

ANNEX A: EXAMPLES OF ASIA-PACIFIC ELECTORAL PROCEDURES IN MORE DETAIL

Australia¹

Ballot design (regarding serial numbers)

Australian ballot papers do not carry serial numbers. In addition, there are directions for polling officials to scrutinize each ballot to check if each ballot has anything written on it that could compromise the identity of the voter. Secrecy of the vote is a paramount concern in Australia. In fact, Tasmania was the first state in the world to implement secret voting.

Ballot design (regarding other measures preventing fraud)

Ballot papers carry official markings in the form of watermarks or printer security patterns. They also contain the initials of the issuing officer ²

Procedure surrounding voting

Identification: Voters are asked their full name, which will be checked against a copy of the electoral roll. They will also be asked where they live, and if they had voted before in the election. No photographic proof of identity is required.

Issuing the ballot: The issuing officer initials the ballot paper on the front near the top right-hand corner after verifying the above information, then issues a ballot to the voter. The voter then proceeds alone to a vacant polling booth to fill in the ballot paper and places it in the appropriate ballot box.

¹ <http://www.aec.gov.au/voting/>; <http://www.aec.gov.au/Elections/candidates/files/scrutineers-handbook.pdf>

² <http://www.aec.gov.au/Elections/candidates/files/ballot-paper-formality-guidelines-2012.pdf>

Hong Kong (Legislative Council)

Ballot design (regarding serial numbers)

Details can be found in s5.25 of “Chapter 5: Polling and Counting Arrangements”, *Guidelines on Election-related Activities in respect of the Legislative Council Election*.³ The counterfoil of each ballot paper bears a serial number. The serial number, however, will not be recorded or related to the voter.⁴

Procedure surrounding voting

Identification: the voter shows polling staff his or her identity card or relevant documents, which show the identity card/document number, name, and photograph of the elector.⁵ His identity document is then checked against the entries on the copy of the register of electors. If the polling staff believes there are reasonable grounds for questioning the identity of the elector, he may question the elector as to his identity, registration details, and if he has already voted.⁶ Also, if there is reasonable cause to believe that a person has committed the offence of impersonating an elector, the staff may request the police officer on duty to arrest that person.⁷

Issuing the ballot: The polling staff calls out the name of the elector and crosses out the name and the identity document number before giving the voter the ballot papers. No record is made as to which particular ballot paper is given to an elector.⁸ There is a strong emphasis on secrecy. S5.37 of Chapter 5, s13 of the ECICO mentions that secrecy is the paramount concern in the conduct of the elections. It emphasizes that “the ballot is secret. No one can force a person to vote or not to vote for any particular candidate. Also, no one is required to state which candidate he has voted for or is going to vote for”.

³ http://www.eac.gov.hk/pdf/legco/2012lc_guide/en/chapter_5.pdf

⁴ “For **control purpose regarding the total number of ballot papers** issued, the counterfoil of each ballot paper bears a serial number on its front. The serial number on the counterfoil will not, however, be recorded or related to the particular elector to whom the ballot paper is issued” (s5.25)

⁵ “Elector shows polling staff identity card or such other identity document or documents, which show the identity card/document number, name and photograph of the elector, to the satisfaction of the PRO” [s50 of the EAC (EP) (LC) Reg]

⁶ (s5.26)

⁷ S5.27, or s52 of the EAC (EP) (LC) Reg

⁸ [s53 of the EAC (EP) (LC) Reg. *Amended in June 2012*]

New Zealand

Ballot design

New Zealand's ballots do have serial numbers on them.⁹

Procedure surrounding voting¹⁰

On election day, voters go to a polling station in their electoral district. At the station, a voter who has either an EasyVote card or a letter from the Electoral Commission Chief Electoral Officer can give it to the issuing officer, who will then give the voter his ballot paper.

Alternatively, if the voter does not have a card or letter, he will need to tell the issuing officer his full name and address, after which he will be issued with his ballot paper.

The voter ticks places a tick by the name of the political party of his choice and a tick by the name of the candidate that he would most like to represent his electorate.

Nigeria

Ballot design (regarding serial numbers)

Each ballot paper is marked with a serial number, and torn from a connected stack of ballots, leaving a similarly numbered counterfoil behind for recording.

Ballot design (regarding other measures preventing fraud)

The voter's thumbprint is actually used to vote – the voter places his thumbprint in the box beside the candidate he wishes to vote for.

Procedure surrounding voting

Identification: Voters are required to present identification in the form of either a voter registration card or a temporary voter registration document that they were issued when they registered.

Finger Inking: Voters are required to have their thumb marked with indelible ink prior to leaving the polling station.

Concerns¹¹

⁹ <http://www.elections.org.nz/voting/votingsub/sample-ballot-paper.html>;

http://www.kiwiblog.co.nz/2011/03/the_secret_ballot.html

¹⁰ <http://www.elections.org.nz/voting/votingsub/how-vote-election-day.html>

Electoral fraud is a huge concern in Nigeria, and constantly reiterated by international election observers and watchdogs (see footnote 13). The credibility of the 2011 elections were much increased because of measures preventing fraud such as fingerprints registered on the voter register, as well as the finger inking ensuring that voters did not vote twice. Another voter accreditation measure was implemented in the 'free and fair' 1922 elections - voters had to be accredited at 9am, registered, had their fingers marked, and to wait till 12pm to be able to vote. This measure won the approval of many Nigerians concerned with the overriding problem of electoral fraud.

Most controversy is centred around the new composition of the Independent National Electoral Commission (INEC) which is independent from the executive branch of the government.

Serial numbers on Nigerian ballot papers aid in increasing the legitimacy and credibility of the electoral system, as they were put to use in detecting potential vote-rigging and the like.¹²

¹¹ <http://www.ifes.org/Content/Videos/2011/What-Made-Nigerias-2011-Elections-So-Effective.aspx>

¹² <http://www.nigerianewsservice.com/nns-news-archive/lead-stories/tension-in-ibadan-over-ballot-papers-in-govt-house>

The Philippines

In the Philippines, the system has been designed such that votes are not intended to be traceable.

Ballot design (regarding serial numbers)

Details can be found in s22 and s37 of the *General Instructions for the Special Board of Election Inspectors and Special Ballot Reception and Custody Group in the Conduct of Manual Voting and Counting of Votes Under Republic Act No. 9189*, Commission on Elections (COMLEC), Republic of the Philippines.¹³ The ballot contains a stub and a detachable coupon. Before issuing the official ballot, the Chairman announces the serial number of the ballot, and enters the serial number of the ballot opposite the name of the voter in the voter's list. He then folds the ballot slip so that only the serial number shows.

The voter fills out the ballot, folds it in the same manner as before, then returns the ballot to the 'Third Member', who then, without seeing the contents, verifies the serial number against the serial number previously written on the voter's list. If the serial number is the same, the Third Member detaches the ballot coupon with the serial number printed on it, and discards that portion by depositing it into the box for spoiled votes. Hence the ballots that enter the ballot box do not bear any serial number and the way any individual voted is in theory intraceable.

Although slightly time-consuming and procedurally more complicated, this system ensures that the vote is both untraceable and secret, all the way till the ballot enters the ballot box. The voter is prevented from 'swapping out' the ballot paper for a fraudulent one while he votes as well.

An International Foundation for Electoral Systems (IFES) **report on the 2004 elections in the Philippines**¹⁴ acknowledged that the more complex polling procedures required much training of electoral staff and also increased voter education. It also outlined how an improper procedure could lead to the secrecy of the vote being compromised or opportunities for fraud to be committed.

Ballot design (regarding other measures preventing fraud)

¹³http://www.pinoy-abroad.net/img_upload/9bed2e6b0cc5701e4cef28a6ce64be3d/Final_G.I._Manual_Voting.pdf

¹⁴ http://www.ifes.org/~media/Files/Publications/Project%20Report/2004/107/Philippines_2004_ElectionReport.pdf

In some precincts polling staff removed the staples from the book of ballots to enable easy distribution of ballots. The staff did not subsequently remove the top serial number from each ballot paper prior to giving the ballot paper to a voter. The same serial number is recorded against the voter's name as a record of voting. By not removing the top serial number it is very easy to ascertain how each voter voted, thus jeopardizing the secrecy of the vote.

Polling staff were observed cutting off both top and bottom ballot paper serial numbers prior to voters voting. This erased the checking mechanism as to the number of ballots in the ballot box, and also did away with the security measure that was supposed to ensure that the voter was voting with the ballot paper he or she was issued.

According to S22 of the *General Instructions*, “The official ballot should be of uniform size and color, printed on security paper with distinctive, clear and legible **watermarks** that will readily distinguish the ballot paper from ordinary paper”

Procedure surrounding voting

Identification (s36 of *General Instructions*: Manner of obtaining ballots): The voter states his or her name and address to the Poll Clerk, and this is verified against the polling list. If his or her name is included in the polling list, the Poll Clerk ascertains the voter’s identity through his photograph in the polling list, or, in the absence of that, requires the voter to present his valid passport or any identification card bearing his photograph and signature.

Issuing the ballot: The Chairman only announces the serial number of the ballot.

Finger Inking: A small drop of ink is placed on the voters’ nail to mark voters and ensure that they vote only once. IFES suggests ‘sufficient ink of adequate quality.’¹⁵

Republic of Korea (South Korea)

Ballot design (regarding serial numbers)

There are no serial numbers on the ballot papers.¹⁶

Procedure surrounding voting

Identification: Voters present identification with a photograph – usually a resident registration card, a passport, drivers’ license, or identification card with affixed photograph which is used by public agencies. Voters then need to affix their signature on the electoral register. They then receive the ballot papers from the official

¹⁵ http://www.ifes.org/~media/Files/Publications/Project%20Report/2004/107/Philippines_2004_ElectionReport.pdf

¹⁶ <http://www.nec.go.kr/engvote/overview/office09.jsp>

Taiwan

Ballot design

Ballots do not carry serial numbers. However, ballots are stamped with an official seal of a local commission, which serves to deter counterfeits. The process of printing the ballots is subject to video-taping and police surveillance.

Procedure surrounding voting

“As in the past, voters in this election went to neighbourhood polling stations with ample oversight by poll-workers, police, party representatives and others to prevent electioneering, pressure or infringement of the right to ballot secrecy. Within minutes after the polls closed, the now-familiar and strikingly efficient ritual began of hand-counting the votes in situ—with each paper ballot displayed to an audience of party monitors, election observers, members of the public and foreign visitors, and then tallied on a board visible to all”¹⁷.

*Concerns*¹⁸

Vote buying remains of concern in Taiwan, as does the apparent ineffective implementation or enforcement of campaign spending rules for political parties. There is also a need to rebut the associated assumption that one party has endless resources, thereby providing them with an advantage. The media were felt to be partisan at times. Lastly, there were a disappointing number of independent local observers at polling stations both during and after voting.

Thailand

Ballot design (regarding serial numbers)

Thai ballot papers do not include a serial number. The number assigned to the person’s name in the list of voters is only written on the counterfoil of the ballot. However the Thai election commission stamps ballot papers before issuing them to polling stations.

Ballot design (regarding other measures preventing fraud)

The ballot papers in Thailand do not have any security features such as watermarks, and some believe that they can be easily duplicated. Ballot papers are pre-stamped before being issued to the polling stations. IFES’ criticizes ballot design in Thailand, mentioning that “Clearly, ballots with pre-printed security features are more costly than those without, and this is presently a constraint for the Election Commission. However, the production of such ballot papers, particularly when combined with a

¹⁷ <http://www.eurasiareview.com/08022012-taiwans-2012-presidential-and-legislative-elections-winners-losers-and-implications-analysis/>

¹⁸ <http://anfrel.org/anfrel-election-observers-statement-on-taiwans-2012-elections/>

strenuous ballot paper tracking system (which includes the recording of ballot paper serial numbers at the polling station), would enhance the security of the ballot papers.”¹⁹ -

Procedure surrounding voting

Identification: Each voter has to show his or her national ID card. Expired IDs are accepted as well, or any other ID card or document issued by the government that includes a photograph and the voter’s identity number.

Issuing the Ballot:²⁰²¹ The name and address of the voter is announced – then the state agency issuing the voter’s ID card is written down on the electoral register. The voter then signs and thumbprints the register, which contains the voter’s name, address, national ID number, gender, birthday and a serial number. The number assigned to the person’s name in the list of voters is written down on the counterfoil of the ballot. The voter then signs or thumbprints on the counterfoil, then allows the issuing officer to sign on the counterfoil. Lastly, the ballot paper is torn off, folded, and passed to the voter

Other measures preventing fraud: If the identity of a voter is challenged by another voter or a party agent, or a member of the PSC suspects that the voter present is not a person named in the voter roll, the PSC has the power to investigate and make a decision as to whether the person being objected to or suspected is actually the person named in the voter roll. If the person is confirmed as a qualified voter, they will be allowed to vote, and the circumstances of the challenge will be recorded in the polling station incident report. If the PSC decides that the person objected to is not qualified to vote at the station, they will not be allowed to vote, and the circumstances will be recorded in the polling journal. If the person is deemed to have known they were not qualified to vote at the station, the PSC may file a complaint with the police. In either case, the circumstances of the challenge will be recorded in the polling station incident report.

General concerns re: elections in Thailand

The general concerns of Thai elections include the continued issues of vote buying and blackmail. Trust in the Electoral Commission is not high as well. The Commission still has the power to annul any elections and members are unelected bureaucrats. Electoral violence is rampant.

¹⁹

<http://www.ifes.org/~media/Files/Publications/Electoral%20Assessment/2007/667/Final%20Thailand%20Report%2030%20Apr%2007.pdf>

²⁰ <http://anfrel.org/anfrel-preliminary-report-july-5th-thailand/>

²¹ http://asiafoundation.org/pdf/TH_electionobservemanual.pdf