voter access and improve the electoral process.

It is also reasonable to expect a whole-of-government cooperation around the elections, particularly in the supply of reliable government vehicles and drivers, the use of public buildings without rental charge, the supply of public service labour without extra salary charges (excluding appropriate allowances) and so on. In other words, the full cost of the elections is to some extent spread across many areas of government, with the Election Office only funding additional costs (such as approved allowances). From our discussions, we do not think we have over-estimated the capacity of the Fiji administration to deliver these basics, though it will require tight controls. That said, we recommend including a contingency of 10% on these budgets. But we express our confidence in the capacity of officials to plan for and deliver an efficient and credible election, on time.

***Mark Borg, Ole Holtved, Andrew Ladley, Walter Rigomoto*** 14 September 2007

## EXECUTIVE SUMMARY

1. Commissioned by the Fiji-Forum Joint Working Group, the Scoping Mission had the task of determining the resources needed to conduct an election within the timeframe laid out by the earlier Independent Assessment Team (IAT) i.e. by November 2008 if resources were available to produce census figures early, or March 2009. We found no reasons to suggest that this timetable was not feasible. We understood that this period had been accepted ‘in principle’ by the Interim Government.
2. Costing an electoral process requires establishing reasonably clear parameters about the details, such as the processes to be used, the number of ballot stations, etc. In this, we have followed the current constitutional and legislative framework of course. However, there are still many ways of administratively conducting elections within this framework and we found it necessary to go further than the IAT in considering different administrative alternatives. All of these will need closer consideration by the Electoral Commission and some may require use of the Commission’s powers to make regulations. We discussed all these proposals with the Electoral Commission and with other key figures and whilst final decisions will need to be taken at the right time and after further consideration, there was no dissent from the proposals.
3. The 2006 elections were the most expensive in Fiji’s history (measured in costs per voter) and way out of line with comparative costs for elections internationally. It was not our mandate to audit those processes. For our purposes the key issues in looking ahead include adequate time for planning, better financial controls and consideration of streamlining in the administrative concepts for the conduct of registration of voters and the actual polling. Our view was that with these available, the elections could be conducted with enhanced integrity whilst also substantially affecting the resources needed. . We stress that our objective has not been “cost-cutting” – but simply setting out reasonable parameters for consideration and effective elections. Other than where specifically indicated, (e.g. the purchase of new plastic ballot boxes), we have not assumed that all these proposals will be adopted and have budgeted accordingly.
4. **Census**

Although this was the first focus of our Terms of Reference, the issues had largely been settled before our team assembled. In round figures, we understand that the Interim Government of Fiji has committed F\$5million and AUSAID have added F\$436,741, delivered through the assistance of UNFPA (which also added USD 110,000 in the form of specialised equipment). This brings the total assistance provided by UNFPA to F\$640,000 (in round figures). The additional assistance has meant that the Bureau of Statistics has assured us (and the Interim Government and AUSAID) that it expects to deliver results relevant to the elections as follows:

  - September 2007: enumeration conducted;
  - by mid October 2007, publication of a preliminary count of number of persons aged 21 and over, in each Enumeration Area: and
  - by end of February 2008, final Census Results.

As in any major operation, there might be delays caused by a range of factors. But our interviews suggested that this important process is underway and appears well managed. We note, however, that there are bound to be problems of an unexpected nature, and hence timely completion cannot be guaranteed.
5. **Constituency Boundaries Commission**

The process for the determination of new boundaries requires the urgent appointment of Commissioners who could begin work virtually immediately by calling for submissions on the

formation of new boundaries. The provisional census figures setting out will be available from mid-October and these could be published (with numbers of persons over the age of 21 set into the new Enumeration Areas, set against the *existing* constituency boundaries) to assist any persons wanting to make submissions.

6. Given that there does not yet appear to be any firm Fiji Interim Government 2007 commitment for the CBC, in our view it would greatly assist the process if funding was available for the Oct-Dec 2007 work if approximately 1/3 of the overall funding necessary was available in 2007 (in round figures):

- preparing and publishing advertisements calling for submissions	40,000
- preparing and publishing census figures set against <i>existing</i> Constituency Boundaries	33,000
- Allowance, office and secretarial facilities for 2007	<u>30,000</u>
TOTAL	<u>103,000</u>

We have been advised that this October 2007 need has been ‘noted’ in the Ministry of Finance, as has the need for urgent appointment of Commissioners. However, no confirmation has been given that the funding is available. Additional resources needed for 2008 would be 206,448 (see detailed budgets, below).

7. **Updating the Voters’ Roll and Conducting the Election**

As regards other preparations for the next General Election, the appropriate resourcing should be based on the following simple formula:

- a baseline budget for the Electoral Commission for each fiscal year
- a baseline budget for the Elections Office for each fiscal year
- additional resources for designated activities in any particular year.

These figures are set out below (in F\$):

	Project	2007	2008	2009
CBC	313,799	104,391	209,407	
Electoral Commission core budget		58,496	116,204	116,204
Electoral Office core Budget		196,806	590,417	590,417
National Results Media Centre	82,351			82,351
Electoral Observation Liaison Support Unit	45,315			45,315
Voter Registration	2,100,000	150,000	1,800,000	150,000
Voter Education**	2,000,000		800,000	1,200,000
Electoral Staff Training	300,000		50,000	250,000
Election	14,715,527		3,348,210	11,367,317
	<u>19,556,991</u>	<u>509,692</u>	<u>6,914,238</u>	<u>13,801,604</u>

TOTAL August 2007- Elections 2009  
(Core budgets for Electoral Commission and  
Elections Office + special project activities)

21,225,534

\*\* Note that this estimate is taken from the 2006 Election budget, with a detailed spreadsheet of estimated costs and activities, which are not reproduced here.

(NB we suggest that a 10% contingency be built into this overall figure, because many of the core concepts of operations are yet to be settled and because of unexpected issues.)

## 8. **External Technical Assistance**

Fiji has of course conducted many successful elections using its own expertise across several decades. Nevertheless, the Elections Office has suffered from a lack of continuity and development that would otherwise have facilitated effective planning and operations and external technical assistance would be important. It would be helpful for the build-up to and conduct of this next election, if external technical expertise were available to assist these processes in a 'team approach' with long-term engagement across the entire planning and implementation process in several key positions. Outlines of Terms of Reference are set out in Appendix 11. Because donor agencies have their own detailed processes, the terms of reference are intended only as skeletons to convey the basic goals of the positions. The positions are:

- a) A Chief Technical Adviser (CTA) who would lead the team. This person would assist the Electoral Commission and Election Office to prepare concepts for elections, planning and logistical activities – from October 2007 periodically until the elections.
- b) A Technical Adviser to assist the Electoral Commission to draft regulations (including for the matters set out in the IAT report, but there are numerous other areas) and assess core concepts for elections - from October 2007 to May 2009.
- c) A Financial Adviser (or two) to coordinate donor funding and assist the Elections Office in building financial and accountability mechanisms that will ensure proper costing and accountability for election activity, including across the entire election period – from agreed funding until May 2009.

9. Timing of the deployment of assistance will vary according to need. For example, for the immediate future, the key issues are rebuilding the Elections Office and its capacity to plan and prepare. Once that has started, the Office should be able to seek such other technical assistance as it needs. Depending on Elections Office capacity, additional assistance might also cover:
- Review/redraft/create all election forms that deal with processes and instructions on the conduct of registration and actual elections;
  - Review and update of training manuals;
  - Support to the registration exercise;
  - Support to training for registration and polling staff.

Established relationships and expertise might be drawn upon, including particularly from the Australian Elections Office and a range of people and offices that have assisted from New Zealand.

10. Voter education will be extremely important and we have broadly adopted the 2006 budgeted figure. We note that the UNDP is committed to a substantial programme of Civic Education over the next two years, a significant proportion of which is likely to be devoted to electoral education.

## 11. **Coordination of Possible Donor Assistance**

Individual bilateral relationships with some measure of discussion are the default position, of course. But our recommendation is that good coordination can be achieved for the focus of the next election by considering FOUR inter-related headings:

- a) Donor coordination for technical and other assistance

Those donors interesting in working together for coordination of *non-cash assistance* would agree on a simple Terms of Reference for regular meetings and exchange of information, mainly related to technical assistance.

- b) Donor 'basket fund' for the Fiji Elections

At this level, donors and the Interim Government would agree by a shared MOU to establish a 'basket fund'. The actual funds would be managed according to agreed processes and rules that

would be set out in the MOU (Appendix 12 contains a draft MOU adapted from EU precedents).

c) A Special 'Electoral Account' within the Government of Fiji Accounts

Whilst not strictly in our Terms of Reference, it has repeatedly been drawn to our attention that election activity needs both more streamlined access to funding, and better financial controls. We recommend that consideration be given by the relevant authorities, to creating a special electoral account operating according to appropriate financial standards under the control of the Electoral Commission, to receive approved sums at agreed periods.

d) Regional engagement

The Fiji-Forum Joint Working Group would continue to meet under its Terms of Reference, and might continue to commission research or similar missions. Strategic, policy and political discussions would take place at this level. But the key point under this proposal, is that the financial and other assistance would be regarded as a separate matter, conducted at another level by another group.

12. We stress that these suggestions are made entirely to suggest some means that might accommodate the Interim Government's priorities and responsibilities, alongside Donor willingness to assist in some coordinated way that meets the parameters on which assistance can be given.
13. We considered whether a financial management role by the UNDP might be appropriate, building on its similar role in 2001. But we were advised that the UNDP was extremely unlikely to be in a position to assist.
14. We regret that we were not able to take this much further at this stage. The various pieces of the jigsaw that need to fall into place include:
  - confirming the funding from the Interim Government for 2007, 2008 and 2009,
  - confirming whether there is agreement that a 'team approach' of Technical Assistants should be adopted so that relevant people might arrive early to assist the Electoral Commission and Elections Office as outlined, and then
  - finalising the technical issues about coordination and modalities.

## PART I: INTRODUCTION

1. On 5 April 2007, the Fiji-Forum Joint Working Group on the Situation in Fiji agreed that –  

an independent assessment should be undertaken of the minimum reasonable time required to prepare for and conduct the next parliamentary elections in Fiji, under conditions that would ensure such elections were free, fair and credible. *Such a study should also consider the resources required for the process and the external assistance that might be necessary to ensure the timetable can be met.* (italics added)
2. That Independent Assessment Team (IAT) visited Fiji in May 2007 and reported shortly thereafter. Its report formed the basis of our current follow up mission effectively to develop the sentence highlighted in italics, above. The Interim Government meanwhile accepted the IAT Report “in principle”, setting the stage for this Independent Electoral Scoping Mission (‘Scoping Mission’). Our team was appointed in late July 2007 and assembled in Fiji on 30 July. The four independent electoral experts were (in alphabetical order, with source of nomination):
  - Mark Borg (Australia)
  - Ole Holtved (European Union)
  - Andrew Ladley (New Zealand, Team Leader),
  - Walter Rigamoto (Fiji).
3. The terms of reference for the mission are in Appendix 1. In essence, this set four key tasks:
  - a) to determine and identify the resources needed to conduct an election within the timeframe laid out by the Independent Assessment Team (i.e. by November 2008 if resources were available to produce census figures early, or March 2009). The relevant processes leading to that election are:
    - a national census,
    - the determination of new boundaries by the Constituency Boundaries Commission (CBC),
    - updating the register of voters, and
    - conducting the election;
  - b) to identify the resources committed by the Interim Government of Fiji and any additional resources that might be needed/supplied by donors (and a provisional timetable for when those resources might be needed);
  - c) to identify particular external expertise and possible terms of reference that might be needed for any external technical advisers that might assist the above processes; and
  - d) to identify possible modalities by which donor funding might be coordinated to assist the Interim Government in conducting the above processes.
4. The Scoping Mission members assembled in Suva on 30 July and over the next two weeks consulted a wide range of individuals and organisations, some on more than one occasion. Meetings took place at the Pacific Forum Secretariat, or in the offices of the individuals or organisations concerned. Teleconference calls were held with the technical advisers to the Elections Office for the 2006 elections and with previous IAT members. A list of those consulted is in Appendix 2. We also had access to a substantial body of information concerning previous budgets for and reports concerning the boundary determination processes, upgrading of the Voters’ Roll, and Elections going back to the formation of the current electoral system in 1997 (and in some cases, beyond). A summary list is in Appendix 11. We

very much appreciated the courtesy of our reception and the considerable assistance given to us in Fiji.

5. Although we obviously followed the report of the IAT so far as possible to avoid repetition, some new matters inevitably arose. It will be apparent that assessment of resources must be based on clear election parameters, but few of the key elements have yet 'solidified' in decisions of the Electoral Commission or the Elections Office. As with the IAT, we accepted the need to stay within existing laws (in some cases suggesting the use of existing statutory authority to issue regulations for appropriate purposes). In Part II, we discuss the reasoning behind our assessment of parameters that might affect the resource requirements for a census, boundary redistribution, voter registration update, and for the holding of an election. In Part III, we outline the resources, the timetables and our views on the possible contributions by the Interim Government of Fiji and the donor community. Part IV summarises possible donor assistance and coordination. Part V contains our conclusions. The Appendices contain more detailed information and budgets.

## **PART II: PARAMETERS FOR ADMINISTRATION (AND RESOURCE IMPLICATIONS)**

6. Resources/costs obviously will vary according to what is planned and what is actually done. Getting early Census results will cost more than if there is no time pressure. Resetting the Constituency Boundaries can be done better (and more quickly) if the process is started in October 2007. A complete re-building of the Voters' Roll with a full enumeration will cost more than tackling specific identified needs and problems. Holding elections with 1200 ballot stations will cost more than if 1000 are used. Printing sufficient ballots to cover the contingencies of unpredictable flows of voters means vastly more are printed than ever actually needed. On occasions, short polling periods can be more efficient in some respects (fewer people/days costs), but more expensive in others (e.g. if helicopters rather than horses are used for speedy deployment and withdrawal of ballots). The key measures concern not only ensuring access to the ballot, but integrity of the process, the numbers of 'spare ballots' in the system, and, of course, the overall cost. At every stage of the process, balances have to be struck concerning what is timely, reasonable, fair, secure and affordable. Relevant considerations for the financing of each stage are summarised below and in the Appendices. Obviously, there are limits to the accuracy of what we have been able to calculate. Whilst we had access to the historical budgets, we were not able to work with a fully-staffed Elections Office to draw up new budgets based on all bottom up calculations of numbers of polling booths, numbers of polling staff, numbers of enumerators, etc. All those details have had to be estimated. The details relevant to these concepts are set out in Appendices 3 and 4.
7. **Electoral Commission**  
The Commission is constitutionally 'responsible' for setting policy relating to the parameters of registration of voters and the conduct of elections. Most of the important decisions on parameters need to be taken early, such that the administrators know what is expected and what can be afforded within the relevant budget. In our view, it would assist the Commission if it had assistance at an early stage to formulate the key parameters and prepare draft Regulations on a range of issues, including on the matters proposed by the IAT.
8. **Elections Office**  
Coherent planning is the key to efficient administration spread across the election cycle. This requires adequate resourcing for a 'core' Elections Office budget, as outlined below. The work of the Elections Office from now includes evaluating the lessons from the 2006 elections and preparation of the systems that will be necessary for the next stages, including updating the

rolls, voter education, training, and general logistical and pre-contracting for the next election.

**9. Census**

As outlined above, the presentation of timely results will be facilitated by extra funding, essentially to hire more people to input data. We note that the Census will add 242 new “Enumeration Areas” (EAs) onto the map. Both the CBC and the Voters’ Roll use EAs as their core geographical starting points, so as noted in other reports it will be necessary to ensure that no EA is ‘divided’ in the determination of any Boundary (or in the registration of voters). The Bureau of Statistics indicated it would make available the geographic boundaries of EAs to both the CBC and the Elections Office (or, more particularly, ITC). We assume this will take place before the end of September 2007. This would enable both offices to prepare for the work ahead in good time. Otherwise, as indicated, the Census process appears under way. We have no specific reason to doubt its timely completion though there is always the possibility of unexpected problems.

**10. Constituency Boundaries Commission**

As noted above, the efficient operation of the CBC requires that it start work in October 2007, based on the preliminary figures released from the Census for people aged over 21 in each Enumeration Area. We were advised by the Department of Lands that this data could be speedily transferred (in 2-3 days) onto a map showing the population aged over 21 in the *new* Enumeration Areas, set against the *existing* Constituency Boundaries. The early publication of such data on maps (possibly on the web) would be helpful to political parties and to all concerned with Constituency Boundaries in making submissions to the CBC, in hearings and in enabling the CBC to prepare preliminary determinations of the boundaries. The overall costs of completion of CBC processes will not substantially change depending on when it starts work, as the processes are essentially the same. But by having the resources available to start work promptly in October 2007 it should be possible to complete comfortably in 2008.

**11. Registration of Voters**

A credible roll is critical for both the perception and reality of a fair election and it is important that the update is done well, fairly, transparently, and on time. But the exact means by which the roll is updated should reflect the nature of the issues. We note that the legal framework for registration places the burden on all eligible voters *themselves* to enrol and to notify changes if the person moves into a new constituency. Varying levels of ‘encouragement’ by the Elections Office are available to assist this primary responsibility, including physical enumeration (and re-enumeration) in people’s homes, advertising extensively and having places where people can register, and so on. In much of Fiji, the roll is in good shape. In such areas, updating the roll would be done by normal administrative means, including display, updating to take account of new births and deaths, and some targeted ‘validation’ to check accuracy of the rolls, etc. This would be done through District Offices.

12. However, in some areas considerable effort will be needed for the update e.g. where there are new Census Enumeration Areas (EAs) and new Constituency Boundaries. The IAT report (paras 17, 18) essentially recommended an *update* to the Roll based on Census data and this is very sensible. In addition, a range of other information is available to enable planning for updating of the Rolls, including problems that were identified in the 2006 election, observer reports, ongoing information concerning deaths, etc, the preliminary census information from October 2007 (as well as the final information in February 2008), and the information concerning new voters who will turn 21 between now and the next general election. This combination of information should allow the most appropriate combination of mechanisms to be deployed to update the roll. Thus, a substantial new enumeration will only be needed in

some areas where there is evidence of particular problems. This is likely to be primarily in the areas of urban concentration.

13. As regards costs, the Elections Office calculated a preliminary budget for approximately F\$7.6 million in 2008 for what was essentially a completely new enumeration of the Roll across the entire country. Our view, as indicated, is that the more reliable approach is to match resources to particular needs in updating, including conducting face-to-face enumeration based on relevant information that is transparent and credible (e.g. census figures showing significant variations between the roll and the census, or changes to boundaries). It will be essential to ensure that new enumerations do not in fact duplicate existing registrations and careful attention will have to be paid to this in the training of enumerators and in the input of data. The relevant assumptions and the resource implications are detailed in Appendix 3.

14. **The general elections themselves**

Several matters emerged from our investigation which build on the IAT recommendations. Most simply, it became clear that based on comparative costing of elections all over the world (and compared with the costs of the 2001 election), the 2006 elections were amongst the most expensive anywhere measured by cost/voter, certainly in Fiji's history. We did not conduct a forensic audit of the processes but were aware that close inquiries had been conducted since the elections. The relevance for our Terms of Reference has been to strengthen the importance of:

- effectively using the available time to prepare and plan,
- ensuring timely access to funds for core business, along with solid financial controls.

15. However, our discussions also indicated that streamlined administrative changes to voting procedures (within the law) could substantially affect the resources needed whilst also adding to the integrity of the election process. Because of the difficulty of establishing exactly what these parameters would be, our calculations of resources do not assume adoption of all these suggestions (except where explicitly costed, such as new ballot boxes).

16. **Relevant concepts**

We do not here purport to exhaust the suggested methods by which the existing law might accommodate a more *administratively* streamlined election. Obviously, final decisions on such matters are the prerogative of the Electoral Commission. We discussed these suggestions with the Commission (and indeed with everyone we consulted) and received no substantive objections to the proposals from any quarter. On the contrary, our interlocutors regarded the line of thinking as sensible. But it was of course too early to get certainty - and that was not our goal. Rather the purpose was to set out relevant considerations that would affect the administration of the elections and hence the associated financial costs (and the relevance to other factors, such as integrity, security and access to the polls). For the purposes of this report, a few possible changes are outlined, including:

- better organising the polling period;
- "precinct polling": pre-registering voters to vote at a designated polling station;
- acquiring new ballot boxes and cutting down the number of boxes at each polling centre;
- consolidating the roll into alphabetical order at polling stations;
- maximising efficiency of 'flow' at polling stations'
- better systems of security across the polling period;
- using cardboard polling booths; and
- applying the provisions of the Act to applications for postal votes.

Those suggestions are set out in more detail in Appendix 4.

### **PART III: RESOURCES NEEDED**

#### **17. Census**

Although the Census was the first focus of our Terms of Reference, the facts on the ground had overtaken us and the issues had been largely settled before our team assembled. In round figures, we understand that the Interim Government of Fiji has committed F\$5million and AUSAID have added F\$436,741, delivered through the assistance of UNFPA. These AusAID contribution is the specific sum contemplated in the IAT report (para 14). The additional assistance has meant that the Bureau of Statistics has assured us (and its funders) that it expects to deliver results relevant to the elections as follows:

- September 2007: enumeration conducted;
- by mid October 2007, publication of a preliminary count of number of persons aged 21 and over, in each Enumeration Area: and
- by end of February 2008, final Census Results.

#### **18. Constituency Boundaries Commission**

The process for the determination of new boundaries requires the urgent appointment of Commissioners who could begin work virtually immediately by carefully determining the detailed time-line that the Commission would follow and undertake preparatory work accordingly. The provisional census figures setting out will be available from mid-October 2007 and these could be published (with numbers of persons over the age of 21 set into the new Enumeration Areas, set against the *existing* constituency boundaries) to assist any persons wanting to make submissions. There does not appear to be any budget yet set aside by the Interim Government of Fiji for the work of the CBC in the last quarter of 2007, but the Ministry of Finance has been advised of the likely figures and has 'noted' the needs.

19. Still, our consultations suggested that no budget has yet been drawn for this in the Ministry of Finance or elsewhere. The IAT report (para 14) noted that approximately F\$200,000 was allocated in 2005/6 and that provision would need to be made for members salaries and a small support staff of an Executive Officer, a Secretary, an IT person, and office and operating expenses. Para 16 also noted that technical assistance from NZ Terralink might be needed to conduct an initial survey of whether any further assistance was needed. The advice given to us on this last point from ITC (the Government's Information Technology Centre) and the Department of Lands was that no outside assistance was immediately needed and that it should be possible within days after the release of the preliminary census figures in mid October

20. Given that there does not yet appear to be any firm Fiji Interim Government 2007 commitment for the CBC, in our view it would greatly assist the process if funding was available for the Oct-Dec 2007 work if approximately 1/3 of the overall funding necessary was available in 2007 (in round figures):

- preparing and publishing advertisements calling for submissions	40,000
- preparing and publishing census figures set against existing Constituency Boundaries	33,000
- Allowance, office and secretarial facilities for 2007	<u>30,000</u>
<b>TOTAL</b>	<b><u>103,000</u></b>

Additional resources needed for 2008 would be 206,448 (see detailed budgets, below).

## 21. Summary of budget

As regards other preparations for the next General Election, the appropriate resourcing should be based on the following simple formula:

- a baseline budget for the Electoral Commission for each fiscal year
- a baseline budget for the Elections Office for each fiscal year
- additional resources for designated activities in any particular year.

These figures are set out below (in F\$):

	<b>Project</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
CBC	313,799	104,391	209,407	
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	<u>19,556,991</u>	<u>509,692</u>	<u>6,914,238</u>	<u>13,801,604</u>
TOTAL August 2007- Elections 2009 (Core budgets for Electoral Commission and Elections Office + special project activities)				<u>21,225,534</u>

\*\* Note that this estimate is taken from the 2006 Election budget, with a detailed spreadsheet of estimated costs and activities, which are not reproduced here.

(NB because the concepts of operations are still undecided, and preparing for unexpected circumstances, it is sensible to include a contingency of 10% on this figure).

Further details of each part of the above budgets are set out in the Appendices.

## PART IV: DONOR ASSISTANCE AND COORDINATION

### 22. Possible assistance from donors

Common ground in all our discussions, including with officials in the Interim Government, was that the primary responsibility for the funding and conduct of all stages leading to the next elections rested with the Interim Government of Fiji. However, we were advised that donors were in principle willing to assist under appropriate conditions. Apart from the possibility of financial contributions, we also looked for areas where timely external assistance might make a significant contribution, or where specialised technical assistance might be similarly useful.

23. Unfortunately it proved impossible to confirm the sums that the Interim Government would allocate to the various stages of the election process, apart from the Census (discussed above). Preliminary budget discussions for 2008 were still underway in the Ministry of Finance during our visit and there appeared to be no agreement on how much would be allocated for election work during the remainder of 2007 (including for the Constituency Boundaries Commission and the Elections Office). By extension, 2009 issues were beyond planning horizons so far as we could gather. There should be no suggestion here that we are criticising anyone. We understood very well that the lack of firm budgets for various electoral activities was because

the Elections Office has no Supervisor or Deputy Supervisor of Elections to make the relevant decisions - also that members of the Electoral Commission were only recently appointed. Officials from the Ministry of Finance indicated that they were likely to be assisted in the preparation of the budgets by the report from the Scoping Mission (in addition to any advice they received from relevant officials).

24. Fiji has of course conducted many successful elections using its own expertise across several decades. We see no reason to believe that this is not still possible. Nevertheless, in our view the Elections Office has not had the continuity that would have facilitated the consistent development of skilled staff and appropriate planning. Hence, it would be essential for the orderly build-up to and conduct of this next election, if external expertise was available to assist. Ad-hoc technical assistance ("TA") is common and would no doubt be useful over this period. However, our assessment is that better results from external assistance would follow from seeing this next election in the nature of a coherent 'mission' with longer-term assistance from a team. The team as a whole, and its individual members, would seek the standard best-practice goals of both assisting and developing local capacity. Outlines of Terms of Reference for these positions are set out in Appendix 11. These are not of course intended to be comprehensive. We reviewed recent comprehensive Terms from a number of donor agencies and concluded that details were best left to specialists. Our goal has instead been to outline the needs, the basic framework of a 'team approach', the basic concepts in the work of each of the key technical advisers, and a system for building the details as soon as possible. However, if the responses from the JWG suggest that more detail would be useful from the Scoping Mission (rather than from the donors in consultation with each other), the team would be happy to develop more comprehensive Terms of Reference for the range of positions. These envisage:

a) A Chief Technical Adviser (CTA) who would lead the team. This person would assist the Electoral Commission and Election Office to prepare concepts for elections, planning and logistical activities – from October 2007 periodically until the elections.

b) A Legal Adviser to assist the Electoral Commission to draft regulations (including for the matters set out in the IAT report, but there are numerous other areas) and assess core concepts for elections - from October 2007 to May 2009.

c) A Financial Adviser (or two) to coordinate donor funding and assist the Elections Office in building financial and accountability mechanisms that will ensure proper costing and accountability for election activity, including across the entire election period – from agreed funding until May 2009.

25. We assess that the timing of the deployment of assistance will be vary according to need. For example, for the immediate future, the key issues are assisting the Electoral Commission and rebuilding the Elections Office and its capacity to plan and prepare. Once that has started, the CTA would seek such other Technical Assistance as is recommended, who might assist with the following:

- Review/redraft/create all election forms that deal with processes and instructions on the conduct of registration and actual elections;
- Review and update of training manuals;
- Support to the registration exercise;
- Support to training for registration and polling staff.

Established relationships and expertise might well be drawn upon, including particularly from

the Australian Elections Office and others who have assisted from New Zealand.

26. Otherwise, we simply restate what appears to be a general expectation amongst the Interim Government and Donors alike, that the Interim Government will shoulder the primary responsibility for funding all stages of the electoral process. But we note the willingness of some donors to consider assistance in technical expertise and possibly in financial terms should circumstances warrant and provided appropriate coordination mechanisms can be agreed between relevant donors and the Interim Government.

**27. Coordination**

If donors do assist by agreement with the Interim Government, appropriate coordination is recommended. In this respect, we identified some key principles on which all persons we spoke to appeared to agree, namely that external funding and other assistance should:

- i) reflect the primary funding responsibility of the Interim Government for electoral processes;
- ii) be allocated and managed with the consent of Interim Government authorities and donors;
- iii) be coordinated to avoid overlap so far as possible;
- iv) be accountable in relevant terms (donors and Interim Government); and
- v) be effectively utilised for relevant objectives (including timely release of funds).

28. We were advised that the Interim Government would ordinarily prefer that possible cash contributions be made available through the Consolidated Fund, possibly through a Trust Fund process, as was done in 2005 for the 2006 elections. However, our discussions with the Interim Government and with donors, produced no immediate clarification that this process would be mutually agreed for the 2008/9 election process. Equally, the possibility of an external “pooled fund” process raised some difficulties.

29. On the basis of the principles above, our recommendation is that good coordination can be achieved by considering FOUR inter-related headings:

a) Donor coordination for technical and other assistance

Those donors interesting in working together for coordination of *non-cash assistance* would agree on a simple Terms of Reference for regular meetings and exchange of information. Each donor would continue its direct relationships with the Interim Government. Establishing the ‘team approach’ recommended above, could be done under this mechanism, with agreements on direct funding and all Terms of Reference being individually arranged by the relevant donor (but with a high measure of coordination). It is possible that this could evolve into the next level, however.

b) Donor ‘basket fund’ for the Fiji Elections

At this level, donors and the Interim Government would agree by a shared MOU to establish a ‘basket fund’. Appendix 12 sets out a draft MOU, adapted from EU precedents. The actual funds could be held in a ‘virtual’ account (this could be a literal bank account, or a paper account to which access is achieved by agreed authority), and managed according to agreed processes and rules that would be set out in the MOU. The management would be by an ‘Coordination Steering Committee’ of donors and Government of Fiji representatives, according to agreed rules of process and accountability (e.g. they could adopt Secretariat rules by agreement). The MOU processes would set out the financial rules application. The actual management of the funds would be managed by a Programme Management Unit with specific funding and responsibility. The Coordination Steering Committee would invite the Chief Technical Officer to attend relevant meetings, and probably the Supervisor of Elections and

others as appropriate. The key to this mechanism is in establishing the MOU (Donors, possibly with Interim Government) in simple and agreed terms. It is perfectly possible for this role to be played by a regional or international organisation. However, under this proposal any role of the Forum Secretariat would only be in possibly offering some logistical assistance (office, phone) if space allowed. But it would *not* 'manage' the funds, nor coordinate the process.

c) A Special 'Electoral Account' within the Government of Fiji Accounts

Whilst not strictly in our Terms of Reference, it has repeatedly been drawn to our attention that election activity needs both more streamlined access to funding, and better financial controls. We recommend that consideration be given by the relevant authorities, to creating a special electoral account primarily under the control of the Electoral Commission, to receive all the Government of Fiji approved budgets in lump sums at agreed periods. This funding would entirely be managed by processes set by the Interim Government of Fiji, with the purpose of ensuring both a high level of accountability and the timely availability of funds. The Interim Government might, however, request technical assistance in managing and reporting on this funding (by reference to either of the processes above). In effect, this suggestion aims to learn the lessons from previous elections.

d) Regional engagement

The Fiji-Forum Joint Working Group would continue to meet under its Terms of Reference, and might continue to commission research or similar missions related to the elections. Strategic, policy and political discussions would take place at this level. Because many of the same agents are involved, there would be no surprises and 'gaps' in understanding. But the difference is that the coordination processes would be focused on the technical business of assisting elections by the application of technical assistance or direct funding on agreed reporting criteria. In short, the goal is to create a technical coordination and fund-management process that is related to, but separate from the political level engagement of the Joint Working Group.

30. We stress that these suggestions are made entirely to set out some means that might accommodate the Interim Government's priorities and responsibilities, alongside Donor willingness to assist in some coordinated way that meets the parameters on which assistance can be given. We were advised, for example, that it might be impossible for technical funding process reasons, for some donors to contribute directly to the Interim Government. Hence there is the need for an appropriate, agreed and technical process that can manage the issues.
31. Similarly, we received some advice to the effect that a financial coordination role by the Forum Secretariat would be problematic for the Interim Government, along with other advice indicating such a role might be able to be worked through. In the absence of clear agreement, these issues need more discussion than we were able to undertake. Hence, whilst it is perfectly possible to envisage a simple financial management role under the umbrella of the Secretariat, we have not recommended this in the absence of agreement.
32. We considered whether a financial management role by the UNDP might be appropriate, building on its similar role in 2001. But we were advised that the UNDP was not at this point in a position to assist.
33. We regret that we were not able to take this much further at this stage. The various 'agreement' pieces of the jigsaw that need to fall into place include:
  - confirming the funding from the Interim Government for 2007, 2008 and 2009,
  - confirming that a 'team approach' of Technical Assistants should be adopted so that relevant

people might arrive early to assist the Electoral Commission and Elections Office as outlined, and then

- finalising the technical issues about coordination and modalities.

## **PART V: CONCLUSION**

34. The 2006 elections were enormously expensive on comparative measures. Our concern in compiling this Report has not been to 'save resources' as such, but to make reasonable estimates of the resources needed for the processes ahead, assuming a measure of good planning and administration. A starting point is that urgent resourcing of the Elections Office (appointing core staff, clarifying immediately available 2007 funding, bringing in Technical Assistance) and the new Electoral Commission, will assist credible (and efficient) election planning and conduct from now across 2008/9. Planning and preparation *from now* is critical to reasonable processes 'on the day'. The metaphor of 'a stitch in time' applies classically.

35. As regards our core Terms of Reference, our short conclusions (in round figures) are:

***a) the resources needed to conduct an election within the timeframe laid out by the Independent Assessment Team are (in F\$):***

- a national census	5.64 million
- the determination of new boundaries	.314,000
- updating the register of voters,	2.1 million
- conducting the election	17.02 million
TOTAL (spread over 2007, 2008, 2009)	<b><u>25.07 million</u></b>
(10% contingency	2.51 million)

+ *baseline*

<i>Electoral Commission</i>	<i>116,000 per year</i>
<i>and Elections Office</i>	<i>590,500 per year</i>

***b) the resources committed by the Interim Government of Fiji and any additional resources that might be needed/supplied by donors (and a provisional timetable):***

For the Census, the Fiji Interim Government has committed 5 million, and 640,000 has been contributed by donors/ UNFPA. As regards funding the other three election processes (boundaries, registration, elections), we received no indication other than that the Fiji Interim Government would expect to bear full responsibility for the costs.

However, as of early August 2007, the Interim Government had not yet finalised its budgets for *any* of the other three processes (boundaries, registration, elections). Similarly, whilst donors expressed willingness to assist in appropriate circumstances, it was too early to finalise the exact contributions in funding or technical assistance that might be agreed upon. We have, however, compiled estimates of the likely expenditure in each of the 3 financial years including for the rest of 2007. Quite apart from 2008, of particular note is that Fiji Interim Government funding has not been finalised for the CBC in 2007 and for the baseline Elections Office for the remainder of 2007.

***c) to identify particular external expertise and possible terms of reference that might be needed for any external technical advisers that might assist the above processes:***

- 1) A Chief Technical Advisor for the Fiji Elections

(The core Terms of Reference would be to lead the mission to plan and prepare for Registration and the next Elections)

2) Technical Assistance to Electoral Commission

(The core Terms of Reference would be to assist the Commission to draft and process appropriate concepts of operations for registration and elections, and to formulate draft regulations)

3) Technical Assistance for Financial management and for Donor Coordination

(Any coordination obviously depends upon whether significant assistance is agreed upon, but if so, the core Terms of Reference for technical assistance would be to manage donor funding and coordination with donors, the Ministry of Finance and the Elections Office). Outlines of Terms of Reference are set out in Appendix 11. If the responses from the JWG suggest that more detail would be useful from the Scoping Mission (rather than from the donors in consultation with each other), the team would be happy to develop more comprehensive Terms of Reference for the range of positions. A draft MOU for a possible pooled fund is set out in Appendix 12.

4) Other assistance

Once the Elections Office is back up and functioning, it is likely that other assistance will be necessary and useful, including on registration, production of new forms, voter education, and financial management within the Elections Office. It is too early to specify possible Terms of Reference until the capacity of the Elections Office is established.

A possible candidate for external funding appears to be the purchase of new ballot equipment (boxes, seals and cardboard booths).

**d) possible modalities by which donor funding might be coordinated to assist the Interim Government in conducting the above processes**

Donor coordination as might be agreed by the Interim Government and donors, is obviously good practice. There are many possible means by which this might be done, including by direct discussions amongst donors. Agreement amongst all concerned, particularly with the host Interim Government, is the key. We suggest that the most effective method would be:

a) coordination of technical assistance:

b) pooled funding/resources in an agreed 'basket fund' with a 'Coordinating Group' of donors and Interim Government Election/Finance officials (managed under a Memorandum of Understanding: see Appendix 12 for a draft)

c) consideration by the Interim Government as to how it could better ensure streamlined and accountable financial control, possibly by a special process.

d) keeping overall political and regional engagement at a higher level through the Joint Working Group, or whatever is agreed.

However, the issues need further discussion to seek agreement and to clarify details. We were not able to take this further in the time available.

## **Appendix 1**

# **PACIFIC ISLANDS FORUM - FIJI JOINT WORKING GROUP ON THE SITUATION IN FIJI TERMS OF REFERENCE FIJI ELECTIONS SCOPING MISSION**

1. An independent assessment was commissioned by the Fiji-Forum Joint Working Group on Fiji on the minimum reasonable time required to prepare for and conduct the next parliamentary elections in Fiji, under conditions that would ensure such elections were free, fair and credible. The report of that assessment concluded that from a technical point of view a parliamentary election could be held by March 2009 and with limited additional assistance by November 2008.
2. The independent assessment findings and timetable have been endorsed by the Fiji-Forum Joint Working Group and in principle by the interim government. On 21 June, the Fiji-Forum Joint Working Group agreed that a scoping mission be undertaken as quickly as possible to provide detailed assessment of the resources required to meet the election timetable set by the independent technical assessment team. The scoping mission will build on the information provided in the endorsed independent assessment.

### **PURPOSE:**

3. To determine the resources required to meet the election timeframe set by the independent technical assessment of the election timetable for Fiji commissioned by the Pacific Islands Forum-Fiji Working Group on the Situation in Fiji and endorsed by it in June 2007. This should include a determination of the additional resources required to meet the earlier November 2008 timing.
4. To suggest funding and administrative arrangements to enable optimal coordination and management of the respective contributions of the interim government and the donor community.

### **SCOPE OF THE MISSION**

5. Undertake a needs assessment to determine and identify the resources needed to conduct a census, redistribute constituency boundaries and hold an election within the timeframe laid out by the independent assessment team.
6. Taking into account the resources provided by the Fiji Government and donors for the 2006 election, quantify the resources required for the elections process. In consultation with the Fiji Government, establish what resources (budget and technical) the Fiji Interim Government plans to commit to the election process. Identify the additional resources in materials, equipment, human resources (including technical assistance), logistics, and communications which might be required to achieve the tasks for the November 2008 timeline set out in the independent technical assessment. Where technical assistance is recommended, provide a draft terms of reference.
7. Suggest administrative and management arrangements (including resource requirements) to enable optimal coordination and management of the contributions of the donor community with those of interim government. The management arrangements will need to:
  - a) oversee technical support;
  - b) be able to manage support from multiple donors; and

- c) ensure reporting (narrative and financial) is timely and acceptable to donors.

### **DURATION AND PHASING**

8. It is anticipated that the Scoping Mission will take 14 days and that a report will be provided to the Fiji-Forum Joint Working Group on xx/

### **SPECIFICATIONS OF MISSION TEAM**

9. The Scoping Mission team/consultant(s) will have the following skills:

- extensive background with managing the budgeting and financial aspects of census and/or conduct of Parliamentary Elections processes, at least 10 years experience in this field, preferably with experience of elections in the Pacific;
- demonstrated analytical and reporting skills;
- demonstrated strong interpersonal, relationship management and negotiation skills;
- senior level experience in management and policy advice in government.

10. The mission team/consultant(s) will be able to independently provide professional inputs on detailed assessment of the resources required to meet the election timetable set by the independent technical assessment team.

11. The mission team/consultant(s) are expected to contribute their knowledge and experience as appropriate in achieving the objectives of the mission as outlined above.

### **LIST OF REQUIRED DOCUMENTS FOR MISSION TEAM**

- Independent Technical Assessment report
- Reports from the Technical Assistance provided to the Office of the Supervisor of Elections in relation to the 2006 elections.

## **Appendix 2: Persons and materials consulted**

### **Fiji: Interim Government**

Interim Attorney General and Minister of Justice, Electoral Reform and Anti-Corruption  
Aiyaz Sayed-Khaiyum  
Bureau of Statistics/UNFPA  
Subra Mani(BoStats); Najib Asifi (UNFPA Rep); Alfred Schuster (UNFPA); Reethu Arjun (UNFPA)  
Electoral Commission  
Mr Sahu Khan (Chair); Fr David Arms; Ms Talei Burness; Ms Kelera Tukituku  
Electoral Coordination Steering Group of Officials  
Parmesh Chand, Permanent Secretary, Prime Minister's Office (Chair) plus members  
Elections Office  
Ilisapeci Natau; Gyan Deo; Jovilisi Sovita; Seremaia Tavua; Viliame Vuiyanuca  
Ministry of Finance  
Peni Sikivou, Deputy Secretary; Temo Vakayatu  
ITC  
Eliki Salusalu; Anshu Rekha  
Lands Department  
Ramesh Bhai, Reshmi Rita  
Regional Commissioners  
Eastern: Tomasi Tui; Acting Commissioner Central: Semisi Kauata

### **Missions and International Organisations**

Australian High Commission and AusAID  
HE James Batley; James Sweeting, Noa Seru, Stacey Tennant  
European Union  
HE Roberto Ridolfi, Head of EU Delegation together with HE Jean-François Bouffandeau (Ambassador of France), British High Commission staff and EU Delegation staff  
Abigail Camilleri; Francesco Torcoli  
Fiji-Forum Joint Working Group  
HE Peter Eafeare, PNG High Commissioner to Fiji and Chair, plus members  
Japan  
Mr Hirotsugu Ikeda  
NZ High Commission and NZAID  
HE Joanna Kempfers Acting High Commissioner; Todd Cleaver; Kirk Yates  
PIFS  
Andie Fong Toy; Shennia Spillane  
UNDP  
Richard Dictus (Resident Coordinator); Gary Wiseman  
USA  
HE Ambassador Larry Dinger; Brian Siler, First Secretary

### **Individuals**

Semesa Karavaki, former Supervisor of Elections  
Barrie Sweetman. Dr Kesaia Seniloli, Prof Vijay Naidu (former Constituency Boundary Commissioners)

### **Teleconferences with**

Judy Birkenhead, Michael Maley (Australian Electoral Commission)  
Phil Whelan (Election Management Consultant)

Dr Paul Harris (co-leader, IAT)

### **Materials Consulted**

The list of published and unpublished material potentially relevant to this mission is very long. In addition to the Report of the Independent Assessment Team, we consulted a wide range of reports, literature, materials, budgets, investigation reports, audits and other relevant information. These went back to previous elections, including particularly from 2001 and 2006. The list includes the following:

Arms, David (2006) Report of Fr David Arms – Observer to the 2006 Fiji General Elections

Borg, Mark (2006) Fiji General Elections 2006 - End of Contract Report

Commonwealth Secretariat (2006) Fiji Islands General Election 6-13 May 2006 – Report of the Commonwealth Observer Group.

European Union (2006) European Union Election Observation Mission Fiji 2006 Final Report.

#### *Government of Fiji Materials*

- (1997) Constitution (Amendment) Act 1997 of the Republic of the Fiji Islands
- (1998) Electoral Act 1998
- (2006) Fiji Electoral Maps
- (2006) 2006 General Election Ballot Papers Rotuma Communal Constituency
- (2005/2007 rev) Fiji Police Salary Scale
- (2005/2007 rev) Salary Scales
- (2007) Fiji Government Submission to the Forum Foreign Affairs Meeting on the EPG Report on Fiji Port Vila, Vanuatu, 16 March 2007.
- (2005) Tripartite Arrangement between the Government of the Republic of the Fiji Islands and the Government of New Zealand and the Government of Australia - Fiji Election Support Programme 2005-2006
- (2007) 2006 General Election Internal Audit Report - Central Division
- (2007) 2006 General Election Internal Audit Report - Eastern Division
- (2001) Constituency Boundary Commission - Programme of Activity
- Constituency Boundary Commission (1998) Report on Provisional Boundaries and Names
- Fiji Electoral Commission (2005) Commission Memorandum - Revised Budget Submission 2006 General Election
- Ministry of Finance (2006) 2006 General Elections Internal Audit Report - Eastern Division
- Ministry of Finance (2006) 2006 General Elections Internal Audit Report - Central Division
- Ministry of Finance (various dates): Information on Elections 2001 and 2006
- Office of the Supervisor of Elections (2006) 2007 Budget Proposals
- Office of the Supervisor of Elections (2007) Elections Budget (August - December 2007)
- Office of the Supervisor of Elections (2006) Internal Audit Progress as at November 2006 + Inventories for Divisions

Harris, Paul; Sweetman, Barrie; Seniloli, Kesaia; Hatch, Bruce (2007) Report of the Independent Assessment of the Electoral Process in Fiji, 14-25 May 2007

Pacific Islands Forum Secretariat (2006) Republic of the Fiji Islands National Election, May 2006 – Report of the Pacific Islands Forum Observer Team.

### **Appendix 3: Concepts relevant to Voter Registration**

1. The Fiji voter register currently contains approximately 450,000 records. Registration has been done through door-to-door enumeration. There is no documentary evidence requirement for registration, nor is an ID card required for voting. Double voting is discouraged through application of indelible ink on a finger of a person who has voted.
2. Registrants are entitled to vote in any polling station which is receiving votes for their constituency (Electoral Act 71 (1)). The past interpretation of this entitlement has meant that the voter list in each polling station serving a constituency should contain the records of all voters registered for that constituency; in other words, that each voter appeared on the voter list in numerous polling stations. Before the 1997 constitution Fiji used “precinct voting” i.e. voters were assigned to a specific polling location.
3. The Elections Office has budgeted for a registration update to be conducted in the remaining months of 2007 (budget approximately F\$700,000) and for a comprehensive registration in 2008 (budget approximately F\$7.6 million). The concept for the 2007 update is display of a provisional roll in district offices; the current 2008 concept in the draft budget for the Elections Office is a complete door-to-door enumeration covering all households.
4. It is necessary to update the Roll to pick up:
  - New voters, most notably citizens who have turned of voting age;
  - Changes of address;
  - Corrections of error on existing roll;
  - Removal of deceased persons;
  - Recording of precise enumeration area and consequently constituency where these have changed after census and constituency boundary determination; and
  - Give information to voters registered at specific polling station allocation (if precinct voting is reinstated) and the means by which voters might to exercise their entitlement to vote at any polling station in the constituency.
5. The key question is whether a countrywide door-to-door enumeration is required in order to achieve acceptable level of service with regards to the points above. If the long term sustainability of the system is considered it is evident that it is not viable to have frequent countrywide door-to-door enumeration for the regular maintenance of the voter roll – the first four points. The population should be invited and encouraged to register and update their records in an office (e.g. district office) rather than waiting for a visit at home. And there might be simpler supplementary methods of validating and updating rolls within villages or by local authorities.
6. As for recording updates in relation to changes of enumeration area and constituency boundary, the various datasets – electoral roll, cadastre etc. – do not hold sufficient information to do an automated re-allocation with a high degree of accuracy. So many people are affected that voluntary registration for these areas

would have to be extremely high to produce a reasonable roll. Further, it seems unlikely that people would voluntarily attend mass 'registration centres'. Therefore a new enumeration for some affected areas appears justified. For the 2007 census and constituency boundary update an estimated 20% of the total population will be affected, specifically in the three major urban areas of Suva, Nadi and Lautoka.

7. Should precinct voting be reinstated (see below, Appendix 4) then the means for establishing this must be developed. For rural voters there will mostly be only one option (the nearest polling centre). If their address/enumeration area is correct (as it should be through the services discussed above) then an automated allocation will coincide with their natural choice and little service will be required in terms of information or possibility for change (apart from public information about the general principle of precinct voting). For urban voters more service is required, but this is also a part of the population that is more easily reached through postal system, who have easier access to district offices. A large number of them would be serviced through the enumeration required due to changes in enumeration areas and constituency boundaries, discussed above.

#### *Budget*

8. The 2008 budget suggested by the Elections Office of F\$7.6 million for a comprehensive enumeration might be compared with the entire 2007 census budgeted at under F\$6 million, covering just as many households and with a more time-consuming questionnaire for each person. (NB the voter registration concept does not require a card, photo or capture of any other biometric data).
9. Accepting the budget of the Elections Office for argument's sake, on the outside the budget could be F\$7 million for a full enumeration. Assuming however that only 20% of the population need enumeration and that the entire country is in need of a display and update on district level similar to the exercise budgeted by the Elections Office at F\$700,000 a combined budget of 20% of 7.6 million (1.5 million) plus 100% of 700,000 would equal a total of F\$2.2 million. **For the purposes of this report, we have used the Elections Office provisional budget set out in Appendix 10, with the qualification of only 20% new enumeration being necessary. This has produced a round figure of F\$ 2.1 million, with the slight reduction based on our assessment that the printing costs should be less. We stress that this is of course an estimate.**
10. A detailed budget should be developed after the design and approval of an equally detailed concept of operations. This – along with the concept of operations and budget for elections – should be a priority for the Electoral Commission and Elections Office once properly staffed.
11. That said, a quick desk review of the registration budget under the assumptions above, and based on the concept described below, indicate that an update could be achieved for less than the 7.6 million (full enumeration) or 2.1 million (partial enumeration) suggested above as based on existing budgets from the Elections Office. The Elections Office is currently reduced to almost no staff and those who developed the previous budget were not available to meet the Scoping Mission. This means that a line by line budget that envisages specific local conditions (in

particular with regards to logistics) is difficult, particularly as the conceptual decisions that would affect it have not remotely been finalised. For the purposes of this report, we have adopted the principle of successive calculation, focusing on the areas of highest impact, in order to build a new estimate.

12. The most significant costs are related to:
- staff (salaries, meals, accommodation etc. – more than half the total budget),
  - transportation (around a fifth of the budget), and
  - printing (a tenth of the budget).

In all of these, there appears to be considerable room for efficiency. From analysis of past operations and expenditures combined with inputs from electoral staff, it seems that transportation cost could be approximately halved through early planning, allowing slightly more time for distribution and retrieval, and use of existing commercial distribution channels as alternatives to renting/hiring and chartering. Printing cost could equally be halved by use of standard formats and laser printing as opposed to customised commercial printing. And finally, the staff cost could be decreased significantly, primarily through stricter productivity requirements, and to some extent through review of entitlement for allowances and elimination of overtime entitlement through better planning. The exact decrease in budgetary figures would depend on the standards set by the Electoral Commission and Elections Office. Calculations based on current salary and allowance rates combined with general productivity experience from other contexts would indicate that also the staff cost could be halved.

13. In rough figures, the conclusion would be that it is probable that detailed planning can bring the budget for a *full enumeration* down below F\$4 million and for a *partial enumeration with full display* down to just above F\$2 million. As the quality achieved by the former would far from justify the almost double expense, the recommendation is for the latter approach, thus estimated at a budget of just above F\$2 million.

#### *Concept*

14. Without prejudice to the more accurate concept of operations that will have to be developed by the Commission/Office, some suggestions might be offered:
- Updates, whether in offices or through enumeration, should be made based on the existing roll so as to avoid double registration. Since the roll doesn't contain any unique identifier (known to the registrants), the most practical way of achieving this is by having enumerators carry a copy of selected parts of the roll. In offices either a printed version or an electronic should be available. Update forms should always reference a unique identifier from the existing roll.
  - Much can be achieved in terms of flexibility and saving of time and money by printing voter lists and rolls in-house in A4. A handful of medium to high capacity laser printers can print several copies of the roll in a day. The main cost would be for temporary staff administering the print job, collating the output and doing quality assurance.

- Polling stations should be identified before the update. This should involve people in the field familiar with local conditions.
15. The Elections Office should be very familiar with voter registration, though we note again the problems that stem from not maintaining an experienced core staff. At some point in the future, logic suggests the Roll would include biometrics and ID cards would be provided for voters. However, the current system has worked reasonably and for this next election it should be possible to update the Register in good time with ongoing updating, targeted re-enumeration and attention to areas identified as needing particular attention. Improvements to the data should come through good quality assurance.

#### *Timing*

16. In principle updating could begin anytime. Ideally it should be an ongoing exercise with services offered in public offices (e.g. district offices or post offices) all year round. If elections were to be held within a year from date or so, registration update would have to be launched as soon as practically feasible in order to properly service the population. As elections are however not scheduled until November 2008 – March 2009 and assuming the Constituency Boundary Commission’s work follows the suggested timeline, there is no compelling reason to force a start of registration updates in 2007. The Elections Office is currently virtually non-existing and any effort to launch an operation in 2007 risks being inefficient on all measures.
17. The key issue whatever mechanism is adopted is to update a credible roll with a high level of political confidence and support. Whether a full or partial enumeration is chosen, the critical path from availability of constituency boundary data to final voter roll available for polling is estimated six to seven months (note that this is slightly longer than suggested by the IAT; the extra time allows for longer and more economical logistics and data capture). This estimate assumes that everything that can be done ahead of time is done, such as development of procedures and procurement of kits. For elections to take place in March 2009 would thus require CBC data to be available in August 2008. Considerable care should be given to early preparation in order to build quality assurance into all processes (e.g. design of procedures and forms, recruitment, training, logistical planning, data capture and management).

#### *Registration requirements in relation to potential precinct voting*

18. Pre-assigning voters to polling locations does not in itself change the budgetary requirements for a voter registration update significantly as this would have to take place regardless. It may change the choice of timing, as allocation can only be done after determination of constituency boundaries, but as discussed above, there are other reasons why this would be sensible in the specific circumstances anyway. The main budgetary increase would result from the extra data capture of changes to pre-assignments, but the number of people exercising their right to do so would presumably be low, and the data capture for a change of assignment alone would only entail looking up the voter and entering a new polling station code. In the larger picture this cost is negligible.

19. There are however some additional options that could be exercised, each with an associated cost. Final budget should reflect which of these, if any, are planned and to what extent. Careful consideration of *impact versus cost* should be observed.
- Assignment of voters to where they voted in 2006 through data capture of the 2006 polling station voter rolls.
  - Conditional/tendered balloting introduced to allow voters to cast a ballot in any polling station. Requires adjudication, ideally after data capture of the new polling station rolls to avoid double voting, although the indelible ink could be relied upon for this.
  - Call centre to allow for people to be redirected on election day. Note that issues of erroneous allocation would primarily occur in densely populated areas, which coincide with areas covered by mobile network. (Outside these areas it might be problematic for a redirected voter to reach the correct location anyway).
  - Extra list of voters for entire reachable area held by queue controller enabling redirection of voters.
  - Postal information for voters reachable by mail.

## Fiji Voter Registration update timeline

Events	critical path, weeks	
	Full enumeration	Partial, 20% urban
Data management of existing voter register; clean-up		
Polling Station identification		
Develop/improve/approve registration procedures/regulation and recruitment procedures		
Procure and prepare registration kits, including print of forms and procedures		
Recruit and train registration staff		
Receive constituency boundary data from CBC	milestone	milestone
Data management: update enumeration areas, constituencies, polling stations; print rolls for reference		
Distribute registration kits	2	2
Public information campaign about registration	2	1
Develop/improve/approve observer accreditation procedures/regulation		
Observer accreditation		
Enumeration	4	2
Retrieval of registration forms (and reusable kit elements)	2	1
Payment of staff		
Recruit and train data capture staff		
Data capture	6	6
Data management, clean-up; production and print of provisional voter list per district	2	1
Develop/improve/approve display/complaints procedures/regulation		
Procure and prepare display kits, including print of complaint forms		
Distribute provisional voter list and display/complaint kits	2	2
Display of provisional voter list in all districts, open for corrections/complaints	2	2
Retrieval of correction and complaint forms	2	2
Data capture	1	3
Complaint resolution	3	3
Data management; production and print of final voter roll and list	1	2
Gazetting of final voter roll		
Print of final voter list per polling station, and per station for surrounding area	1	1
(Supplemental voter list?)		
<b>Total weeks:</b>	<b>30</b>	<b>28</b>

## **Appendix 4: Concepts relevant to the Voting Process**

- 1 The Scoping Mission notes a few minor changes that would drastically simplify the management of these elections, at the same time making them cheaper to run and also offer greater security to the ballot. The suggestions set out below involve details of electoral administration that are appropriately to be decided by the Electoral Commission, the Elections Supervisor, and other relevant authorities.
- 2 The present Electoral Process is cumbersome and therefore expensive to administer. We propose a few such changes, which could drastically impact the conduct of elections, making them simpler to administer and more secure.
- 3 **One day election with an extended polling period for the outlying areas**  
Taking account of the limited period for preparation for elections in Fiji's elections run under the AV system so far, the Scoping Mission believes that this could be avoided by having a one day election with an extended polling period for the outlying areas.
- 4 In 2006 there were only 17 days, after the lodging of preferences by candidates and parties, for the Elections Office to organize the preferences, and print the ballot papers and posters to be used in the elections before the start of the polling period. The polling period could start anytime before the designated day of polling (which could also be a public holiday, especially if designated polling stations are used) for the outer islands and the interior and the materials for these should be printed first. The Election Office can then continue with the process of printing the material needed for the rest of the country before the main polling day. This avoids the rush and the expenses involved as experienced in the 2006 elections. In addition, with most of the voting occurring in one day, the count can start immediately the same evening avoiding storage of ballot boxes thus ensuring better security of the vote.
- 5 **Designated Polling stations**  
The Electoral Act 1998 section 71 (1) states "On polling day in an election a person who is registered as a voter in a constituency is ... entitled to vote at any polling station which is receiving votes for that constituency."
- 6 After the 2006 Election, the European Union Observation Mission noted: Polling Station Reforms – Voters should be able to vote only in an allocated polling station which should be located only in public buildings. This would reduce the number of ballot papers needed, reduce the number of ballot boxes and increase the accountability of the process. The OSE could display all relevant data in each polling station at the end of each polling day. This form could also be distributed to party agents and observers.
- 7 The Scoping Mission believes that the Electoral Commission should consider whether the entitlement to vote at any polling station could be restricted to those people who advise the Elections Office beforehand that they would want to vote at a polling station different from that assigned by the Elections Office. This would then be put into law and administration by a relevant Electoral Commission Regulation.

## **8 Reduce number and type of ballot Boxes used**

The Electoral Act 1998 section 67 (2) states “Where a polling station will be receiving votes in more than one type of constituency, there must be separate ballot boxes in the polling station for each type of constituency.” The Scoping Mission believes there is room for the Electoral Commission to consider that “type” refers to “communal” and “open” constituencies. If the Commission accepts this view, it would be possible to have only two ballot boxes per polling station (1 for all the 4 communal ballots that might be voted in any single polling station, and 1 for the relevant open constituency). Since the ballot papers are colour coded according to the communal roll, it would be easy to separate at the counting centre upon verification. The Rotuman and General ballot papers may need to be reconciled, sealed in another ballot box and transported onwards to their respective counting centers. This would drastically reduce the number of ballot boxes used, transported, guarded and eventually stored. With the use of plastic ballot boxes proposed to be procured and used during the coming elections, security would improve dramatically and storage will be easier since these are stackable.

## **9 Counting Centres close to the Places of Polling**

The Scoping Mission also notes that if there were more than 4 counting centers around the country, this would avoid excessive transport of ballot boxes and allow better management of counting centers. We have noted the reported experience of past election where thousands of people converge on the same counting centers, thus increasing security risks. The broad principle would be that counts would be conducted as close to the point of voting as was possible given the need to assemble all relevant ballots for that count, and the usual logistical and security considerations, an appropriate venue, etc. On this basis, there could be counting centers at the following locations: Labasa, Nabouwalu and Savusavu in Vanua Levu; Suva (x2), Lautoka, Sigatoka, Nausori, Ba, and Rakiraki in Viti Levu. Details of these would be worked out by the Elections Office together with the Divisional Commissioners.

## **10 Consolidating the Roll into alphabetical order for all voters at the designated polling station**

The suggestion has been made by others, but we observe that simpler processes at the actual polling station could be adopted that would substantially reduce the numbers of people needed to staff a polling line. We were told that more than a dozen typically are needed for each station, including two to check the rolls. Our view is that bottlenecks need streamlining so that the flows increase in speed without compromising integrity, and this is one example.

## **11 Maximising efficiency of flow at each polling station**

If careful checking of the flow of voters was done to deal with bottlenecks, it should be possible to staff each polling line with great efficiency. A typical voting staff line might be 6: one person each for

- Queue Controller (outside the ballot station: checks finger, whether people are in right place),
- Registry Recording Officer (finds people, strikes their name),
- Inking Officer (dip & dry),
- Ballot Issuer (two ballots per),
- Ballot Box monitor (keeps an eye on ballot boxes, checks behind screens in between use),

- Presiding Officer/Chairperson (keeps log, deals with complaints, assists those who need it, covers any of the other 5 functions during breaks).

**12 Maintaining security**

The guarantee of the integrity of elections is ordinarily secured by public visibility, party agents witnessing all aspects of the processes, the integrity of the Electoral Staff, and the systems used to ensure integrity (box seals, reconciliation of ballots, etc). The 2006 elections saw a considerable investment in police capacity, including vehicles, that should see them well-placed to assist in the period ahead with no similar need for substantial capital investment.

**13 Using cardboard voting booths**

A key bottleneck is often the availability of voting booths, as people might take some time to work out their vote in this system and it avoiding bottlenecks requires that several can be voting at the same time. In areas where wooden voting booths are used, they are heavy and very difficult to transport and there are generally not enough of them. Hence consideration should be given to using the cardboard 'fold-out' voting booths (either free standing or sitting on desks, depending on the location). These are simple to transport and set up and are commonly stored for a while in tight and wrapped stacks. They deteriorate quickly, but are cheap and made from recyclable materials.

**14 Requiring a reasonable standard of probity (as the Act requires) for postal votes to be allocated.**

We were advised that some 20,000 voters used postal ballots in the 2006 election. A considerable number of these are people who will be designated as electoral workers and hence out of their constituencies on polling day. Simpler methods might be looked at to collect the votes for election workers (e.g. by allowing them to vote in the pre-polling period at designated polling centres). As regards other postal votes, Section 90(2) of the Act contemplates very restricted grounds on which this might be done. It is also likely that an update to the rolls may remove some of the demand.

## Appendix 5: The Electoral Commission Budget

The Electoral Commission is composed of a Chairperson and four members. The current Chairperson is Mr. M.K. Sahu Khan, and the four members are Fr David Arms, Ms Talei Burness, Dr. Fereti Dewa, and Ms Kelera Tukituku. The Electoral Commission would require about F\$ 56,608 for operations during the remainder of 2007 and F\$ 113,666 annually for 2008 and 2009. This budget will be reduced if government provides office space, furnishings and equipment to the Commission.

### Budget for the Electoral Commission

#### Human Resources

	2007	2008	2009
<b>Commissioners</b>			
Chair of Commission	4,350	8,700	8,700
Member 1	at F\$163.20 per sitting	3,000	6,000
Member 2	at F\$163.20 per sitting	3,000	6,000
Member 3	at F\$163.20 per sitting	3,000	6,000
Member 4	at F\$163.20 per sitting	3,000	6,000
FNPF (@ 8%)	1,308	2,616	2,616
<b>Support Staff</b>			
Secretary to the Commission	5,000	15,000	15,000
FNPF (@ 8%)	400	1,200	1,200

#### Operating Expenses

Office Rent	At F\$ 2000 / month for 12 months - unless government provides office space	12000	24,000	24,000
Furniture and Equipment	Provision will not be required if government provides office with furniture and equipment	7000	3,500	3,500
Stationery		2,500	5000	5000
Communications		2,000	5000	5000
Travel & Subsistence		5,000	15,000	15,000
Commission Meetings		2,000	4,000	4,000
VAT Estimate (@ 12.5%)		3,938	7,188	7,188
		<b>58,496</b>	<b>116,204</b>	<b>116,204</b>

## **Appendix 6: Elections Office Core Budget**

Presently the Elections Office has a Permanent Staff component of six:

- Supervisor of Elections (F\$ 80,000)
- Deputy Supervisor of Elections (F\$ 50,000)
- Executive Officer (F\$ 18,000)
- Secretary (F\$ 18,000)
- Driver (F\$ 8,600)
- Messenger (F\$ 8,200)

This was boosted by a complement of another 13 staff at the time the scoping mission started its work. However the contracts of these staff expired on 31 July 2007, and only six of these remained.

The 13 staff were:

- 1 Principal Electoral Officer
- 1 Administrative Officer
- 4 Executive Officers
- 4 Clerical Officers
- 1 Cleaner
- 2 Security Officers

It was also noted that the Supervisor of Elections post is vacant and the Deputy Supervisor of Elections was on forced leave.

The Scoping Mission recommends that the Core Staff for the Elections Office is expanded to include the following positions (in brackets the annual salary for each position):

### **Administration**

- Supervisor of Elections (F\$ 80,000)
- Deputy Supervisor of Elections (F\$ 50,000)
- Secretary to the Supervisor of Elections (F\$ 18,000)
- Secretary to the Deputy Supervisor of Elections (F\$ 18,000)

### **Accounts**

- Accounts Officer (F\$ 19,000)
- Clerical Officer (Accounts) (F\$ 8,000)

### **Public Affairs and Voter Education / Training**

- Principal Electoral Officer (Public Affairs and Voter Education /Training) (F\$ 35,000)
- Clerical Officer (Public Affairs and Voter Education) (F\$ 8,000)
- Clerical Officer (Training) (F\$ 8,000)

### **Voter Registration/Information Technology / Election Management**

Principal Electoral Officer (MIS / Election Management) (F\$ 35,000)

Clerical Officer (MIS) (F\$ 8,000)

Clerical Officer (Election Management) (F\$ 8,000)

### **Other Positions**

Driver (F\$ 8,600)

Night Security/Watchman (F\$ 8,600)

Messenger/Cleaner (F\$ 8,200)

With the new structure, the Elections Office will be able to review the past elections for lessons learned in the administration and conduct of these elections thus helping to plan better any future elections, making them less expensive and more secure. The Elections Office also needs to 'mothball' the data arising from the elections, account for all ballot papers printed, consolidate marked rolls, undertake the voter non-compliance process (if pursued), keep an updated register of voters, run any municipal and by-elections for both national and municipal elections, continue voter education (particularly in those areas and groups with high invalid votes), improve training techniques and manuals, participate in regional or international workshops on electoral administration, take a more pro-active role in PIANZEA (Pacific Islands, Australia, New Zealand Electoral Administrators Network), continue updating its website, streamline processes and procedures, review polling stations used, and strike better contracts with service providers and vendors.

The establishment of a stronger permanent Elections Office was recommended by all Electoral Observers in the 2006 Elections:

*European Union:* Strengthen Electoral Management Bodies: The Electoral Commission and the OSE could enhance their effectiveness and independence by acquiring adequate staff and sufficient budgets. The establishment of an electoral management body on a permanent basis would help develop institutional knowledge and improve its planning, training and preparation capacity.

*Pacific Islands Forum:* Recommendation 1: That the Government of Fiji ensures adequate permanent resourcing of the Office of the Supervisor of Elections, including in the period between elections, to allow it to carry out important ongoing tasks including voter registration and education, as well as ensuring maximum readiness for each election.

*Commonwealth:* Election Management - the independence of the Electoral Commission and the Office of the Supervisor of Elections should be strengthened by making the Commission Permanent and the position of the Supervisor of Elections permanent and full-time. The resources available to both need to be substantially increased so that they have the necessary capacity. In the case of the Office of the Supervisor the core and regional elections staff should be greatly

enhanced, so that there can be a properly functioning Office for the whole time between elections, with its own senior staff in the Divisions.

*David Arms:* Recommendation 2: A permanent staff of reasonable size is needed in the elections office. This office should be truly independent and have a suitable budget for its activities.

The total core budget would be under F\$ 600,000 per year. Considering the above tasks that need to be completed in the years between general elections, it is highly recommended that a budget to support such a structure be made available to the Elections Office. There is a substantial hidden cost related to the office rent which presently is at about F\$21,000 per month, as well as warehouse space for ballot boxes, currently being provided by the Lands Department.

## Elections Office Core Budget

### Human Resources

#### **Administration**

Supervisor of Elections	US01	80,000
Deputy Supervisor of Elections	US04	50,000
Secretary to the Supervisor of Elections	SS04	18,000
Secretary to the Deputy Supervisor of Elections	SS04	18,000
FNPF (@ 8%)		13,280

#### **Accounts**

Accounts Officer	AC04	19,000
Clerical Officer (Accounts)	SS05	8,000
FNPF (@ 8%)		2,160

#### **Public Affairs and Voter Education / Training**

Principal Electoral Officer (Public Affairs and Voter Education)	SS01	35,000
Clerical Officer (Public Affairs and Voter Education)	SS05	8,000
Clerical Officer (Training)	SS05	8,000
FNPF (@ 8%)		3,440

#### **Voter Registration/Information Technology / Election Management Unit**

Principal Electoral Officer (MIS/Election Management Unit)	SS01	40,000
Clerical Officer (MIS)	SS05	8,000
Clerical Officer (Election Management)	SS05	8,000
FNPF (@ 8%)		4,480

Driver	GWE	8,600
Night Security/Watchman	GWE	8,600
Messenger/Cleaner	GWE	8,200
FNPF (@ 8%)		2,032

### Operations Expenses

Rent	Rent is paid by the Lands Department	0
Travel and Communication		30,000
Maintenance and Operation		120,000
Purchase of Goods and Services		20,000
Research and Development		40,000
Electricity and Water		3,000
VAT Estimate (@ 12.5%)		26,625

#### **Total**

**590,417**

## Appendix 7: The Constituency Boundary Commission Budget

The scoping mission was informed that the CBC had not been constituted yet and no budget had yet been estimated and proposed to the Ministry of Finance.

As the Independent Assessment Team concluded during their mission of 14-25 May 2007, there is no doubt that a redistribution of constituency boundaries is needed before the next elections, since the current boundaries were determined in 1998. As indicated, a new census exercise will take place in September 2007. This will provide data of those persons aged 21 and over (the voting age in Fiji) in the corresponding Enumeration Areas. There will be new Enumeration Areas proposed for Suva, Nadi and Lautoka bringing the total Enumeration Areas to 1588 from 1346 previously, an addition of 242 Enumeration Areas.

In consultations with the members of the former CBC (i.e. Mr. Barrie Sweetman, Dr Kesaia Seniloli and Prof. Vijay Naidu) the following issues were highlighted:

1. It would better fit the working reality if Commissioners were provided with an appropriate *salary* rather than *sitting allowances* as a good deal of the work of the CBC is not done during formal meetings as such, but in an ongoing process of demarcating the boundaries.
2. The CBC should have an adequate dedicated office, furniture and equipment to undertake their work (in previous exercises there was concern with the privacy and confidentiality of the exercise).
3. A secretary / high-level admin officer needs to be assigned to the CBC prior to the appointment of the Commissioners to the final publication and display of the revised constituency boundaries and the completion of the CBC technical and financial reports.
4. A GIS expert/team has historically been provided by the Fiji Land Information Systems to the CBC. This system works well and it is important that the work be carefully built into the Land Information Systems department workplans (as appears to be the case at present), or if the expertise is seconded to the CBC.
5. With the present GIS information and expertise, the drawing of new constituency boundaries should be much faster than previous exercises.
6. As noted in the IAT report, there needs to be a very early call for submissions for changes to constituency boundaries (October, 2007).
7. Those interested in making submissions would be greatly aided if maps could be provided, potentially on line rather than expensively published, showing the current constituency boundaries and the new populations / EAs emerging from the upcoming census exercise.
8. Following the submissions, the CBC would ordinarily organize meetings with particular individuals or groups with strong submissions.

Taking note of the above issues, the scoping team has formulated a budget for the CBC for a total of **F\$ 313,799** with **F\$ 104,391** to be allocated for 2007 and the remainder **F\$ 209,407** in 2008. A breakdown of this budget follows:

## Budget for the Constituency Boundaries Commission

### Human Resources

		<b>Full exercise</b>	<b>2007</b>	<b>2008</b>
<b>Commissioners</b>				
	One chairperson's and 2			
Commissioners	members' salaries	50,000	16,667	33,333
FNPF (@ 8%)		4,000	1,333	2,667
<b>Support Staff</b>				
Principal Electoral Officer*		35,000	11,667	23,333
GIS Officer (from FLIS)*	On part-time basis	10,000	5,000	5,000
Typist*		7,700	2,567	5,133
Lands Department Overtime		8,000	2,667	5,333
FNPF (@ 8%)		4,856	1,619	3,237

### Operating Expenses

	At F\$2000 / month for 12			
	months - unless govt			
Office Rent	provides office space	24,000	8,000	16,000
	Depending on whether			
	govt provides office with			
Furniture and Equipment	furniture and equipment	15,000	12,000	3,000
Stationery		5,000	1,667	3,333
Travel & Subsistence		20,000	6,667	13,333
Printing		50,000	10,000	40,000
Public Hearings		20,000	5,000	15,000
Commission Meetings		900	300	600
Advertising		15,000	5,000	10,000
Distribution		10,200	3,400	6,800
Communication		4,000	1,000	3,000
Lands Dept Incidental Expenses		7,560	2,520	5,040
Electricity and Water		1,000	333	667
VAT Estimate (@ 12.5%)		21,583	6,986	14,597
<b>Total</b>		<b>F\$ 313,799</b>	<b>F\$ 104,391</b>	<b>F\$ 209,407</b>

\* The exact nature of office support will depend in part on how much support is provided from within other budgets (e.g. the Land Information Office), and how much needs to be dedicated entirely to the CBC. Historically, the CBC has functioned with one key Administrator and using shared other facilities. For the reasons given, we have budgeted for stand-alone staffing and offices.

## Appendix 8: The National Results and Media Centre

A National Results and Media Centre was established in the 2001 Elections and again in the 2006 Elections. The objective of the National Results and Media Centre is to improve the integrity and transparency of information provided to the public, including via the media, about the progress and results of the Elections. It contributes to the production of relevant, accurate and credible reporting for the public nationally and internationally about the elections; it could improve media relations, reporting and communication skills for electoral personnel; improve the understanding of local and international media about the election environment of Fiji; update the results on the Elections website; organize the accreditation of international and local journalists for reporting elections in Fiji; and improve the availability of materials and documentation to the media about elections in Fiji.

The National Results and Media Centre would have a budget of under F\$ 70,000. During the 2006 Elections, the hall of the Police Academy was used for this purpose, and this was provided free of charge.

### Budget for the National Results and Media Centre

<u>Human Resources</u>	Duration	Salary Scale	Annual Salary	Amount for duration
Centre Coordinator (Senior Electoral Officer)	4 weeks	SS02	30,000	2,500
Clerical Officer	4 weeks	SS05	10,000	800
IT Officer	4 weeks	IT03	50,000	4,000
Data Input Operator 1	2 weeks	SS05	8,000	310
Data Input Operator 2	2 weeks	SS05	8,000	310
Data Input Operator 3	2 weeks	SS05	8,000	310
FNPF (@ 8%)				658
 <u>Operation Expenses</u>				
Venue Rental				10,000
Computers (use Elections Office Computers)				0
Cabling and Internet				5,000
White Screens (x2)				1,000
Banners and backdrops				3,000
Sound System				5,000
Date Projectors (x2)				7,000
Chairs and Tables (Rental)				5,000
Media Kits - preparation and printing				15,000
Media Accreditation				5,000
Communications				4,000
Website update				4,000
Meal Allowances				1,000
Electricity and Water				300
VAT Estimate (@ 12.5%)				8,163
				<b>82,351</b>

## Appendix 9: Electoral Observation Liaison Support Unit

The Elections Office needs to be able to support any international and domestic observation missions that may be observing the next elections in Fiji.

This would include the development and printing of observers' kits, the accreditation of observers, an observers' briefing and the organization of timely responses to observers' queries. The Unit would preferably be housed within the elections office or the National Results and Media Centre.

The proposed budget is for a total of **F\$ 44,440**. A breakdown of this budget follows:

### Budget for Electoral Observation Liaison Support Unit

<u>Human Resources</u>	<u>Duration</u>		<u>Annual Salary</u>	<u>Amount for duration</u>
Electoral Observers' Liaison Officer (Senior Administration Officer)	6 weeks	SS02	30,000	3500
Secretary	6 weeks	SS04	15,000	2000
FNPF (@ 8%)				440
 <u>Operation Expenses</u>				
Development and Printing of Observers' Kit				15,000
Other Printing				5,000
Communications				3,000
Accreditation				5,000
Travel				5,000
Observers' briefing				2,000
VAT Estimate (@ 12.5%)				4,375
<b>Total</b>				<b><u>F\$ 45,315</u></b>

## Appendix 10: Details of Budgets

<b>Total Budget for the Elections</b>				
	<b>Project</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
CBC	313,799	104,391	209,407	
Electoral Commission		58,496	116,204	116,204
Core Budget		196,806	590,417	590,417
National Results Media Centre	82,351			82,351
Electoral Observation Liaison Support Unit	45,315			45,315
Voter Registration	2,100,000	150,000	1,800,000	150,000
Voter Education	2,000,000		800,000	1,200,000
Electoral Staff Training	300,000		50,000	250,000
Election	14,715,527		3,348,210	11,367,317
	19,556,991	<b>509,692</b>	<b>6,914,238</b>	<b>13,801,604</b>
				<b>TOTAL</b>
				<b>21,225,534</b>

**Budget for Electoral Observation Liaison Support Unit**

<b><u>Human Resources</u></b>	<b>Duration</b>		<b>Annual Salary</b>	<b>Amount for duration</b>
Electoral Observers' Liaison Officer (Senior Administration Officer)	6 weeks	SS02	30,000	3500
Secretary	6 weeks	SS04	15,000	2000
FNPF (@ 8%)				440
<b><u>Operation Expenses</u></b>				
Development and Printing of Observers' Kit				15,000
Other Printing				5,000
Communications				3,000
Accreditation				5,000
Travel				5,000
Observers' briefing				2,000
VAT Estimate (@ 12.5%)				4,375
				<hr/>
				<b>45,315</b>

**Budget for the National Results and Media Centre**

<b><u>Human Resources</u></b>	<b>Duration</b>	<b>Salary Scale</b>	<b>Annual Salary</b>	<b>Amount for duration</b>
Centre Coordinator (Senior Electoral Officer)	4 weeks	SS02	30,000	2,500
Clerical Officer	4 weeks	SS05	10,000	800
IT Officer	4 weeks	IT03	50,000	4,000
Data Input Operator 1	2 weeks	SS05	8,000	310
Data Input Operator 2	2 weeks	SS05	8,000	310
Data Input Operator 3	2 weeks	SS05	8,000	310
FNPF (@ 8%)				658
<b><u>Operation Expenses</u></b>				
Venue Rental				10,000
Computers (use Elections Office Computers)				0
Cabling and Internet				5,000
White Screens (x2)				1,000
Banners and backdrops				3,000
Sound System				5,000
Date Projectors (x2)				7,000
Chairs and Tables (Rental)				5,000
Media Kits - preparation and printing				15,000
Media Accreditation				5,000
Communications				4,000
Website update				4,000
Meal Allowances				1,000
Electricity and Water				300
VAT Estimate (@ 12.5%)				8,163
				<b>82,315</b>

**Budget for Elections 2008/2009**

**HEADQUARTERS**

**Human Resources**

(Wages calculated for 12 month period - 8 months in 2008 and 4 months in 2009)

<b>Administration (Additional Staff)</b>	<b>Scale</b>	<b>Annual</b>	<b><u>2007</u></b>	<b><u>2008</u></b>	<b><u>2009</u></b>
Senior Electoral Officer (Complaints)	SS02	\$25,000		\$16,667	\$8,333
Clerical Officer (Complaints)	SS05	\$8,000		\$5,333	\$2,667
Clerical Officer	SS05	\$8,000		\$5,333	\$2,667
<b>Accounts (Additional Staff)</b>					
Accounts Officer	AC04	\$19,000		\$12,667	\$6,333
Clerical Officer (Accounts)	SS05	\$8,000		\$5,333	\$2,667
Clerical Officer (Accounts)	SS05	\$8,000		\$5,333	\$2,667
Clerical Officer (Accounts)	SS05	\$8,000		\$5,333	\$2,667
Clerical Officer (Accounts)	SS05	\$8,000		\$5,333	\$2,667
<b>Public Affairs and Voter Education (Additional Staff)</b>					
Senior Electoral Officer (Public Affairs)	SS02	\$25,000		\$16,667	\$8,333
Clerical Officer (Public Affairs)	SS05	\$8,000		\$5,333	\$2,667
Clerical Officer (Public Affairs)	SS05	\$8,000		\$5,333	\$2,667
Senior Electoral Officer (Voter Education)	SS02	\$25,000		\$16,667	\$8,333
Clerical Officer (Voter Education)	SS05	\$8,000		\$5,333	\$2,667
Clerical Officer (Voter Education)	SS05	\$8,000		\$5,333	\$2,667
Graphic Artist		\$25,000		\$16,667	\$8,333
<b>Training (Additional Staff)</b>					
Senior Electoral Officer (Training)	SS02	\$25,000		\$16,667	\$8,333
Clerical Officer	SS05	\$8,000		\$5,333	\$2,667
Clerical Officer	SS05	\$8,000		\$5,333	\$2,667
<b>Voter Registration/Information Technology (Additional Staff)</b>					
Senior Electoral Officer (MIS)	SS02	\$25,000		\$16,667	\$8,333
Clerical Officer	SS05	\$8,000		\$5,333	\$2,667
Clerical Officer	SS05	\$8,000		\$5,333	\$2,667
Clerical Officer	SS05	\$8,000		\$5,333	\$2,667
Clerical Officer	SS05	\$8,000		\$5,333	\$2,667
Clerical Officer	SS05	\$8,000		\$5,333	\$2,667
Clerical Officer	SS05	\$8,000		\$5,333	\$2,667
Clerical Officer	SS05	\$8,000		\$5,333	\$2,667
Clerical Officer	SS05	\$8,000		\$5,333	\$2,667
Clerical Officer	SS05	\$8,000		\$5,333	\$2,667
Clerical Officer	SS05	\$8,000		\$5,333	\$2,667
Clerical Officer	SS05	\$8,000		\$5,333	\$2,667

**Election Management Unit (Additional Staff)**

Senior Electoral Officer (Election Management)	SS02	\$25,000	\$16,667	\$8,333
Divisional Liaison Officer	SS02	\$25,000	\$16,667	\$8,333

**Unestablished Staff (Additional Staff)**

Driver 1	GWE	\$8,600	\$5,733	\$2,867
Driver 2	GWE	\$8,600	\$5,733	\$2,867
Driver 3	GWE	\$8,600	\$5,733	\$2,867
Driver 4	GWE	\$8,600	\$5,733	\$2,867
Security 1	GWE	\$8,600	\$5,733	\$2,867
Security 2	GWE	\$8,600	\$5,733	\$2,867
Messenger 1	GWE	\$8,200	\$5,467	\$2,733
Messenger 2	GWE	\$8,200	\$5,467	\$2,733
Cleaner 1	GWE	\$8,200	\$5,467	\$2,733
Cleaner 2	GWE	\$8,200	\$5,467	\$2,733
Project Staff Salaries (Other)		\$500,000	\$333,333	\$166,667
Overtime		\$30,000	\$20,000	\$10,000
FNPF (@ 8%)		\$80,752	\$53,835	\$26,917

**Operations Costs**

Ballot Boxes		\$500,000	\$500,000	
Cardboard Booths		\$50,000	\$50,000	
Indelible Ink		\$20,000	\$20,000	
Printing		\$3,200,000		\$3,200,000
Transport Hire		\$650,000		\$650,000
ID Cards for Polling Officials		\$20,000		\$20,000
Fuel		\$300,000		\$300,000
Lighting		\$10,000		\$10,000
Call Centre		\$30,000	\$5,000	\$25,000
Allowances and Expenses		\$150,000	\$20,000	\$130,000
Water and Electricity		\$3,000	\$2,000	\$1,000
Communications		\$60,000	\$40,000	\$20,000
Travel		\$100,000	\$66,667	\$33,333
Advertising		\$50,000	\$5,000	\$45,000
Distribution		\$30,000		\$30,000
Stationery		\$680,000	\$453,333	\$226,667
Police Allowances		\$300,000		\$300,000
Non-voter Compliance		\$400,000		\$400,000
Storage		\$50,000	\$25,000	\$25,000
Contingencies		\$100,000	\$66,667	\$33,333
VAT Estimate (@ 12.5%)		\$825,375	\$148,375	\$677,000

**Total HQ Allocation****\$8,618,527****\$2,128,810****\$6,489,717****Divisional Expenditure**

(Figures based on 3-day election period taken from allocated budgets as quoted in the Special Investigation report on Elections Office 2006)

**Eastern Division**

Commission Eastern Division	\$253,000
Rotuma	\$62,000
Kadavu	\$132,000
Lomaiviti	\$166,000
Lau	\$206,000
	<b>\$819,000</b>

\$163,800	\$655,200
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**Western Division**

Commission Western Division	\$609,000
Ra	\$231,000
Tavua	\$137,000
Ba	\$210,000
Lautoka/Yasawa	\$311,000
Nadi	\$162,000
Nadroga	\$231,000
Navosa	\$80,000
Nadarivatu	\$74,000
	<b>\$2,045,000</b>

\$409,000	\$1,636,000
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**Northern Division**

Commission Northern Division	\$472,000
Macuata	\$184,000
Taveuni	\$99,000
Saqani	\$89,000
Seaqaqa	\$119,000
Cakaudrove	\$133,000
Bua	\$194,000
Tukavesi	\$108,000
	<b>\$1,398,000</b>

\$279,600	\$1,118,400
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**Central Division**

Commission Central Division	\$898,000
Rewa	\$58,000
Namosi	\$53,000
Serua	\$54,000
Naitasiri	\$84,000
Tailevu	\$237,000
Korovou	\$119,000
Suva	\$332,000
	<b>\$1,835,000</b>

\$367,000	\$1,468,000
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**Total Divisional Allocation****\$6,097,000****\$1,219,400**   **\$4,877,600****Total Elections Cost****\$14,715,527****\$3,348,210**   **\$11,367,317**

## Elections Office Core Budget

### Human Resources

#### **Administration**

Supervisor of Elections	US01	80,000
Deputy Supervisor of Elections	US04	50,000
Secretary to the Supervisor of Elections	SS04	18,000
Secretary to the Deputy Supervisor of Elections	SS04	18,000
FNPF (@ 8%)		13,280

#### **Accounts**

Accounts Officer	AC04	19,000
Clerical Officer (Accounts)	SS05	8,000
FNPF (@ 8%)		2,160

#### **Public Affairs and Voter Education / Training**

Principal Electoral Officer (Public Affairs and Voter Education)	SS01	35,000
Clerical Officer (Public Affairs and Voter Education)	SS05	8,000
Clerical Officer (Training)	SS05	8,000
FNPF (@ 8%)		3,440

#### **Voter Registration/Information Technology / Election Management Unit**

Principal Electoral Officer (MIS/Election Management Unit)	SS01	40,000
Clerical Officer (MIS)	SS05	8,000
Clerical Officer (Election Management)	SS05	8,000
FNPF (@ 8%)		4,480

Driver	GWE	8,600
Night Security/Watchman	GWE	8,600
Messenger/Cleaner	GWE	8,200
FNPF (@ 8%)		2,032

### Operations Expenses

Rent	Rent is paid by the Lands Department	0
Travel and Communication		30,000
Maintenance and Operation		120,000
Purchase of Goods and Services		20,000
Research and Development		40,000
Electricity and Water		3,000
VAT Estimate (@ 12.5%)		26,625

**Total** **590,417**

(July 2007: Proposed budget from Elections Office for 2008 for full voter re-registration)

**VOTER REGISTRATION AND PRINTING & DISPLAY OF ROLLS**

No.	Item	CED	CCD	CWD	CND	ELECTIONS OFFICE-SUVA	TOTAL
1	Registration Allowance	167,176.00	1,086,540.00	1,244,216.00	400,304.00	-	2,898,236.00
2	Meal Allowance (Registration)	4,095.00	7,875.00	22,470.00	5,880.00	-	40,320.00
3	Meal (Training for Registration)	2,715.00	17,872.50	20,392.50	6,517.50	2,000.00	49,497.50
4	Refreshment (Registration)	-	-	-	-	-	-
5	Refreshment (Training Registration)	1,086.00	7,164.00	8,088.00	2,631.00	2,000.00	20,969.00
6	Pre Preparation (Meal)	2,925.00	5,925.00	2,850.00	4,725.00	5,000.00	21,425.00
7	Sevusevu	3,250.00	4,420.00	4,225.00	3,850.00	500.00	16,245.00
8	Subsistence	81,125.00	10,230.00	35,500.00	18,337.00	10,000.00	155,192.00
9	Country Allowance	190.00	400.00	3,280.00	4,340.00	1,000.00	9,210.00
10	Hotel Accommodation	4,600.00	-	1,520.00	2,600.00	10,000.00	18,720.00
11	Wages & Overtime (checking of forms)	9,600.00	37,500.00	37,241.36	27,500.00	50,000.00	161,841.36
12	Fuel & Oil	13,200.00	19,000.00	35,500.00	14,200.00	30,000.00	111,900.00
13	Hire of Vehicle/Truck	3,000.00	16,000.00	80,010.00	100,900.00	5,000.00	204,910.00
14	Air Fares	12,200.00	-	-	6,250.00	5,000.00	23,450.00
15	Hire of Boats	10,400.00	7,650.00	12,600.00	18,200.00	20,000.00	68,850.00
16	Hire of Vessel/helicopter/sea plane	385,000.00	-	6,380.00	44,000.00	200,000.00	635,380.00
17	Hire of Horse	-	1,200.00	8,660.00	1,200.00	-	11,060.00
18	Hire of Sound System	850.00	2,250.00	1,880.00	1,060.00	2,000.00	8,040.00
19	Hire of Hall	1,850.00	2,950.00	1,050.00	800.00	2,000.00	8,650.00
20	Hire of Photocopier	-	-	-	-	-	-
21	Telephone/Fax	2,530.00	2,530.00	2,310.00	2,970.00	33,000.00	43,340.00
22	Stationery	1,500.00	2,000.00	2,000.00	2,100.00	50,000.00	57,600.00
23	Power Supply	2,000.00	2,000.00	2,000.00	2,000.00	10,000.00	18,000.00
24	Courier Services	1,500.00	-	1,200.00	1,500.00	5,000.00	9,200.00
25	Repair Booth/Ballot Box	10,000.00	10,000.00	10,000.00	10,000.00	20,000.00	60,000.00
26	Broadcasting	-	-	-	-	50,000.00	50,000.00
27	Advertisement	-	-	-	-	100,000.00	100,000.00
28	Contingencies	3,000.00	4,000.00	4,000.00	4,000.00	50,000.00	65,000.00
29	Hire of Temporary Clerks	24,042.00	34,248.00	34,248.00	34,248.00	-	126,786.00
30	Commuted Allowances	9,720.00	69,000.00	75,270.00	24,360.00	-	178,350.00
31	Training Allowances	3,400.00	23,280.00	26,280.00	8,360.00	-	61,320.00
32	Review/Printing of Election Manuals & Forms	-	-	-	-	-	-

33	Enumeration Areas	-	-	-	-	20,000.00	20,000.00
34	Preparation Reg. Budget	-	-	-	-	-	-
35	Meetings	1,500.00	1,500.00	1,500.00	1,500.00	15,000.00	21,000.00
36	Printing Reg. Forms	-	-	-	-	200,000.00	200,000.00
37	Training of Registration Officer /Assistant	-	-	-	-	20,000.00	20,000.00
38	ID Cards	-	-	-	-	16,500.00	16,500.00
39	Distribution of Reg. Forms	-	-	-	-	20,000.00	20,000.00
40	Overseas Registration of Voters	-	-	-	-	125,000.00	125,000.00
41	Mop-Up Exercise	-	-	-	-	50,000.00	50,000.00
42	Printing of Register of Voters	-	-	-	-	375,000.00	375,000.00
43	Distribution of Rolls	95,000.00	75,000.00	65,000.00	70,000.00	50,000.00	355,000.00
44	Exhibition and Object. Rolls	2,000.00	2,000.00	2,000.00	2,000.00	5,000.00	13,000.00
45	Support Staff	-	-	-	-	76,870.00	76,870.00
46	Bags	-	-	-	-	20,000.00	20,000.00
47	Boards & Clips	-	-	-	-	10,000.00	10,000.00
48	Reserve Fund	-	-	-	-	200,000.00	200,000.00
49	Boundaries Comm.	-	-	-	-	-	-
50	Staff Training & Development	-	-	-	-	-	-
52	Water Supply & Sewerage	-	-	-	-	-	-
53	Vehicle Spare Parts & Maintenance	1,500.00	1,500.00	1,500.00	1,500.00	3,000.00	9,000.00
54	Training of stakeholders	-	-	-	-	-	-
55	Electoral Reform	-	-	-	-	-	-
56	Printing of Voter Education Materials	-	-	-	-	-	-
							-
							-
	<b>TOTAL</b>	<b>859,454.00</b>	<b>1,452,534.50</b>	<b>1,751,670.86</b>	<b>826,332.50</b>	<b>1,865,870.00</b>	<b>6,755,861.86</b>
	VAT	107,431.75	181,566.81	218,958.86	103,291.56	233,233.75	844,482.73
	<b>TOTAL</b>	<b>966,885.75</b>	<b>1,634,101.31</b>	<b>1,970,629.72</b>	<b>929,624.06</b>	<b>2,099,103.75</b>	<b>7,600,344.59</b>

staff	3,851,226.86	57%
transport	1,410,550.00	21%
printing	575,000.00	9%

## **APPENDIX 11: Outlines of Terms of Reference for key Technical Advisors in the ‘Election Support Team’**

### **General comments**

As the Scoping Mission progressed, it became clearer that the external assistance should be based on a ‘team approach’ that would see consistent engagement across the core planning and implementation periods. The lynchpin would be the Chief Technical Adviser, as set out below, the legal adviser to the Electoral Commission, and various forms of financial management assistance (depending on the levels of donor cash funding). Other advisers might be called upon for more specific tasks (e.g. training of election staff). The Terms of Reference outlined in this Appendix are not of course intended to be comprehensive. We reviewed recent comprehensive Terms of Reference from a number of donor agencies and concluded that details were best left to specialists. Our goal has instead been to outline the needs, the basic framework of a ‘team approach’, the basic concepts in the work of each of the key technical advisers, and a system for building the details as soon as possible. However, if the responses from the JWG suggest that more detail would be useful from the Scoping Mission (rather than from the donors in consultation with each other), the team would be happy to develop more comprehensive Terms of Reference for the range of positions.

### **(1) Chief Technical Advisor**

To the Fiji Electoral Commission / Elections Office

#### ***Responsibilities***

The Chief Technical Advisor (CTA) will be the lead advisor to the Fiji Supervisor of Elections and Electoral Commission and provide the focal point for the overall technical assistance to the Elections Office and Electoral Commission.

The CTA will advise the Electoral Commission and Supervisor of Elections on all relevant matters, including:

- preparation of Concept of Operations, detailed budget and Operational Plan, including timelines for voter registration and elections;
- detailing of logistical plans and training plans, and implementation of same;
- development of procedures and regulations;
- organizational design and development;
- quality assurance;
- capacity building of local staff;
- management of assisting team of technical advisers.

Other duties:

- prepare Terms of References for advisors and consultants as required;
- prepare, assist with (and potentially help deliver) capacity building activities for electoral staff;
- extend advisory capacity to participatory assistance if and when requested by the Supervisor of Elections and agreed to by the [donor coordination group];
- participate in initiatives for electoral reform for future elections;
- any other duties as requested by the [donor coordination group].

#### **Reporting requirements:**

The CTA will report on behalf of her or his work and that of the team of advisors to the [donor coordination group/individual donor agency] copied to the Supervisor of Elections and Electoral Commission, including with the following written reports:

- twice a month a short summary of activities and plans for following period;

- quarterly report outlining progress;
- and deliver an end of mission report to the [donor coordination group/agency] at end of contract.

Place of work: Elections Office, Suva, Fiji. May be required to travel within Fiji.

### **Qualifications**

- Advanced experience in the planning and conduct of elections, including at senior executive/management level (experience in different countries strongly preferred);
- Experience working as senior advisor, preferably related to elections;
- Computer skills as appropriate;
- Experience with voter or civil registration;
- Ability to undertake capacity building;
- Excellent spoken and written English.

## **(2) Electoral Commission Advisor**

### **Responsibilities**

To assist the Electoral Commission and Elections Office on policy and legal matters in preparation for the next General Election; including particularly relevant regulations.

Duties will include advising the Chair of the Electoral Commission and appropriate legal officers on a regular basis on issues related to:

- preparation of relevant electoral regulations, including for campaign funding, voter registration, polling and counting;
- development of rules of procedure for the Electoral Commission;
- procedures for addressing electoral complaints.

Other duties:

- draft regulations, i.e. assist as well as advise;
- capacity building activities for electoral staff and electoral commissioners;
- participate in preparatory initiatives for electoral reform for post 2009 elections;
- other related advisory duties relevant to the proper performance of the Fiji Electoral Commission.

### **Reporting requirements:**

Report through the Chief Technical Advisor, including with the following written reports:

- twice a month a short summary of activities and plans for following period;
- quarterly report outlining progress;

and an end of mission report to the [donor coordination group] at end of contract.

Place of work: Fiji Electoral Commission/Fiji Elections Office, Suva, Fiji. May be required to travel within Fiji.

### **Qualifications**

- Legal qualifications (Masters degree preferred);
- Appropriate drafting and/or legal advisory experience, direct relevance to elections strongly preferred;
- Computer skills as appropriate;
- Excellent spoken and written English

### **(3) Elections Financial Advisor**

To the Fiji Electoral Commission / Elections Office

#### ***Responsibilities***

advising the Supervisor of Elections and administrative staff in the Elections Office on a daily basis on relevant financial management, including:

- procurement best practices, including procedures;
- issues related to specific procurement, e.g. drafting of tender specifications and evaluation;
- issues related to advance planning and contracting for relevant electoral purposes;
- development of inventory;
- best practices for accounting and reporting;
- liaison with relevant other financial officers (e.g. in Ministry of Finance);
- development of administrative procedures.

Other duties:

- perform capacity building activities for the administrative, accounting and procurement staff of the Elections Office;
- assist with relevant financial procedures (including procurement, administrative standard operating procedures, and tender specifications);
- implement procurement where it has to be done according to external (e.g. donor) regulations;
- other related duties as requested by the [donor coordination group].

#### **Reporting requirements:**

Report through the Chief Technical Advisor, including with the following written reports:

- twice a month a short summary of activities and plans for following period;
- quarterly report outlining progress;

and deliver an end of mission report to the [donor coordination group] at end of contract.

Place of work: Elections Office, Suva, Fiji. May be required to travel within Fiji.

#### ***Qualifications***

- Advanced experience, education, skills and training in financial administration;
- Computer skills as appropriate;
- Electoral experience strongly desirable;
- Excellent spoken and written English.

### **(4) Donor Coordination Financial Officer**

#### ***Responsibilities***

- coordinating and administering donor funds and assistance made available for electoral activities in Fiji;
- applying appropriate financial reporting, accountability, procedures and standards [e.g. of the Forum Secretariat];
- working in close cooperation with all key stakeholders including:
  - Forum Secretariat
  - Donor Coordination Group
  - Chief Technical Adviser

- Electoral Commission, Supervisor of Elections and administrative staff in the Elections Office, and
- relevant Government Departments in Fiji (particularly the Ministry of Finance)

### **Reporting requirements:**

Report in person and in writing at periods as designated to the Chief Technical Adviser, including with interim and final accounting of all funds to agreed standards.

Deliver an end of mission report to the [donor coordination group] at end of contract.

Place of work: Elections Office, Suva, Fiji.

### **Qualifications**

- Advanced experience, skills and training in financial administration;
- Electoral experience strongly desirable;
- Computer skills as appropriate;
- Excellent spoken and written English.

**(5) More detailed development of Terms of Reference for Chief Technical Adviser, based on NZAID precedents:**

## **CHIEF TECHNICAL ADVISER FOR THE FIJI ELECTIONS OFFICE AND THE FIJI ELECTORAL COMMISSION TO CONDUCT THE FORTHCOMING GENERAL ELECTION**

### **Terms of Reference**

#### **Background**

To ensure the next Parliamentary Election in Fiji is well managed, an extensive programme of technical support will be provided to assist and enhance the capacity of the Elections Office to carry out their responsibilities.

#### **Purpose of the Position**

To provide technical input, assistance, guidance and “best practice” advice and support to the Elections Office and the Electoral Commission, ensuring that institutional strengthening and capacity building are among the key outcomes from the support provided.

#### **Location and duration**

The Project Adviser will need to be available to spend such time in Fiji as the Strengthening/Support Programme requirements demand. Although this will vary, it is expected the “in-country” time requirement may be up to 1 week each month, with a lesser or similar period in New Zealand each month.

The contract term will be from .... To...

#### **Key Tasks**

In general, the primary responsibility of the CTA is to provide timely and “best practice” advice on sound election management procedures to the Supervisor of Elections and his staff, and to a lesser extent to the Electoral Commission.

**The key tasks include:**

- lead and take overall responsibility for implementing and managing the List of Critical Issues/Tasks to be agreed with the Supervisor of Elections and Chairman of the Fiji Electoral Commission;
- work with the Supervisor of Elections and his staff on a day-to-day basis (in-country) and regular basis (out of country) providing relevant and timely advice on sound election management practices;
- facilitate the working relationship between the Coordination or Steering Committee and the Election Commission/Elections Office, and between other technical advisers and the Elections Office;
- provide strategic advice on issues within the Elections Office, including Strategic Planning, Monitoring and Evaluation activities, Risk Management Planning, Performance Management, etc.
- support the Elections Office in any agreed reform of its structure and activities. Build institutional capacity for enhanced sustainable operations of the Elections Office
- manage other technical advisers as contracted from time to time;
- prepare concise and timely reports, in accordance with the timeframe to be agreed with the Elections Office, on activities for the Coordination Steering Committee to consider, including estimated costs for their completion. Such reports should cover:
  - electoral roll management issues - including current status of the roll; issues and concerns, integrity issues, relationship matters between the Elections Office and the Fiji Information and Technology Centre, and future initiatives;
  - election preparedness/management issues - including budgeting, training, capacity building, planning, assistance with the development of suitable publicity programmes for the public, registration of political parties, candidate nomination procedures, ballot papers; logistics, postal ballots, voting and vote counting; results dissemination, etc
- attend all Coordination Steering Committee meetings.

**Expected Outcome**

A successful and credible election in (date).

**The specific objectives of the assistance are:**

- improved management of elections;
- a skilled and responsive workforce is in place in the Elections Office to manage any electoral event they are directed to undertake;
- improved management and administrative practices are in place; and
- public confidence in the integrity of the electoral system and electoral outcomes.

**Reporting and Accountability:**

The Project Adviser is contractually accountable to ... and is to report directly to ....

Strong reporting links are also to be established with the Supervisor of Elections, his staff, and the Chairman and Members of the Electoral Commission.

**Outputs**

- The Project Adviser will provide concise and timely reports to ... reporting briefly on the activities undertaken, noting any issues that require consideration and resolution;

- ❑ The Adviser will make appropriate inputs to the Elections Office’s reporting requirements;
- ❑ The Adviser will provide a comprehensive report on the assignment within 4 weeks of the termination of the contract on... :
  - a summary of all work undertaken, identifying the strengths and weaknesses of the Support Programme provided to the Elections Office and the Electoral Commission during the term of the Contract;
  - the identification of areas requiring ongoing technical assistance, including estimates of expenditure. This will include a summary of activities still requiring completion in readiness for the Municipal Elections to be conducted in the latter half of 2008 and for the next General Election to be conducted in mid 2011;
  - a list of recommendations covering proposed and necessary areas for institutional strengthening in the lead up to the next General Election to be conducted in mid 2011.

### **Relationships**

The position requires that the Project Adviser develop and maintain strong working and strategic relationships with:

- the Supervisor of Elections and all staff at the Elections Office;
- the Chairman and all members of the Electoral Commission;
- “stakeholders”
- Other donors involved in electoral support activities
- all Technical Advisers appointed from time to time; and
- the Coordinating Steering Committee

### **Critical Skills:**

The Project Adviser requires the following skills:

- extensive experience with managing the conduct of Parliamentary Elections;
- extensive experience in large scale project management;
- demonstrated analytical and reporting skills;
- demonstrated strong interpersonal, relationship management and negotiation skills;
- proven ability to manage physical and financial resources;
- proven management and supervisory experience; and
- senior level experience in management and policy advice in government.

### **Reporting Requirements**

- ❑ Quarterly Reports: ‘The Project Adviser will provide concise and timely reports to ... at the end of each quarter, reporting briefly on the activities undertaken during the 3 month period, especially noting any issues that require consideration and resolution;
- ❑ Final Report: The Adviser will provide a comprehensive report on the assignment within 4 weeks of the termination of the contract on ...:
  - a summary of all work undertaken, identifying the strengths and weaknesses of the Support Programme provided to the Elections Office and the Electoral Commission during the term of the Contract;
  - the identification of areas requiring ongoing technical assistance, including estimates of expenditure. This will include a summary of activities still requiring completion in readiness for the Municipal Elections to be conducted in the latter half of 2008 and for the next General Election...;
  - a list of recommendations covering proposed and necessary areas for institutional strengthening in the lead up to the next General Election to be conducted in mid 2011.

## APPENDIX 12: POSSIBLE MOU CONCERNING POOLED FUNDING

### MEMORANDUM OF UNDERSTANDING

#### BETWEEN

*[Insert the names of those contributing to the Basket Fund e.g. the European Commission, Governments, Aid Agencies etc.]<sup>1</sup>*

#### ON

*“Cooperation for Support to the 2007-9 Electoral Process in Fiji”*

This Memorandum of Understanding (“MOU”) is entered into between the governments of *[List partners contributing to the Basket Fund alphabetically]* (hereinafter referred to as the “Partners”) as represented by their official representatives in Suva. The partners contributing to the Basket Fund hereinafter jointly referred to as the “Partners”. Other partners may join the MOU by Addendum to it.

*[The following “Whereas Provisions” are descriptive provisions meant to provide a brief background of the relationship between the Partners, they should address the questions: What are the common areas of interest? What is the context? What are the basic processes necessary for donor funding? What is the authorising environment from the host government?]*

**Whereas** Fiji is due to hold its elections in *[Insert relevant details on planned elections]*;

**Whereas** the Interim Government of Fiji proposal has received and approved the proposal from the Independent Scoping Mission to coordinate donor funding for support to the intended elections through a ‘basket fund’ process;

**Whereas** the Partners to this MOU have decided to extend support to these elections on the basis of this approval and are providing the electoral assistance set out in this MoU;

**Whereas** it is recognised that elections are a fundamental building block in the democratic development of Fiji and represent a critical channel to enhance citizens’ participation to political life and achieve the interlinked objectives of poverty alleviation and human development, in line with the objectives of the Millennium Development Goals;

**Whereas** it is understood that electoral assistance should address all the steps of the electoral cycle and that inter-election periods are as crucial as the build up to the elections themselves, thus requiring regular inter-institutional contact and support activities before, during and after election periods for the sake of lessons learned and inter-institutional memory aiming at improving the Fijian electoral process;

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<sup>1</sup> If the Partners agree, the Fijian national government authority can sign the MoU as well to signify agreement to the processes, but not as a partner as such.

**Whereas** it is understood that Fijian authorities will allow domestic observation and invite international election observation missions that will carry out their activities according to the “Declaration of Principles for International Observation”;

**Emphasising** the importance of timely allocation and disbursement of funding both by the responsible Fijian bodies and the Development Partners for their respective contributions to allow implementation of election preparations and tasks in line with agreed timetables;

**Now, therefore,** the Partners agree to cooperate as follows:

### **Article I: Purpose**

1. The purpose of this MoU is to provide a framework of cooperation and facilitate collaboration between the Partners, on a non-exclusive basis, in areas of common interest.

*[The section 2. below should describe the purpose, objective and expected outcomes of the MoU. It should answer the questions: What are the overall purposes of the MoU and the objectives of the collaboration? The text below is an **example** of what this could look like. ]*

2. The overarching goals of the Partners’ support to the elections are to assist *[Insert name of programme country]* in:
  - a) achieving an electoral process that to the highest degree possible can be considered cost-efficient, free and fair, and leads to national and international recognition; and
  - b) enhancing citizens’ understanding of their rights and duties and capability to engage politically.
3. The Partners have decided to establish an arrangement (the “Basket Fund”) to support the overarching goals as described above and agreed on the mechanism to manage the Basket Fund whilst applying (PIF Secretariat – or other agreed) financial rules in co-ordinating and facilitate the delivery of electoral assistance to Fiji;

### **Article II: Areas of Cooperation**

*[This Article should list the specific activities outlined within the overall scope of the MoU that will serve to accomplish the objectives stated under Article I. The text below is an example of what this could look like.]*

1. More specifically, the Partners agree to cooperate in the following areas of activity:
  - a) Strengthening the capacity of the national Electoral Commission and Elections Office to manage elections in line with relevant election standards *[Insert as necessary]*;
  - b) Supporting the role of civil society in advocating for transparent, credible and fair electoral processes (e.g. through support to voter education campaigns, support for domestic observation efforts or their coordination etc.);
  - c) Achieving elections that can be considered free and fair, that are implemented in a cost-efficient manner and lead to national and international recognition of results.

### **Article III: Implementing Arrangements**

1. All activities under this MoU will be carried out on the basis of the rules applicable to (PIF Secretariat project) in accordance with the relevant regulations, rules and directives, as adapted and appended to this MOU.
2. A “Coordination Steering Committee” (CSC) will be established as the leading policy and decision-making organ for the project. The CSC will consist of

representatives of the Interim Government of Fiji as follows:

(e.g. Ministry of Finance, Electoral Commission, the Supervisor of Elections)

and

Partners contributing to the Basket Fund as agreed.

3. A lower-level Programme Management Unit (PMU) will be established to provide closer management of the Basket Fund. It will consist of 3 people approved by the Partners to this MoU. The Terms of Reference for the PMU are outlined in Annex 1. The PMU will manage the project on a day-to-day basis, acting as the Secretariat to the Coordination Steering Committee. The members of the PMU may also be invited to the Coordination Steering Committee referred to above. The Terms of Reference for the PMU shall be part of this MOU.

### **Article IV: Consultation, Decisions, Communication and Visibility**

1. The Partners shall on a regular basis keep each other informed of and consult on matters pertaining to the activities supported by the Basket Fund.
2. The Coordination Steering Committee will meet at such intervals as they agree to assess the progress of the activities supported by the Basket Fund.
3. Specific measures and initiatives to ensure adequate visibility of the role and efforts of each Partner may be further defined in separate co-financing agreements.
4. The goal is that decision-making will be by consensus amongst members of the CSC, but where such consensus is not achieved, decisions must be made by *consensus amongst the partners*.
5. Consultation and exchange of information and documents under this Article shall be without prejudice to arrangements, which may be required to safeguard the confidential and restricted character of certain information and documents. Such arrangements will survive the termination of this MOU and of any agreements signed by the Partners within the scope of this collaboration.

## **Article V: Reporting, Evaluation and Audit**

1. The administrative, monitoring and reporting requirements of the activities supported by the Basket Fund will be articulated in the project document and the related cost sharing.
2. These requirements will include submission of work plans, substantive/technical reports, financial monitoring and reporting; and monitoring and reporting of results against outcome indicators as may be articulated in the project document.
3. The contributions to the Basket Fund shall be subject to the internal and external auditing procedures provided for in the financial regulations, rules and directives of (the PIF Secretariat – or as appended to this agreement).

## **Article VI: Amendment of the MOU**

Consultations with a view to amending this MOU, including cases where additional Partners wish to join the Basket Fund, may be held at the request of at least two Partners. The proposed amendment will be discussed in the Coordination Steering Committee and a decision taken by consensus amongst the partners. Decisions on amendments will come into effect upon signing by all Partners. Amendments will be binding upon all Partners to this MOU. The amendments will form an integral part of the MOU as addenda to it.

## **Article VII: Termination**

1. This MOU expires after the elections and not later than *[Insert appropriate date]* but may be extended to support post-election activities or the next electoral cycle on the basis of an amendment by all Partners.
2. Any of the Partners may withdraw from this MoU upon giving thirty (30) days' written notice to all other partners. The MoU may also be terminated by consensus of the Partners. However, such withdrawal or termination shall not impact any obligation entered into by the Partners in the related cost sharing and funding agreements which will be governed by the terms of those agreements.

## **Article VIII: Entry into Force**

This MOU enters into force upon signature of all Partners.

## **Article 13: Addresses**

Any written communications between the Partners pursuant to this MOU may be sent to the addresses specified below:

**Signed in duplicate in the English at Suva,**

**this \_\_\_\_ day of \_\_\_\_\_, in the year \_\_\_\_\_.**

For the partners contributing to the Basket Fund *[List partners contributing to the Basket Fund alphabetically]*

<b>Signature:</b>	
<b>Designation:</b>	
<b>Date:</b>	

<b>Signature:</b>	
<b>Designation:</b>	
<b>Date:</b>	

<b>Signature:</b>	
<b>Designation:</b>	
<b>Date:</b>	

<b>Signature:</b>	
<b>Designation:</b>	
<b>Date:</b>	

## **ANNEX 1**

### **TERMS OF REFERENCE**

#### **Coordination Steering Committee**

A CSC will be constituted to provide overall governance and strategic guidance on the electoral support activities financed through this Basket Fund.

The CSC will consist of the Development Partners contributing to the Basket Fund and the national government authorities of [Insert name of entity] will be invited to attend Coordination Committee meetings as participants.

The Coordination Committee will meet [*Insert frequency as appropriate*], and more frequently at the request of any of its respective representatives.

The goal is that decision-making will be by consensus amongst members of the CSC, but where such consensus is not achieved, decisions must be made by *consensus amongst the partners*.

## **ANNEX 2**

### **TERMS OF REFERENCE**

#### **PROGRAMME MANAGEMENT UNIT (PMU)**

The Programme Management Unit (“PMU”) is responsible for the day-to-day management of the project, including close liaison with the CSC.

##### *Staffing*

***The PMU will consist of the following personnel:***

- ***A Chief Technical Advisor appointed by the Coordination Steering Committee;***
- ***Such other persons as approved by the CSC.***

The selection of experts and staff for the PMU will be undertaken by the CSC in accordance with (agreed donor) regulations and rules.

##### *Responsibilities*

***The responsibilities of the PMU will comprise the following:***

- Management, co-ordination and oversight of agreed election activities;
- Application of financing procedures in compliance with agreed, e.g. PIF Secretariat) regulations and rules and management of cost-sharing and trust fund agreements in relation to the Basket Fund;
- Procurement for Basket Fund activities and asset oversight in accordance with (agreed, e.g. PIF Secretariat) procurement guidelines;
- Acting as the Secretariat of the Project Board/Steering Committee.