

The General Election in St Kitts and Nevis

3 July 1995

The Report of the
Commonwealth Observer Group



Commonwealth Secretariat
1996

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**REPORT OF THE COMMONWEALTH OBSERVER GROUP TO THE GENERAL
ELECTION IN ST KITTS AND NEVIS**

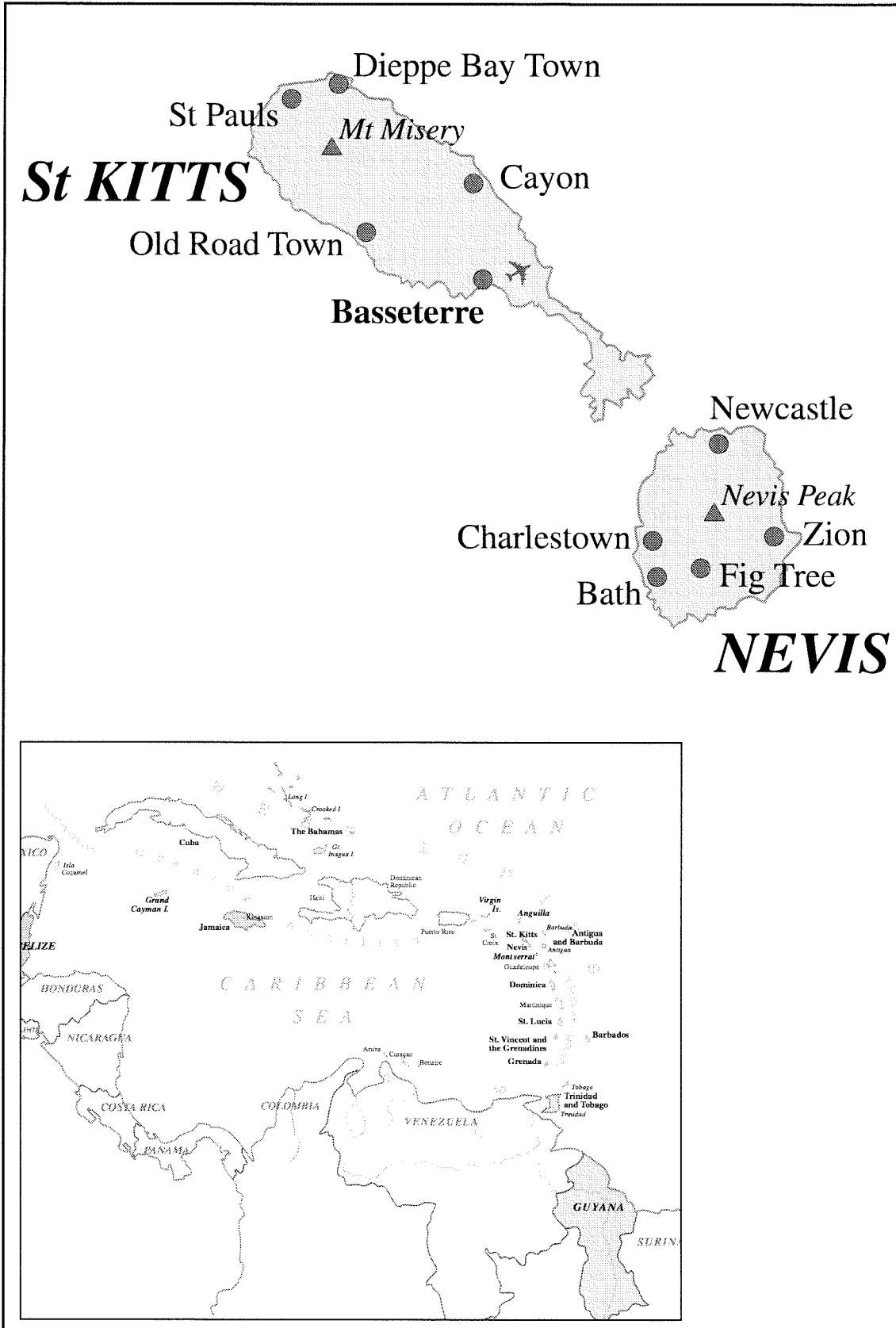
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Map of St Kitts and Nevis



LETTER OF TRANSMITTAL



St Kitts & Nevis General Election, 1995
Commonwealth Observer Group

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Fort Thomas Hotel
P O Box 407
Basseterre

4 July 1995

Dear Secretary-General,

We feel privileged to have been invited to participate in the Commonwealth Observer Group to the St Kitts and Nevis General Election held on 3 July 1995.

In our Interim Statement issued on 3 July 1995, we expressed our satisfaction that the election was conducted in a manner that allowed for the free expression of will of the electors. In forwarding our report to you, we wish to say how honoured we have been by your invitation to serve the Commonwealth and the people of St Kitts and Nevis. They demonstrated, both by turning out in large numbers to exercise their right to vote and also by their peaceful and orderly conduct on polling day, a firm commitment to the democratic process.

We wish to record our deep appreciation to the Electoral Commission, the Supervisor of Elections, the Government, the political parties and the people of St Kitts and Nevis for their warm welcome and the assistance provided to us in the course of our mission.

Yours Sincerely

Justice P N Bhagwati
Chairman

His Excellency Chief Emeka Anyaoku
Commonwealth Secretary-General
Marlborough House
London S W 1



The Commonwealth Observer Group ... (from left) Roger Barltrop, Elizabeth Solomon, Alfred Dube, Justice P N Bhagwati (chair), Mislake Mryougo, Jean-Claude Dausereau, Frank Portelli, Anthony Dingle

Introduction

The presence of a Commonwealth Observer Group at the general election in St Kitts and Nevis on 3 July 1995, arose from a request of 20 February 1995 from the Government of St Kitts and Nevis to the Commonwealth Secretary-General, Chief Emeka Anyaoku, to send a Commonwealth observer mission to observe the national election due before 15 November 1995.

In response to the request, and in line with established practice, the Secretary-General sent a Commonwealth Secretariat Planning Mission to St Kitts and Nevis to meet with representatives of political parties and other interested groups.

The Mission, which visited St Kitts and Nevis from 20-25 March 1995, reported that a Commonwealth Observer Group would be welcomed by all political parties contesting the election.

The Commonwealth Observer Group to St Kitts and Nevis was the fifteenth such electoral mission organised by the Commonwealth since the October 1989 meeting of Commonwealth Heads of Government. At that meeting, Heads of Government had agreed that member states could benefit from an election observer facility, as a means of strengthening democratic processes and institutions. At their 1991 meeting, Heads of Government issued the Harare Commonwealth Declaration which enshrined as the fundamental values of the Commonwealth democracy, democratic processes and institutions which reflect national circumstances, fundamental human rights, the rule of law and just and honest government. This collective commitment was reaffirmed by Heads of Government at their Cyprus meeting in 1993.

The Observer Group and its Terms of Reference

It was against this background that the Secretary-General invited our Group of eight Observers, supported by five members of staff from the Commonwealth Secretariat, to observe the national election of 3 July 1995 on behalf of the Commonwealth. The composition of the Group is set out at *Annex I*.

The Terms of Reference of the Group as set out by the Secretary-General in his letter to us were:

The Group is established by the Commonwealth Secretary-General at the request of the Government of St Kitts and Nevis and supported by the political parties. It is to observe relevant aspects of the organisation and conduct of the election in accordance with the law of St Kitts and Nevis. It is to consider the various factors impinging on the credibility of the electoral process as a whole and to determine in its own judgment whether the conditions exist for a free expression of will by the electors and if the result of the election reflects the wishes of the people.

The Group is to act impartially and independently. It has no executive role; its function is not to supervise but to observe the process as a whole and to form a judgment accordingly. It would also be free to propose to the authorities concerned such action on institutional, procedural and other matters as would assist the holding of the election.

The Group will submit its report to the Commonwealth Secretary-General, who will forward it to the Government of St Kitts and Nevis, to the leadership of the political parties taking part in the election and thereafter to Commonwealth governments.

Within the above Terms of Reference, the Group was asked to form an independent judgment which would in no way represent either the views of any government or of the office of the Secretary-General.

The Secretary-General issued a press statement in London on 22 June 1995 announcing our mission (*Annex II*).

Method of Work

We assembled in Antigua on 26 June 1995 for an initial briefing by Max Gaylard, the head of the Secretariat support team. This was followed by a telephone conference with the Secretary-General while he was in Addis Ababa, Ethiopia.

On arrival in Basseterre on 27 June 1995, the Chairman of our Group issued a statement at the airport (*Annex III*). Over the following four days, we had extensive discussions with the Electoral Commission and the Supervisor of Elections, and met with the leadership of all five political parties contesting the election, representatives of church groups, the Chamber of Industry and Commerce, the Commissioner of Police, and representatives of the media. As part of the consultative process the Observer Group travelled to Nevis on 30 June 1995. (A schedule of our engagements is at *Annex IV*.)

On Saturday 1 July 1995, our Group divided into five teams to be deployed into the 11 constituencies of St Kitts and Nevis. (A schedule of these deployments is at *Annex V*.) Before polling began on 3 July 1995 our teams travelled extensively throughout the country to gain familiarity with constituencies, assessing the degree of technical preparedness for the poll, witnessing the last days of the campaign and generally gauging the prevailing atmosphere.

On the eve of the election, our Chairman broadcast on television and radio a statement which sought to encourage a peaceful environment for the polling day, and to reassure voters as to the adequacy of the technical preparations for the poll. (A copy of this eve-of-poll statement, which was carried live on television throughout the Caribbean, is at *Annex VI*.) Following the usual practice of Commonwealth Observer Groups, we issued an Interim Statement on the evening of 3 July 1995 which again was carried live on television throughout the Caribbean. This statement was issued several hours after the close of the poll but before trends were evident in the counting. (A copy of that statement is at *Annex VII*.)

Chapter 1

The Political Background

The Federated State of St Kitts and Nevis achieved its independence on 19 September 1983. The general election of 3 July 1995 is the fourth since independence, the other three having taken place in 1984, 1989, and 1993. It is notable that the general election of 3 July 1995 was called less than two years after the 1993 election, since that election appeared to have precipitated a period of instability and uncertainty in St Kitts and Nevis. It was with a view to ending this instability and uncertainty that the political parties agreed that a fresh election should be held not later than 15 November 1995.

Pre-Independence Status

During the progression of St Kitts and Nevis from colonial status towards statehood, the two islands have variously been connected, both together and singularly, to other island groupings. In 1816, both islands were joined with Anguilla and the British Virgin Islands to form one colony. St Kitts together with Anguilla formed one unit in the Leeward Islands Federation in 1871, and they were subsequently united into a single Presidency. In 1882, St Kitts and Nevis became a joint colony. St Kitts joined the Federation of the West Indies in 1958, remaining as a member until the dissolution of the Federation some four years later.

St Kitts, Nevis and Anguilla became a state in voluntary association with Britain on 27 February 1967. In 1969-70, at the invitation of the British Government, the Commonwealth sent an International Commission to assist in resolving the constitutional crisis arising from Anguilla's desire to secede from the three-island state. The *de facto* separation of Anguilla became official on 19 December 1980, leaving St Kitts and Nevis to proceed towards complete independence.

At a Constitutional Conference held in London in 1982, it was agreed that St Kitts and Nevis would become a federated state. St Kitts and Nevis subsequently achieved full independence in 1983, as the Federated State of St Kitts and Nevis.

The Autonomy of Nevis

The Saint Christopher and Nevis Constitution Order 1983 enacted by the British Parliament laid down the Constitution for independent St Kitts and Nevis. The Constitution contains entrenched provisions for the autonomy of Nevis within the Federation. It provides for a separate Nevis Island Assembly and Nevis Island administration headed by a Premier. The Legislature may make laws, called ordinances, for the peace, order and good government of Nevis with respect to specified matters. At the time of the general election of 3 July 1995 the Concerned Citizens Movement (CCM) was the political party in power in Nevis and the Nevis Reformation Party (NRP) was in Opposition. The Constitution also provides for Nevis to unilaterally secede from the Federation.

The Constitution does not provide for a separate St Kitts assembly or administration, nor are there provisions for its secession from the union. The federal government performs all of the local government functions in St Kitts. The federal government is also the local government for St Kitts and this has resulted in a perception among the political parties in Nevis that the interests of the people of Nevis are being neglected by the federal government which is more concerned with the administration of St Kitts than with the federal administration. These and other issues have caused some in both St Kitts and Nevis to think that the constitutional and other relations between the two islands may call for a review.

Post-Independence Political Developments

The People's Action Movement (PAM), led by Dr Kennedy Alfonse Simmonds, in coalition with the NRP took St Kitts and Nevis into independence in 1983, and formed the government of the

country at the time when the election of 3 July 1995 took place. The PAM had in fact been the governing party since 1980, and the NRP its traditional coalition partner since then.

The 1993 General Election

At the general election of 29 November 1993, four political parties contested the 11 seats in the National Assembly, of which eight constituencies are on St Kitts and three constituencies are on Nevis. No party won an outright majority. The then ruling party, PAM, and the St Kitts-Nevis Labour Party (SKNLP), each won four out of the eight seats in St Kitts. Of the three Nevis seats, the CCM won two while the NRP won one seat. In St Kitts, PAM won 41.7 per cent of the votes cast, while the opposition SKNLP won 54.4 per cent.

People's Action Movement/Nevis Reformation Party Coalition Government

As it had done since 1980, the NRP joined with PAM to form a coalition government following the 1993 election. The CCM did not align itself with either of the St Kitts-based parties. Consequently, the CCM with its two seats and the SKNLP with its four seats decided to function independently in the National Assembly. Against this background the Governor-General, Sir Clement Arrindell, exercising his authority under the Constitution to appoint as Prime Minister 'a Representative who appears to him likely to command the support of the majority of Representatives' in the National Assembly, called on the PAM leader, Dr Simmonds, to form a minority Government. The constitutionality of the Governor-General's decision withstood all challenges. The demand for fresh elections and a caretaker administration was not accepted as the Constitution did not provide for the same.

Heightened Political Tensions 1993-95

The inconclusive outcome of the 1993 general election and the resulting controversy surrounding the formation of a minority coalition government sparked serious difficulties in St Kitts and Nevis. In the wake of violent clashes between the police and demonstrators, the Governor-General declared a State of Emergency on 2 December 1993, and the Prime Minister called in a force of 21 from the Regional Security System of the Organisation of Eastern Caribbean States (OECS) to help restore order. The State of Emergency was lifted on 12 December 1993.

Escalation of Crime – A Political Issue

The escalation of crime in St Kitts and Nevis in recent years has not only become a matter of serious concern, but is also a controversial political issue. Sources including the international and local media have frequently alleged that organised criminal syndicates exert undue influence across the political spectrum.

Currently, investigations are continuing into a number of serious crimes. These include the murder in October 1994 of Vincent Morris – son of the then Deputy Prime Minister – and his female companion, Joan Walsh; the murder of Inspector Jude Matthew, Head of the Special Branch on 13 October 1994; and charges of firearm and drug offences against two other sons of the former Deputy Prime Minister. Street crimes, including crimes of a violent nature, have escalated and observers link the increasing use of guns to the illicit drug trade.

There has also been anxiety in the country about the disappearance in June 1994 of Dr William Herbert, Ambassador of St Kitts and Nevis to the UN, and five family members and friends on his boat. To date, there has been no trace of the boat or its occupants.

The Government has taken a number of steps to address the crime problem, including engaging the services of four senior British police officers and management experts to assist the St Kitts and Nevis Police Force. One of these officers would be responsible for organising the Criminal Investigation Department and training its personnel. Talks have also been held with officials of the US drug and military agencies on drug interdiction co-operation.

The Role of Civil Society

Against the backdrop of deep political polarisation in the community, leaders of civil society, including religious organisations and the Chamber of Industry and Commerce, have assumed new and far-reaching responsibilities and are playing a pivotal role as catalysts for the peaceful resolution of the country's problems. In spite of the deep divisions, all parties readily acknowledge that there is an urgent need to defuse heightening tensions in such a small society, and to return stability to St Kitts and Nevis. It is in this area that civil society is providing creative and innovative leadership often in a mediating capacity, aimed at bridge-building and opening and maintaining dialogue, in particular among the major political parties and players.

Forum for National Unity

A Forum for National Unity was convened by the St Kitts and Nevis Chamber of Industry and Commerce in November 1994, as a direct response to the instability and political tensions that had continued since the 1993 general election. The Forum, aimed at promoting political dialogue and reconciliation, was attended by all political parties. A joint declaration was agreed, which recognised the need to take action against drug-related criminal activity, strengthen the Police Force, review the system of appointments to Government Commissions, Boards and Corporations and introduce a code of ethics for political activity. (A copy of the joint declaration is at *Annex VIII*.)

With a view to promoting political stability, it was agreed to hold a general election by 15 November 1995, three years before it was constitutionally due. A fresh election was seen as a way of resolving the growing crisis in a small and vulnerable society.

Many of those interested in the Caribbean region consider the faults and fissures in the St Kitts and Nevis political system as both deep and long-standing. The special circumstances that prompted the decision to call the election within two years of the last one underscore the degree of serious polarisation in the family and the society and the sharp perceptual differences about the nature of existing constitutional arrangements.

Code of Conduct

A Code of Conduct for the election was signed on 16 June 1995 at a ceremony held by the St Kitts and Nevis Council of Churches. The Code of Conduct was prepared jointly by the St Kitts Christian Council, the Nevis Christian Council, the St Kitts Evangelical Association, the Nevis Evangelical Association and the Chamber of Industry and Commerce. The representatives of all political parties attended. Each was given five minutes to speak, following the signing. All the political parties signed except the United People's Party (UPP) which later claimed to us that it did not sign because it was not recognised by PAM to be a political party. (A copy of the Code of Conduct is at *Annex IX*.)

The 1995 Election

Given the inconclusive outcome of the 1993 election, the four major parties – PAM and SKNLP on St Kitts and the CCM and NRP on Nevis – all declared that their efforts were towards winning all the seats which their parties contested in the National Assembly. So high were the expectations of supporters of the political parties raised by their leaders that any idea of defeat was unacceptable to them and this attitude and approach was fraught with potential for serious discord following the election.

Background to the Political Parties

Five political parties – three based in St Kitts and two in Nevis – registered for the 1995 general election to the National Assembly. The St Kitts-based parties were as follows:

- The **People's Action Movement (PAM)** was established on 19 January 1965 by Dr William Valentine Herbert. Dr Kennedy Alfonse Simmonds is a founding member and the current President of the PAM – which brought St Kitts and Nevis to independence in 1983 – and has served as Prime Minister since then. Since its establishment in 1965 and until 1980 when it came to power, PAM was the principal opposition party in St Kitts and Nevis. Dr Simmonds was first elected to the National Assembly in a 1979 by-election.

PAM launched its 1995 election campaign with an agenda for St Kitts and Nevis that pledged to continue to give high priority to the expansion of the country's social and economic infrastructure; provide additional opportunities for the people of St Kitts and Nevis; facilitate and promote trade, industry and commerce; and boost the country's competitiveness as a tourist attraction.

- The **St Kitts-Nevis Labour Party (SKNLP)** was established on 25 January 1932 as the St Kitts Workers' League Limited, which was formed as a company under the Companies Act of the Leeward Islands. In 1966 the Workers' League was formally re-named the St Kitts-Nevis-Anguilla Labour Party. Following the attainment of statehood by the islands in 1967, the President of the party, Robert Llewellyn Bradshaw, became head of the Associated State of St Kitts-Nevis-Anguilla. Dr Denzil Douglas became party leader in 1989.

The SKNLP put forward what it termed 'a blueprint for positive change in St Kitts and Nevis', which encompasses areas including law and order, entrepreneurship, tourism, agriculture, manufacturing, etc. The SKNLP also pledged, if elected, to convene a constitutional reform conference to discuss substantive constitutional reform.

- The **United People's Party (UPP)** led by Michael O Powell, a former Minister in the PAM Government, was established on 23 July 1993.

The UPP promised, if elected, to designate tourism as a priority industry. Other areas that would be given focus included labour, trade and industry, police and national security, and agriculture.

The two political parties based in Nevis contesting the election were as follows:

- The **Concerned Citizens Movement (CCM)** was co-founded in 1987 by its current leader Vance W Amory, who is also Premier of Nevis. Mr Amory was elected to the Federal Assembly in 1989 and again in 1993. The CCM was established to 'provide good government for the people of Nevis', and the development of Nevis remains its priority. It took a firm position of non-alignment in the 1993 election. The CCM's broad objectives include advocacy of constitutional reform for greater autonomy for Nevis; effecting changes in the revenue sharing regulations; securing payment of the Social Services Levy into the Nevis Treasury; effecting changes in the Public Service Commission and obtaining independent representation by Nevis at regional and international forums.
- The **Nevis Reformation Party (NRP)** was formed in 1970 as the opposition party in the Nevis Assembly. Following the 1993 Federal Assembly elections, at which it won one of the three Nevis seats, it joined the PAM to form a minority government of five in a Federal Assembly of 11 members. Its leader is Joseph Walcott Parry. In its manifesto the NRP proposed, among other things, a reform of the Constitution to establish separate island administrations with equal powers for both St Kitts and Nevis and a working arrangement between the two administrations.

Chapter 2

The Electoral Framework and Preparations for the Election

Constitutional Background

St Kitts and Nevis is a federal state comprising the two islands of Saint Christopher on the one hand and Nevis on the other separated only by a narrow stretch of water. The Constitution provides for a federal Parliament comprising Her Majesty Queen Elizabeth II (represented locally by an indigenous Governor-General) and an elected National Assembly of 11 members.

In addition to the federal Parliament, the Constitution provides for a separate assembly for Nevis, styled the Nevis Island Assembly, which is empowered to make laws on certain specified matters for Nevis including the power to enact a law which could provide for Nevis to secede from the federation. However, unlike Nevis, St Kitts does not have its own separate island assembly.

The Legislative and Administrative Framework

For the purposes of federal elections, and pursuant to the National Assembly Elections Act (CAP 162 of the laws), the territory of St Kitts and Nevis is divided into 11 electoral districts. Each of the electoral districts constitutes one constituency and each constituency returns one member to the National Assembly. Pursuant to the Constitution, eight of the constituencies are in St Kitts while three are in Nevis which has a much smaller population. Consequently, the constituencies in Nevis overall are smaller as compared to those in St Kitts with regard to the distribution of the population and electors.

The Constituency Boundaries Commission

There is a Constituency Boundaries Commission charged with the duty of reviewing the number and boundaries of the constituencies into which the country is divided. The membership of the Commission comprises a Chairman and four other members all of whom are appointed by the Governor-General after appropriate consultation as prescribed by the Constitution. The Commission is required to submit a report of its work to the Governor-General at intervals of not less than two nor more than five years. The Commission last met in 1990 but did not recommend any changes. During the course of the Group's discussions with the political parties and other civic groups, a view commonly expressed to it was that a review of the boundaries of the constituencies was both desirable and overdue, since the present boundaries led to disparity in representation and, moreover, population growth in some constituencies had outstripped that of others. In one particular urban constituency in St Kitts, the number of voters on the roll was twice that of five other constituencies in St Kitts, and the three constituencies on Nevis. The two major political parties in St Kitts appeared to be satisfied with the existing boundaries of the constituencies and did not press for redrawing of the constituency boundaries, possibly because under the existing voting patterns neither party appeared to be significantly disadvantaged. None the less, we feel that the issue of constituency boundaries merits examination by the Constituency Boundaries Commission at an early opportunity.

The Electoral Commission and Supervisor of Elections

There is an Electoral Commission whose remit is to supervise the Supervisor of Elections in

carrying out his or her functions of exercising general supervision over the registration of voters and the conduct of elections. Both authorities are created under the Constitution.

The membership of the Commission comprises a Chairman appointed by the Governor-General acting in his own deliberate judgment and two other members also appointed by the Governor-General, in one case acting on the advice of the Prime Minister and in the other on the advice of the Leader of the Opposition. All the members of the Commission, including the Chairman who is a senior legal practitioner, serve on a part-time basis. The Commission has no staff of its own and relies on the Supervisor of Elections for logistical support in carrying out its functions.

In our various discussions about the role and functions of the Electoral Commission we heard complaints that the Commission was too passive in its approach, and did not generally initiate action to remedy perceived drawbacks and/or deficiencies in the electoral process. We also heard allegations of bias and/or passivity in relation to the appointment of Returning Officers, Presiding Officers and Poll Clerks, which is effected by the Supervisor of Elections under the supervision of the Electoral Commission.

We examined the validity of these complaints and concluded that they were neither fair nor well-grounded. In every important matter relating to elections, the Electoral Commission appeared to be actively involved in the exercise of its supervisory jurisdiction. In relation, for example, to the appointment of electoral officials, there is in practice a procedure followed by the Commission under which each of the two major political parties is provided an opportunity to raise objections through its representative on the Commission before any list is finalised by the Commission. Notably, in the present election, the list of electoral officials was finalised by the Commission with the unanimous consent of all three members. A drawback in the system is that the other political parties do not have a formal opportunity to object to any names on the list before it is notified. The new government or the Electoral Commission might well consider whether in future any procedure can be devised to remedy this.

So far as the composition of the Commission is concerned, dissatisfaction was expressed to us by the two political parties in Nevis, as to their lack of representation on the Commission. This may well be a manifestation of wider unhappiness on the part of the people in Nevis about perceived neglect of Nevis by the federal government. We note that a change in the composition of the Commission would require an amendment to the Constitution.

Notwithstanding any criticisms of the role and functions of the Electoral Commission, the personal integrity of the current Chairman and of his two colleagues on the Commission was not questioned by anyone. The Chairman enjoys a high reputation among both political parties and civil society for impartiality and dedication, and this is important in the highly-charged political atmosphere prevailing in the country. It was noteworthy too that on polling day itself, all three members of the Commission were very much in evidence doing the rounds of polling stations to ensure that arrangements were in place and that the process was working as it should.

The Supervisor of Elections also holds constitutional office and is charged with the duty of exercising general supervision over the registration of voters for the purpose of elections to the National Assembly and the conduct of elections. He is appointed by the Governor-General acting in his own deliberate judgment after consulting the Prime Minister, the Premier of Nevis and the Leader of the Opposition. As with members of the Electoral Commission, the Supervisor of Elections serves in a part-time capacity and is otherwise either a full-time public servant or such other person as the Governor-General may decide. The Supervisor of Elections is required to act in accordance with the directions of the Electoral Commission in the exercise of his or her functions but otherwise is not subject to the direction or control of any other person or authority.

Doubts were expressed to us in some quarters as to the independence and impartiality of the current occupant of the position of Supervisor of Elections, principally because of his concurrent full-time responsibilities as the head of a civil service department answerable to the then Deputy Prime Minister, in turn a member of the then ruling party, PAM. Specific allegations of bias were made before us in respect of the appointment of electoral officials, namely Returning Officers, Presiding Officers and Poll Clerks.

While such apprehensions were perhaps understandable in the prevailing political climate, they did not stand up to closer scrutiny. In the first place, the appointment of such officials was confirmed by the Electoral Commission which, as outlined previously, included among its

members representatives from both the then ruling party, PAM, and the opposition SKNLP. Most significantly, church leaders with whom we spoke stated emphatically that the current Supervisor was a person of integrity and impartiality who commanded widespread confidence, and who would have the courage to resist any improper instructions or requests, if such were made.

For our own part we were afforded the utmost courtesy and co-operation by the Supervisor of Elections and his staff, and he was open-minded in his responses to our various suggestions on ways in which the electoral process might be improved.

The Electoral Office

For the purpose of registration of voters, there is an Electoral Office which is managed on a full-time basis by an Assistant Registration Officer. There is also a Registration Office in each electoral district supervised by a Registration Officer but staffed by an Assistant Registration Officer who in practice runs the office on a full-time basis. The Registration Officers are usually retired or serving public servants engaged full-time on other duties.

Registration of Voters

St Kitts and Nevis operates a system of continuous registration in each electoral district. Those wishing to register as voters must apply in person to the Registration Officer. No identity document is required to be produced. Agents of political parties or candidates or persons likely to be nominated as candidates are entitled to inspect the certificate of registration issued by the Registration Officer. A list of the registered voters for the district is published around the middle of each month and the Election Registration Regulations provide a full opportunity for the lodging of claims and objections with respect to the appearance or non-appearance of a name on the list and for hearing on such claims and objections. A revised list is then published which takes into account the decision of the Registration Officer on the claims and objections that might have been made.

In addition, every 30 January, the Registration Officer publishes a consolidated list of persons registered for the electoral district as at 31 December of the previous year to enable corrections to be made to the list by reason for instance of deaths or transfers.

For the 3 July 1995 general election, the list used was that published on 17 June 1995 which was essentially the consolidated list published on 30 January 1995 plus new registrations up to 30 April 1995. This included any young people who might have become eligible by 30 April 1995 to vote for the first time. It also included corrections that, of necessity, had to be made as a result of claims and objections upheld by the Registration Officer relating to the new additions since 31 December 1994.

In the event, the final official list for the 3 July 1995 general election contained a total of 31,726 eligible voters. Of this number 25,719 were registered to vote in the eight constituencies in St Kitts and 6,007 in the three constituencies in Nevis.

Preparations for the Election

A total of 96 polling stations were established in the 11 constituencies with 73 in St Kitts and 23 in Nevis.

A number of allegations of malpractice, based on speculation and suspicion rather than substance, were brought to our attention in regard to some aspects of the electoral process. Among these, for example, were the allegations that some people were registered in constituencies in which they did not reside; double registration; and the 'funding' of overseas residents to return specifically to vote. (The law does not provide for overseas voting.)

In the course of our various discussions with the Electoral Commission, political parties and others, several matters were raised which gave rise to concern among the Group about the preparations for the election and public perception of the integrity and impartiality of the electoral process.

In the first instance we were concerned that the voters' roll might have excluded some eligible voters. Indeed, the leader of one of the political parties was adamant that some half

dozen names had been left off the roll in a key constituency.

We also detected some unease about the existing practice of delivering election materials including ballot papers to Presiding Officers on the eve of the election for storage at their homes overnight. Without in any way questioning the probity and integrity of Presiding Officers, we felt that this ran the unnecessary risk of jeopardising the otherwise carefully prescribed procedures for the security of the electoral process. It seemed to us that it would be much better to deliver such materials to Presiding Officers on election morning itself.

The actual process of voting also gave rise to concern among the Group, in that the Presiding Officer was entrusted with the responsibility of placing the completed ballot paper in the ballot box rather than the voter himself or herself doing so. This seemed to us incorrect on principle and, moreover, it could in a given case affect the secrecy of the ballot by making it possible for the Presiding Officer by lifting the folded part of the ballot paper a little, to find out in whose favour the voter had voted.

Accordingly, our Chairman wrote on behalf of the Group on 29 June 1995 to the Chairman of the Electoral Commission to bring these concerns to the attention of the Commission and the Supervisor of Elections, with a suggestion to consider if the situation might be remedied notwithstanding that it was rather late in the day. (See *Annex X*.)

The same day, the Chairman and one of the members of the Group met with all three members of the Commission together with the Supervisor of Elections to discuss the issues involved.

As regards registration, we were assured by all the members of the Commission that all complaints of non-inclusion had been examined and dealt with, and that not a single complaint of non-inclusion was pending before the Commission.

On the matter of storage of election materials overnight in the homes of Presiding Officers, the Chairman and members of the Commission said that they would have no objection to such materials being stored at police stations overnight for delivery to the Presiding Officers on election morning. But as this would involve a change of procedure, they could not effect the change unless all parties involved agreed, including the political parties and the candidates.

The Commission took a similar position on the proposal that the voter should be given the choice of placing his or her ballot in the ballot box.

Following upon correspondence with the political parties, the Chairman of the Commission wrote to the Chairman of the Group on 30 June 1995 to say that they had not been able to obtain unanimous consent to the proposals made by the Group, and attached copies of responses received by him from the Supervisor of Elections as well as the three political parties in St Kitts in relation to the proposed new procedures which would have answered the Group's concerns. Copies of these various documents are at *Annex XI*.

In brief, the documents showed that the Commission was advised by the Supervisor of Elections that the Returning Officers felt that the suggested changes, coming at such a late hour, could create 'tremendous confusion' and that they therefore could not be a party to any such changes. The then ruling party, PAM, had no objection in principle to the proposed changes but stated that it was concerned about possible legal challenges later on. PAM therefore declined to agree, notwithstanding earlier positive reaction from its representatives with whom we spoke. The two political parties in Nevis did not respond. The Commission felt therefore that it had no option but to decline to accept the changes proposed by us.

For the future, the Group's considered assessment is that these and other matters need to be looked at afresh, with a view in particular to strengthening the voting format and allowing voters to cast their own ballots. The Group feels too that the electoral process could benefit from a better system of identifying voters, for example, through the use of a voter's card or some other form of identification. We propose these reforms in the spirit of facilitating greater confidence in the transparency and integrity of the electoral process, and to minimise the possibility that the all-important secrecy of the ballot might in any way be jeopardised or challenged.

Chapter 3

The Campaign and the News Media

The style of political campaigning in the St Kitts and Nevis General Election was characterised by the blend of exuberance and heightened imagination which we witnessed night after night at well-attended rallies. These rallies became theatres of local political drama featuring a brew of politics, rumour and innuendo. Often enough the dividing line between speaker and audience became blurred as an evening rally progressed and an increasingly celebratory mood took hold of the meeting.

The emphasis at rallies was on style and performance, on the capacity to deliver a campaign speech with panache and flamboyance. In the main the speakers were the candidates for election, all seasoned campaigners addressing audiences well versed in the political vernacular of St Kitts and Nevis. The audiences proved to be keen-witted observers of the political scene, showing a ready appreciation for the strands of wit and repartee. Night after night the speakers lived up to the most demanding expectations of addressing the assembled crowds.

The rallies were frequently enlivened with music and popular songs and slogans which boomed from giant speakers in the streets; huge screens displayed the orators on the hustings while lights blazed around them on stages decorated with posters and balloons. Visually there was a riot of colour: men, women and children, indeed whole families, were draped from head to toe in party colours, caps, straw hats, T-shirts, dresses, hats, badges, even shoes blazoned with party insignia.

The rallies clearly demonstrated that the electorate in St Kitts and Nevis enjoys its politics; the rallies we attended maintained an infectious enthusiasm and momentum from early evening often till after midnight. We could not help but notice also the atmosphere of tolerance and good humour which prevailed at the rallies.

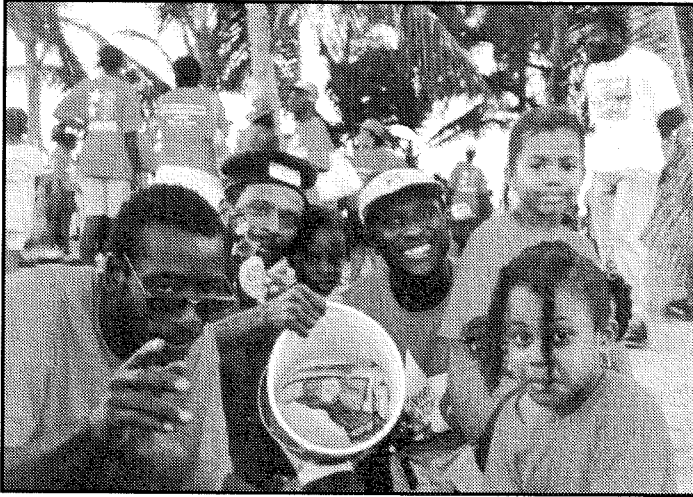
Other ingredients in the campaign were the colourful motorcades organised by both major political parties around the island to demonstrate the strength of their support. The campaign also featured a mix of posters, street marches, the use of party newspapers and broadsheets, party manifestos and pamphlets. But it was the succession of nightly rallies which occupied the central place on the electoral landscape.

While allegations of personal impropriety were often made at rallies and in party newspapers and broadsheets, it seemed to be part of the wider hurly burly of politics. None the less, we heard that legal suits were being filed as a result of statements made by candidates about their opponents on the hustings. While there did seem to be a certain liberality in the way candidates sometimes treated opposing political personalities, we were none the less conscious that in a small community scurrilous allegations could be damaging and could hurt the political prospects of the candidate even if completely unfounded.

Personalities rather than issues dominated the political campaign with personal invective a common feature. In the polarised atmosphere of St Kitts and Nevis the heightening of political tension as a result of street oratory could have had an adverse impact and provoked reaction from undisciplined elements in the audience. It says something for the overall peaceful



The People's Action Movement organised an island-wide motorcade to canvass for votes



The Labour Party held a 'family day' rally which turned into a beach party as part of its campaign

nature of the electoral environment that despite this personal invective, there were relatively few incidents of unruly behaviour or violence. Those incidents that did occur attracted immediate public opprobrium, a censure that no party could afford to ignore.

The eve-of-poll statement issued by our Chairman sought to emphasise the importance of peace and calm on polling day, and that intimidation and violence should not be allowed to disrupt the electoral process or affect its outcome.

It was noticeable that while the intense political campaigning on St Kitts saw the streets

and buildings across the whole island plastered in party colours and posters, this contrasted markedly with the election campaign on Nevis. It was clear that there was a low-key political activism on Nevis where the campaign was visibly much more tranquil with, for example, fewer campaign posters in evidence, and hardly any rallies on the scale of St Kitts. The tension conspicuous in St Kitts contrasted with the calm atmosphere which prevailed in Nevis.

The Group noted that in respect of the campaign there are no provisions in the law which limit financial expenditure by political parties.

Committee to Promote Compliance with the Code of Conduct

An important achievement of the St Kitts Christian Council, the Nevis Christian Council, the Evangelical Association of St Kitts, the Evangelical Association of Nevis, and the Chamber of Industry and Commerce was the brokering of an agreement amongst four of the five political parties of a Code of Conduct for the Political Process. We believe that the Code made a positive contribution in the highly polarised political climate of St Kitts and Nevis. To monitor adherence, a Committee to Promote Compliance with the Code of Conduct was established which met on a daily basis to receive submissions regarding violations of the Code and to make recommendations for corrective action. It is true that there was complaint from some persons whom we met that the injunctions in the Code of Conduct were not being followed and implemented but, even so, the Committee appeared to play a genuinely creative role in promoting a peaceful electoral environment through its capacity to address a broad range of sensitive issues in a non-partisan spirit. Illustrative of this approach was the appeal it made in response to complaints urging speakers of all parties to refrain from character assassination and avoid misrepresenting the facts, stressing that press releases from parties should be factual and free from innuendo.

The Committee was called on to address one incident that did mar the election campaign. On 25 June 1995, an altercation occurred when supporters of PAM passed through an area where a SKNLP rally was being addressed by the Party leader, Dr Douglas. The Committee immediately sought to defuse possible tension and fall-out from this incident, appealing to both PAM and Labour Party activists to put an end to all acts of political violence. Following upon other acts of violence in respect of motorcades held on 18 and 25 June 1995 respectively by SKNLP and PAM, the Committee recommended that no further motorcades be held prior to the election. The Committee also recommended greater police presence at political meetings.

The work of the Churches and the Chamber of Industry and Commerce in closely monitoring the final weeks of the campaign and bringing their collective voice to bear on important issues also merits special commendation. Noteworthy too was the role of the Churches in sponsoring a National Day of Prayer and Fasting for Peace and Reconciliation on

26 June 1995 which culminated in an impressive ecumenical service at St George's Anglican Church attended by the top leadership of political parties in St Kitts.

Returning Voters

An important feature of the campaign was the keen public interest in the potential impact of voters from overseas returning to vote in the general election, particularly in constituencies with very small majorities. Under the law as it stands, any person who is qualified to be registered as a voter for a constituency and is so registered, is entitled to return from overseas to vote, even if residing abroad at the time of the election. There was evidence of resentment in some quarters about this. There was a welter of stories and rumour flowing across St Kitts about the numbers of overseas voters returning, the chartering of planes, and arrival of flights, and the complex calculus of possibilities represented by the participation of such voters in the poll. The potential numbers of overseas voters varied according to the source but there were informed guesses that they would represent between 1,000 and 2,000 voters, a significant figure in the electoral mathematics of St Kitts and Nevis.

There were numerous allegations that financial inducements were being offered by political parties to attract overseas voters to exercise their franchise. It was impossible to verify these allegations but their very existence heightened tension and anxiety surrounding the campaign.

The Role of the News Media

As was evident to us from the party rallies, the people of St Kitts and Nevis attach importance to the craft of verbal communication. Hence the role of the news media in the political campaign assumed particular interest.

The electronic and print media resources available in St Kitts and Nevis are small. A key role is played by the government-controlled ZIZ Radio and Television service which broadcasts daily for 12 hours a day and from 7.00 a.m. to 11.00 p.m. on Sundays. It has been the tradition for the government broadcasting media to report almost exclusively on the activities of the Government.

Another important electronic media resource is the Voice of Nevis (VON) Radio which is privately owned and situated on Nevis.

Access to the Media by Political Parties

An issue of growing importance since the 1993 election has been the question of access by political parties to the publicly owned media. The SKNLP stressed to us that the consistent focus on government activity by ZIZ Radio and Television inevitably favoured the ruling party, making for an uneven electoral playing field. Significantly, this issue was taken up by the Christian Councils and Evangelical Associations of St Kitts and Nevis which were prompted by the growing public mood for change to devote a specific part of the Code of Conduct to this issue.

The Code of Conduct stressed that public and private media should:

- report the campaigning honestly and impartially;
- ensure that news stories were accurate;
- avoid the temptation to sensationalise reporting; and
- allow independent candidates and political parties to be given equal time on the national broadcasting service.

We believe that important steps have yet to be taken towards permanently freeing-up access by political parties to the publicly owned media in St Kitts and Nevis. One area in particular that could be addressed is in relation to establishing fair and equal access for all political parties to ZIZ Radio and Television, for example, by developing formats which can enhance informed public discussion of political issues and balanced coverage of electoral campaigns.

The Electronic Media

One of the major influences in the effort to develop a more liberal media culture favourable to political dialogue and a more level playing field, particularly as regards political party access to publicly owned media, was the effort sponsored by the Chamber of Industry and Commerce to persuade ZIZ Radio and Television to give political parties free airtime on television and radio for party broadcasts. The fact that this important initiative did not come to fruition at this election should not obscure its importance for the future in keeping with contemporary trends and practices in democracies. An encouraging development, however, was the willingness of ZIZ Radio and Television to allow a televised debate between all political leaders on the weekend before the election, a media innovation which, however, could not be implemented on this occasion, as one of the parties declined to take part.

By the time of our arrival there were encouraging signs of what appeared to be a freeing-up by the publicly owned media in regard to coverage of the campaigns by political parties. A welcome development was the inclusion by ZIZ Radio and Television from 19 June 1995 of election campaign news and information on the activities of the political parties in its evening News Bulletin. This was the first such initiative in the government-controlled media. This initiative drew praise from the community and appreciation from the opposition political parties. Our general impression was that ZIZ Radio and Television coverage of political events during the period of our mission was even-handed, although there was a tendency to begin the news with mention first of the events connected with the ruling party. It should be mentioned that ZIZ Radio and Television also accepted paid advertisements from political parties which did not suffer from any restrictions beyond the normal canons of good taste and libel.

VON Radio played a creative role in providing access by political parties to electronic media to enable them to get their message across to the electorate. VON Radio prepared a varied and interesting election campaign schedule which included two political debates, commentaries by civic leaders on topical issues and a popular public forum where members of the public could go live on radio with questions and comments to representatives of political parties.

The Print Media

The two main newspapers in St Kitts are political party organs, namely, *The Democrat*, published weekly by PAM, and the *Labour Spokesman*, published twice weekly by the SKNLP. Being organs of political parties they are clearly partisan, full of comment and opinion, sometimes vituperative, rather than factual independent reporting. The third newspaper is *The Observer*, which is privately owned and published weekly. Each has a print-run of between 2,000 and 3,000.

The Role of the Media in the Electoral Process

There are clear signs of a maturing of public opinion as regards the role of the media in the electoral process. Representatives of civil society demonstrated a positive leadership role in seeking to enlarge the arena of public debate during this election. The presence of a Commonwealth Media Adviser, who arrived in St Kitts and Nevis on 15 June 1995 to advise the Electoral Commission on all aspects of the media in respect of elections, might also have helped. We believe that these efforts should be nourished and sustained to promote the emergence of a balanced media culture that will enhance confidence in public broadcasting.

Chapter 4

The Poll and the Count

General Observation on Electoral System

As a preliminary observation to the events on polling day, it would be fair to say that we found the electoral system in St Kitts and Nevis had a number of unique features which we have not encountered elsewhere, features which appear to have found broad acceptance in the community over a considerable number of years. These unique features assume a high level of trust between the voter and the polling staff which reflects a broader culture of reciprocal understanding and shared values in the nation as a whole. We recognise the importance of this infrastructure of values and shared perceptions in helping to sustain an electoral culture such as that of St Kitts and Nevis. But as we are mindful of changing trends and the impact of external influences from which no society can be immune, we have considered it useful to make a number of suggestions which we feel could assist in simplifying current electoral practices to the benefit of electoral officials and voters alike, and which could significantly enhance the transparency of electoral procedures and the secrecy of the ballot. The trends and innovative changes which we have observed in electoral systems across the Commonwealth fortify us in making suggestions which we feel are reflective of the cumulative experience of the countries of the Commonwealth.

Pre-Election Distribution of Polling Material

On Sunday 2 July 1995, the Chairman and some members of the Group visited the Basseterre High School to witness the distribution of polling materials to the Presiding Officers. On 1 July, members of the Group who were deployed in Nevis observed a similar exercise there. Detailed instructions were given by the Supervisor of Elections to Returning Officers and the Presiding Officers. One ballot box with a lock and key was provided to each Presiding Officer with the voters' list relevant to his or her polling station and envelopes containing ballot-books were also given to the Presiding Officers. Each ballot-book consisted of 100 ballot papers and each envelope contained several ballot-books depending upon the number of voters registered for the particular polling station. Each envelope given to the Presiding Officers was sealed at both ends and the Chairman and members of the Electoral Commission put their signatures across the folds at the two ends, so that if anyone opened the envelope at either end, the signatures would be disturbed and it would become immediately known that the envelope had been tampered with. In the case of Nevis, the envelopes were appropriately signed by the respective Returning Officers.

The instructions given to the Presiding Officers were that on the morning of the poll, the Presiding Officer must show the envelope to the agents of the political parties in order to assure them that there was no tampering with the envelope and that it was the same envelope which had been handed over to the Presiding Officer by the Supervisor of Elections in that the seals at the two ends were intact and so were the signatures of the Chairman and/or members of the Commission. The Presiding Officer was instructed to then open the envelope by slitting it in the middle and so far as the ballot boxes were concerned, the Presiding Officer was to empty the ballot box given to him or her and turn it upside down in the presence of the agents of the political parties to assure them that the ballot box was empty. The ballot box was then to be locked and sealed and the voting process would begin. The Presiding Officers to whom we talked appeared to be quite aware of their responsibilities. Many of them had already worked as Returning Officers or Presiding Officers or Poll Clerks in the past elections and were experienced.

Eve-of-Election Rallies

An encouraging feature of the eve-of-poll rallies was the frequent giving of instructions by party activists for supporters to act responsibly on polling day and refrain from wearing party insignia. These rallies also provided an important opportunity to impress on the minds of the audience the method of voting on polling day. It deserves mention that despite the exuberance of the election campaign, a disciplined approach to the electoral process was demonstrated by voters on polling day who refrained from wearing party insignia though on occasions there were a few instances of agents of political parties or people wearing party colours. Indeed, on the eve of the poll we saw real efforts being made to create a suitable electoral environment, for example, by covering up party posters.

Events on the Day of the Poll

Our five teams were deployed at randomly selected polling stations across the 11 constituencies well before the opening of polling stations at 7.00 a.m. On arrival at polling stations we found that orderly queues of voters had formed before the commencement of the poll. Virtually all polling stations opened punctually at 7.00 a.m. for voting with the necessary procedures for commencement of voting being carefully observed by the polling staff. Before the beginning of the actual polling, each Presiding Officer opened the ballot box for scrutiny by party agents and voters and then the ballot box was locked.

The polling centres which were located in schools, churches and public buildings were in the main well-laid out which assisted the smooth processing of voters. In a few cases, however, polling arrangements could have benefited from greater space and suitable office furniture being made available for polling staff and party agents.

For ensuring consistency of reporting on our observation of the poll we utilised observation notes and a check list which provided a format of key features which we could assess in the course of our visits to polling stations (*Annex XII*).

We visited all 96 polling stations at least once. Most stations were visited more than once and many of them several times throughout the course of the day.

Performance of Electoral Officials

We were generally impressed by the professionalism, efficiency and courtesy of Presiding Officers and other polling staff, who appeared to go out of their way to ensure that the voter could cast a valid ballot for the candidate of his or her choice. A particularly helpful feature was the practice of explaining to each voter the format of the ballot paper and the method of marking the paper. Special efforts were made by polling staff to assist the elderly and the infirm, again consistent with laid down procedure. A significant number of polling staff had previous experience of electoral work which assisted the smooth running of the voting process. The proportion of women acting as polling staff at many polling centres was noteworthy.

During our visits to polling centres we found Returning Officers and members of the Electoral Commission regularly touring the constituencies throughout the day to ensure the smooth running of the poll and to deal with any difficulties that might arise. Their presence was a positive feature of the electoral arrangements and spoke to the high degree of organisational competence that went behind the successful completion of the poll.

Polling Agents

The polling agents of political parties contesting the election were present at polling stations. We could not help but note the spirit of co-operation and even of conviviality among the agents of the various parties, both with each other and towards the polling officials. The party agents undertook their task in a commendable way, observing procedures in an objective and purposeful manner, and readily co-operated in resolving some few difficulties that arose at certain polling stations. No complaints were made to us by the party agents and they

expressed their satisfaction with the conduct of the election at the polling centres attended by them.

Voting Procedures

Every voter upon entering the polling station was required to state his or her name, residence and occupation to enable the Poll Clerk to check with the official list of voters. The Poll Clerk entered the voter's details in the Poll Book while the Presiding Officer ascertained that no mark of electoral ink appeared on the voter's fingers before the delivery of the initialled ballot paper. The Presiding Officer then advised the voter about the procedure for voting and how to fold the ballot paper in the prescribed manner. The voter then proceeded to the polling booth and, after voting, returned the ballot paper duly folded to the Presiding Officer who ensured that the appropriate finger was dipped into the electoral ink. The Presiding Officer then checked the counterfoil of the ballot paper for his or her initials and in full view of all present removed the counterfoil and deposited the ballot paper in the ballot box.

We found that these voting procedures were followed in all the polling stations we visited. It is worth noting that during the early part of the poll, the prescribed process appeared a little slow but by the close of polling, all those wanting to vote appeared to have done so, and without having to wait an inordinate length of time.

There were some instances where the voters wanted to deposit their ballot paper directly in the ballot box but this was generally not allowed, with the Presiding Officers stating that this was not permitted by law. The prescribed method of voting in this respect appears unnecessarily complicated and contrasts sharply with current voting practice in other Commonwealth countries. We believe that it needs to be addressed.

The Closure of the Poll and the Count

We found that the prescribed procedures were followed at the closure of the poll and at the count, though there were a few minor deficiencies at some polling centres, where the Presiding Officers failed to seal the ballot box before undertaking the other procedures and in some instances, though few, the key of the ballot box was not sealed at the commencement of the poll either from oversight or lack of awareness. It was encouraging to note by the time of closure of the poll that adequate balloting materials had been provided for the poll. However, we found that there was a requirement for provision of greater quantities of sealing wax to enable Presiding Officers to seal effectively the envelopes and ballot box at the closure. We hope that this will be addressed in the future.

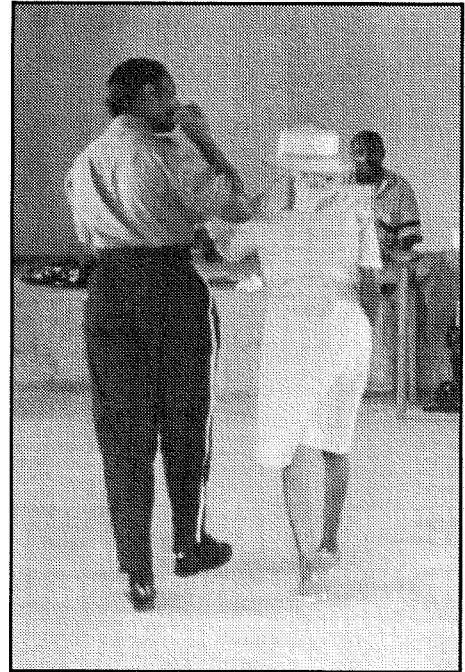


We visited all 11 counting centres and found prescribed procedures being meticulously followed. The count was slow and deliberate with each ballot paper being publicly shown to party agents. The process was conducted in a manifestly transparent manner.

The Voters

There was a good turnout of voters who displayed patience and good humour

The Group's chairperson, Justice Bhagwati, checks that the ballot boxes are sealed on polling day



On Nevis, assistance is extended to an elderly voter at a polling station

while waiting for their turn to vote. The fact that the voters were invariably relaxed in attitude contributed in no small measure to the peaceful atmosphere that prevailed on election day. The relaxed ambience should not obscure the fact that voters took their responsibilities seriously. Voter awareness of voting procedure was a marked feature of the poll with a very small number of rejected ballots being recorded. The practice of the Presiding Officer explaining to each voter the format of the ballot paper and the method of marking the paper undoubtedly contributed to this.

Police personnel on duty at polling stations were both friendly and helpful, assisting with the organisation of queues and generally ensuring the integrity of the polling stations.

Suggestions

Ensuring the secrecy of the ballot is vital to ensuring confidence in the democratic process. While we were impressed by the manner in which Presiding Officers and their staff undertook their duties, we were conscious that they were operating a cumbersome voting process which could benefit considerably from being streamlined and improved. We feel that the current procedure for voting could be modified in line with wider Commonwealth electoral practice to enhance the secrecy of the ballot. For example, the blue manila paper used for the 1995 election was thick and could spring open despite being folded thus exposing to public gaze the voter's political inclination. In future, consideration might be given to the use of watermarked ballot paper to enhance secrecy. Furthermore, in many cases some confusion arose at the close of the poll as to how the detached counterfoils should be treated. The regulations did not distinguish between the stubs remaining when the ballot paper was detached from the book of ballot papers, and the counterfoils removed at a later stage of the process. There are a number of alternatives to the counterfoil system readily available which might considerably simplify the balloting procedure.

We would suggest that every effort should be made to impress on the candidates that their presence at polling stations is subject to the prescribed five minute rule for we noted a number of occasions when this was not strictly observed, making in these circumstances the presence of the candidates a potential influence on the electoral environment. We also observed notes being passed by party agents to voters as they left the polling centre, a practice which is not desirable and which creates suspicion in the public mind about the integrity of the voting process.

We noted that efforts were made to ensure that a reasonable number of voters were allocated to a polling station for the purpose of smooth processing but there were some polling stations with very few voters. Given the practice of results being announced on the radio, with reference to each ballot box, those at a polling centre with few voters could feel vulnerable to being identified. We therefore suggest that efforts be made to ensure that in future polling centres have a broad similarity as regards numbers of voters.

We have referred earlier in the Report to the suggestions that we made to the Electoral Commission prior to the poll. Our experience in the field on polling day has only served to strengthen our view that the method of casting the ballot and of safeguarding ballot papers on the eve of the poll deserve to be reviewed in the light of current Commonwealth electoral practice. The complaints by a number of voters wishing to cast the ballot themselves suggest that it would be appropriate for the complicated voting process to be simplified to enable the voter to directly cast the ballot into the ballot box. To ensure that the integrity of the electoral process is safeguarded it would be advisable to devise a method for early morning distribution of polling materials to the Presiding Officers rather than allowing the materials to remain with them overnight.

In keeping with contemporary electoral practice, we would also suggest that there is a need to consider introducing some improved method of voter identification, a feature made all the more necessary by the existence of a significant number of overseas voters and by the growing mobility of the population.

Chapter 5

Summary of Conclusions

Our principal conclusions are as follows:

- The voters of St Kitts and Nevis were able to cast their ballots in an environment free from intimidation and harassment and in a manner which provided them with the opportunity to vote freely for the candidates of their choice. There was transparency of procedures and the secrecy of the ballot was assured. The result of the election reflected the wishes of the people.
- The Electoral Commission, the Supervisor of Elections, electoral officials and the police, should be commended for the way they performed their various roles in the electoral process.
- The significant disparities in the numbers of voters across the 11 constituencies suggest that an early opportunity should be taken by the Constituency Boundaries Commission to review the matter.
- The Government and/or Electoral Commission might consider whether a procedure can be devised to allow all political parties to be consulted on the appointment of electoral officials before these are finalised by the Electoral Commission.
- To remove evident concern about the overall security of election materials, including ballot papers, consideration might be given to the delivery of such materials to Presiding Officers on the morning of the poll, rather than the evening before as is presently being done.
- The Group's considered assessment is that the actual voting procedure should be reviewed, including the quality and format of the ballot paper and the practice of the Presiding Officer placing the completed ballot in the ballot box rather than the voter doing so.
- The existing voting procedure could benefit too from a better system of identifying voters, for example, through the use of a voter's card or other form of identification, as is the practice in other Commonwealth countries. The Commonwealth itself might be well placed to assist in any such review.
- Where the role of the media in the electoral process is concerned, the provision of fair and equitable access for all political parties to the publicly owned radio and television station ZIZ Radio and Television, and balanced coverage of their activities, should be ensured.
- The efforts of the Churches and the Chamber of Industry and Commerce in brokering an agreement among the political parties of a Code of Conduct for the Political Process, were an important contribution to the environment in which this election was held. The Churches and the Chamber should also be commended for their work in monitoring the final weeks of the campaign and bringing their collective views to bear on important issues and promoting dialogue.
- The involvement of the Commonwealth Observer Group in this general election in St Kitts and Nevis was welcomed by political parties, and by the people themselves. The presence of the Commonwealth Group appears to have provided confirmation of the integrity of the democratic process and reassurance as to the validity of the election.

Acknowledgements

We wish to express our appreciation to the people of St Kitts and Nevis for the warm welcome which they extended to us during our mission. Without their assistance and many kindnesses we could not have accomplished our work.

We would also like to acknowledge our gratitude to the Chairman of the Electoral Commission, Charles Wilkin, and his colleagues and to the Supervisor of Elections, Eugene Petty, and his colleagues for their ready assistance and co-operation.

Our warm thanks also go collectively to all the political leaders in St Kitts and Nevis, to leaders of the church councils and the Chamber of Industry and Commerce whose meetings with us greatly assisted our work. We also wish to thank the General Manager of ZIZ Radio and Television, and representatives of the media.

We would like to express our particular thanks and warm appreciation to Max Gaylard and his team from the Commonwealth Secretariat for the magnificent support given by them to our Group in carrying out our mission. They worked for very long hours every day with exemplary dedication and their unfailing support has been crucial to the fulfilment of our task.

Our special thanks go to Chief Emeka Anyaoku, the Commonwealth Secretary-General, for giving us this opportunity to serve the people of St Kitts and Nevis and their beautiful country.

Annexes

ANNEX I

Composition of the Commonwealth Observer Group

The Hon Justice Prafulla N Bhagwati (India – Chairman)

The Hon Justice Bhagwati's distinguished legal career and many contributions to law led to his appointment as Chief Justice in 1985. In 1960 he was appointed Judge of Gujarat High Court and in 1967 became Chief Justice of the High Court. In 1973 he was appointed Judge of the Supreme Court of India. He retired in 1986. Justice Bhagwati is a member of numerous national and international committees and organisations including the Experts Committee of the ILO and the Executive Committee of the International Society for Labour Law and Social Security. He is also a member of the Permanent Court of Arbitration in The Hague. In September 1994, he was elected a member of the United Nations Human Rights Committee (UNHRC) for a four-year term. In March 1995 he was elected Vice-Chairman of UNHRC.

Mr Roger Barltrop, CMG, CVO (Britain)

Mr Roger Barltrop was a member of the British Diplomatic Service from 1954 until his retirement in 1990. He served in India, Nigeria, Zimbabwe (then Rhodesia), Ethiopia, Turkey, the West Indies and the South Pacific. His last overseas posting was as High Commissioner and later Ambassador to Fiji from 1982-1989, concurrently accredited as High Commissioner to Nauru and Tuvalu. Mr Barltrop was Head of the Commonwealth Co-ordination Department at the Foreign and Commonwealth Office from 1978-1982, and a member of British delegations to the 1979 Lusaka and 1981 Melbourne Commonwealth Heads of Government Meetings. In 1991 he participated in the Commonwealth Observer Group for the Bangladesh General Election.

Mr Jean-Claude Dansereau (Canada)

Mr Jean-Claude Dansereau, a former petroleum executive, served between 1979 and 1983 as President of the Liberal Party of Canada (Quebec) and between 1984 and 1986 as President of the Liberal Party of Canada Organisation Committee. He has considerable experience in both provincial and federal elections and has been head of various Committees for Leadership at both provincial and federal levels.

Mr Anthony Frederick Dingle (Australia)

A former diplomat, Mr Anthony Dingle spent 15 years of his 36 years in the Australian Foreign Service at posts in Commonwealth countries. He served in both Malaysia and Tanzania during their period of transition from colonial status to independence. After serving in India and Pakistan, he became High Commissioner to Ghana, concurrently serving as Australia's first High Commissioner to Sierra Leone and The Gambia. He has also served as Ambassador to Denmark, Iceland, Venezuela, Colombia, Ecuador and Panama. He was a member of the 1992 Commonwealth Observer Group for the Guyana elections and for the referendum on the draft constitution in Seychelles.

HE Mr Alfred Uyapo Majaye Dube (Botswana)

HE Mr Alfred Majaye Dube joined the Botswana Civil Service in 1967 and the Foreign Service in 1977 with special responsibility for liaison with the EU, SADCC, OAU, ACP/EEC. In 1978 he co-ordinated the Botswana Government's participation in Lomé I Convention Renegotiation. In 1980-81 he was posted as Counsellor to the High Commission in London. From 1981-83 he was Under-Secretary, Ministry of Mineral Resources and Water Affairs, in

charge of the diamond mining and marketing sector. He rejoined the Foreign Service in 1983 and was posted as Counsellor to the Botswana Mission to the EEC in Brussels also covering the Benelux countries, France, Germany and Italy. From 1987-88 he was Under-Secretary, Department of External Affairs and 1988-89 Director for Political and Economic Affairs. In 1989 Mr Dube was appointed Ambassador to Sweden with concurrent accreditation to Denmark, Norway, Finland, Iceland and the USSR. He is presently Botswana's High Commissioner to Britain.

Mr Mishake Muyongo, MP (Namibia)

Mr Mishake Muyongo is Leader of the Democratic Turnhalle Alliance (DTA). In 1964 he became full-time organiser for CANU as a founding member and First Vice-President and consummated the alliance between CANU and SWAPO later that year. He later became responsible for the SWAPO Education Department and organised the International Conference on Namibia in Brussels. In 1978 he assisted in the drafting of UN Resolution 435 on Namibia and before Namibian independence was continually involved in talks with the Western Group of Five. He returned to Namibia from exile in Zambia in 1985 under the general amnesty and was elected Vice-President of the Democratic Turnhalle Alliance (DTA) in 1987. He became President of DTA in 1989. He has been a member of the Namibian Parliament since its creation in 1990.

Mr Frank Portelli, FRCS (Malta)

Mr Frank Portelli was President of the Executive of the Nationalist Party between 1985 and 1992 and a member of Parliament between 1987 and 1992. In October 1987 he became the Head of the Maltese Delegation to the Council of Europe and later represented the organisation as official observer for the first democratic election in Yugoslavia. He is currently Lecturer in Clinical Anatomy at the University of Malta and Director of Air Malta.

Ms Elizabeth Solomon (Ghana)

A former nursing tutor, Ms Elizabeth Solomon went on to study law and then practice as a legal adviser at the State Insurance Corporation between 1973 and 1982. Between 1983 and 1993 she worked as a private legal practitioner. Since July 1993 she has been a member of the National Seven Member Commission which is responsible, among other things, for the supervision of all public elections and referenda and the education of the people on the electoral process and its purposes. Ms Solomon represents the International Federation of Women Lawyers on the National Council of Women and Development and is a Senior Executive of FIDA. In 1994 she participated in the UN observer mission for the general election in South Africa.

SECRETARIAT SUPPORT STAFF

Mr Max Gaylard, Team Leader

Mr Richard Nzerem, Assistant to Observers

Mrs A Missouri Sherman-Peter, Assistant to Observers

Mr Dominic Sankey, Assistant to Observers

Ms Lorna McLaren, Administrative Officer

ANNEX II

Press Release of 22 June 1995

**Commonwealth
News Release**

95/24

22 June 1995

**Commonwealth to Observe General Election
in St Kitts and Nevis**

A team of eight Commonwealth Observers, together with support staff from the Commonwealth Secretariat, will be present in St Kitts and Nevis for the forthcoming general election scheduled for 3 July 1995.

In making the announcement today, Commonwealth Secretary-General Emeka Anyaoku recalled that in February this year the Government of St Kitts and Nevis had issued an invitation for a Commonwealth Observer Group to observe the general election. A Planning Mission, which subsequently visited St Kitts and Nevis, established that there was broad support across the political spectrum for a Commonwealth presence at the election.

The Commonwealth Observer Group for St Kitts and Nevis will be led by **The Hon Justice P N Bhagwati**, former Chief Justice of India. The other members of the Group are:

Mr Roger A R Barltrop
Former Diplomat
Britain

Mr Jean-Claude Dansereau
Former President of the Liberal Party
Canada

Mr Anthony Dingle
Former Diplomat
Australia

H E Mr Alfred Dube
High Commissioner for Botswana to Britain

Mr Mishake Muyongo MP
Member of Parliament, Leader of Opposition
Namibia

Mr Frank Portelli
Former Member of Parliament
Malta

.../2

Issued by the Information Division, Commonwealth Secretariat, Marlborough House,
Pall Mall, London SW1Y 5HX, Britain. Tel: 071-839 3411; Fax: 071-930 0827; Telex: 27678

Ms Elizabeth Solomon
Electoral Commissioner
Ghana

The Group will be supported by a five-member team from the Commonwealth Secretariat led by Mr Max Gaylard, Director of the Political Affairs Division.

Note to Editors:

The mission to St Kitts and Nevis will represent the fifteenth election observed by the Commonwealth since October 1990. These include elections in Malaysia, Bangladesh, Zambia, Seychelles, (in July and November 1992, and July 1993), Guyana, Ghana, Kenya, Lesotho, Pakistan, South Africa, Malawi and Namibia. These are to be seen in the context of a decision taken by Commonwealth Heads of Government to support the promotion of democracy in a number of ways, including through observation, on request, of elections in member states.

ANNEX III

Arrival Statement of 27 June 1995



St Kitts & Nevis General Election, 1995

Commonwealth Observer Group*News Release*

We are here in response to a request from the Government of St Kitts and Nevis to the Commonwealth Secretary-General, Chief Emeka Anyaoku, for the Commonwealth to observe the General Elections scheduled for 3 July 1995. A Commonwealth Secretariat Planning Mission has confirmed that the parties involved in the election welcome our presence here.

Our broad objective is to observe the organisation and conduct of the elections in accordance with the law of St Kitts and Nevis. We come from many parts of the Commonwealth but not as representatives of governments or organisations to which we belong. Rather, we will serve the Commonwealth as Observers in our individual capacities.

We have no executive role, our function is to observe the process and form an impartial judgment on its credibility. On completion of our mission, we will present a report to the Commonwealth Secretary-General who will make it available to the Government of St Kitts and Nevis, the political parties taking part in the elections, and thereafter to all Commonwealth governments.

We look forward to our mission with keen anticipation. As part of our work we will be in touch with the Electoral Commission, the political parties and other interested groups before and on polling day. We will be visiting all eleven constituencies. We feel honoured to be here to observe the forthcoming national elections.

Basseterre
27 June 1995

ANNEX IV**Schedule of Engagements****COMMONWEALTH OBSERVER GROUP TO THE GENERAL ELECTION
IN ST KITTS AND NEVIS
3 July 1995****Schedule of Engagements****ANTIGUA****Monday 26 June**

1900 Briefing by Commonwealth Secretariat

Tuesday 27 June

0800 Telephone Conference Briefing by the Secretary-General

ST KITTS**Tuesday 27 June**

am Arrival of Commonwealth Observer Group

1200 Arrival Statement by the Hon Justice P N Bhagwati

1400 Briefing by Commonwealth Secretariat

1500 Electoral Commission and Supervisor of Elections

1700 Briefing by Commonwealth Media Adviser to the St Kitts and Nevis
Electoral Commission

1830 Press Conference

2000 Political Party Rallies

Wednesday 28 June

0930 People's Action Movement

1130 St Kitts and Nevis Labour Party

- 1500 St Kitts and Nevis Trades and Labour Union
1700 United People's Party
1830 Chairman's Reception for Observers and Invited Guests

Thursday 29 June

- 0900 Meeting of the Group
0930 Group Photograph
1000 St Kitts Christian Council
1130 St Kitts Evangelical Association
1400 Police Commissioner Thompson
1400 Electoral Commission
1500 Chamber of Commerce and Industry
1800 Briefing by Commonwealth Secretariat
2000 Political Party Rallies

NEVIS**Friday 30 June**

- 0800 Depart Hotel: Ferry to Nevis
0915 Arrival at Charlestown, Nevis
1000 Concerned Citizens Movement
1130 Nevis Reformation Party
1500 Nevis Evangelical Association
1600 Electoral Officials
1800 Chairman's Reception

Saturday 1 July

- 1500 Nevis Christian Council

ANNEX V

Deployment of Commonwealth Observers

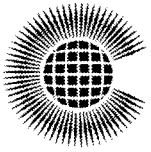


St Kitts & Nevis General Election, 1995

Commonwealth Observer Group

DEPLOYMENT OF COMMONWEALTH OBSERVERS

TEAM	NAMES	CONSTITUENCIES
One	The Hon Justice P N Bhagwati (Chairman) Mr Max Gaylard Mr Dominic Sankey	1&2: Basseterre East Basseterre Central
Two	Mr Jean-Claude Dansereau Mr Mishake Muyongo	3&4: Basseterre West Challengers to Half-Way-Tree
Three	Mr Roger Bartrop Ms Elizabeth Solomon	5&6: Sandy Point Newton Ground to Harris'
Four	H E Mr Alfred Dube Mr Frank Portelli Mrs Missouri Sherman-Peter	7&8 Belle Vue to Ottleys Ottleys to Kittstoddarts and St Peter's
Five	Mr Anthony Dingle Mr Richard Nzerem	9-11 Nevis: St John, Fig Tree and St Paul, Charlestown; St George, Gingerland; St James, Windward & St Thomas, Lowland

ANNEX VI**Eve-of-Poll Statement of 29 June 1995**

St Kitts & Nevis General Election, 1995

Commonwealth Observer Group*News Release*

The Chairman of the Commonwealth Observer Group to the General Election in St Kitts and Nevis said today that the Group has now completed its first round of consultations on St Kitts and will visit Nevis tomorrow Friday 30 June 1995.

On St Kitts, the Group has met with leaders of the three political parties, with representatives of the churches and the Chamber of Commerce and Industry, and with the Commissioner of Police. The Group has also had extensive consultations with the Chairman of the Electoral Commission and his colleagues and with the Supervisor of Elections. Members of the Group have also had the opportunity to be present at major rallies of the three political parties on St Kitts and have thus been able to gain an appreciation of the issues involved in the campaign.

During its discussions with the Electoral Commission and the Supervisor of Elections, the Group was able to raise various matters which had been drawn to their attention by the political parties and others with whom they met.

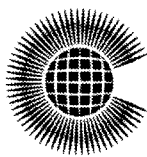
During its forthcoming visit to Nevis on Friday, 30 June, the Group will meet with representatives of the political parties on Nevis, representatives of the churches, and other interested parties. They will also be meeting with electoral officials on Nevis.

Two members of the Commonwealth Group will remain in Nevis to continue the work of the mission and specifically to observe the poll and the count on Nevis on 3 July 1995.

Basseterre
29 June 1995

ANNEX VII

Interim Statement of 3 July 1995



St Kitts & Nevis General Election, 1995

Commonwealth Observer Group

*News Release***INTERIM STATEMENT BY THE CHAIRMAN
JUSTICE P N BHAGWATI**

Our broad task as a Commonwealth Observer Group has been to observe the organisation and conduct of this General Election in accordance with the law of St Kitts and Nevis, and to determine whether conditions existed for the free expression of the will of the electors.

Our interim assessment up to the close of the poll is that the voters of St Kitts and Nevis have been able to cast their ballots in an environment free from intimidation or harassment and in a manner which provided the people of St Kitts and Nevis with the opportunity to vote freely for the candidates of their choice. There was transparency of procedures, and the secrecy of the ballot was assured.

In reaching this interim assessment, the members of the Group have had ample opportunity to study carefully the electoral arrangements and today they visited all polling stations in all the eleven constituencies of St Kitts and Nevis. Most polling stations were visited more than once, and many of them several times, throughout the course of the day. We were all individually present at randomly-selected polling stations for the opening of the poll at 7:00 am this morning, and also observed the closure of the poll in a similar fashion.

We found that voting procedures were properly followed in all polling stations. There were some minor variations which will be reflected in our report to be published. During the early part of the poll, the prescribed process appeared to be a little slow; but by the close of polling all those wanting to vote appeared to have done so, and without having to wait for any inordinate length of time.

We were generally impressed with the professionalism, efficiency and courtesy of Presiding Officers and other polling staff, who appeared to go out of their way to ensure that the voter could cast a valid ballot for the candidate of his or her choice. A particular feature was the practice of explaining to each voter the format of the ballot paper and the method of marking the paper. Special efforts were made by polling staff to assist the elderly and infirm, again consistent with the laid-down procedures.

We could not help but note the spirit of co-operation and even conviviality among the agents of the various political parties, both with each other and towards the polling officials with whom they worked in close tandem. All party agents with whom we spoke expressed full satisfaction with the way that voting was being conducted by electoral officers.

Police personnel on duty at polling stations were both friendly and helpful, assisting with the organisation of queues and generally ensuring the integrity of the polling stations.

The voters themselves queued from early morning and waited with patience and good humour for the opportunity to exercise their fundamental right to vote. The overall turnout of voters was good, underscoring a firm commitment by the people of St Kitts and Nevis to the democratic process.

Our full report will be finalised in the next few days. Thereafter it will be submitted to the Commonwealth Secretary-General, Chief Emeka Anyaoku, who will forward it to the Government of St Kitts and Nevis, to the leaders of the political parties and to Commonwealth governments.

Basseterre
3 July 1995

ANNEX VIII

Joint Statement Resulting from the Forum for National Unity

JOINT STATEMENT RESULTING FROM THE FORUM FOR NATIONAL UNITY

A Forum for National Unity was held at the Four Seasons Resort on Nevis on Tuesday, November 22, 1994.

The Forum was convened by the St Kitts & Nevis Chamber of Industry and Commerce and was attended by representatives of the ruling PAM/NRP Coalition government, the St Kitts - Nevis Labour Party, and the Concerned Citizens Movement of Nevis. Also in attendance were representatives of the Chamber, the Christian Councils of St Kitts and Nevis, the Evangelical Associations of St Kitts and Nevis, the St Kitts-Nevis Hotel and Tourism Association, the St Kitts-Nevis Trades and Labour Union, and the St Kitts and Nevis Bar Association.

After extensive discussions lasting the entire day and covering all matters relevant to the present crisis facing our country the Forum for National Unity agreed that recent drug-related crime and the increase in crimes involving the use of guns pose a serious threat to the peace and security of all citizens and residents of St Kitts and Nevis and its economy. It was particularly agreed that continued adverse publicity would erode the confidence of both local and foreign investors and could easily leave a disastrous impact on the tourism industry.

It was agreed that the following action should be taken to address these problems:

1. Unequivocal condemnation of all drug-related criminal activity by all political parties and a joint declaration of party leaders to attack this scourge of our society. This declaration must include a public call for full co-operation with Scotland Yard's investigations and the re-assurance of the Police Force that its members will receive full support in clamping down on gun and drug-related crime in particular.
2. Immediate review of the operations of the Police Force to improve its morale, strengthen its crime fighting capacity and to redress the current political polarisation of its Officers and ranks.
3. Strengthening security and drug interdiction efforts at ports of entry and exit.
4. Immediate review of Governmental and community programmes and the development of new programmes to restore lost family, moral and civic values.

5. Complete review of the system of appointments to Government Commissions, Boards, Corporations, Authorities and other agencies with a view to establishing greater independence and efficiency in the operation of those bodies.
6. Strengthening the education system to counter the negative influences of the media and the drug culture.
7. Improving local programming on the Government broadcasting service to help counter the negative influences of Cable television.
8. General monitoring of ZIZ Radio and Television to establish a professional institution and protect its abuse for political purposes.
9. Elimination of the use of the political party newspapers and platforms to 'demonise' political opponents. The local media should be monitored by a committee comprising one nominee each of the Chamber, Christian Council, Evangelical Association, Business and Professional Women's Club, and youth groups in order to ensure compliance.
10. Introduction of a Code of Ethics for political activity.
11. Strengthening Government's Legal Department and the office of the Director of Public Prosecution.

In recognition of the urgent national need for political stability while the above measures are addressed and to restore the traditional peace and stability of our islands it was agreed that this agreement should include a decision on the date for the next General Elections. It was accordingly agreed that the next General Elections be held not later than November 15, 1995. In the interim period negotiations between all political parties represented in the National Assembly will be undertaken with the view of achieving participation by all such parties in decision-making of Government relating to:

- a. all major capital projects
- b. all major foreign investments
- c. land distribution
- d. Civil Service review
- e. Police Force improvement
- f. Code of Conduct for political activity

The need was stressed for a 'cooling off period' in which current tensions can be allowed to dissipate. All political parties pledged to work towards this end. Specifically, there will be no public political meetings during the month of December, 1994.

The meeting was conducted in an atmosphere of utmost cordiality and mutual respect in full recognition of the importance of these deliberations to the future of our country.

SIGNED AT FOUR SEASONS RESORT, NEVIS THIS 22ND DAY OF NOVEMBER, 1994

Right Honourable Dr Kennedy A Simmonds
Prime Minister & Leader of the People's
Action Movement

Honourable Dr Denzil Douglas
Leader of the St Kitts-Nevis Labour Party

Honourable Vance Amory
Premier of Nevis & Leader of the Concerned
Citizens Movement

Honourable Joseph W Parry
Leader of the Nevis Reformation Party

Richard O Skerritt
President, St Kitts & Nevis Chamber of
Industry and Commerce

Archdeacon Rudolph Smithen
President, St Kitts Christian Council

Pastor Leroy Benjamin
President, St Kitts Evangelical Association

Reverend Joyce Rohan
for Nevis Christian Council

Pastor Eric Maynard
for Nevis Evangelical Association

Lea L Moore, Q.C.
President, St Kitts-Nevis Trades and Labour Union

Charles Wilkin
President, St Kitts-Nevis Bar Association

Glen Knorr
President, St Kitts-Nevis
Hotel and Tourism Association

ANNEX IX

Code of Conduct for the Political Process

CODE OF CONDUCT

FOR

THE POLITICAL PROCESS:

Ethical Guidelines Issued by

St. Kitts Christian Council
P.O. Box 48, St. Kitts

Nevis Christian Council
P.O. Box 71, Nevis

St. Kitts Evangelical Association
P.O. Box 773, St. Kitts

Nevis Evangelical Association
P.O. Box 445, Nevis

June 1995

GENERAL ELECTIONS
ETHICAL GUIDELINES

Pursuant to the Code of Conduct for the Political Process which was issued in 1993, The St. Kitts Christian Council, the St. Kitts Evangelical Association, the Nevis Christian Council and the Nevis Evangelical Association now issue Guidelines for Elections in St. Kitts and Nevis.

In our democracy, different strategies for social and economic development will be presented by the various political parties, and it is the people's right to make a choice through the process of General Elections. It is therefore the responsibility of all political leaders to propose the best way forward for all, especially for the poor or oppressed or marginalised.

However, electioneering is potentially divisive, and in the heat of campaigning it may be forgotten that we are one people. The following guidelines are being proposed in the interest of mature campaigning and fair and free elections. We therefore call on all concerned to accept and adhere to them:

A. TO THE ELECTORAL COMMISSION

- * The Electoral Commission should continue to be transparent and impartial.
- * Ensure that any person who is eligible to vote and does so appropriately is properly registered.
- * Any person who is eligible and properly registered to vote should not be denied the right to vote.

B. TO CANDIDATES FOR ELECTION, THEIR ASSOCIATES AND SUPPORTERS

- * Candidates in any General Election need to justify their suitability by presenting proposals for the betterment of St. Kitts and Nevis, its people and land, and its interaction with the Caribbean region and the world.

- * The emphasis must be on issues rather than personalities.
- * No abusive attacks or innuendos may be directed to campaigners or their family members for reasons of their race, social origins and background, education, gender, religion, or any other reason.
- * Candidates must seek to be truthful about the past and present socio-economic state of St. Kitts and Nevis.
- * Candidates must avoid raising unfulfillable expectations and making unrealistic promises.
- * Care must be taken not to incite sectional hostility or violence.
- * To further demonstrate political maturity and foster unity among the people, Parties not forming the Government should appeal to the Nation via the media to respect and acknowledge the Government formed by the due process of the Constitution of the Federation.
- * Campaign slogans and the like, affixed to walls, poles etcetera, should be such as are easily removable when campaigning ends. Special care should be taken to avoid defacing historic sites.
- * Electoral regulations should be observed and not circumvented.
- * Every person entitled to vote must be able to do so freely. Victimization of persons, interference with employment, rights, intimidation, and the enticement with favours are grossly wrong.
- * Avoid language that is abusive, indecent or inflammatory.
- * When the election results have been finalised, unsuccessful candidates should accept defeat in the true spirit of sportsmanship and successful

Christian Council and the Nevis Evangelical Association, and pledge that I will put unreservedly into effect the guidelines provided for candidates, their associates and supporters.

Signature
Name (Please print)
Signature
Name (Please print)
Signature
Name (Please print)

DOCUMENT SIGNED AT A SERVICE HELD AT ST. GEORGES ANGLICAN CHURCH ON 16th JUNE 1995
IN THE PRESENCE OF REPRESENTATIVES OF THE ST. KITTS CHRISTIAN COUNCIL, THE NEVIS CHRISTIAN COUNCIL, THE ST. KITTS EVANGELICAL ASSOCIATION AND THE NEVIS EVANGELICAL ASSOCIATION IN WITNESS OF WHICH THE SAID REPRESENTATIVES OF THE SAID ORGANISATIONS HAVE AFFIXED THEIR SIGNATURES BELOW.

[Signature]
ST. KITTS CHRISTIAN COUNCIL
[Signature]
ST. KITTS EVANGELICAL ASSOCIATION
[Signature]
NEVIS CHRISTIAN COUNCIL
[Signature]
NEVIS EVANGELICAL ASSOCIATION

- * Ensure that news stories are accurate.
- * Avoid the temptation to sensational reporting.
- * Independent Candidates and Political Parties should be given equal time on the National Broadcasting Service.

TO BE SIGNED BY LEADERS OF PARTIES

We the undersigned candidates, who in the forthcoming elections will be leading other candidates seeking seats in the National Assembly of St. Kitts and Nevis, approve of the ethical guidelines issued by the St. Kitts Christian Council, the St. Kitts Evangelical Association, the Nevis Christian Council and the Nevis Evangelical Association, and pledge that we will put unreservedly into effect the guidelines provided for candidates, their associates and supporters, and request those whom we lead to do so.

[Signature] Leader
People's Action Movement
[Signature] Leader
Concerned Citizens Movement
[Signature] Leader
St. Kitts-Nevis Labour Party
[Signature] Leader
Nevis Reformation Party
[Signature] Leader
United People's Party

TO BE SIGNED BY INDEPENDENT CANDIDATES

I the undersigned candidate, who will be seeking a seat in the National Assembly of St. Kitts and Nevis, approve of the Ethical Guidelines issued by the St. Kitts Christian Council, The St. Kitts Evangelical Association, The Nevis

candidates should celebrate victory gracefully and humbly.

C. TO VOTERS

- * It is the individual's fundamental right to vote. A voter should not abstain from voting without good reason.
- * All persons eligible to register should seek at all times to be honest with the information they impart.
- * Do not sell your vote. You thereby forfeit your freedom of choice and devalue your worth as a person.
- * Exercise your responsibility for the well-being of St. Kitts and Nevis by voting for a candidate of ability and integrity. Integrity would include adherence to the ethical guidelines herein.
- * Integrity, good character, and sound judgement as manifested in your behaviour as a Voter is important to the Political Process, and those whom you seek to elect.
- * Vote after serious consideration of all candidates' policies.
- * Each person has a right to his or her views and to support the candidate he or she prefers. Respect must be maintained for the opinion of others.
- * Each voter has a responsibility to obey the law and to promote the maintenance of law and order throughout the Federation.

D. TO THE MEDIA

- * Report the campaigning honestly and impartially.

ANNEX X

Letter to Chairman of the Electoral Commission – 29 June 1995



St Kitts & Nevis General Election, 1995

Commonwealth Observer GroupTel: 1-809-4652695-8
Fax: 1-809-4657518Fort Thomas Hotel
P O Box 407
Basseterre

29 June 1995

Dear Mr. Wilkin,

In the light of the extensive discussions we have had since our arrival with the Electoral Commission and political parties, I am prompted to write to you with a view that you would urgently consider several suggestions which have arisen in the course of these discussions. We believe that improvements could be effected which would enhance public perception of the integrity and impartiality of the electoral process and bolster confidence in its transparency.

During the course of our discussions on 28 June 1995 with you and your colleagues on the Commission, at which the Supervisor of Elections was also present, our attention was drawn to the possibility that the final voters' roll published for use at the 3 July 1995 elections might have inadvertently excluded some eligible voters. We understood that even at this late stage the Supervisor of Elections could allow the voters' roll to be corrected, even up to the eve of the elections, so as to enable an affected voter, who would otherwise be disenfranchised, to vote. Mindful of the importance of every qualified voter being able to exercise the franchise, we would welcome every effort to review the cases in which eligible voters have been erroneously excluded.

Concern has been expressed by political parties that the practice of delivering to Presiding Officers the election materials, including the ballot papers, and permitting these to be stored overnight in the private homes of the Presiding Officers, runs an unnecessary risk of jeopardising the carefully prescribed procedures for safeguarding the security of the process. All the political parties we have spoken to have expressed to us the view that they would have no objection to the polling materials being delivered to appropriately located police stations where they could be stored overnight under strict security guard. The political parties could then have their

Mr Charles Wilkin
Chairman
Electoral Commission

agents present throughout until the materials are delivered to the Presiding Officers on election morning. We would recommend this as an eminently desirable procedure to follow so as to remove any doubts about the transparency of the process, particularly on the eve of the poll.

Another concern that has been articulated relates to the actual process of voting. It would seem that although the relevant rule of CAP 162 appears to suggest by way of a procedural provision that the Presiding Officer should place the marked ballot paper in the ballot box, this practice has not been uniform in all cases. We understand that in some instances in the past, the voter himself or herself has been allowed to place the ballot paper in the ballot box.

In any case we would suggest that it would be desirable for Presiding Officers to adopt a flexible approach by allowing the voter wherever possible to personally place the ballot paper in the ballot box. In making this recommendation we have in mind that the wide discretionary powers which both the Supervisor of Elections and the Electoral Commission have in terms of sub-sections 34(4) and (7) of the Constitution, would permit both authorities to implement our suggestion.

Naturally, we raise these matters in the full knowledge that they fall entirely within your jurisdiction and are for the Commission alone to decide. We do so in the belief that they can be dealt with expeditiously and in a manner that could facilitate greater confidence in the transparency and integrity of the electoral process.

We would welcome an opportunity to meet with you and your colleagues again when you have had the opportunity to consider these suggestions.

Yours Sincerely,

P N Bhagwati

Justice P N Bhagwati
Chairman
Commonwealth Observer Group

Mr Charles Wilkin
Chairman
Electoral Commission
Basseterre
St Kitts

ANNEX XI

Correspondence from Chairman of the Electoral Commission



ST. CHRISTOPHER AND NEVIS

Electoral Office,
East Independence Square Street,
Basseterre,
St. Kitts, W. I.

Tel: 2873

30th June 1995

Justice P N Bhagwati
Chairman
Commonwealth Observer Group
Fort Thomas Hotel
Basseterre

Dear Justice Bhagwati,

I acknowledge receipt of your letter of 29th June 1995 which was followed by your meeting with this Commission. I enclose copies of the following documents which indicate that we have not obtained unanimous consent to the proposals made by your Group, viz:

1. Agreement signed by all candidates of St. Kitts-Nevis Labour Party.
2. Agreement signed by all candidates of United Peoples Party.
3. Mr Petty's letter to me of even date.
4. Letter from People's Action Movement.
5. My reply to the Labour Party.
6. My reply to U.P.P.

The Commission is most appreciative of your Group's suggestions and looks forward to continued close co-operation.

Yours Sincerely,

Leann Wilson

*Chairman
Electoral Commission*

LABOUR

POLITICAL LEADER: Hon. Dr. Denzil L. Douglas, M.P.
SECRETARY: Herbert Wycliffe-Morton LLB (LOND)

We the undersigned Candidates for the respective constituencies noted below against our names agree to the following procedures to be implemented in the conduct of the General Elections on Monday 3rd July 1995.

A. BALLOT PAPERS, BALLOT BOXES AND ELECTORAL INK

1. Ballot Papers, Ballot Boxes and Electoral Ink for each constituency will be held in a secure place in the Guard Room of one Police Station in the constituency overnight Sunday 2nd July 1995.
2. Each Returning Officer will collect the Ballot Papers, Ballot Boxes and Ink for his/her constituency from the Supervisor of Elections at the Basseterre Senior High School between 1 p.m. and 3 p.m. on Sunday 2nd July 1995 (in Nevis on Saturday 1st July, 1995 between 11 a.m. and 1 p.m.) and will immediately take same to the designated Police Station in his constituency and leave same with the Officer on duty. A list of designated Police Stations is attached.
3. Each Political Party will be entitled to station an Agent at each designated Police Station while the Ballot Papers, Ballot Boxes and Ink are kept there. Agents may be used in shifts for this purpose. Names of agents must be given to Supervisor of Elections by 4 p.m. on Saturday 1st July, 1995.
4. The Ballot Papers, Ballot Boxes and Ink will be collected from the designated Police Station by Presiding Officers not later than 6 a.m. on the morning of the Election and will be taken by each Presiding Officer directly to his/her Polling Station. Agents of the Parties may follow the Presiding Officers.

B. VOTING PROCEDURE

1. Voters will be allowed to cast their ballots as follows:
 - (a) Presiding Officer initials ballot paper and delivers same to Voter.

Masses House, Church Street, Basseterre, St. Kitts, W.I.

Telephone: (809) 465-5347 Fax: (809) 465-8328

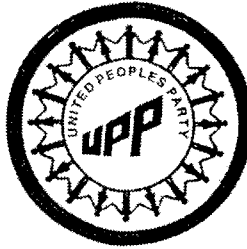
FOR THE GOOD THAT WE CAN DO

- (b) Voter proceeds to polling compartment marks and folds ballot in prescribed manner.
- (c) Voter returns to Presiding Officer and displays to Presiding Officer the officer's initials in the space provided on the ballot paper.
- (d) Voter removes counterfoil from ballot paper and delivers same to Presiding Officer or at Voter's option requests Presiding Officer do so.
- (e) Voter immerses right index finger in electoral ink.
- (f) Voter deposits ballot in ballot box or at Voter's option requests Presiding Officer to do so.

All other procedures set out in the National Assembly Elections Act Cap.162 shall be strictly followed.

NAME OF CANDIDATE	CONSTITUENCY	SIGNATURE	DATE	WITNESS
EARL 'ASIM' MARTIN	1	<i>Earl Martin</i>	June 29/95	<i>Cliff Kelly</i>
G. A. DWYER ASTAPHAN	2	<i>G. A. Dwyer</i>	June 29/95	<i>Cliff Kelly</i>
SAM CONDOR	3	<i>Sam Condor</i>	June 29/95	<i>Cliff Kelly</i>
RUPERT E HERBERT	4	<i>Rupert E Herbert</i>	June 29/95	<i>Cliff Kelly</i>
BERTRAM L CHARLES	5	<i>Bertram L Charles</i>	June 29/95	<i>Cliff Kelly</i>
DENZIL L DOUGLAS	6	<i>Denzil L Douglas</i>	June 29/95	<i>Cliff Kelly</i>
TIMOTHY HARRIS	7	<i>Timothy Harris</i>	June 29/95	<i>Cliff Kelly</i>
CEDRIC R LIBURD	8	<i>Cedric R Liburd</i>	June 29/95	<i>Cliff Kelly</i>

PUTTING GOD
FIRST AND
COUNTRY
ABOVE SELF.



ECONOMIC
AND SOCIAL
JUSTICE FOR
ALL.

30 June 1995

We the undersigned Candidates for the respective constituencies noted below against our names agree to the following procedures to be implemented in the conduct of the General Elections on Monday 3rd July 1995.

A. BALLOT PAPERS, BALLOT BOXES AND ELECTORIAL INK

1. Ballot papers, Ballot Boxes and Electoral Ink for each constituency will be held in a secure place in the Guard Room of one Police Station in the constituency overnight Sunday 2nd July 1995.
2. Each Returning Officer will collect the Ballot Papers, Ballot Boxes and Ink for his/her constituency from the Supervisor of Elections at the Basseterre Senior High School between 1 p.m and 3 p.m. on Sunday 2nd July 1995 (in Nevis on Saturday 1st July, 1995 between 11 a.m and 1 p.m.) and will immediately take same to the designated Police Station in his constituency and leave same with the Officer on duty. A List of designated Police Stations is attached.
3. Each Political Party will be entitled to station an Agent at each designated Police Station while the Ballot Papers, Ballot Boxes and Ink are kept there. Agents may be used in shifts for this purpose. Names of agents must be given to the Supervisor of Elections by 4 p.m. on Saturday 1st July 1995.
4. The Ballot Papers, Ballot Boxes and Ink will be collected from the designated Police Station by Presiding Officers not later than 6 a.m. on the morning of the Election and will be taken by each Presiding Officer directly to his/her Polling Station. Agents of the parties may follow the Presiding Officers.

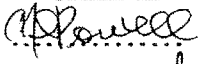
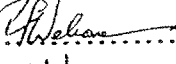
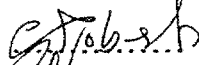

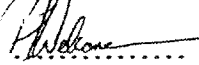

- B. 1. Voters will be allowed to cast their ballots as follows:
- (a) Presiding Officer initials ballot paper and delivers same to Voter.

CAYON STREET, BASSETERRE, ST. KITTS, WEST INDIES • TELEPHONE: (809) 465-5460 • FACSIMILE (809) 465-7498

/2

- (b) Voter proceeds to polling compartment marks and folds ballot in prescribed manner.
- (c) Voter returns to Presiding Officer and displays to Presiding Officer the officer's initial in the space provided on the ballot paper.
- (d) Voter removes counterfoil from ballot paper and delivers same to Presiding Officer or at voter's option requests Presiding Officer to do so.
- (e) Voter immerses right index finger in electoral ink.
- (f) Voter deposits ballot in ballot box or at voter's option requests Presiding Officer to do so.

All other procedures set out in the National Assembly Election Act Cap. 162 shall be strictly followed.

NAME OF CANDIDATE	CONSTITUENCY	SIGNATURE	DATE	WITNESS
Michael O Powell	# 1		30/6/1995	
Cecil Roberts	# 2		30/6/1995	
Patrick F. Welcome	# 8		30/6/1995	

PEOPLE'S ACTION MOVEMENT

President - Prime Minister: The Rt. Hon. Dr. K. A. Symonette
General Secretary - Deputy Prime Minister: Hon. Hugh Heyfinger

Rec'd
4:55 PM
1995-06-30

To Clasp Hands And Strive For Progress

June 30, 1995

The Chairman
Electoral Commission
Basseterre

Dear Sir,

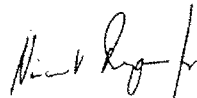
We acknowledge receipt of the "Draft Agreement" in respect of procedures to be implemented in the conduct of the General Elections.

Whereas the People's Action Movement has no objection in principle to the recommendations put forward by the Commonwealth Observers, we feel obliged to decline signing any such agreement.

The proposals put forward clearly contradict the regulations stipulated under our Constitution and Election Laws, and such an agreement would be of no effect if challenged in our court system.

If changes are to be made, they can only be made through the medium of the National Assembly.

Yours faithfully,



Vincent Byron, Jr
EXECUTIVE DIRECTOR



ST. CHRISTOPHER AND NEVIS

Electoral Office,
East Independence Square Street,
Basseterre,
St. Kitts, W. I.

Tel: 2873

June 30, 1995

Mr. Charles Wilkin,
Chairman,
Electoral Commission,
BASSETERRE.

Dear Mr. Wilkin,

Re: Draft Document on Ballot Papers
Ballot Boxes and Electoral Ink;
and Voting Procedure

We are submitting for your information copies of signed agreement by the St. Kitts-Nevis Labour Party and the United Peoples Party, in relation to the above-captioned issues.

At the time of writing (3:30 p.m.), no reply to the Draft document has been received from the People's Action Movement, The Concerned Citizen Movement and the Nevis Reformation Party. However, Mr. Eugene Hamilton, Member of the Commission, has advised me by telephone that the People's Action Movement opposes the Agreement, particularly Section B on voting procedure. So, at this point in time, we do not have full agreement.

I should also point out that the Draft agreement was discussed with the eight (8) Returning Officers in St. Kitts. The Returning Officers have advised me that they would not be party to the Agreement, in terms of implementing it. It is felt that the suggested changes, coming at this late hour, could create tremendous confusion. I have therefore been instructed by the Returning Officers to advise that they are prepared to resign, with immediate effect, if the Agreement is enforced.

Yours sincerely,

.....
Eugene G. Petty
Supervisor of Elections

cc Mr. Eugene Hamilton
Member
Electoral Commission

Mr. Edmund Lawrence
Member
Electoral Commission



ST. CHRISTOPHER AND NEVIS

Electoral Office,
East Independence Square Street,
Basseterre,
St. Kitts, W. I.

Tel: 2873

30th June 1995

Hon Dr Denzil L Douglas
Leader of St. Kitts-Nevis Labour Party
Church Street
Basseterre

Dear Sir

I acknowledge receipt of a document indicating acceptance by the candidates of your Party of the proposed procedures relating to storage of ballot papers, ballot boxes and electoral ink overnight Sunday 2nd July 1995 and relating to voting procedures. These procedures were recommended by the Commonwealth Observer Mission and approved by the Electoral Commission subject to the written approval of all candidates in the General Election.

I attach copies of self explanatory letters received from the People's Action Movement and from the Supervisor of Elections.

As there is not unanimous consent I must indicate that the proposed procedures will not be implemented.

Yours faithfully

.....
CHARLES L WILKIN
Chairman
Electoral Commission

c.c. Mr Edmund Lawrence
Member

c.c. Mr Eugene Hamilton
Member

c.c. Mr Eugene Petty
Supervisor of Elections



ST. CHRISTOPHER AND NEVIS

Electoral Office,
East Independence Square Street,
Basseterre,
St. Kitts, W. I.

Tel: 2873

30th June 1995

Mr Michael O Powell
Leader of United Peoples Party
Cayon Street
Basseterre

Dear Sir

I acknowledge receipt of a document indicating acceptance by the candidates of your Party of the proposed procedures relating to storage of ballot papers, ballot boxes and electoral ink overnight Sunday 2nd July 1995 and relating to voting procedures. These procedures were recommended by the Commonwealth Observer Mission and approved by the Electoral Commission subject to the written approval of all candidates in the General Election.

I attach copies of self explanatory letters received from the People's Action Movement and from the Supervisor of Elections.

As there is not unanimous consent I must indicate that the proposed procedures will not be implemented.

Yours faithfully

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CHARLES L WILKIN
Chairman
Electoral Commission

- c.c. Mr Edmund Lawrence
Member
- c.c. Mr Eugene Hamilton
Member
- c.c. Mr Eugene Petty
Supervisor of Elections



ST. CHRISTOPHER AND NEVIS

Electoral Office,
East Independence Square Street,
Basseterre,
St. Kitts, W. I.

Tel: 2873

30th June 1995

Executive Director
People's Action Movement
Central Street
Basseterre

Dear Sir

RE: DRAFT DOCUMENT ON BALLOT PAPERS, BALLOT BOXES
AND ELECTORAL INK; AND VOTING PROCEDURE

I acknowledge receipt of your letter of even date and enclose copies of a letter received from the Supervisor of Elections and of my replies to the St. Kitts-Nevis Labour Party and the United People's Party.

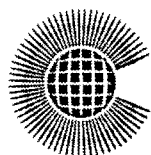
Yours faithfully

CHARLES L WILKIN
Chairman
Electoral Commission

c. c. Mr Edmund Lawrence
Member

Mr Eugene Hamilton
Member

Mr Eugene Petty
Supervisor of Elections

*ANNEX XII***Observation Notes for Poll and Count and Check List for Polling Station Visits**

St Kitts & Nevis General Election, 1995

Commonwealth Observer Group

OBSERVATION NOTES FOR POLL AND COUNT

PART A

The Observers may focus particular attention on the following aspects of the conduct of the election:

THE CAMPAIGN

1. The extent of access to the electronic media available to all parties.
2. The procedure for the allocation of time for political broadcasts and advertisements on radio and television.
3. The extent of access enjoyed by the political parties to the print media.
4. The tone and content of political broadcasts, advertisements and posters put out by the political parties.
5. The conduct of political meetings.
6. The conduct of house-to-house canvassing of voters.
7. The voter education programme on radio and television conducted by the Electoral Commission and others.
8. Permits for public meetings.
9. Access to printing facilities.
10. Access to funds and sources of funds.

THE POLL

1. The location of polling stations.
2. Distances travelled by voters to polling stations, particularly in rural areas.
3. The length of time voters wait to cast their votes.
4. The steps taken to ensure that the secrecy of the ballot is assured.
5. The performance of electoral officials at the polling stations visited.
6. The procedure followed at the opening of the poll.
7. The adequacy or otherwise of facilities at polling stations and their state of readiness.
8. The procedures in place to ensure proper security of ballot papers, ballot boxes and official seals.
9. The general atmosphere at the polling stations visited.
10. Availability of adequate supplies, eg, ballot papers, official stamps and stamp-pads, indelible ink, etc.
11. Security of ballot papers prior to election.
12. Access of party agents to polling stations.

THE COUNT

1. Inspection of seals.
2. The process of reconciling the number of people who voted with the number of ballots cast.
3. The determination of invalid ballots.
4. The conduct of electoral officers.
5. The facilities for candidates and their representatives to witness and verify the count.

PART B

Questions that may be put:

BEFORE POLLING DAY

1. Was the Voters' Register compiled in a satisfactory way? Were people missed out? Were the names of dead people included?
2. Who are the election officials? How were they chosen? Are voters confident that they will be impartial?
3. Is the person in the street satisfied with arrangements? Will he/she vote? If not, is he/she afraid to do so?
4. Have all parties been able to campaign freely? Has the campaign been free of intimidation, etc? Have all parties had full access to the mass media?
5. Is there freedom to advertise and distribute posters, leaflets, etc?

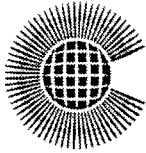
ON POLLING DAY

1. Before polling starts, are the ballot boxes empty? Are they properly sealed?
2. Are all procedures being adhered to?
3. Are all parties represented at polling stations? Are they satisfied with the process?
4. Are voters apparently voting freely? Are they enthusiastic? Do they talk freely? Do they exhibit signs of fear or intimidation?
5. Do voters understand the procedures properly? If not, are the procedures being explained fully and impartially? Are attempts being made to suggest how voters should vote?
6. Is only one person at a time being allowed into the voting booth?
7. How long are voters waiting to vote? If a long time, are some being put off?
8. Will all parties be represented at polling stations throughout voting and count? Are party polling agents adequately trained and vigilant?

9. Will foreign observers have free access to all stages of the process?
10. Is the security presence oppressive?

THE COUNT

1. Are the boxes kept safe until opened? Are all parties present at opening?
2. Does the number of used ballot papers tally with the record of those who voted?
3. Are the papers counted properly? Are counting agents present? Are they satisfied with the procedure of the count?



St Kitts & Nevis General Election, 1995

Commonwealth Observer Group

CHECKLIST FOR POLLING STATION VISITS

Name of Observer(s):.....

Constituency:

Polling Station:

Time of Arrival:

Voters in Queue: Rate of Processing:

1. **Opening of Poll:** On time? Procedures followed?
 No/Yes No/Yes
 Details:

2. **Layout and Facilities:** Good? Adequate? Poor?

3. **Polling Staff:** Efficient? Satisfactory? Poor?

4. **Security Presence:** Discreet? Intrusive? Oppressive?

5. **Complaints by Party**
Polling Agents: No/Yes Details:

6. **Complaints by Voters:** No/Yes Details:

7. **Mood at Station?** Orderly? Tense? Chaotic?

8. **Secrecy of Ballot:** Assured? Poor? Uncertain

9. **Voting:**
- (a) Personation attempts alleged: No/Yes
Details:
- (b) Multiple voting attempts alleged: No/Yes
Details:
10. **Closing of Poll:** On time? Numbers still in queue?
Procedure followed? No/Yes
11. **The Count:** Are procedures being observed? No/Yes
12. **Apparent fairness overall:** Good? Acceptable?
Questionable?
13. **Other Comments:**

ANNEX XIII**Minutes of the Third Meeting of the Committee to Promote Compliance with the Code of Conduct**

**MINUTES OF THE THIRD MEETING OF THE
COMMITTEE TO PROMOTE COMPLIANCE WITH THE CODE OF CONDUCT**

Held on June 26, 1995

PRESENT: Representatives from the St. Kitts Christian Council, the St. Kitts Evangelical Association, and the Chamber of Industry and Commerce.

Below are the submissions received by the committee and the actions recommended:

SUBMISSIONS RECEIVED	RECOMMENDED ACTION
<p>1. A press release from the Labour Party concerning incidents at Old Road was discussed. A press release from the Police Commissioner on the same matter was also discussed. Prior to the start of the meeting, an attempt was also made by Mr Oliver Spencer to make a verbal submission. Mr Spencer was requested to put his submission in writing as an official submission from the PAM party.</p> <p>The committee further discussed the overall state of tension and uncertainty surrounding the Old Road and other incidents of Sunday, June 25th.</p> <p>The committee is of the view that our biggest concern now is to ensure the following (a) Both the PAM party and the Labour Party need to take action to minimize the fall-out from these events. (b) The opportunity for further outbreaks of violence need to be minimized.</p> <p>2. The committee also identified the frequent gathering and unlawful action by a gang of youths at the junction of Carty Alley and Pond Road as a serious threat to public safety.</p>	<p>The committee recommends that no further motorcades be held prior to the election. The committee further recommends that both PAM and Labour withdraw their requests for such permission.</p> <p>The committee recommends that any further meetings in Old Road be held in a location such as to allow diversion of traffic around the north of Old Road.</p> <p>The committee recommends that there be greater police presence at political meetings, and that the police be instructed to take swift action against all acts of violence..</p> <p>The committee recommends greater police surveillance of areas such as this in order to minimize the likelihood of public danger.</p>



FOR IMMEDIATE RELEASE

The Committee to Promote Compliance with the Code of Conduct is of the firm view that no more motorcades should be held on St. Kitts by any political party prior to the upcoming Federal election.

This is the recommendation which has been made following the outbreak of several acts of violence related to two recent motorcades which were held on Sunday 18th and Sunday 25th June. The committee is therefore appealing to the leaders of both the People's Action Movement and the St. Kitts-Nevis Labour Party to withdraw their respective requests for permission to hold motorcades over the coming weekend.

The committee is also appealing to supporters of both the PAM and Labour parties, and for public support in general, to put an abrupt end to all acts of political violence. The committee condemns all acts which may have been carried out by supporters of both sides and urges political leaders to work even harder to ensure that their supporters conduct themselves in a lawful and orderly manner. Disruption of campaign activity benefits no one party in particular and should be discouraged by all.

- more -

P.O. BOX 332, BASSETERRE, ST. KITTS, WEST INDIES
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Page 2

The Committee to Promote Compliance with the Code of Conduct is comprised of representatives of the Christian Council, the Evangelical Association and the Chamber of Industry and Commerce. The committee meets daily to consider submissions from top political party officials and candidates regarding violations of the Code.

June 26, 1995

*ANNEX XIV***Order of Service for National Day of Prayer and Fasting for Peace and Reconciliation**

**NATIONAL DAY OF PRAYER AND FASTING
FOR PEACE AND RECONCILIATION**



ECUMENICAL SERVICE

MONDAY, JULY 26, 1995

AT

**ST. GEORGE'S ANGLICAN CHURCH
BASSETERRE**

5.00PM

**CONDUCTED BY
ST. KITTS CHRISTIAN COUNCIL
&
ST. KITTS EVANGELICAL ASSOCIATION**



ORDER OF SERVICE

- Introductory Hymn - 'Guide Me, O Thou Great Jehovah'
- Welcome Remarks - Archdeacon Rudolph Smithen (Anglican Church)
- Hymn - 'Lead Us, Heavenly Father, Lead Us'
- Opening Prayer - Rev. Aldain Charles, SKEA
- 1st Lesson - Psalm 145 (Said by all)
- 2nd Lesson - Romans 15:1 - 7
Rev. Charles Seaton, SKCC
- Hymn - 'Saviour, Like a Shepherd Lead Us'
- Meditation - Archdeacon Smithen, Ag. Chairman SKCC
Pastor Leroy Benjamin, Chairman SKEA
- Offertory Hymn - 'God Of Our Fathers'
- The Peace - 'Let There Be Peace On Earth'
- Closing Prayer & Benediction - Pastor Leroy Benjamin, Chairman SKEA
- Recessional Hymn - 'Who Can Sound The Depths Of Sorrow'

ANNEX XV

Sample Ballot Paper

SAMPLE BALLOT PAPER

FORM NO. 11.




Nº 6732

..... Electoral District.

Polling Day.....

Space for Initial of P. O.

Do not fold beyond this line

1 JAMES, JOHN P. Cayon Street, Shopkeeper.		
2 ROBINSON, PETER F. Central Street, Carpenter.		X
3 SMITH, GEORGE R. Church Street, Mechanic.		

ANNEX XVI

Data on Votes Cast

GENERAL ELECTIONS 1995
VOTES CAST PER ELECTORAL DISTRICT IN ST. KITTS AND NEVIS

ELECTORAL DISTRICT	REGISTERED VOTERS	VOTES CAST	
		NUMBER	PERCENTAGE
St. Christopher (1)	4,195	2,974	70.9
St. Christopher (2)	5,291	3,699	69.9
St. Christopher (3)	2,576	1,728	67.1
St. Christopher (4)	2,240	1,720	76.8
St. Christopher (5)	2,260	1,626	71.9
St. Christopher (6)	2,499	1,769	70.9
St. Christopher (7)	2,657	1,927	72.5
St. Christopher (8)	4,001	2,934	73.3
Nevis (9)	2,520	1,352	53.6
Nevis (10)	1,416	788	55.6
Nevis (11)	2,071	1,173	56.6
TOTAL	31,726	21,690	68.4

GENERAL ELECTIONS 1995
VOTES RECEIVED BY EACH PARTY

PARTY	BALLOTS CAST		PERCENTAGE OF *REGISTERED VOTERS
	NUMBER	PERCENTAGE	
People's Action Movement	7,530	34.7	23.7
St. Kitts-Nevis Labour Party	10,722	49.4	33.8
United People's Party	71	0.4	0.3
Nevis Reformation Party	1,521	7.0	4.8
Concerned Citizens Movement	1,777	8.2	5.6
Independent	3	0.0	0.0
Rejected Ballots	66	0.3	0.2
TOTAL	21,690	100.0	68.4

* (Total Registered voters = 31,726)

COMPARISON OF VOTES CAST IN 1980, 1984, 1989, 1993 AND 1995 GENERAL ELECTIONS

YEAR	TOTAL REGISTERED VOTERS	VOTES CAST	PERCENTAGE OF VOTES CAST
1980	19,921	14,850	74.5
*1984	23,328	18,135	77.7
1989	26,481	17,682	66.8
1993	28,987	19,256	66.4
1995	31,726	21,690	68.4

* The actual total number of Registered Voters in 1984 was 24,504. However, the voters for Electoral District of Nevis 10, (1,176 Voters) did not vote as the nominated candidate was unopposed and was duly declared the representative.

ANNEX XVII

Press Release from Chamber of Industry and Commerce of 5 July 1995



FOR IMMEDIATE RELEASE

The St. Kitts and Nevis Chamber of Industry and Commerce has written to newly-elected Prime Minister the Hon Dr Denzil Douglas to congratulate him and his colleagues on their recent victory in the general election of July 3.

In its letter to the newly-elected Prime Minister the Chamber also expressed a willingness to make available its resources to the new Labour Party administration, particularly in the area of developing and implementing economic policy.

The Chamber has also congratulated Dr Douglas on the statesmanlike approach which he has exhibited in the dawn of his victory. Chamber President Ricky Skerritt said that this approach is a requisite for the healing process which will be vital to building confidence throughout the nation, and particularly in the private sector.

ST. KITTS AND NEVIS CHAMBER OF INDUSTRY AND COMMERCE

July 5, 1995

P.O. BOX 332, BASSETERRE, ST. KITTS, WEST INDIES
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