

Second Session 12th Parliament

FINANCIAL SCRUTINY UNIT

Office of the Parliament of Trinidad and Tobago

Head 8: Elections and Boundaries Commission

Allocation: \$76,599,000.00

A summary of the Commission's Expenditure, Divisions and Projects.

Publication

An electronic copy of this Guide can be found on the Parliament website: www.ttparliament.org

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About this Guide

This guide provides a summary of expenditure for the Elections and Boundaries Commission (EBC) for the period 2016-2022. It provides Members of Parliament and stakeholders with an overview of the Commission's responsibilities. The primary purpose of this guide is to consolidate the information contained within the various Budget Documents pertaining to the Elections and Boundaries Commission (EBC) and provide readers with an analysis of same. This guide is based primarily on:

- the Draft Estimates of Recurrent Expenditure 2022.
- the Draft Estimates of Development Programme 2022; and
- the Auditor General's Report on the Public Accounts of the Republic of Trinidad and Tobago for the fiscal year 2020.

Head 08: Elections and Boundaries Commission

Role and Function

The EBC is responsible for "registration of voters and the conduct of elections in every constituency", and "Procedure for review of constituency boundaries." The process of registration is voluntary, personal and permanent and no one is under any legal obligation to register. The system is described as permanent, in that once a registration is completed it remains on the records of the Commission unless circumstances arise warranting its cancellation. The Elections and Boundaries Commission is the successor institution of two separate bodies:

- a Boundaries Commission; and
- an Elections Commission.

These were amalgamated in the Republican Constitution¹ enacted in 1976.

Part IV of Chapter 4 of this Constitution provides inter alia for the establishment of the Commission, its membership, specific responsibility for "registration of voters and the conduct of elections in every constituency", and "Procedure for review of constituency boundaries." Part V provides for the System of Balloting and also refers to the Second Schedule of the Constitution in which the Rules are set out for the delimitation of constituency boundaries.²

Four pieces of legislation provide the Elections and Boundaries Commission with its legal and constitutional authority to conduct elections. They are:

- the Representation of the People Act Chap. 2:01 of the laws of Trinidad and Tobago
- the Elections and Boundaries Commission (Local Government) Act, Chap. 25:50
- the Municipal Corporations Act, 1990
- the Elections and Boundaries Commission (Local Government and Tobago House of Assembly Act No. 40 of 1996

¹ Constitution of the Republic of Trinidad and Tobago http://rgd.legalaffairs.gov.tt/laws2/alphabetical_list/lawspdfs/1.01.pdf

² Elections and Boundaries Commission website, accessed on August 25, 2021, <https://www.ebctt.com/about-us/role-and-function/>

Mission³

To register individuals, conduct elections and review constituency boundaries with integrity, courtesy and transparency in accordance with the law.

Vision

To be a world class Electoral Management Body.

Structure of the Commission⁴

According to the Constitution, the Commission in the exercise of its functions as an independent body shall not be subject to the direction or control of any other person or authority. Likewise, it also has within its remit constitutional responsibility for reviewing the number and boundaries of the electoral districts into which Trinidad and Tobago is divided for the purpose of elections and for the submission of these reports to the relevant authorities.

The members of the Commission comprise a Chairman and not less than two or more than four Commissioners who are appointed by the President of the Republic after consultation with the Prime Minister and the Leader of the Opposition. These appointments are for five years in the first instance but under the Constitution, the appointees are eligible for reappointment. The current membership of the Elections and Boundaries Commission comprises:

Chairman

- Mr. Mark Ramkerrysingh

Commissioners

- Mrs. Danielle F. Chow
- Mrs. Roslyn Khan Cummings
- Ms. Gillian Macintyre
- Dr. Wendell C. Wallace

³ Elections and Boundaries Commission website, accessed on August 25, 2021, <https://www.ebctt.com/about-us/mission-and-vision/>

⁴ Elections and Boundaries Commission website, accessed on August 25, 2021, <https://www.ebctt.com/about-us/structure-of-the-commission/>

Officers of the Commission

Responsible for setting its own agenda, the Commission gives policy directions to the staff headed by a Chief Election Officer. Some members of staff are appointed by the Public Service Commission (PSC), but the Commission is authorized to recruit on a short-term basis, other persons to perform functions that are largely related to registration of electors, administrative preparations for the conduct of elections and field operations throughout Trinidad and Tobago. Some members of staff are employed on contract. Officers of the Commission include:

Chief Election Officer - Mrs. Fern Narcis-Scope

Deputy Chief Election Officer - Ms. Lena Sahadeo

Assistant Chief Election Officer - Ms. Pamela Ogiste (Ag.)

The structure of the Elections and Boundaries Commission is based principally on a Central Electoral Office located at headquarters in Port of Spain, Fourteen (14) Registration Area Offices and four (4) sub-Offices. These offices are conveniently located throughout the country where persons can register to obtain their National Identification Cards and have their names included on the list of eligible electors subject to certain qualifying criteria.

Auditor General Report Findings for the Fiscal year 2020

Ref: Auditor General's Report⁵

STATEMENT OF EXPENDITURE FOR THE FINANCIAL YEAR 2020

Head Of Expenditure	Original Estimates Financial Year 2020	Supplementary Estimates and Transfers	Total Approved Estimates Financial Year 2020	Actual Expenditure Financial Year 2020	Variance	
					Less Than Estimates	More Than Estimates
	\$ ¢	\$ ¢	\$ ¢	\$ ¢	\$ ¢	\$ ¢
08 - Elections and Boundaries Commission	109,656,600.00	43,000,000.00	152,656,600.00	148,783,187.33	3,873,412.67	0.00

GOVERNMENT OF THE REPUBLIC OF TRINIDAD AND TOBAGO COVID-19 RELATED EXPENDITURE AS AT 30TH SEPTEMBER, 2020

Appendix I

COVID-19 EXPENDITURE 2020

Ministry	Ministry (\$)	Audited (\$)	Remarks
08. Elections and Boundaries Commission	1,135,713.44	1,252,091.02	

Audit of Revenue

⁵ Report of the Auditor General on the Public Accounts of the Republic of Trinidad and Tobago for the Financial Year ended September 30, 2020
<http://138.128.179.50/sites/default/files/Auditor-General-Report-2020.pdf>

Observations arising from the examination of the systems and procedures for revenue accounting, as well as the Statements of Receipts and Disbursements of the Receivers of Revenue are highlighted in the subsequent paragraphs.

EB1 – Chief Election Officer, Elections and Boundaries Commission

Examination of the Revenue Register in respect of five (5) revenue items namely- ‘Fees for the replacement of Identification Cards’, ‘Electoral-Sale of Lists’, ‘Electoral - Sale of ID Cards and Loss of Originals’, ‘Electoral Sale of Maps’ and ‘Electoral- Sale of Reports’ revealed that the Register was not properly maintained in that:

- monthly totals were not recorded
- carried or brought forward balances were not recorded
- revenue collected was not tallied
- evidence of internal audit or supervisory check was not seen; and
- some of the entries were recorded in pencil.

Supplementation of Appropriation for fiscal year 2021

During fiscal 2020/2021, it was necessary to have a Supplementation of Appropriation of resources to fund urgent and critical Recurrent and Capital Expenditure in areas where insufficient or no allocation was provided. The source of these additional funds was the Consolidated Fund.

Head 08 – Elections and Boundaries Commission requested and was granted the following supplementations:⁶

Public Sector Investment Programme (P.S.I.P) – \$4,196,500

09/005/06/A/005 – Upgrading of the Electronic Voter Registration and Election Management System - \$4,196,500

This sum is required to enable payment to De La Rue International Limited (now ID Global Solutions Limited) in accordance with a contract to provide the Elections and Boundaries Commission with support and services related to the Voter Registration and Election Management System.

⁶ Report of the Standing Finance Committee of the House of Representatives for the First Session (2020/2021), Twelfth Parliament on the consideration of proposals for the Supplementation and Variation of Appropriation for the fiscal year 2021. <http://www.ttparliament.org/reports/p12-s1-H-20210609-SFC-r1.pdf>

The Commission's total allocation as a percentage of the National Budget for the period 2016 to 2022

Year ⁷	Total Allocation ⁸	National Budget ⁹	Percentage of National Budget
2016	\$86,371,897.00	\$56,573,913,053.00	0.15%
2017	\$91,667,833.00	\$54,883,153,410.00	0.17%
2018	\$64,811,800.00	\$54,330,404,592.00	0.12%
2019	\$70,642,264.00	\$54,581,467,181.00	0.13%
2020	\$148,783,187.00	\$57,388,076,726.00	0.26%
2021	\$71,611,950.00	\$57,292,169,264.00	0.12%
2022	\$76,599,000.00	\$57,917,018,000.00	0.13%

- Total allocation for the Elections and Boundaries Commission as a percentage of the National Budget illustrated an increase in the allocation to the Elections and Boundaries Commission by 0.01% between the period 2020/2021 and 2021/2022.

⁷ For the Fiscal Years 2016-2020, actual figures were used to calculate the total allocation. However, estimates were used to calculate the total allocation for the Fiscal Years 2021 and 2022.

⁸ Total Allocation for the Elections and Boundaries Commission = Recurrent Expenditure + Consolidated Fund Expenditure

⁹ The National Budget = Total Recurrent Expenditure + Development Programme Expenditure: Consolidated Fund

Where the Commission spends its money

2021-2022 Estimates of Expenditure

The budget allocation of **\$76,599,000.00** for the Elections and Boundaries Commission is comprised of:

- The Draft Estimates of Recurrent Expenditure in the sum of **\$72,402,000¹⁰**; and
- The Draft Estimates of Development Programme Consolidated Fund in the sum of **\$4,197,000¹¹**.

The Estimates of Recurrent Expenditure include:

- 01 Personnel Expenditure – **\$36,460,520.00**;
- 02 Goods and Services – **\$35,441,480.00**;
- 03 Minor Equipment Purchases – **\$300,000.00**; and
- 04 Current Transfers and Subsidies – **\$200,000.00**.

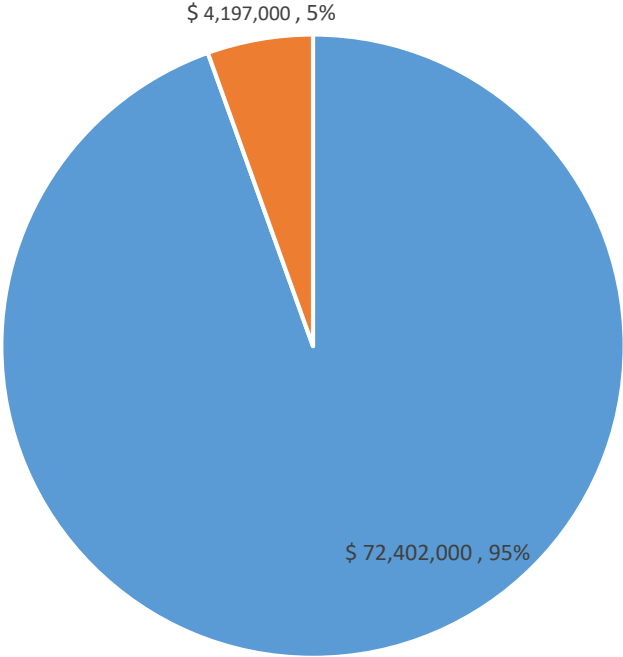
The Election and Boundaries Commission's:

- Total allocation as a percentage of National Budget = **0.13%**;
- Recurrent Expenditure as a percentage of the total Recurrent Expenditure budget is = **0.13%**; and
- Consolidated Fund allocation as a percentage of the total Consolidated Fund allocation is **0.19%**

¹⁰ Ministry of Finance website: Draft Estimates for Details of Estimates of Recurrent Expenditure for the Financial Year 2022: accessed on October 5, 2021
<https://www.finance.gov.tt/wp-content/uploads/2021/10/Numbered-Draft-Estimates-Details-of-Recurrent-Expenditure-2022.pdf>

¹¹ Ministry of Finance website, Draft Estimates of Development Programme for the Financial Year 2022, accessed: accessed October 5, 2021
<https://www.finance.gov.tt/2021/10/04/draft-estimates-of-development-programme-2022/>

Election and Boundaries Commission Total Allocation for Fiscal Year 2022

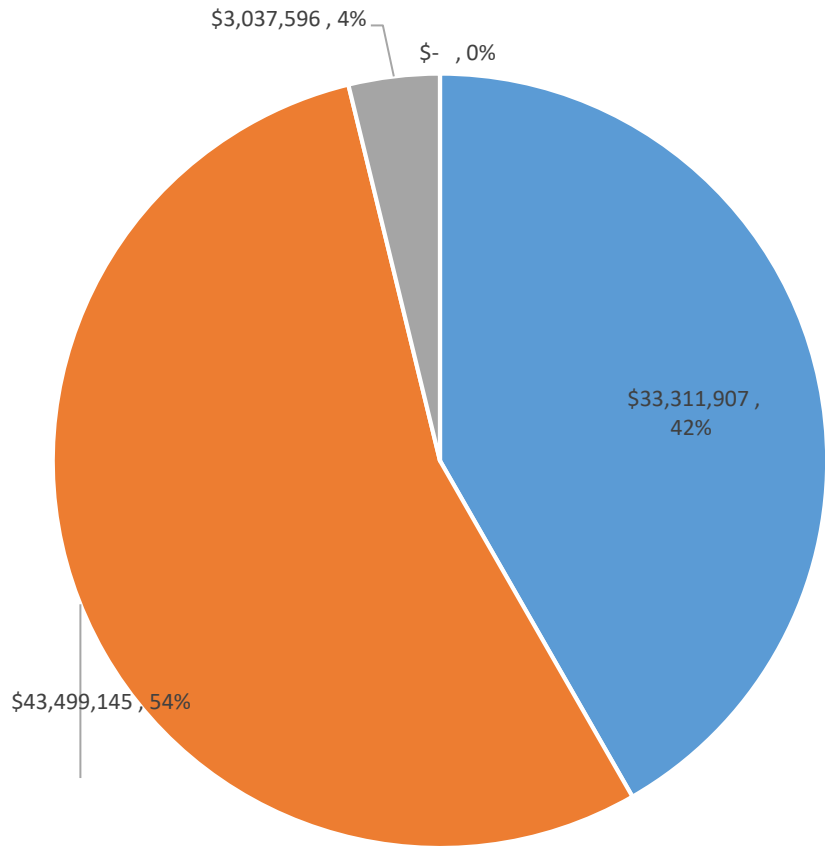


■ Recurrent Expenditure ■ Consolidated Fund

Summary of Recurrent Expenditure for the period 2016-2022

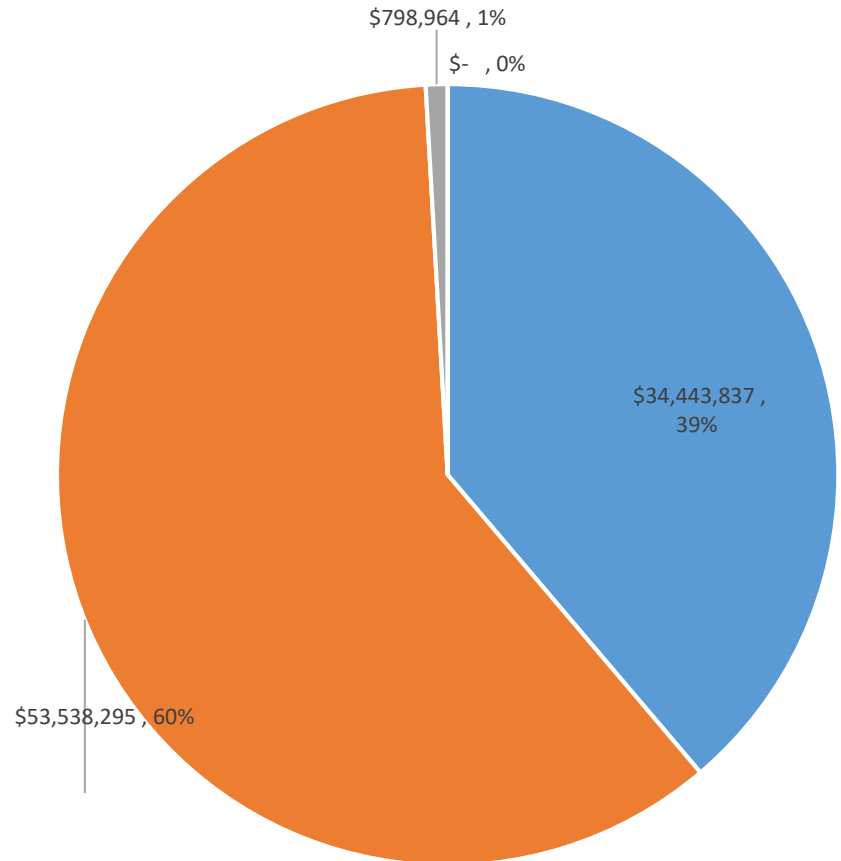


2016 Actual - \$79,848,648



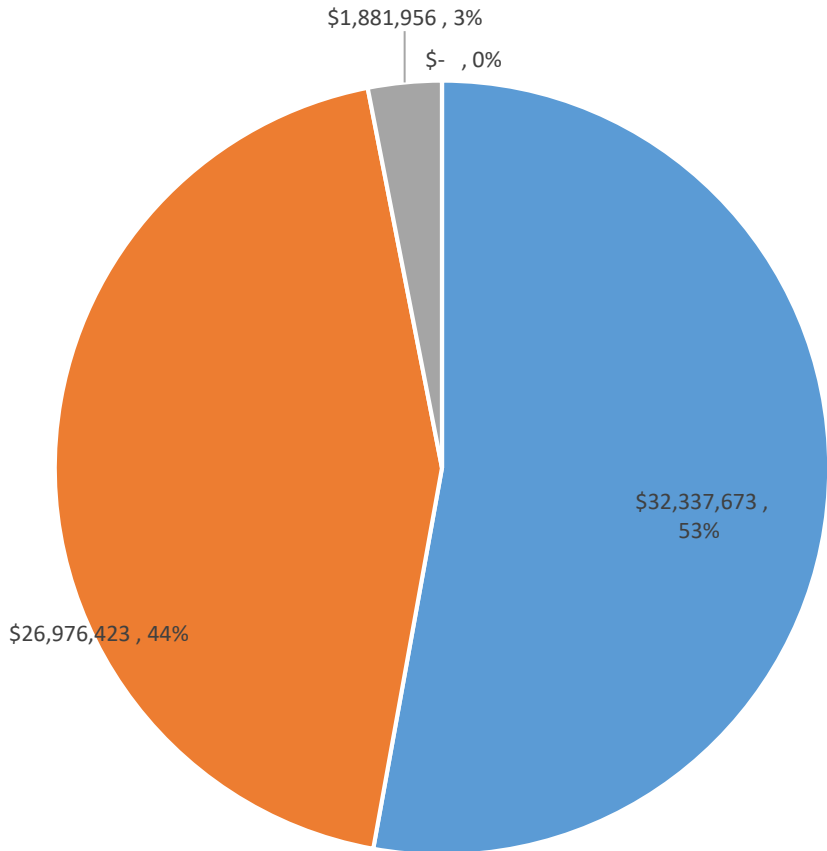
- 01 Personnel Expenditure
- 02 Goods and Services
- 03 Minor Equipment Purchases
- 04 Current Transfers and Subsidies

2017 Actual - \$88,781,096



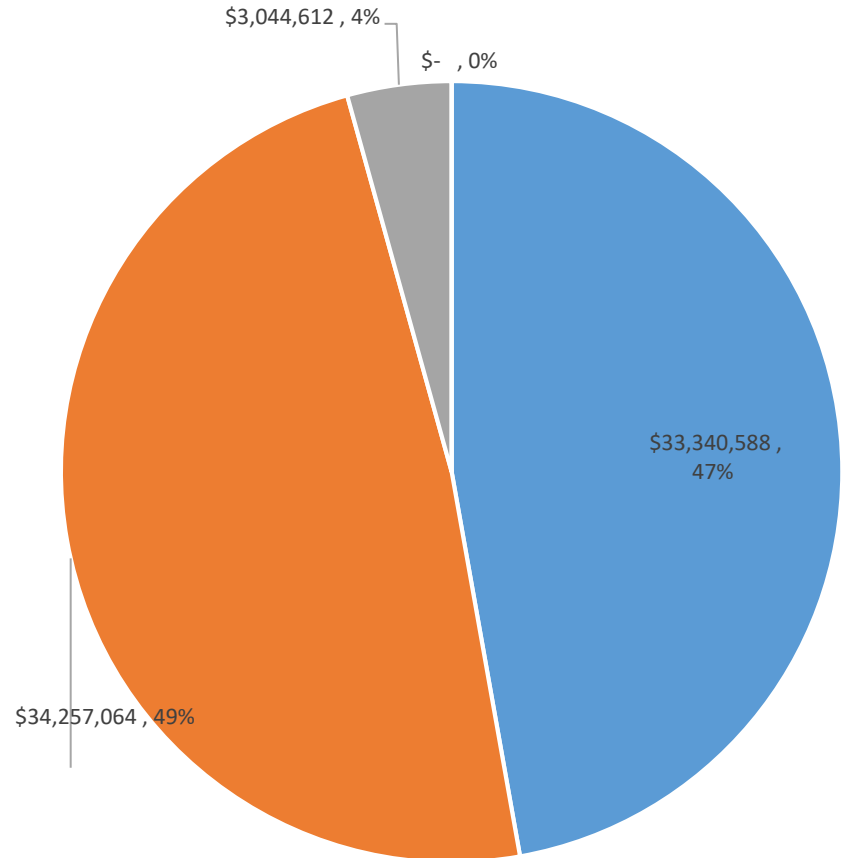
- 01 Personnel Expenditure
- 02 Goods and Services
- 03 Minor Equipment Purchases
- 04 Current Transfers and Subsidies

2018 Actual - \$61,196,052



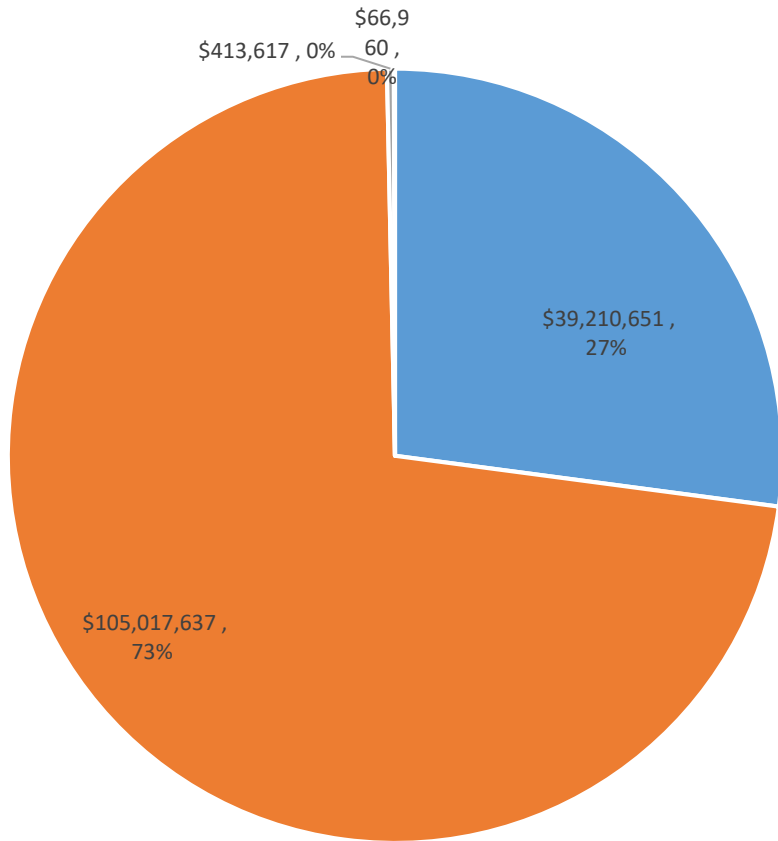
- 01 Personnel Expenditure
- 02 Goods and Services
- 03 Minor Equipment Purchases
- 04 Current Transfers and Subsidies

2019 Actual - \$70,642,264



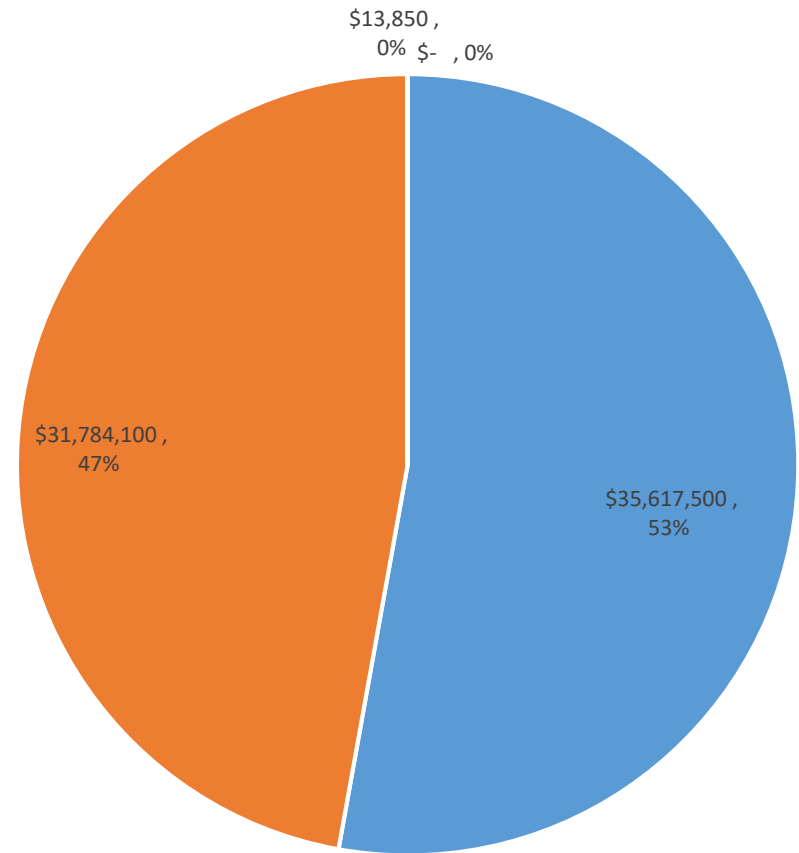
- 01 Personnel Expenditure
- 02 Goods and Services
- 03 Minor Equipment Purchases
- 04 Current Transfers and Subsidies

2020 Actual - \$144,708,865



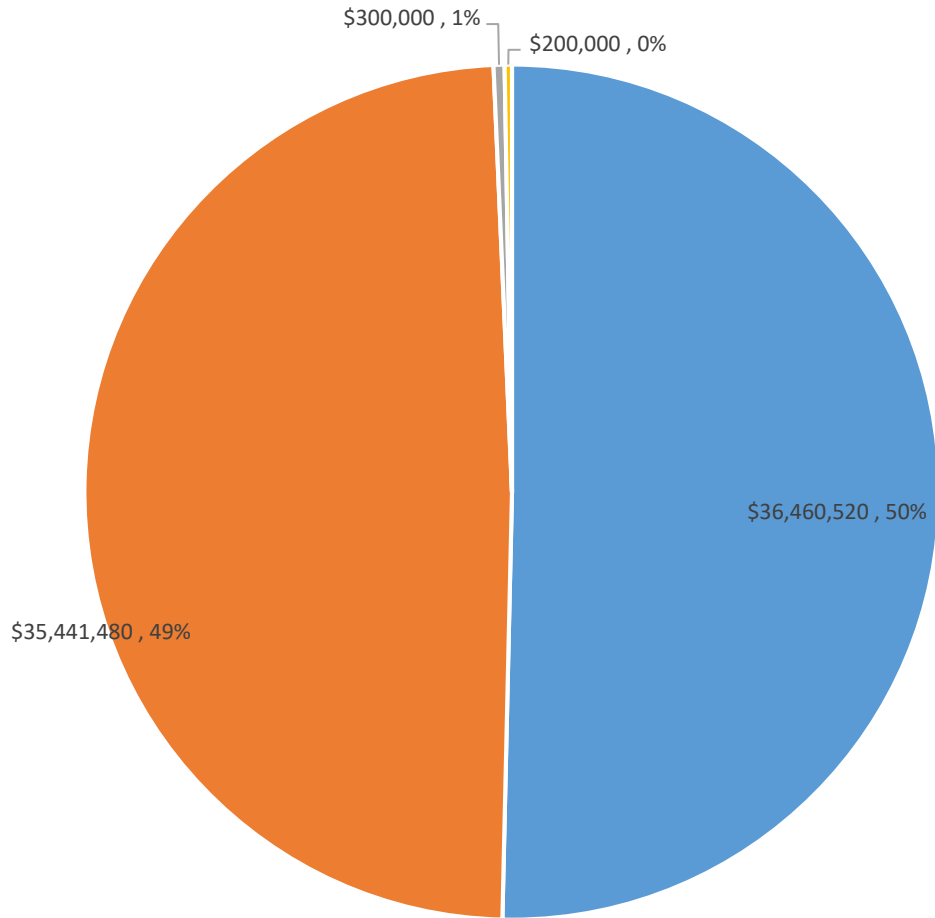
- 01 Personnel Expenditure
- 02 Goods and Services
- 03 Minor Equipment Purchases
- 04 Current Transfers and Subsidies

2021 Revised Estimates - \$67,415,450



- 01 Personnel Expenditure
- 02 Goods and Services
- 03 Minor Equipment Purchases
- 04 Current Transfers and Subsidies

2022 Estimates - \$72,402,000



- 01 Personnel Expenditure
- 02 Goods and Services
- 03 Minor Equipment Purchases
- 04 Current Transfers and Subsidies

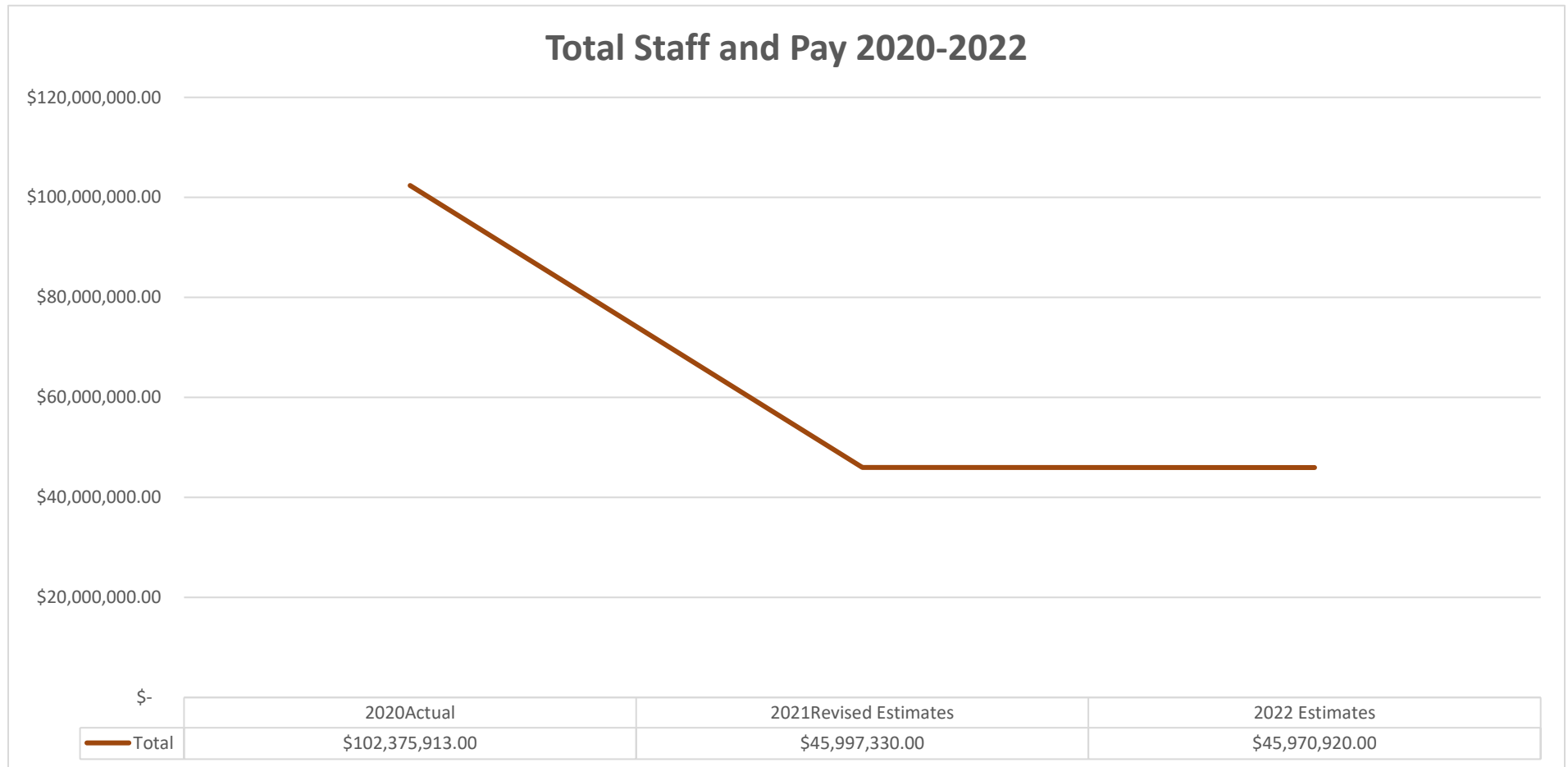
Analysis of Recurrent Expenditure

Recurrent Expenditure refers to the payments for expenses which are incurred during the day-to-day operations of the Elections and Boundaries Commission for Personnel Expenditure, Goods and Services, Minor Equipment Purchases and Current Transfers and Subsidies.

- Recurrent Expenditure for Fiscal Year 2022 is **\$72,402,000.00**. This represents **0.13%** of the total Recurrent Expenditure for the financial year.
- Recurrent Expenditure (Revised) for Fiscal Year 2021 was **\$67,415,450**. Comparing this figure with Fiscal Year 2022, there is an increase of **\$4,986,550** or **7%**.
- The largest portion of the Elections and Boundaries Commission's allocation has fluctuated between **Sub-Head 01 Personnel Expenditure** and **Sub-Head 02 Goods and Services**. These two Sub-Heads represent **99.4%** of the Elections and Boundaries Commission total Recurrent Expenditure for the financial year 2022.
- The Allocation for Sub-Head 02 – Goods and Services has fluctuated over the period 2016 to 2022 from a low of **\$26,976,423.00** in fiscal year 2018 to a high of **\$105,017,637** in fiscal year 2020. In fiscal year 2022, there is a decrease of approximately **\$ 3,657,380.00** or **12%** in spending for Goods and Services from fiscal year 2021.
- For 2022 the Sub-Head 01 Personnel Expenditure represents **50.4%** of the Commission's total recurrent allocation. The largest allocation under this Sub-Head has consistently gone to sub-item 01 Salaries and Cost of Living Allowance.
- The smallest portion of the Commission recurrent allocation has consistently been allocated to **Sub-Head 04 Current Transfers and Subsidies** over the period 2016 to 2022. This represents **0.3%** of the allocation for fiscal year 2022. In Comparison. **Sub Head 03 Minor Equipment Purchases** represents **0.4%** of the 2022 allocation to Recurrent Expenditure.

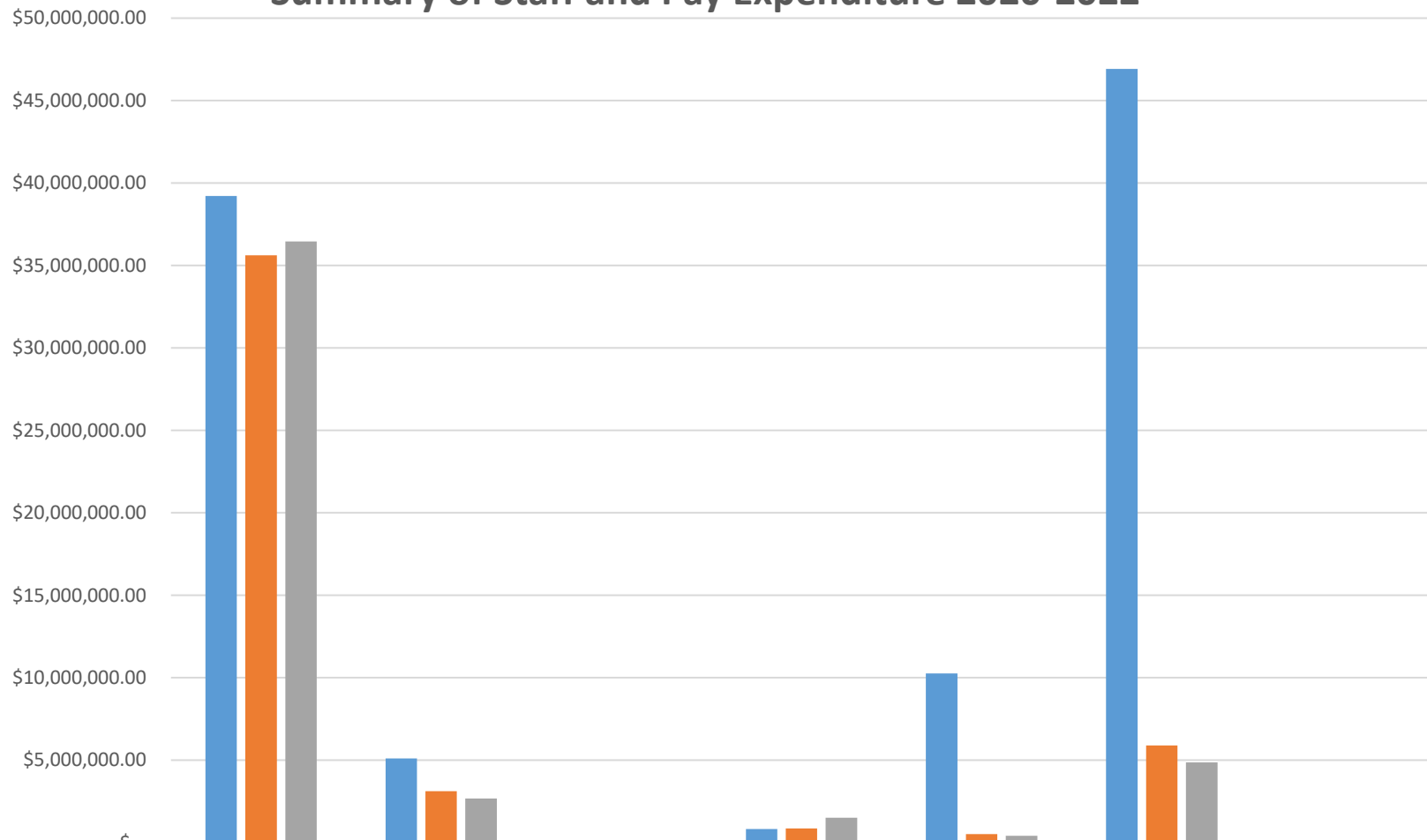
Staff and Pay¹²

The allocation of staff expenditure for the year 2022 was **\$46,033,920.00**, which represents an increase of approximately **\$36,590.00** or **0.8%** from the last fiscal year 2021. The diagram below provides a breakdown of all expenditure related to staff from 2020-2022.



¹² Ministry of Finance website: Draft Estimates for Details of Estimates of Recurrent Expenditure for the Financial Year 2022: accessed on October 5, 2021
<https://www.finance.gov.tt/wp-content/uploads/2021/10/Numbered-Draft-Estimates-Details-of-Recurrent-Expenditure-2022.pdf>

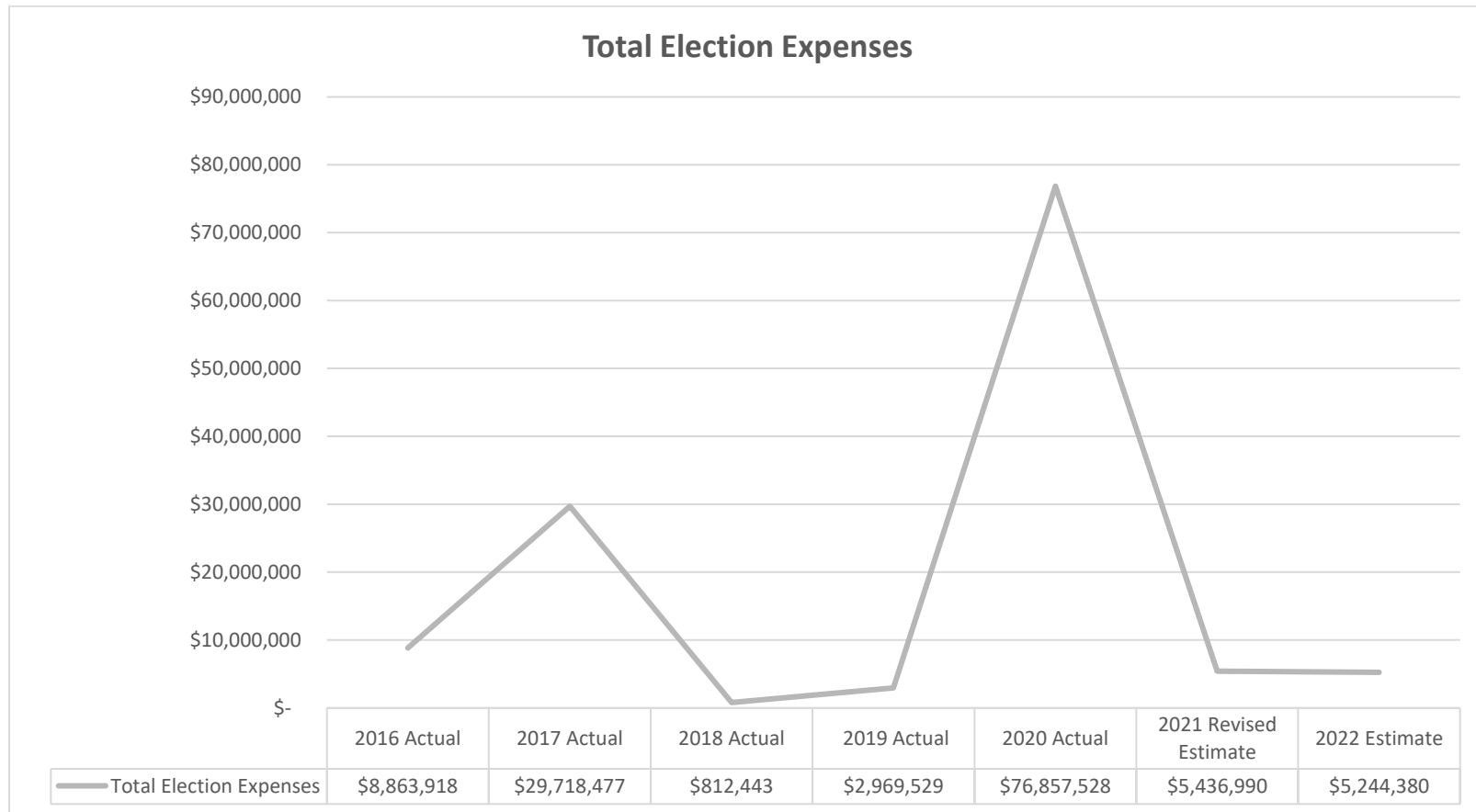
Summary of Staff and Pay Expenditure 2020-2022



	Personnel Expenditure	Travelling and Subsistence	Uniforms	Contract Employment	Training	Short-Term Employment	Employee Assistance Programme
■ 2020Actual	\$39,210,651.00	\$5,107,511.00	\$6,031.00	\$817,256.00	\$10,263,937.00	\$46,927,214.00	\$43,313.00
■ 2021Revised Estimates	\$35,617,500.00	\$3,116,100.00	\$6,720.00	\$851,700.00	\$509,280.00	\$5,896,030.00	\$-
■ 2022 Estimates	\$36,460,520.00	\$2,680,000.00	\$7,000.00	\$1,500,000.00	\$410,000.00	\$4,870,100.00	\$43,300.00

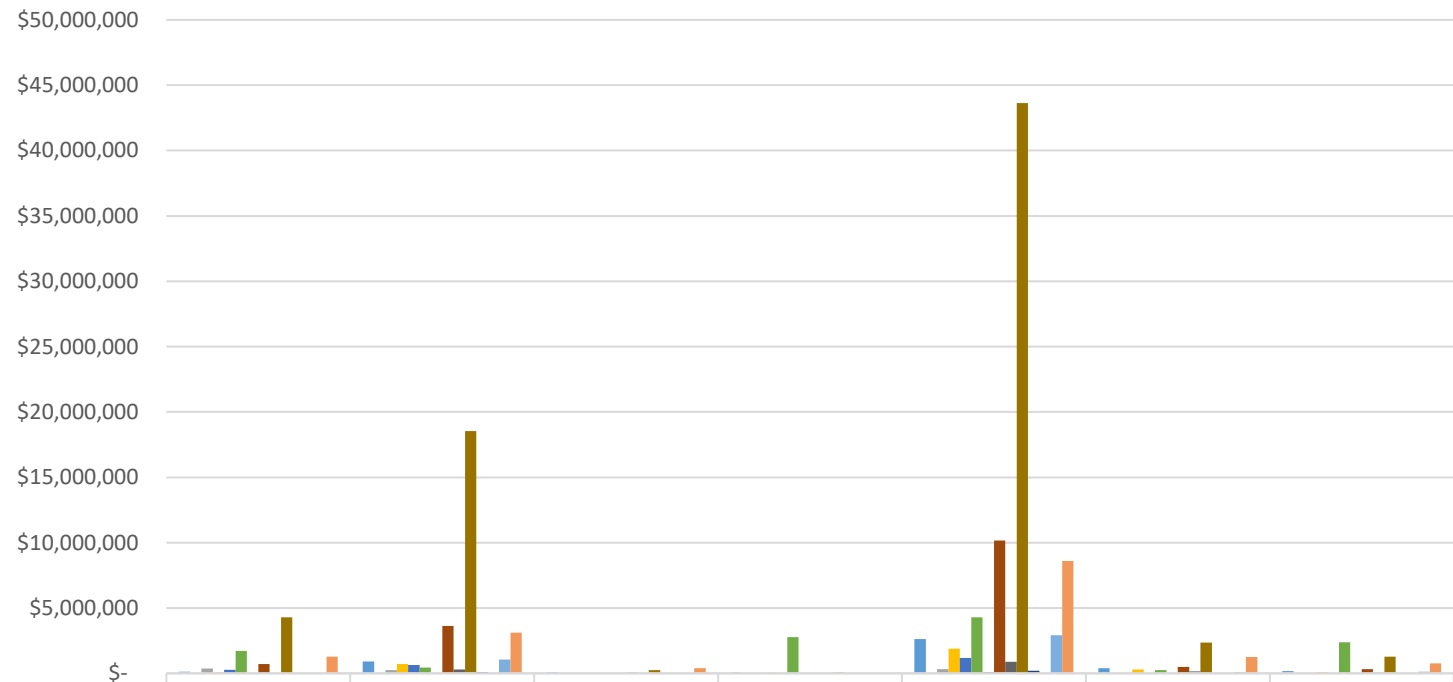
Expenditure Unique to the Elections and Boundaries Commission¹³

Unique Expenditure refers to expenditure items incurred by the Elections and Boundaries Commission that may not feature in other Ministries or Departments. The following graph illustrates the Summary of Election Expenses for the Period 2016–2022



¹³ Ministry of Finance website: Draft Estimates for Details of Estimates of Recurrent Expenditure for the Financial Year 2022: accessed on October 5, 2021 <https://www.finance.gov.tt/wp-content/uploads/2021/10/Numbered-Draft-Estimates-Details-of-Recurrent-Expenditure-2022.pdf>

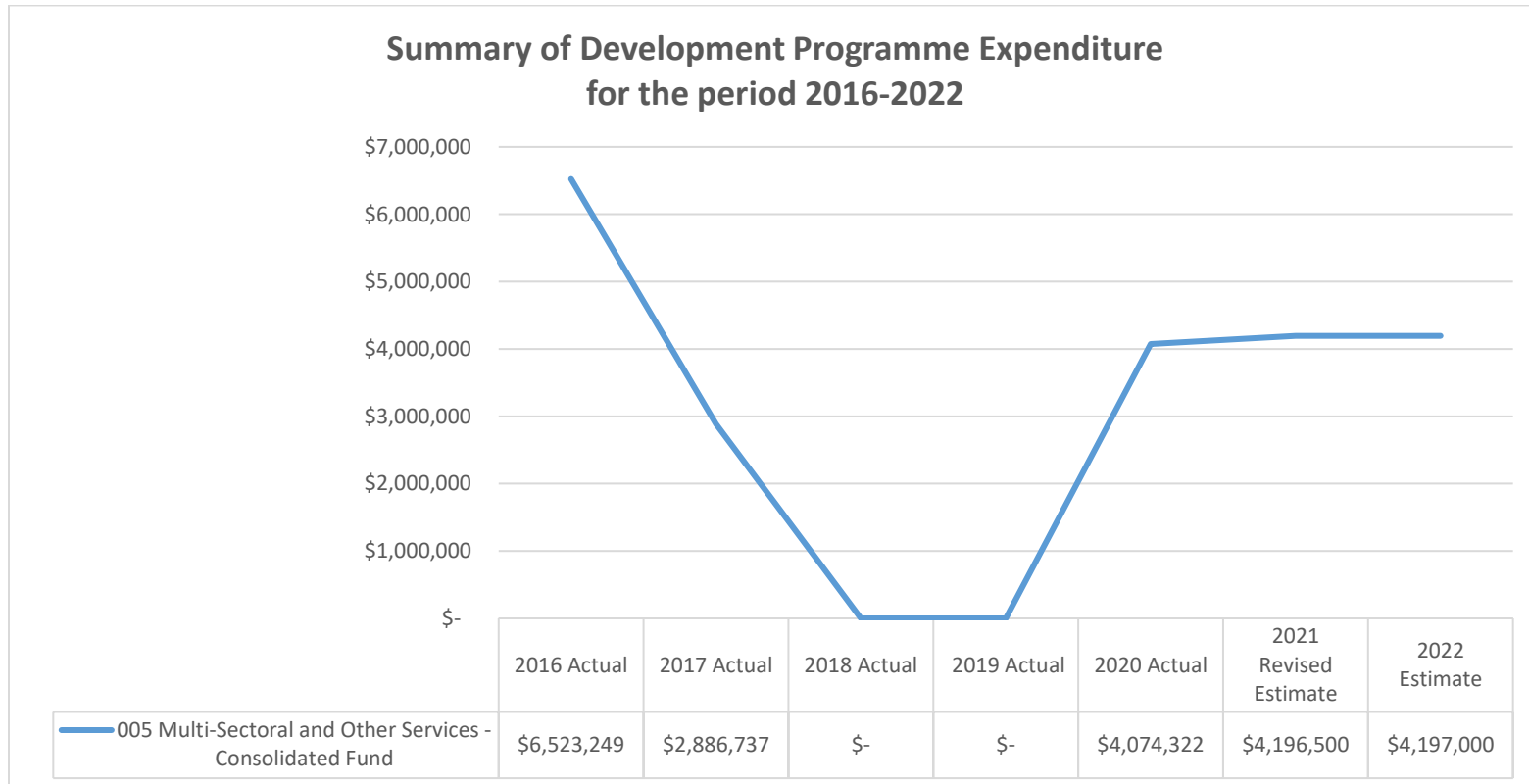
Summary of Election Expenses 2016 to 2022



	2016 Actual	2017 Actual	2018 Actual	2019 Actual	2020 Actual	2021 Revised Estimate	2022 Estimate
■ Travelling and Subsistence	\$128,327	\$914,600	\$77,567	\$42,692	\$2,618,445	\$389,700	\$180,000
■ Electricity	\$22,354	\$-	\$-	\$-	\$31,446	\$30,000	\$15,000
■ Telephone	\$373,231	\$259,850	\$225	\$-	\$325,818	\$33,000	\$25,000
■ Rental/Lease - Office Accommodation and Storage	\$84,315	\$714,773	\$2,400	\$62,972	\$1,896,120	\$300,000	\$100,000
■ Rental/Lease - Vehicle and Equipment	\$261,949	\$642,449	\$-	\$-	\$1,179,527	\$12,160	\$15,000
■ Material and Supplies	\$1,707,694	\$446,834	\$16,395	\$2,759,152	\$4,283,610	\$249,300	\$2,376,100
■ Repairs and Maintenance - Equipment	\$-	\$25,020	\$-	\$-	\$96,916	\$15,600	\$16,000
■ Training	\$702,537	\$3,629,660	\$48,065	\$2,250	\$10,170,515	\$499,350	\$310,000
■ Repairs and Maintenance - Buildings	\$1,065	\$294,974	\$-	\$-	\$879,845	\$157,800	\$50,000
■ Short Term Employment	\$4,281,782	\$18,531,816	\$255,777	\$86,248	\$43,635,668	\$2,349,030	\$1,270,100
■ Other Contracted Services	\$9,200	\$102,600	\$11,500	\$-	\$202,440	\$31,900	\$20,800
■ Security Services	\$-	\$-	\$-	\$-	\$32,760	\$-	\$-
■ Postage	\$8,185	\$1,047,839	\$16,738	\$-	\$2,910,669	\$113,000	\$115,000
■ Promotions, Publicity and Printing	\$1,283,279	\$3,108,062	\$383,776	\$16,215	\$8,593,749	\$1,256,150	\$751,380

Summary of Development Programme Expenditure for the period 2016-2022¹⁴

Development Programme is capital expenditure aimed at improving and enhancing development in different areas of Trinidad and Tobago which includes human resources and economic and social development. The EBC receives Development Programme funding solely from the Consolidated Fund.



¹⁴ Ministry of Finance website, Draft Estimates of Development Programme for the Financial Year 2022, accessed: accessed October 5, 2021
<https://www.finance.gov.tt/2021/10/04/draft-estimates-of-development-programme-2022/>

Major Programmes and Developments¹⁵

The following table illustrates the major programmes and projects under the Elections and Boundaries Commission and the actual or estimated expenditures for the last four years.

Sub-head/Item /Sub-item/Group /Project Desc.	Programme/Project	2018 Actual	2019 Actual	2020 Actual	2021 Revised Estimate	2022 Estimate
005-06A-005	Upgrading of the Electronic Voter Registration and Election Management System ¹⁶	-	-	\$4,074,322	\$4,196,500	\$4,197,000

¹⁵ Ministry of Finance website, Draft Estimates of Development Programme for the Financial Year 2022, accessed: accessed October 5, 2021 <https://www.finance.gov.tt/2021/10/04/draft-estimates-of-development-programme-2022/>

¹⁶ The 2020 allocation was intended to purchase the software and hardware needed to upgrade the electronic voter registration system

General Useful Information

- Electoral Commission of Jamaica, Jamaica: <http://www.eoj.com.jm/constituencies.htm>
- The Barbados Electoral and Boundaries Commission: <http://www.electoral.barbados.gov.bb/>
- Antigua and Bermuda Electoral Commission: <http://www.abec.gov.ag/>
- The Electoral Commission, UK: <http://www.electoralcommission.org.uk/>
- Election Commission of India, India: <http://eci.nic.in/eci/eci.html>