

ELECTIONS 2007:

**The Report of the
Electoral Commission of Jamaica
December 2006 – March 2008**



Prepared by
the Electoral Commission of Jamaica
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Table of Contents

Foreword	v
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Chapter 1: Purpose and Background

1.1 The Purpose	1
1.2 Brief History of Elections in Jamaica	2
1.3 General Elections September 3, 2007	3
1.4 Indications of Improvement in the Conduct of Elections	7
1.5 Local Government Elections of December 5, 2007	9

Chapter 2: Preparations for Elections 2007

2.1 Introduction	11
2.2 Preparation of the Voters' List	12
2.3 Settlement of Polling Stations	17
2.4 Election Budget and the Phasing of Expenditure	19
2.5 Public Education Programme	20
2.6 Establishing Nomination and Counting Centres	21
2.7 The Establishment and Operation of the Election Centre	24
2.8 Developing the Election Information Management System	25
2.9 Recruitment and Training of Election Day Workers	27
2.10 Specialist Election Day Workers Programme	30
2.11 Recruitment and Training of Polling Station Security Assistants	37
2.12 The EVIBIS and the Recruitment and Training of Technicians	39
2.13 Training of Indoor Agents and Other Party Workers	43
2.14 Logistical Arrangement for Election Day Workers	44
2.15 Acquisition of Election Materials	45
2.16 Liaison with Security Forces	46
2.17 Liaison with Citizen's Action for Free and Fair Elections	47
2.18 Invitation to International Observers	48

Chapter 3: Nomination Day and Related Matters

3.1 Nomination Day Announcement	49
3.2 Printing of Ballots	52
3.3 Voters' Guide.	53
3.4 Disaggregation of the Official Voters' List into the Police, Military, EDW and Civilian Lists	56
3.5 Distribution of Police, Military and Election Day Workers Voters' Lists	57
3.6 Preparation for the Police, Military and EDW Voting, August 28, 2007	57
3.7 Selection of workers for Police, Military and EDW Polls.	59
3.8 Production of the Picture Voters' List	59
3.9 Postponement of Election Due to Hurricane Dean.	60
3.10 Warnings to Candidates in Specific Constituencies	64
3.11 Transfer of Indoor Agents on Application by Candidates.	65

Chapter 4: Police, Military and Election Day Workers

Voting August 28, 2007

4.1 The Voting of Police, Military and Election Day Workers, August 28, 2007	67
4.2 The Transportation of the Envelopes Containing the Ballots.	68
4.3 The Sorting and Counting of the Envelopes Containing the Ballots	68
4.4 The Distribution of the Envelopes on Election Day, September 3, 2007.	69

Chapter 5: Election Day September 3, 2007

5.1 The Deployment of Polling Station Security Assistants.	71
5.2 The Deployment of Regular Election Day Workers	71
5.3 Deployment of Specialist Election Day Workers	71
5.4 The Deployment of Technicians	72
5.5 Opening of Poll Procedures	72
5.6 Opening of Polling Stations	72
5.7 The Voting Process	74
5.8 The Close of Polls	75
5.9 Transportation of Boxes to Counting Centres.	76
5.10 Main Issues Reported to the Election Centre	76
5.11 Other Incidents on Election Day.	77

Chapter 6: General Parliamentary Election Results

6.1 Counting Procedures	81
6.2 The Preliminary Count	81
6.3 EIMS and Media Coverage of Results	82
6.4 Final Counts.	83
6.5 Magisterial Recount	84
6.6 Two Misplaced August 28, 2007 Ballot Boxes	87

Chapter 7: Reports

7.1 Statement by CAFFE at Press Conference September 4, 2007 at Campion College	91
7.2 The Final Report of the Organization of American States Observer Mission	92
7.3 Report from Caricom	117
7.4 The Report from the Constituted Authority for Elections.	138
7.5 Financial Returns by the Candidates.	140

Chapter 8: Local Government Elections, December 5, 2007

8.1 Introduction	147
8.2 Changes for Local Government Elections	147
8.3 Summary of Election Results	153

Appendices

Appendix 1: Copies of Election Advertisements	157
Appendix 2a: National Broadcast on Eve of Nomination Day	169
Appendix 2b: National Broadcast: Local Government Elections	171
Appendix 3: National Broadcast on Eve of Election Day	175
Appendix 4: Maps of Jamaica showing final results	179
Appendix 5: List of Candidates Nominated	181
Appendix 6: Price Water House Coopers: Auditing the Ballot Printing Process	187
Appendix 7: Price Water House Coopers: Vetting the Voters' Lists	199
Appendix 8: Breakdown of Voting Locations for August 28, 2007	207
Appendix 9: Breakdown of Votes Cast by Police, Military and Election Day Workers	215
Appendix 10: The Final Results by Constituency	217

FOREWORD

The Electoral Commission of Jamaica came into being on December 1, 2006. The Commission replaced the Electoral Advisory Committee that had been established in 1979. The Membership of the Electoral Commission at its inception and up to March 31, 2008 was as follows:

- Nominated Members: the Honourable Donald Buchanan, Minister of Information until September 2007, and Mr. Linton Walters of the Peoples National Party.
- Mr. Linton Walters resigned in February 2008 and was replaced in February 2008 by Mr. Peter Bunting, Member of Parliament, and newly elected General Secretary of the Peoples National Party.
- Nominated Members: the Honourable Karl Samuda, Minister of Industry and Commerce since September 2007, and Senator Thomas Tavares-Finson of the Jamaica Labour Party.
- Selected Members: Professor Emeritus the Honourable Errol Miller, Chairman, the Honourable Dorothy Pine-McLarty, Dr. Herbert Thompson, and the Honourable Justice Clarence Walker.
- Director of Elections: Mr. Danville Walker.

The Electoral Commission of Jamaica Interim Act requires that the Commission present annual reports to Parliament. This report fulfils that obligation for the time periods of December 1, 2006, to March 31, 2007, and for April 1, 2007, to March 31, 2008. During this period, the work of the Commission centred on the preparation, holding, and aftermath of the General Parliamentary Elections in September and the Local Government Elections in December, 2007. That being the case, this report essentially accounts for the holding of both elections and the work of the Commission from its inception to March 31, 2008.

In addition, in keeping with the Electoral Commission's commitment to accountability and transparency in discharging its responsibilities, the Commission has used the opportunity of this report to document its work in the preparation and holding of elections. Accordingly, this report gives a full, complete, and factual report to Parliament of the holding of both the General Parliamentary and Local Government Elections. This is the first time that Parliament will receive such a comprehensive report on the conduct of elections in Jamaica. The Electoral Commission intends this to become standard practice.

The observation is often made that there is not sufficient documentation of the work done in various areas of national life. The Commission hopes that this report will serve the dual purpose of documenting the work of the Commission in conducting elections as well as being a historical record of the elections of 2007.

Professor Emeritus, the Honourable Errol Miller, OJ, PhD.
Chairman

PURPOSE AND BACKGROUND

1.1 The Purpose

The purpose of this report is two-fold. First, it fulfils the obligation to provide Parliament with annual reports. As the Electoral Commission came into being December 1, 2006, this report covers the work of the Electoral Commission for the time period of December 1, 2006, to March 31, 2007, and April 1, 2007 to March 31, 2008.

Second, this report gives to Parliament a comprehensive and factual account of the preparation and conduct of the 2007 General Parliamentary Elections and Local Government Elections. The reality is that the preparation and conduct of these two elections occupied the focus and energies of the Commission in the first 16 months of its existence.

This chapter provides a brief history of elections in Jamaica and the background to the 2007 General Parliamentary Elections. Chapter 2 covers all the steps taken to prepare for both elections. Chapter 3 describes Nomination Day of the General Elections and the actions taken after the nomination of candidates but before Election Day, including the postponement of the date of the elections. Chapter 4 gives an account of the voting of the police, military and Election Day Workers on August 28. Chapter 5 describes the activities on Election Day, September 3. Chapter 6 reports the results of the elections including the preliminary count, the final count and magisterial recounts. Chapter 7 records the reports submitted by groups that comprise or are independent of the Electoral Commission. Chapter 8 reports fully on the Local Government Elections beginning with Nomination Day on November 17, 2007, and ending with Election Day on December 5, 2007.

1.2 Brief History of Elections in Jamaica

Writs for the election of 30 persons to the first Assembly in Jamaica, under British rule, were issued in December, 1663, when the first elections were held. The elected members met on January 20, 1664, at Spanish Town and sat until February 12 of the same year after which they adjourned until May 17 when they met again at Port Royal.¹ From this beginning, elections have been held periodically in Jamaica for more than 340 years.

The fact that the franchise to vote in the December 1663 election was limited almost entirely to men who were planters, combined with the fact that Governor Thomas Modyford, who arrived in the colony from Barbados on June 4, 1664, dissolved the Assembly and governed through an Executive Council, clearly indicate that the holding of the first elections did not mark the birth of democracy in Jamaica.

Constitutional reform in 1943 established the franchise to vote, on the basis of universal adult suffrage, for candidates to sit in a House of Representatives with 32 elected members. The first General Parliamentary Election to be conducted in Jamaica on the basis of universal adult suffrage was subsequently held on December 14, 1944. Since then, elections have been held within the five-year period prescribed by Parliament. The 2007 General Parliamentary Election was the 15th General Election to be held since universal adult suffrage in 1944. It should be noted here that Jamaica was the first British colony to be granted universal adult suffrage. Although India was the first colony to be granted political independence on August 15, 1947, India's first election on the basis of adult suffrage was not held until 1952.

Jamaica became independent on August 6, 1962. While elections were first held in Jamaica in December, 1663, the birth of democracy in Jamaica could be properly traced to the constitutional reform in 1943. The significant point to note is that for 280 years, elections were conducted in Jamaica devoid of democracy. Accordingly, during this period, elections were soiled and spoiled with corrupt practices that brought its conduct under constant suspicion, if not into disrepute.

Constitutional change in 1943 that brought about adult suffrage and representative government also brought about the establishment of the Electoral Office of Jamaica with the mandate and the mission to conduct elections within the framework of democracy. The forward leap into democratic government was accompanied by the backward reach into corrupt colonial electoral practices. This carried over into independence.

¹ *History of Jamaica: From the Discovery of by Christopher Columbus until the year 1872*. W. J. Gardner. London: T. Fisher Unwin, 1873: Page 54.

In the late 1970s, the political leaders and the society at large became convinced that the ideals of democracy in independent Jamaica would not be served by the legacy bequeathed by corrupt colonial electoral practices. Political will emerged to cleanse the electoral system of its colonial past and to transform it to be consistent with the tenets of democracy and the rule of law in a sovereign nation where power comes from the people. In 1979, the Electoral Advisory Committee (EAC) was established with a mandate to begin the process of transformation and to lay the foundation for the establishment of an Electoral Commission. The Electoral Office was transferred to the EAC and the electoral machinery was removed from the control of the party in government and made a creature of Parliament.

Through the hard work of nominated members, selected members, directors of elections, the staff of the EOJ, the leadership of the political parties and the people of Jamaica as a whole, the EAC accomplished its mission. The Electoral Commission came into being on December 1, 2006. The electoral process and machinery had been substantially cleansed of the corrupt legacy of the colonial past. Jamaica is now recognised internationally as one of the countries conducting elections to the highest standards and in keeping with the tenets of democracy and the rule of law.

The 2007 General Parliamentary Election is the 10th General Election since independence. The previous General Parliamentary Elections held since independence were held on February 21, 1967; February 29, 1972; December 15, 1976; October 30, 1980; December 15, 1983; February 9, 1989; March 30, 1993; December 18, 1997; and October 16, 2002.

In 1944, the House of Representatives had 32 seats. The number of seats was increased to 45 for the General Parliamentary Elections of 1959. The Constitution of the newly independent Jamaica set an upper limit of 60 constituencies and a Senate of 21 appointed members. The 1962 General Parliamentary Election was conducted with 45 constituencies. The number of constituencies was increased to 53 for the General Parliamentary Elections of 1967. For the 1976 General Parliamentary Election, the number of constituencies was increased to 60, the maximum number prescribed by the Constitution. All General Parliamentary Elections since 1976 have been contested with 60 constituencies.

1.3 General Elections September 3, 2007

There were four firsts and a historic precedent in the General Parliamentary Elections of 2007. Each of these four firsts and the historic precedent is briefly described below.

The First Election Conducted by the Electoral Commission of Jamaica

The 2007 General Parliamentary Election was the first election to be conducted by the Electoral Commission of Jamaica that had been established on December 1, 2006. Starting with the 1944 General Parliamentary Election, the body responsible for the conduct of elections was the Electoral Office of Jamaica (EOJ). The EOJ was a Department of the Government headed by the Chief Electoral Officer who was responsible for the compilation of the Voters' List and the conduct of elections. This arrangement gave maximum opportunity for the party in government to be perceived to be manipulating the process as well as the actual manipulation. Further, many malpractices that had originated during the colonial period under the restricted franchise were carried over and embellished in the emerging democratic system under universal adult suffrage. The distrust that this engendered tarnished the image of the electoral system, compromised the process in some urban constituencies, and provided justification for further abuses.

These tendencies prompted the leadership of the two major political parties in 1979 to establish the Electoral Advisory Committee (EAC) which was the first step in removing the electoral machinery from the direct control of the governing party. The first EAC was composed of seven members all appointed by the Governor General: two members nominated by the Prime Minister, two nominated by the Leader of the Opposition and three agreed on by both Prime Minister and Leader of the Opposition, one of whom was the Chairman. The Chief Electoral Officer/Director of Elections attended meetings of the EAC but was not a member. In 1993, the composition of the EAC was amended so that it comprised of three selected members, one nominated member and an alternate from the two political parties. The alternate had no voting right. The principal responsibilities of the EAC was to advise the Chief Electoral Officer/Director of Elections on matters related to the compilation of the Voters' List and conduct of elections and to advise Parliament on constituency boundaries. The Director of Elections was not obliged to accept the advice of the EAC. However, when he did not choose to follow advice given, he was obliged to inform Parliament within two weeks.

The effective functioning of the EAC resulted in major improvements in the electoral system and increased confidence in the electoral process. Over time, the EAC evolved unofficially into the commission which was envisaged at the time of its establishment. Twenty eight years after its enactment on November 30, 2006, the Electoral Advisory Committee was abolished and the EAC ceased to exist. On December 1, 2006, the Electoral Commission of Jamaica Act came into force. The Commission is comprised of 2 members nominated by the Prime Minister, 2 members nominated by the Leader of the Opposition, four selected members jointly agreed on by both the Prime Minister and the Leader of the Opposition, and a Director of

Elections selected by the eight members of the Commission. The Director is a voting member of the Commission. All members of the Commission are appointed by the Governor General. The Nominated Members have a four-year term of office while the Selected Members and the Director have a seven-year term of office.

The establishment of the Commission completes the transfer of the electoral machinery from the direct control of the governing political party to a Parliamentary body with bipartisan and civil society representation.

The functions of the Commission are:

- To compile and maintain the register of eligible electors.
- To ensure the identity of every eligible elector.
- To produce the Voters' List upon which elections are conducted.
- To conduct local and parliamentary elections, by-elections and referenda.
- To approve parties eligible to receive state funding with respect to any and all aspects of the electoral process.
- To administer electoral funding and financial disclosure.
- To advise Parliament on the number of constituencies into which Jamaica should be divided and their boundaries, and to fix the boundaries of Polling Divisions and Parish Council divisions.
- To execute programmes of public education to inform and encourage citizens to exercise their franchise with respect to the governance of Jamaica.
- To conduct research on electoral matters and publish materials to enhance the electoral process.
- To provide leadership and develop expertise in electoral matters.

It is important to note that Jamaica, similar to other Commonwealth Caribbean countries, totally funds its elections. Further, the practice has emerged whereby the budget approved for the operation of the electoral machinery and the holding of elections is the amount requested by the EAC, now the Commission, which is duly vetted by the Ministry of Finance. This means that Jamaica and other Commonwealth Caribbean countries do not depend upon external support for the holding and conduct of elections.

The First General Parliamentary Elections to use the EVIBIS

The 2007 General Parliamentary Election was the first general election in which the *Electronic Voter Identification and Ballot Issuing System (EVIBIS)* was used. This first is not only with respect to Jamaica but in any electoral jurisdiction in the Caribbean or,

indeed, anywhere else in the world. While in other countries, information technology has been used for the voting process, Jamaica has chosen to use this technology not for voting purposes but for identification of the voter. The application of this technology ensures 'one person-one vote' and 'same person-same vote.' This is a central prerequisite of free and fair elections.

With the use of the EVIBIS in the 2007 elections, Jamaica immediately became the world leader in the use of biometric data to identify electors and to ensure that an elector can only vote once. Furthermore, Jamaica through Mr Ryan Reralto, a former member of the EAC, holds the US Patent for this technology.

To be registered as an elector in Jamaica, all applicants are fingerprinted and photographed. To be placed on the Voters' List, the fingerprints of all applicants are crossed matched against all previous electors on the Voters' List. This ensures that there are no duplications of electors on the Voters' List. Every elector is listed on the Voters' List only once. The EVIBIS enables the elector's live fingerprint to be scanned and matched against the fingerprint taken at the time of registration. When the match is made, the computer signals the printer to issue a ballot and records all relevant information related to that transaction.

In deciding to implement the use of the EVIBIS in the 2007 Election, the Commission took account of the practical, logistical and personnel challenges involved in using an electronic system using fingerprints to identify electors within the 10-hour voting period prescribed for conducting the poll. The Commission was mindful of the experience gained when the EVIBIS was pilot tested in two electoral divisions in one constituency in the 2003 Local Government Elections as well as the experience gained in using it in by-elections in Kingston Western in 2006. The Commission was guided by the principle of starting small and building out based on success. Accordingly, the EVIBIS was used on a limited basis and in circumstances in which it would give maximum returns to the conduct of the 2007 elections. The clear intention is that greater use will be made of the EVIBIS in each succeeding General Election in Jamaica.

The First General Parliamentary Election to be Postponed

All 14 previous General Parliamentary Elections had been held on the date announced by the authority accorded the right to set the date for the elections. After 1944, that right rested first with the Chief Minister, then the Premier and finally with the Prime Minister. The 2007 General Parliamentary Election was, therefore, the first to be postponed from the date announced by the Prime Minister. It must be observed that this election is the only one to have been set to take place at the height of the hurricane season in the Caribbean. The Prime Minister announced Tuesday, August 7, 2007, as Nomination Day and Monday, August 27 as Election Day. Nomination Day proceeded

as announced. However, due to Hurricane Dean which struck the island on Sunday August 19 the date of the elections was postponed to Monday, September 3, 2007.

The First General Parliamentary Election Conducted with a Hurricane Offshore on Election Day

The 2007 General Parliamentary Election was the first election to be conducted with a hurricane in the vicinity of Jamaica. Hurricane Felix, one of the more deadly hurricanes of 2007 was located to the south of Jamaica on September 3. Although the forecast was for heavy rains in the afternoon, the forecasted rains did not come until during the night in some parts of Jamaica. The elections were, therefore, not physically affected by Hurricane Felix. However, knowledge that a deadly hurricane was offshore influenced the behaviour of many electors who wanted to avoid the forecasted rains in the afternoon and went out to vote in the morning period.

Historic Precedent

Since the establishment of the Electoral Advisory Committee (EAC) in 1979, the convention that has been observed was that unanimous recommendations of the EAC to Parliament were accepted and enacted without change. Although convention recognised the fact that final authority rested with the Parliament, it represented the agreement that the party that formed the government would not use its majority to impose its will arbitrarily but would accept a unanimous recommendation of the EAC which of necessity would include the views of the opposition and selected members of the EAC. Up to this point, the convention has been observed with respect to the enactment of legislation and administrative measures.

The Representation of the People Act (ROPA), Section 20, states that the authority to postpone an election resides with the Governor General in Council. "Governor General in Council" means the Governor General advised by the Cabinet. The Cabinet in advising the Governor General acted upon the unanimous recommendation of the Electoral Commission thus extending the convention to include the matter of the postponement of general elections. This further extends the responsibility of the Electoral Commission with respect to electoral matters.

1.4 Indications of Improvement in the Conduct of Elections

Indications of the improvement in the conduct of elections in Jamaica over the last decade are reflected in the following:

- After the 1997 General Parliamentary Elections, the Constituted Authority received 33 requests from losing candidates for the voiding of elections

in their constituency because of alleged malpractices. The Constituted Authority accepted one request and applied to the Election Court which voided the elections in a particular constituency. Indeed, the elections in that constituency was run over and voided in part on this second occasion resulting in a third election in parts of the constituency before the seat was finally declared. The seat was eventually won by the losing candidate on the Final Count.

- One of the applications not accepted by the Constituted Authority in 1997 was pursued through an election petition in the Supreme Court. The result of that petition was the award of the seat to the losing candidate.
- Following the 1998 Local Government Elections, seven requests were received from losing candidates. The Constituted Authority supported four of these requests and proposed to apply to the Election Court for the voiding of elections in those electoral divisions. However, due to unrest in Kingston the applications to the Election Court were not filed within the stipulated time set for filing such applications in the Election Court.
- After the 2002 General Elections, the Constituted Authority received ten requests from losing candidates. Following investigations, none of the requests were supported by the Constituted Authority. No electoral petitions were filed in the Supreme Court.
- Following the 2003 Local Government elections and upon application from the Director of Elections, the Constituted Authority recommended to the Election Court the voiding of the elections in two polling divisions. The Election Court voided the elections in these two polling divisions. The elections in these two polling divisions were re-run. The results made no difference to the overall results.
- Following the September 3, 2007 General Parliamentary Elections, five requests were received, four from losing candidates and a complaint from a winning candidate. After investigations none of the requests were supported by the Constituted Authority.
- There were no requests made to the Constituted Authority from any of the 445 candidates in the 2007 Local Government Elections.

The Election Petitions filed in the courts following the 2007 General Parliamentary Elections had to do with constitutional questions. None related to the actual conduct of the elections.

1.5 Local Government Elections of December 5, 2007

There was one first with respect to the Local Government Elections of December 5, 2007. Since the establishment of the Constituted Authority and the Election Court in 1997, the Local Government Elections of 2007 were the first elections, either general or local, where no candidate or the Director of Elections made any request of the Constituted Authority to apply to the Election Court for the voiding of the Elections in any Electoral or Polling Division.

It could be argued that the Local Government Elections of December 5, 2007 were the best conducted island-wide elections in the history of the country.

PREPARATIONS FOR ELECTIONS 2007

2.1 Introduction

After the October 2002 General Parliamentary Elections and the June 2003 Local Government Elections, the Electoral Advisory Committee held a retreat involving the leadership of the three political parties recognised by both the EAC and CAFFE and agreed on an agenda of continued improvement and enhancement of the electoral system in Jamaica. This agenda would guide the work of the EAC over the period prior to the next cycle of elections. The items of the agreed agenda were:

1. The creation of the Electoral Commission to replace the EAC.
2. The amendment of the Constitution to increase the upper limit of the number of constituencies into which Jamaica should be divided to 65 and the increase of the number of constituencies to an odd number.
3. The addressing of boundaries of constituencies in parishes in which constituencies breached the prescribed limits set by the constitution.
4. The re-verification of electors on the Voters' List.
5. The continued reform of elements of the Representation of the People Act.
6. The financing of political parties and campaign.

The EAC worked on the Agenda and the following were accomplished:

- The Electoral Commission of Jamaica came into being on December 1, 2006.
- The EAC submitted a Report to Parliament recommending the amendment of the Constitution to increase upper limit of the number of constituencies into which Jamaica should be divided to 65 and recommending that the number of constituencies should be increased to no more than 63. This report was accepted by the Parliament. Legislation to amend the Constitution was drafted and accepted and a Bill to amend the Constitution was tabled in the House of Representatives. However, while the Bill was laid on the table of the House for the time required for such amendment of the Constitution, the Bill was not debated up to the time Parliament was dissolved prior to the September 2007 General Elections.

- The EAC submitted a Report to Parliament to correct breaches of the upper limit of the number of electors in the Constituencies of St. Catherine Southern and St. James North West. Accordingly, the constituency boundaries in those two parishes were changed to bring all constituencies in the two parishes into conformity with the limits prescribed by the Constitution.
- The agreed Residency Re-verification exercise was conducted and completed.
- The EAC submitted a Report to Parliament recommending that electors be prohibited from voting openly, the upper limit of the size of polling divisions be increased from 250 electors to 400 electors and disabled electors be allowed to vote in the same manner as blind electors. This Report was approved by Parliament and the Representation of the People Act, the Parish Council Act and the Kingston and St Andrew Act were amended accordingly. This meant that these legal provisions were in place for the conduct of both the General and Local Government elections in 2007. The EAC also submitted a Report to Parliament to abolish the provisions of the ROPA pertaining to the use of motor vehicles to transport electors on Election Day. Although Parliament approved the Report, the requisite amendments to the legislations were not tabled in Parliament.
- While substantial progress was made on the matter of Political Party and Campaign Financing, this was the only item of the Agenda that the EAC and the Commission did not complete in the time prescribed.

2.2 Preparation of the Voters' List

The Electoral Commission publishes two Voters' Lists each year. One list was published on May 31 and the other six months later on November 30. While registration is continuous because it takes about two months to prepare a Voters' List, there is a cut-off date by which applications must be made in order for applicants to be included as electors on each list. The cut-off date for the May 31 Voters' List is March 31 and the cut-off date for the November 30 Voters' List is September 30.

Steps in Preparing Voters' List

The standard procedure for the preparation of Voters' Lists that has been in place since Continuous Registration began in 1999 can be summarised as follows:

- Persons applying to be registered as electors do so at the Fixed Centre of the Electoral Office in their constituency at any time between 8:30 am and 5:00 pm Monday to Friday of each week.

- Applicants are required to fill out the appropriate registration form and be photographed and fingerprinted. The two latter steps are carried out by the staff at the Fixed Centre.
- At the end of each month, the Returning Officer of each constituency provides a list of the names and addresses of all applicants to the political representatives of the parties recognised by the Electoral Commission.
- The political representatives appoint scrutineers to accompany the staff of the Electoral Office to verify that the applicants live at the addresses given on their applications. The EOJ staff member and the scrutineers comprise Verification Teams.
- The EOJ staff member and the scrutineers of the political parties jointly visit each applicant at the given address.
- When applicants are found by the Verification Team at the addresses given, the application forms with photographs and fingerprints are submitted to the Electoral Office for further processing.
- When applicants are not found at the addresses given at the time of the visit by the Verification Team, second, third and even fourth visits are made.
- Where applicants are not found by Verification Teams, after at least three visits, such applicants are invited, by registered mail, to attend Sittings presided over by the Returning Officer and at which members of the political parties are represented. The date and time for the Sitting are specified in the invitation to attend the Sitting.
- Applicants who attend the Sitting and provide proof of residence, such as utility bills, tax receipts, etc., are recorded as being verified at the residence given at the time of application. These Sittings are presided over by the Returning Officer with the political representatives in attendance and possessing the right to object to the registration of any applicant on grounds of the applicant not satisfying the requirements for registration.
- Applicants who do not attend the Sitting at the date and time specified, have ten days following the Sitting to contact the Returning Officer and provide proof of residence.
- Applicants who do not attend the Sittings or who do not contact the Returning Officer within ten days are excluded from further processing of their applications.

- The applications of all persons who are verified at the addresses given on their applications are then centrally processed by the Electoral Office. Their data and information are entered into the database kept by the Electoral Office.
- The fingerprints of all applicants are cross-matched against all other applicants and all other electors on the previous Voters' List.
- Where duplications are found by the fingerprint cross-matching process, those applicants are excluded from further processing and are invited to the Sitings held in the next round of the Continuous Registration process.
- During each sixth month period, Returning Officers seek to confirm for their constituency those electors who have died.
- During each registration period, electors who have changed residence can apply to the Electoral Office, through the Fixed Centre in the constituency in which they now reside, for transfer on the Voters' List. Applicants for transfer are all subject to the verification process as previously described.
- Following the cross-matching of fingerprints of applicants, the Electoral Office prepares a draft Voters' List. The list includes the addition of applicants whose residences were verified and who were not duplicated in the fingerprint cross-matching; the deletion of electors who were previously on the Voters' List but who are confirmed as having died; and transfers from one polling division to another.
- The Draft Voters' List for each constituency is given to the Returning Officer and the political representatives to be checked for error. The Draft List is also placed in Post Offices in each Constituency so that applicants can check it as well.
- The Nominated Members on the Electoral Commission are given a consolidated "Add Drop List" for all 60 constituencies. This list includes all electors added, all electors dropped, and all transferred. The Draft Voters' List and the Add Drop List are given to Nominated Members in electronic form.
- The Draft Voters' List is then corrected for all errors or omissions that are confirmed after submissions by the Returning Officers, Political Representatives at the constituency level, the General Secretaries of the political parties, and individual electors.

- The Voters' List is then extracted from the Database and published as a file on May 31 or November 30 respectively.
- The printer on which the Voter's List is published does not allow the Voters' List File to be edited. That is to say that once the Voters' List is published, electors cannot be omitted or transferred. However, the Voters' List can be sorted or segmented and printed in different ways, for example, in alphabetical order, numerical order, or by polling division, or constituency, or military, police, Election Day workers, etc.

It can be seen from the above that each Voters' List published each year is produced through an interactive, participatory and transparent process that also involves the application of rigorous information and communication technology processes. It is for this reason that in 2002, former President Jimmy Carter said that for all the elections that the Carter Centre had observed across the world, Jamaica was the first country that the Carter Centre had visited in which the Voters' List was not in dispute.

Residence Re-verification Exercise

From as early as the 2001 by-election in St. Ann North Eastern, the feedback from both major political parties was that they could not find a significant number of electors in the polling divisions in which they were registered. This was repeated by candidates in the 2002 parliamentary election. This claim prompted the EAC to look seriously at this matter. The need arose to do a comprehensive analysis of the existing database to ensure the accuracy, for whilst the system was efficient in adding persons to the list, it was deficient in the removal of electors. It was clear that the re-verification of the present home addresses was needed.

The re-verification exercise was conducted in two phases. The first phase was that of a pilot exercise involving seven of the 60 constituencies. The seven constituencies chosen for the pilot project were St. James North West, St. Ann North East, Westmoreland Central, St. Catherine South, St. Catherine South West, Trelawny North and Trelawny South and were chosen on the basis of internal migration patterns evident in the country. Six constituencies were net receivers of persons who moved internally within Jamaica, while Trelawny North was a net loser of residents.

The pilot phase lasted from April to June 2005. During this time, the Electoral Office used the standard manual method and also tested an electronic method of data gathering. The manual method involved filling out specified forms supplied to the re-verification teams. The electronic method involved an EOJ staff-member of each re-verification team being equipped with a laptop computer, a digital camera and fingerprint scanner. Each laptop had the Voters' List file for the entire country as a read only file, thus allowing the Re-verification Team to locate any elector irrespective of the

location in which the elector was found. The laptop was also configured to allow for the capture of fingerprints, photograph and data for electors or applicants in the particular constituency.

At the end of the Pilot Phase, the electronic method was abandoned for two reasons. First, while the method was effective in capturing the requisite information in the field, the process was quite slow in comparison to the manual method. This severely restricted the number of electors that could be re-verified or applications that could be processed in any one day. Second, there was difficulty in recruiting persons with the required information technology skills in some parishes. Persons with the particular skill-set needed tended to be concentrated in some urban centres. Phase Two of the re-verification exercise was conducted in all sixty constituencies and lasted from July 2005 to May 2006. Phase Two was conducted in three stages.

Stage 1: Visits to residences by re-verification teams consisting of an EOJ verifier and scrutineers nominated by each of the political parties recognised by the EAC.

Stage 2: Visits to residences by specially selected EOJ staff teams to check the accuracy of the information gathered on the specified forms and reported in Stage 1.

Stage 3: Visits by re-verifications teams consisting of EOJ staff and scrutineers nominated by the political parties to locate electors either not found in Stage 1, or found in Stage 1 but not confirmed in Stage 2.

Stage 3 was supported by a number of special measures. The names and addresses of all persons not found in Stage 1 or found but not confirmed in Stage 2 were supplied to the political parties which were asked to try to contact these persons and encourage them to make themselves available for re-verification. A media campaign was mounted in which electors who had moved from the addresses at which they were registered were invited to call to EOJ offices and Fixed Centres to inform the EOJ of their new addresses. Additionally, electors who were not re-verified were invited to bring proof of residence to the Fixed Centres in their constituencies. As a last resort, the names of all electors not found at the end of Stage 3 were published in the Gleaner over several days, while advertisements were run in the media informing electors not re-verified to check the Gleaner for their names. At the request of the political parties, the period during which electors could present their information to Returning Officers was extended by two weeks, thus resulting in the May 31, 2006 Voters' List being published on June 16, 2006. A total of 237,215 persons were removed from the Voters' List of which 46,622 were confirmed dead. A total of 86,092 electors were registered during the two registration periods between April 1, 2005 and March 31, 2006. The newly verified May 31, 2006 Voters' List which was published June 16, 2006 had 1,262,671 electors.

Following the distribution of the list on June 16, 2006, a number of persons came forward indicating that although they were re-verified, their names were not on the list. Following investigations by the Electoral Office, the list was corrected in July 2006 and 292 persons were added.

Between April 1, 2006 and March 31, 2007, 76,990 persons were registered, resulting in a total of 1,336,214 persons on the May 31, 2007 Voters' List. This list, after corrections were made, increased to 1,336,307. The net change of 93 electors being added was the result of 95 additions and 2 deletions. Of the 95 electors added, 75 were persons who were re-verified but were omitted from the list, 18 electors were listed as dead but were found to be alive and 2, although verified, were not processed. The net result after making the required changes was the publication of the official list of May 31, 2007 containing 1,336,307 electors.

2.3 Settlement of Polling Stations

In 2001, as part of its objective to reform the electoral process in Jamaica, the EAC mandated the Electoral Office of Jamaica (EOJ) to settle and agree with Members of Parliament (MP) and Constituency Caretakers the location of Polling Stations far in advance of scheduled elections. It was agreed that:

- Polling station locations would be determined on the basis of criteria that included accessibility to electors of the polling station, the physical layout of the station and the preference for schools and public buildings.
- Polling station location agreements would remain in place for a period of two years.
- For the agreement to be valid, it must be signed by the Returning Officer, the Member of Parliament and the Constituency Caretaker(s) or by their nominees with a letter giving authority to sign.

The process has three possible stages:

Stage 1: The Polling Station Location Agreement is signed at the constituency level by the Member of Parliament, the Constituency Caretaker(s) and the Returning Officer.

Stage 2: If there are disagreements among stakeholders at the constituency level which prevents the signing, it is referred to the Electoral Commission of Jamaica for resolution by the Director of Elections and the Nominated Members.

Stage 3: If there is no resolution of the issues between the Director of Elections and the Nominated Members of the Electoral Commission of Jamaica, the matter is referred to the Selected Members who make the final ruling on the disputed locations.

The Polling Station Location agreements reached in February 2004 expired in February 2006. The constituencies were immediately asked to review the list of Polling Stations based on the well established criteria:

- (i) accessibility of electors to the polling stations;
- (ii) polling station agreement to remain in place for a period of two years; and
- (iii) preference for schools and other public buildings.

Political representatives in each constituency proposed polling station locations. In each constituency, the Returning Officer and Assistant Returning Officer visited existing locations and suggested possible voting locations between March 2006 and May 2006 to check on the physical condition of the infrastructures and to confirm the availability of locations to be used as polling stations. The polling stations proposed by the Returning Officers were submitted to the political party representatives of the political parties for review.

The political party representatives were given until June 2006 to agree and sign off on the location of polling stations. This, however, took longer than anticipated. Discussions took place at the constituency monthly meetings with political party representatives on the pros and cons of locating polling stations. By the middle of August 2006, 47 Members of Parliament and Constituency Caretakers agreed and signed the location listings presented to them by the Returning Officers.

For the remaining 13 constituencies, there were only partial agreements on the polling locations. The disputed locations were referred to the Director of Elections and the Nominated Members of the EAC. The Director of Elections met with Nominated Members and presented them with the polling station locations that were in dispute, along with the results of his investigations. The political representatives consulted their colleagues at the local level and at the end of that process, a meeting was held between the Director of Elections and the Nominated Members. By September 2006, all 13 outstanding polling station location agreements were signed by the Nominated Members of the EAC. Table 1 represents disaggregation of all polling locations.

Table 1: *Total Number of Polling Stations by Regions and Voting Locations*

TOTAL NUMBER OF POLLING STATIONS AND VOTING LOCATIONS						
REGION	TOTAL NUMBER OF POLLING STATIONS (P.S.)	LOCATIONS WITH 10 OR MORE P.S.	LOCATIONS WITH 5 TO 9 P.S.	LOCATIONS WITH 2 TO 4 P.S.	LOCATIONS WITH SINGLE STATIONS	TOTAL NUMBER OF VOTING LOCATIONS
1	798	5	25	186	109	325
2	682	2	28	144	106	280
3	878	4	37	161	173	375
4	782	0	20	175	193	389
5	618	1	26	109	150	286
6	1052	26	52	154	59	291
7	829	8	63	97	30	198
8	593	12	40	60	10	122
	6232	58	291	1086	830	2266

2.4 Election Budget and the Phasing of Expenditures

As a matter of principle and policy, the Jamaican Government pays for all elections held in the country. The Government does not accept funding for the conduct of elections from any external source whether local, regional, or international. The Commission prepared an estimate of the cost for election based on the polling station distribution within the 60 constituencies island-wide and also included the administrative activities required for running an election, for example (i) the acquisition of election/nomination materials; (ii) the employment of additional personnel; and (iii) purchases of requisite equipment.

This estimate was submitted to the Ministry of Finance, subjected to its justification process and consequently was approved. A warrant was then issued for the election funding and a cash flow was subsequently released by the Accountant General to Ministry of National Security, the Ministry under which the Electoral Commission of Jamaica falls. The budget allocated for the September 3, 2007 election spanned two financial periods and totalled \$1,284,303,000.00 and is shown in Table 2. Table 3 shows the budget for the Local Government Election (2007-2008) totalling \$674,330,000.00.

Table 2: The General Parliamentary Election Budget

Activity – Holding of Election	2006/2007	2007/2008	Total
	\$'000	\$'000	\$'000
Object:			
Compensation of employees	66,094	386,458	452,552
Travel expenses and subsistence	4,121	139,236	143,357
Rental of property, machines and equipment	6,826	43,186	50,012
Public Utilities	1,969	4,301	6,270
Purchase of other goods and services	143,094	133,478	276,572
Purchase of equipment (capital goods)	204,219	151,321	355,540
Total	426,323	857,980	1,284,303

The budget allocated for the September 3, 2007 election spanned two financial periods and totalled \$1,284,303.00.

Table 3: The Local Government Election Budget

Activity – Holding of Election	2007/2008
	\$'000
Compensation of employees	280,768
Travel expenses and subsistence	99,065
Rental of property, machine and equipment	30,087
Public Utilities	6,224
Purchase of other goods and services	165,175
Purchase of equipment (capital goods)	93,011
Total	674,330

2.5 Public Education Programme

The public education campaign was officially launched on July 05, 2006 at the Knutsford Court Hotel where leaders of the private and public sectors were invited to participate in a meeting chaired by Professor Errol Miller, Chairman of the then Electoral Advisory Committee. These leaders were requested to encourage their staff to volunteer as Election Day Workers and were supplied with the requisite information about the recruitment drive. Each organisation was given a quota for the number of volunteers expected from their organisation. The recruitment of Election Day Workers was supported by a media campaign.

In addition to encouraging Jamaicans to become Election Day Workers, the advertisements sought to:

- Encourage Jamaicans to maintain peace through out the election period.
- Encourage Jamaicans to show respect for each other.
- Reinforce the secrecy of the ballot.
- Inform electors about proper conduct in the polling station (e.g., no cell phones).
- Advise electors about their rights, e.g., Representation of the People Act (ROPA), (Leave and Symbol Regulation, See *Appendix 1*), time off for voting.
- Advise electors on how to vote.

In addition, two national broadcasts were delivered by Prof. Miller. The first was televised before Nomination Day to the candidates and the second before Election Day. The Election Day advertisements were prepared and vetted by the Commission and held until the Prime Minister's announcement of election. Once the election was announced, the airwaves and print media were inundated with messages, notices, reminders and advertisements from the Electoral Office. (See *Appendix 1* for copies of press advertisements and *Appendices 2 and 3* for the scripts from the National broadcasts.)

2.6 Establishing Nomination and Counting Centres

In preparation for the September 3, 2007 General Elections, Returning Officers were instructed from as early as June 2006 to identify and confirm Nomination and Counting Centres. In keeping with the Representation of the People Act (ROPA), all Nomination and Counting Centres must be public buildings. By July 2006, all 60 Nomination and Counting Centres had been identified. It is important to note that the continued use of court houses had to be reviewed. If court was scheduled to be in session on the date announced for Election Day, then the premises would no longer be available and alternative accommodation would have to be found. Additionally, several Court Administrators complained about the period of time lost as a result of the Final Count and asked the Electoral Office of Jamaica to seek alternative locations. Consequently, only 10 constituencies had their nomination and counting centres at court houses. The majority of nomination and counting centres were located at schools and Electoral Office of Jamaica constituency offices.

Nomination Centres

It is important to note that the use of court houses was conditional. If court was scheduled for the date announced as Nomination Day then the Electoral Office of

Jamaica had to find alternative accommodation. By June 2007, of the 35 Nomination Centres that were originally slated for court houses, only 15 constituencies had their Nomination Centres at court houses. The remainder were relocated to schools and Electoral Office of Jamaica Constituency Offices and other public buildings.

Listing of Nomination Centres that Remained at Court Houses

1. Annotto Bay Court House
2. Gayle Court House
3. Ulster Spring Court House
4. Brown's Town Court House
5. Claremont Court House
6. St. Ann's Bay Court House
7. Adelphi Court House
8. Montego Bay Court House
9. Sandy bay Court House
10. Black River Court House
11. Crosskeys Court House
12. Mandeville Court Houses
13. Cottage Court Houses
14. Christiana Court House
15. Chapelton Court House

Upon the announcement of Nomination Day, Returning Officers carried out the following:

1. Carried out statutory procedures in accordance with the Act.
 - The Returning Officer registered Notice of Election and the accompanying Form B17 to each Postmaster at post offices within the constituency.
2. Met with the security personnel.
 - Scheduled meetings with security personnel giving detailed information on Nomination Day procedures and areas of security concerns.
3. Met with prospective candidates.
 - Convened meetings with prospective candidates to outline proper completion of nomination forms, required fee, arrival time, number of persons to accompany prospective candidate into the Nomination Centre, and management of supporters.

4. Made arrangement with the Collector of Taxes.
 - Returning Officers made arrangement with Collector of Taxes to accommodate the receipt of nomination fees.
5. Prepared the location.

Counting Centres

In preparation for national elections, Returning Officers were instructed from as early as June 2006 to identify and confirm Counting Centres, utilising guidelines set out in the Representation of the People Act (ROPA) that indicated that all Counting Centres should be public buildings. In addition, the following guidelines were given to Returning Officers for selecting Counting Centres:

- accessibility;
- security of location;
- suitable public amenities inclusive of telephone service and electricity;
- must have an area for the secure storage of ballot boxes for at least 3 days;
- must have an area to accommodate security personnel guarding ballot boxes;
- must have a sterile area to receive vehicles transporting ballot boxes; and
- must be centrally located in an area where the delivery of ballot boxes could be carried out in the shortest possible time.

With these guidelines in mind the Returning Officers:

- identified locations;
- confirmed locations with landlords/caretakers;
- held discussions with political representatives and security personnel; and
- ensured the installation of telephone lines.

By June 2007, all 60 Counting Centres were confirmed. Having confirmed that the guidelines were met, the following took place:

1. *Meetings were held with all candidates.* The Returning Officers advised the candidates of the number of persons who would be allowed in the Counting Centre, i.e., the candidate and two other persons, and advised candidates of the time for Final Count.
2. *Meetings were held with security personnel.* The Returning Officers:
 - (i) advised the security personnel of the number of persons each candidate was allowed to take to the Counting Centre, i.e., the candidate and two other persons;

- (ii) discussed courier routes, supervisor/courier vehicles details, etc.; and
 - (iii) advised security personnel of the time for Final Count.
3. The press and media were advised that they would not be permitted to install telephone lines or to be inside the Counting Centres. This was based on the fact that counting centres could not accommodate personnel from the press and media houses in Jamaica.

There were 60 counting centres, one in each constituency.

2.7 The Establishment and Operation of the Election Centre

Prior to the 2002 General Elections, the various stakeholders responsible for the management of the election process found it difficult to:

1. find each other.
2. communicate effectively during the hectic period leading up to and on Election Day itself.
3. avoid suspicion when meetings were arranged unofficially and with little prior notice.

This created a void which resulted in urgent matters being left unattended and stakeholders giving conflicting reports on incidents while others were unaware of the particular incident. Furthermore, members of the Electoral Advisory Committee, now Electoral Commission of Jamaica, responsible for guiding the process moved into specific roles:

1. The Director of Elections concentrated on activities at the Electoral Office.
2. The Nominated Members concentrated on the affairs of their respective parties.
3. The Selected Members became part of the Constituted Authority.

At the same time, the roles of other stake holders, such as the security forces, the political ombudsman and international and local observers became more significant and needed to be coordinated.

In 2002, the Electoral Advisory Committee recognised the void that existed and decided to establish the Election Centre as an official space of contact and communication between all stakeholders and actors and also as a point from which authentic information could be given to the media. The Election Centre was mandated to (i) solve problems; (ii) co-ordinate activities; and (iii) issue authentic information.

The centre consisted of:

- 1) a senior member from each of the political parties recognized by the EAC;
- 2) one representative of the security forces;
- 3) a member of the Citizens Action for Free and Fair Elections (CAFFE);
- 4) one representative from each of the International Observer groups;
- 5) the Political Ombudsman; and
- 6) the Director of Elections.

The Political Ombudsman chaired the meeting of the centre dealing with political matters and the Director of Elections chaired the meetings dealing with electoral matters. Press releases were issued as needed. Press conferences were chaired jointly by the Political Ombudsman and the Director of Elections.

Election Centre 2007

The concept was further expanded to include the provision of results in real time to the stakeholders facilitating faster dissemination of information to the nation in general. In addition to serving as a common meeting place for all stakeholders, it also served as a resource centre where information could be provided for stakeholders and the public at large. It also served as a central area to which all alleged electoral misconduct could be reported by members of the political directorate or the public in general. The ability of all stakeholders to meet and discuss issues in a timely manner resulted in speedy resolutions and reduced tension in the society at large.

2.8 Developing the Election Information Management System

Since 1997, the Electoral Office of Jamaica (EOJ) has embarked upon a sustained effort to utilise technology to effect electoral reform. There have been substantial improvements to the system including:

- The use of the most up-to-date fingerprint cross-matching technologies in registration.
- The production and printing of the Voters' List.
- The introduction of the Electronic Voter Identification and Ballot Issuing System (EVIBIS).

In keeping with the quest for continued improvement and the utilisation of current technology, the EOJ turned its attention to the management of elections. To facilitate

this, a Geographical Information System (GIS) was developed with the assistance of Mona GeoInformatics. This partnership resulted in the digitising of electoral maps and the creation of an Election Information Management System (EIMS) for use from Nomination Day to Election Day.

Mona GeoInformatics is an institute of the University of the West Indies (UWI) that specializes in geographic information services and training. Its success has been due to the innovative team of UWI graduates employed to the institute, none older than thirty years, but with a winning combination of academic application and professional management. The team has proven that the performance of our own can be matched with the best in the world.

The Election Information Management System (EIMS)

The EIMS was to be the primary source of quick (real time) and accurate information for all election-related events and was accessed by the various stakeholders in the electoral process including the Director of Elections, the Electoral Commission of Jamaica, political candidates, media houses, observers and the general public.

The Election Centre served as the official presentation site with the main servers for EIMS located there and communication links established between the Election Centre and the counting centres where the data entry for each constituency took place. The main data entry interfaces dealt with the recording of election incidents, the entry of the opening times for polling station and the entry of election results. Data Entry Clerks island-wide were recruited and trained to carry out this important function and were provided with administrative support from the Election Centre.

The responsibility of identifying and training personnel needed to operate the system was that of the Information Systems Department. The process involved the placement of newspaper advertisements, interviews and data entry tests. Successful applicants were trained to use the EIMS with special focus on how to transmit the data to the Election Centre for live updates. Office Managers were also trained to use the system to assist in the reporting in their constituencies.

Components

1. **Election Maps:** This was the system's main display feature and was used to present the following information:
 - i. incidents occurring from Nomination Day to Election Day;
 - ii. opening and closing of polling stations on Election Day;
 - iii. election results by constituency; and

- iv. individual constituency details including information on candidates, candidate photos, the polling stations, and boxes counted, etc.

See *Appendix 4* for example of the EMIS map display.

2. **Quick Statistics Panel:** Displayed the current performance of each political party in the election (i.e., the number of votes and each constituency declared).
3. **Report Panels:** This generated detailed and varying election reports:
 - (i) constituency result counts: showing the number of electors, the number of votes per candidate, voter turnout and number of boxes counted.
 - (ii) polling station reports;
 - (iii) incident reports; and
 - (iv) polling station opening and closing times.
4. **Graphs, Tables, Charts:** This was used to further enhance the presentation of data and allowed comparative analyses.

2.9 Recruitment and Training of Election Day Workers

Recruitment

The Electoral Office of Jamaica launched an island-wide recruitment drive aimed at identifying suitably qualified persons for both the regular and specialist worker categories to work in the election. Forty Thousand application forms were printed and distributed island-wide. Volunteers were asked to indicate whether or not they wanted to work as regular Election Day Workers or were willing to work as Specialist Election Day Workers.

Regular Election Day Workers would train and work in the constituencies in which they resided. The Specialist Workers, on the other hand, would be asked to work in designated constituencies other than the one in which they resided. The “Specialist Constituencies” were identified as those in which there was a high degree of political activism, to the point where little or no impartiality could be expected from workers hailing from within them. This would be compounded by the reluctance of persons from opposing parties to work as indoor or outdoor agents which might identify them as belonging to one party or another. There may have also been reluctance on the part of CAFFE and other observer groups to send observers into these constituencies. It was, therefore, seen fit to bring in workers with no apparent ties to these constituencies or any of the political parties, under special arrangements (transportation, meals and

security), to see to the running of the polls in those constituencies. Of the 60 constituencies, 19 were classified as specialist. See Table 4, Section 2.10.

The Election Day Worker Resource Management Unit (The EDW Unit) spearheaded the island-wide recruitment through the following methods:

- contacting persons who served in past elections;
- liaising with the constituency offices for volunteers;
- advertisements placed in the print and electronic media²; and
- visits to institutions and organisations (including schools, colleges, work places, and civic organisations) to address prospective workers.

The recruitment drive targeted persons for the following positions:

- Presiding Officer;
- Poll Clerk;
- Supervisors;
- Machine Operators (for EVIBIS locations only); and
- Polling Station Security Assistant (formerly one-day police).

All recruits were required to complete and sign application forms which clearly stated that applicants would be placed on the Election Day Workers Voters' List, and would, therefore, exercise their franchise ahead of the main polling day. It also stated that persons would not be remunerated for training unless they worked on Election Day.

The information for persons wishing to work as specialists was sent to the Election Day Worker Resource Management Unit (The EDW Unit) which was established specifically to manage the specialist programme. Information about other recruits was returned to their respective constituencies for them to be contacted for training and subsequent deployment. All constituencies enlisted the full complement of EDWs needed to man the stations, with a few of them carrying smaller reserves than required. Generally, the quality of the EDWs was of a higher standard than in past elections, with a large proportion being first time workers.

Selection and Vetting

The completed application forms for volunteers who met the basic requirements were then submitted to the Head Office where an overall database of Election Day Workers was established. A total of 33,375 EDW application forms were entered in the EDW database.

² Between July 2006 and August 2007, \$18,903,744.00 was spent on advertisements for recruitment.

All applicants to be EDWs were subjected to screening and vetting. The screening process included three elements:

1. Screening for past partisan political involvement as agents, runners, candidates, political liaison officers, indoor agents, outdoor agents, etc.
2. Competence to execute the duties to be performed. This included pre- and post-testing.
3. Late applications allowing insufficient time to process.

The vetting process included (a) background checks; (b) interviews (Specialists only – see Section 2.10: Interviews); and (c) submission of lists of volunteers to the political parties to ensure impartiality.

Training

The training of Election Day Workers (EDWs) is an integral area of election preparation and since 1997, this has been done in a cascading manner, beginning with the training of Returning Officers followed by the training of constituency trainers who in turn, trained the workers. In preparation for the parliamentary election of 2007, the training of Returning Officers/Assistant Returning Officers started in June 2006, with a three day programme at the Jamaica Conference Centre. The programme focused on the electoral law and the general conduct of the election.

The programme's objective was to review the electoral law, best practices, rules and standards relating to the conduct of election, as well as to prepare Returning Officers to manage the electoral process in the constituencies, including the training of poll workers. At the end of the programme, the Returning Officers were given instructions to immediately start active preparations in the respective constituencies, including the training of the constituency trainers and supervisors. The deadline given for the completion of the training of trainers was mid July, 2006. Immediately thereafter, all trainers were deployed in the training of Election Day Workers.

Although carried out separately, the general training was common to both regular and specialist workers. The trainers were advised to limit class size to approximately 25 – 30 persons for manageability and to ensure that the participants received proper instructions and simulated all election procedures. They were further instructed to present the election material in 4 – 6 sessions, each session of 2 1/2 to 3 hours in duration to achieve the following teaching/learning objectives:

Lesson 1: Objective

To introduce the participants in a general way to voting procedures.

Lesson 2: Objective

To examine the procedures for ordinary voting and the procedures employed in special circumstances during the taking of the poll.

Lesson 3: Objective

Given the election documents, the participants simulated all election procedures taught in previous lessons. Participants completed the Statement of Poll.

Lesson 4: Objective

Given the election forms including the poll book, statement of poll, etc., the participants completed forms with the required accuracy and correctness.

In this fourth session a post test was usually administered, the basis of which determined the placement of each worker. The test also determined whether additional sessions were required. If required, two additional sessions were usually given.

2.10 Specialist Election Day Workers Programme

Though the EDW Unit gave oversight to the island-wide recruitment of Election Day Workers, its primary responsibility was to identify and recruit qualified persons to work in specific constituencies (specialist areas) on Election Day. There were 19 constituencies classified as specialist, some of which were fully specialist, others which were partially specialist and yet others in which the Electronic Voter Identification and Ballot Issuing System (EVIBIS) was deployed. These constituencies are listed in Table 4.

Management of the Specialist Programme

The management of the Specialist Programme included the following:

- The EDW Unit which had overall responsibility for the recruitment, logistics and the coordinating of training for the Specialist EDW;
- Constituency Managers;
- Logistics Coordinators (discussed in a later chapter); and
- Returning Officers.

Table 4: Constituencies with Specialist Needs

Srl	Constituency	EVIBIS 100%	Specialist 100%	Partial Specialist	Partial EVIBIS
1	Clarendon Central			Y	
2	Kingston Central	Y			
3	Kingston East & Port Royal				Y
4	Kingston Western		Y		
5	St. Andrew Eastern				Y
6	St. Andrew East Central				Y
7	St. Andrew North Central				Y
8	St. Andrew North West				Y
9	St. Andrew Southern		Y		
10	St. Andrew South Eastern*			Y	Y
11	St. Andrew South Western		Y		
12	St. Andrew Western	Y			
13	St. Andrew West Central	Y			
14	St. Catherine Central		Y		
15	St. Catherine South Central*			Y	Y
16	St. Catherine South West		Y		
17	St. James East Central				Y
18	St James North West				Y
19	St. James West Central			Y	Y

* Regular voting also took place in these constituencies.

Constituency Managers

To enhance the management of the recruiting and training process, each specialist constituency was assigned a specialist EDW manager who would liaise directly with the: EDW Unit, the constituency offices, workers and the logistics coordinators. Twelve Specialist EDW Managers (Constituency Managers) were appointed from within the existing staff complement of the EOJ to carry out this function and they reported directly to the Assistant Director of Field Operations. Managers were given only one constituency to manage with the exception of four who were assigned more than one as these constituencies only had partial specialist areas.

Role of Constituency Managers

The Director of Elections charged the Constituency Managers with the following responsibilities:

- To ensure that sufficient EDWs were assigned to the constituencies which they managed.
- To ensure the EDWs were fully and properly trained.
- To ensure that each supervisor understood his/her responsibility and was allowed to develop a working relationship with his/her EDWs.
- To ensure arrival of the EDWs to their hotel/accommodation. From there, the Logistics Coordinators would take charge of all other arrangements.

Challenges

- The uncertainty with respect to the announcement of the date of the election, the consequent attrition and late recruiting resulted in the managers having limited time to conduct full assessment and training for all personnel recruited.
- Communication between the managers and Logistics Coordinators who were new to the electoral system.
- The increase in the number of specialist areas from the previous election and the resultant increase in logistical support.

Interviews

During the training of EDWs, it was realised that some of the prospective workers were unsuitable for one or more of the following reasons: (i) known political affiliations, (ii) below average literacy and (iii) little or no inter-personal skills. A decision was taken to interview all existing applicants before they could undertake further training. In addition, new applicants would be interviewed prior to commencement of training. Specialist workers were recruited island-wide and the Unit faced the challenge of arranging interviews for individuals at a mutually convenient time.

Decisions were taken to:

- Establish a main interviewing centre at the Election Centre where persons within the corporate area and its environs were asked to attend interviews.
- Visit institutions/organisations where significant number of applicants resided, attended or worked.
- Schedule interviews at central locations in other areas.

A total of 5,700 persons were scheduled to be interviewed. Of these:

- Approximately 1,780 applicants were found to be unsuitable for a number of reasons.
- 853 indicated that they were no longer interested or available.
- 625 did not turn up for interviews.

Training

Each worker recruited in the specialist programme had to undergo the following training:

- regular Election Day Worker training (4 modules of 2 1/2 – 3 hours sessions. See Section 2.10: Training);
- EVIBIS training (2 sessions of 1 1/2 – 2 hours each); and
- at least one simulation exercise.

It was decided to expose all recruits to every aspect of the training (general and EVIBIS) and at a later stage assign them positions based on their performance.

Major training locations were set up at The Towers (in New Kingston), Duke Street, and the Election Centre (Montego Bay). Mobile training units were taken into institutions such as Shortwood Teachers' College, University of the West Indies, government ministries and other public and private sector organisations where several persons were recruited. This involved identifying suitable locations at the institutions and setting up of equipment to facilitate training. Buses were also provided from central locations to assist persons with transportation to training venues.

In addition to the initial training sessions followed by a test, successful recruits were advised that two refresher sessions would be provided subsequent to the announcement of the election. Training that took place ahead of the announcement of election was not fully attended even by persons who had committed to working on Election Day. The EOJ ended up paying trainers for sessions despite less than optimum attendance.³

³Over three hundred trainers were employed for the duration.

EVIBIS Simulation Exercises

These were exercises that were held in each EVIBIS constituency with the EDW recruits being assigned roles of Presiding Officers, machine operators, supervisors and poll clerks. Multiple benefits were derived from the exercise. Some of these were:

- Facilitating evaluation and subsequent assignment of workers for election.
- Providing hands on training for the workers with an election atmosphere.
- Providing logistical tests for the deployment of technicians, EDWs and equipment.
- Giving technicians valuable training in the assembling and dismantling of machines.
- Practicing the deployment of workers from central locations.
- Allowing electors from communities to participate and familiarise themselves with the system.

The exercises were generally four hours long – from 10:00 am to 2:00 pm. Procedures for the opening and closing of poll were emphasized even though no counting of ballots was carried out at the end of the exercise. This was done both manually and electronically to ensure that workers were able to carry out procedures in the event that the machines failed on Election Day.

System of Communicating with Election Day Workers

In addition to mailing of voters' guides to Election Day Workers, two additional systems of communication were put in place.

a) Call centre system:

Call centre agents recorded the date and time of the calls and whether the messages were received by those who were called.

b) Text messaging system:

Text messages were sent via a programme hosted by UCANTELCOMMUNICATIONS Ltd. allowing text messages to be sent via the internet to mobile phones.

The content of the messages sent to the Election Day Workers on the Voters' List was that of a reminder of the date on which they were to vote, the contact number for their constituency office and advice to contact their constituency offices for more information. Messages were sent the day before they were to vote and the morning of their voting day both for the General Election and the Local Government Election.

The mobile numbers for each Election Day Worker was provided by the Election Day Worker database which was exported by the Computer Room

personnel into a Microsoft Excel file. The Excel file was then imported in the UCANTEL table from which the messages were sent.

Challenges

- Inconsistent EDW turn out (the lowest turn out experienced being 55% in February).
- Lack of co-operation from the police in providing security for simulation venues.
- Garnering community support from electors.

The announcement of the election in July resulted in the following:

- A significant increase in the number of applicants.
- Several persons who initially declined to work were now making themselves available.
- Significant increase in attendance levels at training.
- A significant increase in the number of persons requiring EDW training. This was above the scheduled amount and required adjustments so that training objectives could be met.

After the election was announced, it was clearly evident that the calibre of the persons coming forward to serve improved significantly. The EOJ took the decision to use these persons as a priority especially in the EVIBIS program.

Town Meetings of Selected Members and Election Day Workers

The Selected Members of the Electoral Commission along with the Director of Elections and the Assistant Director, Field Operations, held Town Meetings with Election Day Workers in each parish. These meetings were held over the months of May and June. The Election Day Workers of all constituencies in each parish attended the Town Meeting in their parish along with Returning Officers, Assistant Returning Officers and the staffs of the Fixed Centres.

These Town Meetings served a three-fold purpose. First, it allowed the Selected Members, the Director and Assistant Director to reinforce and stress several aspects of the training programme including the following:

- That Election Day Workers were the face of the Electoral Commission to the electors. Accordingly, it was important for all Election Day Workers to treat each elector with respect, carry out the voting procedures according to the law, be fair and impartial in the execution of their duties, and be meticulous in their record keeping responsibilities.

- Stressing the secrecy of the ballot, voting in secret, keeping the vote secret and the secrecy of the poll during the 10 hours of balloting.
- Updating Election Day Workers on the recent changes in the Representation of the People Act (ROPA) with respect to the banning of electors voting openly and the procedures to be followed if electors so transgressed.
- Updating Election Day Workers on the protocol to be followed with respect to the banning of cellular phones and digital cameras within polling stations.

Second, it allowed Election Day Workers direct access to the Selected Commissioners and the Director and Assistant Director of Elections with respect to questions and concerns that they may have had. Each Town Meeting had a question and answer session during which Election Day Workers posed questions and expressed concerns. Where there were answers to the questions these were given while in other instances, note was taken of the questions and concerns which were subsequently addressed by appropriate measures.

Third, these Town Meetings gave to the Selected Commissioners and the Director and Assistant Director the opportunity to inspire, encourage and motivate Election Day Workers to perform their duties and responsibilities to the highest ethical standards. As such, the Town Meeting contained the element of a pep rally.

Meetings of the Selected Commissioners and Ministers' Fraternal

Immediately before the Town Meetings with Election Day Workers, the Selected Commissioners and the Director of Elections and Assistant Director of Field Operations had meetings with the Ministers' Fraternal of the respective parishes. These meetings took account and acknowledged the fact that:

- Ministers' Fraternals played very important roles within each parish.
- Local churches affected the lives of its residents.
- Churches organised outreach programmes that touched the hearts and minds of residents.
- Citizens respected the leadership of the churches and looked up to them for guidance.

The Selected Commissioners and the Director sought to solicit the assistance of the Ministers' Fraternals in the following areas:

- To encourage residents within the parish to safeguard the democratic (electoral) process.

- To promote respect for the views of others, especially those whose views differed from theirs.
- Demand from candidates guarantees with respect to abiding by the rules of law and electoral procedures.
- To shun any effort to polarise their communities.
- To meet with candidates to hammer out ways to prevent or reduce political tensions and/or violence.
- To arrange constituency walks with all candidates present.
- To arrange prayer vigils and/or church services with their candidates.
- To meet with the police to explore ways that they could assist the police in the days leading up to the election and Election Day.
- To open avenues for candidates to report breaches of agreements made.
- To liaise with the Political Ombudsman.
- To liaise with Returning Officers and Regional Supervisors on matters that could impact the outcome of the election.

2.11 Recruitment and Training of Polling Station Security Assistants (PSSAs)

Recruitment

The Electoral Office of Jamaica launched an island-wide recruitment drive aimed at identifying suitable persons for the first time in a National Election – the PSSAs (One Day Police). They were recruited by the Returning Officers in the constituencies. The main requirements were for applicants to be:

- (i) over the age of 21 years;
- (ii) under the age of 60 years;
- (iii) in good physical condition; and
- (iv) with no known political affiliation.

The Police assisted by:

- (i) indicating the numbers required for each constituency;
- (ii) conducting two training sessions with those selected; and
- (iii) deploying and supervising the PSSAs on Election Day.

The functions of the PSSAs were clearly defined and the title was deliberately renamed in order to attract a higher calibre of workers. Like the EDWs, the PSSAs had to complete application forms which were also entered into the database. Interviews and assessments were conducted at the point of application to ascertain whether or not the applicants were of the required standard. The list of successful applicants was then submitted to the police for training and assignment.

Training

The training programme for this target group had two distinct components and the sessions were conducted in the constituencies after Nomination Day. In the first component of the programme, the recruits were taught basic policing skills, techniques and strategies for election security by the Divisional Commander (or his designate) for the constituency. In keeping with the theme, specific areas related to election security, risk and/or threat assessment for the constituency, election offences and public order management were covered. In the second component of the programme, a 2 to 3 hour workshop was facilitated by each Returning Officer during which the following topics were covered:

1. *General principles governing the engagement of the polling station security assistant:* expected behaviour, treatment of voters, rules of engagement.
2. *General operations of the polling stations:* Definition of roles and functions. The Security Assistants were not presented with the details of voting; rather information was given on who may be present, the role of observers, outdoor agents, party liaison officers, and the general duties of the one day police from an electoral standpoint.
3. *Electoral Offences:* A booklet comprehensively outlining the several offences under the electoral law was presented to each participant.

At the end of the training period, the recruits had specific police powers conferred on them including the power of arrest. They were subsequently assigned to work at the various polling locations. For the most part, the performance of the PSSAs represented a significant improvement in deportment and conduct. However, a few instances of PSSAs displaying political bias and a general disregard of instructions given by EOJ Supervisors were reported. The officials from the EOJ met with members of the Police High Command to discuss matters relating to voting, transportation and overall performance of the PSSAs.

2.12 The EVIBIS and the Recruitment and Training of Technicians

The purpose of the *Electronic Voter Identification and Ballot Issuing System* (EVIBIS) is to identify electors using their fingerprints and then issue a ballot. The EVIBIS was used in 13 selected constituencies shown in Table 5.

Table 5: EVIBIS Polling Stations

	Constituency	Number of Locations	Number of Polling Stations	Full (100%)	Partial
1	Kingston Central	20	113	Y	
2	Kingston East & Port Royal	23	74		Y
3	St. Andrew Western	19	119	Y	
4	St. Andrew West Central	20	84	Y	
5	St. Andrew East Central	8	57		Y
6	St. Andrew South Eastern	10	41		Y
7	St. Andrew Eastern	9	23		Y
8	St. Andrew North Central	3	25		Y
9	St. Andrew North Western	2	15		Y
10	St. James East Central	3	22		Y
11	St. James North Western	4	44		Y
12	St. James West Central	4	15		Y
13	St. Catherine South Central	4	60		Y
		129	692		

The software was used on an IBM platform and was deployed in 692 polling stations. The primary components of the system were laptops, printers, scanners, dongles (software license), hubs, thumb drives and UPSs. See Table 6 for the type and quantity of the equipment used.

Table 6: *Type and Quantity of Equipment Used in EVIBIS*

Description	Quantity
Laptops and peripherals	720
Printers ⁴	1380
Scanners	781
Dongles (software license)	700
USB Hubs	980
USB Thumb Drives (data recovery device attached to each machine)	1000
UPSs	800

Note: Reserves were purchased for each component

Technicians

The success of the EVIBIS was heavily dependent on the recruitment, training, deployment and performance of suitably trained technicians who would set up systems inside the polling stations and ensure that they functioned throughout the day. Each technician was assigned a maximum of six stations.

Recruitment

Recruitment commenced August 2006 and a total of 230 technicians were required to work on Election Day. In excess of 300 applicants were interviewed and evaluated of which 134 technicians were selected for training. This figure was far short of the number required to operate the system across the selected constituencies. The EOJ sought to increase the number by launching an aggressive recruitment campaign in the media and on the internet.⁵ By October, it was apparent that had the election been called that year, it would have been difficult to roll out the EVIBIS in all the selected areas if at all.

By the time the election was actually held, a total of 589 technicians had been interviewed and evaluated. Two hundred and sixteen were eventually employed on Election Day. Throughout the period from August 2006 to September 3, 2007, 65 technicians joined the program and were separated for various reasons.

⁴ The printers were found to be the component with the highest failure rate, Hence, adequate reserves were purchased.

⁵ Advertisements were placed on Splashjamaica.com – a job recruitment website.

Training and Challenges

Training of the technicians initially began in the Information Systems Department at 43 Duke Street. The inadequacy of the space to house the technicians and the equipment resulted in the identification and setting up of additional locations at:

- 40 Duke Street
- Dominica Drive: Election Centre, 7th floor
- Bay Farm Road
- Constant Spring Road
- Market Street (Montego Bay)

These locations, in addition to serving as training facilities, were also to be used as deployment centres on Election Day. Managers were employed to supervise each facility.

Having selected these locations, the necessary furnishings and the required electrical infrastructure had to be installed to facilitate the electronic equipment used for training. Despite the additional locations, all the technicians could not be accommodated at the same time, hence, a rotation system was implemented and technicians were placed in groups and assigned to specific locations.

When it became evident that the election would not be held in 2006, further decisions had to be taken to retain the current set of technicians whilst acknowledging the economic reality of doing so.

It was therefore agreed that:

- A retainer scheme would be implemented in order to retain their services.
- For the value of the retainer, the technicians were required to come into the office at scheduled times for training.
- Persons who failed to attend at their scheduled times would be cut from the programme. This measure was applied because, it was discovered that some technicians became otherwise employed and were unable to participate fully in the programme.
- In an effort to increase the likelihood of the technicians serving on Election Day, their payment package was designed in such a way so that the bulk of their earnings would be paid after serving on Election Day.

The majority of technicians employed were young graduates, unemployed and computer savvy. As a result, the retention of these persons was difficult as more of them found permanent and better paying jobs which did not allow them to remain with the EOJ.

The training for technicians was broken down into five main areas:

1. orientation;
2. EVIBIS overview;
3. configuration and assembling of the system;
4. Election Day procedures; and
5. simulation exercises.

Following the in-house training, most of the technicians who had never worked in an election before needed to be exposed to an Election Day scenario. The simulation exercises were designed to provide them with practical experience in using the system under election conditions. Several such exercises were eventually conducted.

Simulation

During the simulation, the following assessments were carried out in relation to the technicians:

- ability of EOJ to deploy technicians from central locations to different polling venues;
- time taken by the technicians to assemble equipment; and
- ability to trouble-shoot and respond to problems.

At the end of each exercise, an evaluation of their performance was carried out. When further training was required, this was done while unsuitable technicians were dismissed.⁶

In addition, the exercises highlighted the lack of infrastructure required to support the EVIBIS in most areas. Issues including unstable power supply, lack of electrical outlets and poor lighting had to be addressed prior to an election. This prompted a joint programme between the Information Systems and Administration Departments where a core group of five electricians was hired and used to bring the simulation venues to the required standard. This exercise was later replicated on a larger scale for use in the various EVIBIS constituencies. On Election Day, in addition to eight contracted electricians, approximately 36 additional electricians were employed and assigned to particular clusters to deal with any electrical problems.

⁶ This resulted in continuous recruitment.

During the simulation exercises, the issue of power outages posed a major challenge for the use of EVIBIS. Even though the option of reverting to the manual system in the event of a power outage was exercised, it was desirable to have the system operational throughout the day, if at all possible. A decision was taken to source and purchase uninterrupted power supplies (UPSs) for each station. This further added to the logistical problems of storage and deployment.

The difficulties in the deployment of the UPSs arose because it was not possible for the technicians to carry the computers, printers and other equipment along with the UPSs. The decisions facing the EOJ were either: (1) to assign a totally different set of buses and personnel to deliver UPS on the morning of the Election (with its own attending logistical difficulties); or (2) to place UPSs in polling stations overnight. The possibility of the units being stolen did not make this an attractive option. The latter option was selected and a decision made to place private security in every polling location where possible to ensure the security of the UPSs. This initiative meant that UPSs for 12 locations had to be deployed on the morning of the Election which turned out to be quite manageable.

2.13 Training of Indoor Agents and Other Party Workers

Under the Representation of the People Act (ROPA), all candidates have the right to appoint indoor and outdoor agents. The majority of agents are usually representatives of candidates coming from the major parties recognised by the ECJ. The tendency is for the parties to train more than the required number in order to have a large pool from which to select. 28,084 application forms were placed into the database for agents. They were the only category of political workers required to complete application forms. This was to enable them to be added to the EOJ payroll for the purposes of the election.

All indoor agents and political liaison officers were required to attend formal training sessions organised by each Returning Officer at the constituency level. In addition, they were given instruction booklets setting out their duties and functions.

2.14 Logistical Arrangements for Election Day Workers

Preparation and Deployment of EVIBIS Equipment

In preparing equipment for use on Election Day, the Computer Engineers (EOJ permanent staff) were required to:

1. load the software on to computers and to configure them;
2. install drivers for printers, scanners and other peripherals;
3. load elector data for each polling station. This was particularly challenging as only limited time was available after the finalisation of the police, military and EDW lists;
4. package the equipment into backpacks for technicians with each correctly labelled and arranged for easy deployment; and
5. charge the UPSs.

Accommodation and Meals

The EDW Unit made contact with every reputable hotel, hostel and boarding institution in and around Kingston, St. Andrew, St. Catherine, Clarendon, Manchester and St. James seeking to identify accommodation for EDWs and technicians. Following the election announcement, the EDW Unit was able to identify 37 locations that supplied 4,046 bed spaces.

The main providers were:

- | | |
|-------------------------------|------------|
| • The Pegasus Hotel | 390 spaces |
| • Shortwood Teachers' College | 360 spaces |
| • Stony Hill HEART Academy | 330 spaces |
| • The Hilton Hotel | 282 spaces |
| • Mico Teachers College | 450 spaces |

The remaining 2,238 spaces were provided by small hotels, hostels and inns. This was inadequate to accommodate 4,050 EDWs and technicians. A decision was made to solve this problem by:

- Seeking permission from hotels to place cots rented from the Office of Disaster Preparedness and Emergency Management (ODPEM) in rooms.
- Contracting couriers who were primarily supervisors in the EDW programme to transport workers for whom accommodation could not be found. It was understood that these workers had to be at assembly points by 4:00 am on Election Day to join the other workers who were housed overnight.

Hotels were required to provide supper on the eve of the election and further arrangements were made for breakfast to be served the following morning. This arrangement worked fairly well with the exception of a few facilities that ran late and EDWs had to forfeit breakfast so as to make it on time to their assembly points. With respect to lunch, a total of 23 caterers were contracted to provide 6,565 meals for Election Day at a total cost of approximately 2.3 million dollars. The outcome was mixed as some lunches for the EDWs arrived on time while others were late.

Challenges

- Booking of the rooms could not be arranged until the date for the election was known.
- Final arrangements with caterers had to be made.

2.15 Aquisition of Election Materials

Existing Policy

The policy of the Electoral Office of Jamaica is to be able to procure at short notice all forms, materials and equipment in sufficient quantity to hold a national election. Chief amongst the items to be procured is a set of ballot papers required to print ballots.

The Ballot Paper

The ballot paper used in the 2007 General Election was purchased from a pre-selected supplier that had been required to meet a number of security standards. An overseas supplier was selected in order to eliminate the possibility of similar ballots being made available locally. Two senior members of the Electoral Office of Jamaica staff visited the selected supplier and observed aspects of the production process. The process commenced at the paper milling company where at the time the pulp was converted to paper and a watermark security feature unique to the Electoral Office embedded. Following this, the paper was sent to the printer where it was numbered, coloured and perforated. During this stage, additional security features were added and it was then packaged for shipment. The shipping container was sealed and shipped to Jamaica and not opened until it was delivered to the door of the Electoral Office where it was opened and the contents inspected by Custom Officers before being transferred to storage in a highly secured vault inside the office.

Other Materials

In addition to the ballot paper, there were other materials and equipment that had to be procured. The list included:

- blank paper (for printing of Voters' Lists)
- toner cartridges
- integrity lamps
- batteries
- fingerprint pads
- voting ink
- voting booths
- pens
- election pencils
- envelopes
- election forms
- t-shirts
- election vests
- lanterns

In seeking to fulfil the mandate of being in a constant state of readiness, several factors had to be considered in making purchases:

1. Items requiring prior authorisation based on purchase price, were purchased where possible.
2. Items not available locally or which required a long lead time prior to delivery were procured.
3. The availability of storage space to store bulky items was also considered.

Bearing in mind the date of the election was not known prior to the Prime Minister's announcement, additional constraints were involved in purchasing items such as toner cartridges and batteries that have limited shelf life.

2.16 Liaison with Security Forces

The Director of Elections met with the Commissioner of Police, Lucius Thomas, and Deputy Commissioner, Linford Bailey, on three separate occasions to review the security arrangements for all 60 constituencies. Special emphasis was placed securing the following:

- polling station locations;
- nomination centres;
- courier routes (ballot box transportation);
- specialist constituencies; and
- counting centres.

Also discussed at length was the recruitment and training of all Polling Station Security Assistants who were being recruited by the Electoral Office of Jamaica for the first time. The police fully supported this initiative and requested that they vote as Election Day Workers as they were now employees of the Electoral Office of Jamaica.

Financial support was requested by the police for meals, vests and transportation for the security forces as in the past. The Electoral Office of Jamaica emphasised the need for police personnel to be in place in time to facilitate the opening of the polling stations by 7:00 am.

2.17 Liaison with Citizens Action for Free and Fair Elections

As it is now customary, observer missions both internationally and locally were invited to monitor the 2007 Parliamentary Elections. The local watchdog group, Citizens Action for Free and Fair Election (CAFFE), as in previous elections, mobilised civilians island-wide to visit polling stations to observe the proceedings and report their findings.

The Public Education Department in conjunction with the Training and Research Department made extensive preparations to accommodate the various observer groups. They were provided with packages from the EOJ containing essential materials that would enable them to properly train and deploy the volunteers.

The packages contained the following:

1. a compact disk with public educational material;
2. listings of the nomination centres, polling stations and names of Returning Officers;
3. EOJ training manuals for Election Day Workers;
4. a copy of the Representation of People Act (ROPA);
5. a copy of the Jamaican Constitution; and
6. a copy of the observer booklet.

Note that after Nomination Day, they were also provided with the names of the candidates contesting the election.

The Public Education Officer was in constant dialogue with the Director and Parish Coordinators of CAFFE, thus facilitating additional requests by the mission. Invitations were extended to the group to attend and participate in various press conferences held throughout the election period. An office was also provided at the Election Centre to house representatives from the organisation. This provided them with information from our online data stream as well as the ability to observe first hand the management of the electoral process.

The presence of the observers added to the transparency of the process and allowed voters to feel more confident about the system. A detail report from CAFFE is included in Chapter 7 discussing the conduct of the polls on September 3, 2007.

2.18 Invitations of International Observers

In September 2006 and July 2007, the Chairman of the Commission wrote to several bodies that observe elections internationally informing them that General Elections were due to be held in Jamaica and that the Electoral Commission intended to invite their organisation to send representatives to observe these elections. Some of these bodies replied to the effect that due to scarce resources for the purpose of observing elections, and the Commission's record in successfully conducting elections they would respectfully decline the Commission's invitation to send observer missions. An example of the responses received by the organisation that declined the invitation to send observers is that of the Carter Centre which wrote as follows: *"... over the years, we have been pleased to witness tremendous progress in the implementation of the processes to ensure the integrity of the electoral process and the safety of Jamaican citizens...we feel the Jamaican electoral process is trusted and mature, and that our participation would be duplicative of the efforts of other international and domestic observer groups."*

Based on this response when the General Elections were announced by the Prime Minister on July 8, 2007, the Chairman of the Commission wrote to the Ministry of Foreign Affairs and asked them to extend invitations to the Organization of American States (OAS), the CARICOM Secretariat and the Central and Caribbean American Association of Electoral Bodies to send Observer Missions to observe the General Elections announced for Monday August 27.

The Ministry of Foreign Affairs issued the invitations as requested and the organizations named accepted the invitation and sent Observer Missions. Following the postponement of the Elections from August 27 to September 3, Observer Missions had to make appropriate adjustments.

NOMINATION DAY: ANNOUNCEMENT AND RELATED MATTERS

3.1 Nomination Day Announcement

Upon the announcement of Nomination Day, Returning Officers did the following:

1. Carried out all statutory procedures stipulated by the Representation of the People Act (ROPA).
2. Scheduled meetings with the security personnel giving detailed information on Nomination Day procedures and areas of security concerns.
3. Convened meeting with prospective candidates to give guidance with respect to the completion of nomination forms, required fee, arrival time, number of persons to accompany prospective candidate into Nomination Centre and management of supporters.
4. Made arrangement with Collector of Taxes to accommodate the receipt of nomination fees.
5. Prepared the Nomination Centres.

Nomination Day

Subject to the provisions of the Representation of the People Act (ROPA), Nomination Day should be such day other than a Sunday or public holiday, as may be appointed by the Minister, by notice in the Gazette, not being more than seven days after the publication of the notice. Nomination Day for the 2007 General Elections was set for August 7, 2007. The Returning Officers and their staff arrived at all locations well ahead of time for commencement of the day's proceedings and publicly declared Nomination open at 10:00 am.

In each constituency, the Returning Officer, in an effort to prevent clashes between rival party supporters, had assigned specific times for the candidates to arrive at their respective Nomination Centres. This directive was generally complied with. Adequate security personnel were in place at all locations.

On the arrival of the prospective candidates and their proposers, the Returning Officer:

- received nomination documents and checked for correctness;
- received payments and issued receipts; and
- issued four copies of the official colour-coded (grey) Voters' List for the constituency to Nominated Candidates as required under the Representation of the People Act (ROPA).

Apart from minor incidents in St. Catherine Central, St. Thomas Western, St. Elizabeth South Eastern, and St. Andrew South Western, the day was relatively incident-free. Some prospective candidates did not adhere to arrival time agreed on but this did not contribute negatively to the day's proceedings. As specified by the Representation of the People Act (ROPA), acceptance of nomination forms ended promptly at 2:00 pm.

After the close of the period for accepting the nomination forms, the Returning Officers:

- publicly declared the Granting of a Poll;
- completed all relevant forms (i.e., list of candidates nominated – Form B28, and Grant of Poll (Form 6);
- paid all fees collected to the Collector of Taxes;
- delivered all nomination documents to the Director of Elections; and
- issued the Grant of Poll Form to each nominated candidate.

A total of 146 candidates were duly nominated as outlined in Table 7.

Table 7: *Political Parties and Number of Candidates*

Political Party	No. of candidates
Jamaica Labour Party (JLP)	60
Peoples National Party (PNP)	60
National Democratic Movement (NDM)	11
Imperial Ethiopia World (IEWFIPP)	9
Jerusalem Bread Foundation	1
Jamaica Alliance Movement	1
Independent Candidates	4
Total	146

All candidates satisfied the requirements of Section 23 of the Representation of People Act (ROPA) in that:

- (i) Nominations were between the prescribed hours of 10:00 am to 2:00 pm.
- (ii) Candidates were nominated by ten or more electors qualified to vote in the constituency they were seeking to represent.
- (iii) All nomination forms were properly completed.
- (iv) All candidates made their deposit of \$3,000.00 to the Returning Officer.

Note: See *Appendix 5* for full list of candidates nominated to contest September 3, 2007 general elections.

A Constitutional Matter

On August 14, 2007, the Electoral Commission received a letter from Mr. Robert Pickersgill, Chairman of the People's National Party, addressed to the Chairman of the Electoral Commission. The Chairman, who was travelling in the United States at that time, was immediately informed of the letter and its contents. Essentially the letter was indicating that several members of the Jamaica Labour Party who had been nominated as candidates on August 7, 2007, were in violation of the provisions of the Constitution with respect to the matter of dual citizenship. The letter recommended that the Commission seek advice from the Attorney General, and act accordingly. The Chairman instructed that the letter be tabled at the meeting of the Commission that was scheduled for the next day, Wednesday August 15, 2007, and that following standard practice the letter be referred to the Legal Committee for consideration prior to taking any action. The letter was brought to the attention of the Commission at its meeting of August 15, 2007. In the short discussion of the matter, it was pointed out that neither the Electoral Commission nor the Director of Elections nor the Returning Officer had any authority under the Representation of the People Act (ROPA) or the Constitution to disqualify candidates once:

- persons showed up at the Nomination Centre between 10:00 am and 2:00 pm;
- submitted the designated forms properly filled out;
- that those forms were signed by 10 electors on the Voters' List in the particular constituency; and
- paid \$3000.00.

From this perspective, all 146 candidates nominated on August 7, 2007, were properly nominated. The onus of eligibility to be a candidate rested with candidates and the determination of eligibility rested with the Courts. The letter was referred to the Legal Committee for consideration in light of the discussion. The Electoral Commission took no action and made no public statements on the matter because it was determined that the interpretation of the Constitution and any actions to be taken were matters for the Courts and not the Commission.

3.2 Printing of Ballots

All ballot papers are imported and are perforated for the stub and the counterfoil. Ballot papers are numbered and have unique security features. For ballot printing, the ballot paper is requested from the Stores Department and the Candidate's information is printed on the ballot according to the information contained on the Nomination Forms. After printing, separate reports were generated for the two voting days (August 27 and September 3). These reports showed the number of ballots for each polling station in a constituency for each voting day.

The ballots were then prepared as follows:

- the ballots were stitched;
- then shrink-wrapped by polling division;
- the ballots were packed by constituency; and
- the boxes containing the ballots were stored until delivery to respective constituencies.

From the point when the ballot paper arrived in Jamaica and was delivered to the EOJ, no one had access to them without representatives from Price Waterhouse Coopers (PWC) being in attendance. The representatives from PWC reviewed all steps of the ballot production process and signed all sealed boxes containing the shrink-wrapped ballot packages. The ballots for the civilian vote held on September 3, 2007, were printed first and then stored in the vault. The ballots for the police, military and EDW votes were printed afterwards and they too were stored in the vault.

The ballot printing process has achieved significant efficiencies over previous elections. The entire process took less than six days, a reduction from 14 days in 2002. This efficiency has also resulted in the reduction in the amount of spoiled sheets for each election. For example, in 1997, spoiled sheets were in excess of 200,000; in 2002, spoiled sheets were approximately 14,000 while in 2007, spoiled sheets were only 6,646. The main reasons for spoiled sheets are printer malfunctions and improper loading of blank paper. All spoiled sheets are accounted for and reconciled by PWC.

and a report was produced for the Electoral Commission. See *Appendix 6* for ballot review and certification report from PWC.

3.3 Voters' Guide

Background

In 2002, the Electoral Advisory Committee took the decision that Voters' Guides should be issued to all electors. The Electoral Office of Jamaica (EOJ), for the first time in its history, mailed to every elector, a voter's guide with information telling them the date of the election and the number and address of their polling station. This practice continued in 2007.

The printing of the Voters' Guide for the 2007 General Election was done in two stages. Firstly the guides for the Election Day Workers and the police were extracted and mailed as these categories vote three days prior to Election Day. (Note: No guides were sent to the military as they vote in barracks).

The guides for other electors on the Civil List who voted on September 3 were subsequently printed. These were packaged in a manner that would minimise the amount of sorting required at the Central Sorting Office (CSO), thereby expediting the distribution of these guides. The EOJ initiated contact with the Head Post Master for Kingston and made the necessary arrangements for the timely dispatch and for payment to the Post and Telecommunications Department.

Deadlines set by EOJ for delivery of Voters' Guide to CSO were August 2, 2007 for the EDW and Police Voters' Guide and August 10, 2007 for the Civilian Electors' Guide. Based on past experience with the CSO, it was determined that this would provide more than adequate time for delivery of guides. It was noted that in the rural areas, persons collect their mail from Postal Agencies. The printing and distribution were actually completed as follows: August 10, 2007, for the EDW and Police Voters' Guide and August 22, 2007, for the Civilian Electors' Guide. The postponement of the election to September 3, 2004, however, still allowed ample time for island-wide delivery.

Distribution Summary

Amount delivered to CSO	=	1,334,631
Amount returned as undelivered	=	(20,836)
Total amount delivered	=	1,313,795

Of the 20,836 guides returned to the EOJ by September 21, 2007, a sample of thirty guides were randomly drawn from six constituencies and the addresses examined. This examination included the checking the accuracy of the information on the guides, and field verification of the reasons given for non-delivery. Table 8 shows the results of the sample audit of the non-delivered Voters' Guide by the EOJ.

Table 8: Sample Audit of Non-delivered Voters' Guides

Constituency	Post Office reasons for Non-delivery	Electoral Office of Jamaica Findings
St. Andrew East Central		
Elector 1	Removed	Removed
Elector 2	Removed	Removed
Elector 3	Removed	Removed
Elector 4	Removed	Removed
Elector 5	Not Known	Deceased
St. Andrew South Eastern		
Elector 1	Not Known	Deceased
Elector 2	Empty Lot	Empty Lot
Elector 3	Removed	Removed
Elector 4	Not Known	Removed
Elector 5	Not Known	Not Found
St. Andrew Eastern		
Elector 1	Abandoned	Removed
Elector 2	Removed	Removed
Elector 3	Removed	Removed
Elector 4	No Such Address	Resident at Lot 37 1/2
Elector 5	No Such Address	Resident at Lot 9
St. Andrew North Central		
Elector 1	No Such Number	Empty Lot
Elector 2	Removed	Removed
Elector 3	Removed	Removed
Elector 4	Removed	Removed
Elector 5	Removed	Removed
Kingston Western		
Elector 1	Unclaimed	Elector Resident
Elector 2	Unclaimed	Elector Resident
Elector 3	Unclaimed	Elector Resident
Elector 4	Unclaimed	Elector Resident
Elector 5	Not Known	Not Known
Kingston East & Port Royal		
Elector 1	Unknown	Removed
Elector 2	Not Collected	Elector Resident
Elector 3	Not Collected	Elector Resident
Elector 4	Not Collected	Removed
Elector 5	Not Collected	Elector Resident

Of the thirty residents selected randomly from six constituencies in Kingston and St. Andrew, the EOJ's investigation confirmed the report given by the Post Office.

Lessons Learned

- Postmen are unable to make deliveries in volatile areas.
- Persons who moved subsequent to registration/re-verification were unable to collect/receive their guides.
- The last minute unavailability of polling stations after guides have been printed meant electors were not notified of the changes.⁷
- The late finalisation of the EDW, Police and Military Voters' Lists limited the time available for the sending out of the guides.
- The voters' guide issued by the political parties instructed EDWs and security forces to vote at polling locations designated for September 3, 2007. These voters' guide did not take into consideration the fact that these categories of electors would vote on August 28 or that they voted at specially designated polling locations.

Recommendations

EDW and Police lists should be finalised earlier to allow at least two clear weeks between final delivery to CSO and Election Day.

- Some guides returned were as a result of failure of persons in rural areas to collect them. Guides should be mailed out as early as possible to afford enough time for persons especially in the rural areas to collect their mail. Public education campaign can be intensified to advise persons when they are mailed to go and to collect them.
- Despite the efforts made re: the polling station agreement, a few private proprietors withdrew their premises at the last minute. A significant increase in the amount paid for private properties used as polling stations may reduce last minute changes.
- Political parties should await the extraction of the EDW and military Voters' List prior to issuing their own voters' guides so as to minimise conflicting instruction being given to electors.

⁷ Returning Officers were advised to place notices at all the old locations notifying electors of the new location.

3.4 Dissagregation of the Official Voters' List into the Police, Military, Election Day Workers and Civilian Voters' Lists

The Official Voters' List includes all registered electors. By law, the Police, Military, Polling Station Security Assistants, and Election Day Workers are required to vote three days prior to the official Election Day. In order to ensure that no elector's name occurs twice, the Official Voters' List is disaggregated into the Civil Voters' List, the Police Voters' List, the Military Voters' List, the Election Day Workers Voters' List. The last category includes Polling Station Security Assistants.⁸

Construction of the Police and Military Lists

In order to further identify Police and Military officers, lists of all electors listed as police and military on the Official List were sent to their respective High Commands with a request for them to:

- (i) confirm whether these electors are members of the security forces;
- (ii) confirm their present location so as to facilitate them receiving ballots on the designated day of voting; and
- (iii) indicate any omission from the list.

To further facilitate the process, the lists were sent to the Local Commanders of the various formations and supported with a strong media advertising campaign urging officers registered, but who were neither on the Police and Military list nor posted at incorrect locations, to contact the nearest EOJ constituency office to have the matter rectified.

The EOJ further supported the effort by setting up registration desks island-wide at these formations to collect the relevant information from security personnel. At the end of the designated period, the amended list was returned to the Information Systems Department and used as the basis for printing of ballots to use for Police and Military voting.

⁸ The Police, Military and Election Day Worker lists are all defined in the Representation of the People Act (ROPA). The term *Civil List* does not appear in the Act. The term is used here to label the Official Voters' List minus the Police, Military and Election Day Voters' List.

Construction of the Election Day Workers (EDWs) and Polling Station Security Assistants (PSSAs) Lists

The database used to record applicants seeking to work as EDWs and PSSAs was used to determine who should be included on the PSSAs and EDWs Voters' List. Press advertisements were published to remind persons who had applied to work as EDWs and PSSAs that they were required to vote on the day designated for police and military voting and that failure to do so would result in them being unable to vote on the official election day as their names would not appear on the list in the polling stations. Despite the various reminders, several persons failed to attend on the designated day and subsequently complained that they had been disfranchised.

3.5 Distribution of Police, Military and Election Day Workers Voters' Lists

General Election 2007

- The official Voters' Lists (Voters' List by polling division) were distributed to the candidates and used on Nomination Day, August 7, 2007.
- The EDW, Police and Military Voters' Lists were distributed to the candidates on August 25, 2007 for August 28, 2007.
- The Civilian Voters' Lists were not distributed to the candidates. However, they were used in the polling stations on September 3, 2007

3.6 Preparation for the Police, Military and Election Day Workers Voting, August 28, 2007

In preparation for the Police, Military and Election Day Workers Voting the following steps were taken:

1. Identification and confirmation of locations

- Working in collaboration with personnel designated by the Chief of Staff, Jamaica Defence Force voting locations were identified and confirmed for the military.
- The Returning Officers were mandated to identify and confirm polling station locations for Election Day Workers.
- In collaboration with the Commissioner of Police, Returning Officers who had responsibility for police voting were also mandated to identify and confirm polling station locations for police voting.

Five polling locations were agreed indicating where military personnel should vote and 21 polling locations were agreed where police personnel should vote. Election Day Workers voted in two to four locations in each of the 60 constituencies, amounting to 282 locations. Confirmed locations were communicated in writing to the political parties. Table 9 shows the number of locations for the various categories of electors.

Table 9: *The Number of Voting Locations for Military, Police and EDWs and PSSAs*

Category	Number of Locations	Number of Electors
Military	5	1,676
Police	21	6,834
EDWs and PSSAs	282	24,782
Total	308	33.292

2. Meetings of the Selected Commissioners and the Director of Elections with Prospective Candidates

Following the announcement by the Prime Minister on July 8, 2007, of Nomination Day and Election Day, the Selected Commissioners, the Director of Elections and the Assistant Director of Field Operations had meetings with persons who had been selected by their political parties to run as candidates as well as persons who had declared that they would be running in the elections as independent candidates. These prospective candidates were accompanied by their campaign managers, and other key campaign staff where they so chose. These meetings were held on a regional basis. A total of six meetings were held.

The meetings with prospective candidates served a two-fold purpose. First, it allowed the Selected Commissioners and the Director of Elections the opportunity to:

1. remind prospective candidates of the improvements that had taken place in the electoral system as a result of the application of information technology to electoral processes, legal reform, administrative reform and the local and international observation of elections.
2. bring forcefully to prospective candidates, the laws related to the postponement of elections in constituencies, the halting of elections on Election Day by the Constituted Authority and the role of the Constituted Authority and the Election Court in voiding elections if they were not conducted according to law.

3. update prospective candidates on the newly introduced laws banning electors from voting openly.
4. update prospective candidates on the protocol that was to be followed with respect to the use of cell phones and digital cameras in polling stations.
5. distribute to prospective candidates a manual capturing all sections of the Representation of the People Act (ROPA) directly pertaining to candidates.

Second, they provided prospective candidates with the opportunity to dialogue directly with the Selected Commissioners and the Director of Elections. At each meeting, the question and answer sessions were lively and lengthy.

What was clear from these meetings was that despite acknowledgement that considerable progress had been made in improving the electoral process, the memory of past malpractices was still extremely vivid and very readily recalled. Further, the mentality that the electoral system was still open to abuse was very much alive. Accordingly, a great deal of time was spent at these meetings listening and responding to fears of prospective candidates with respect to actions that their opposing peers may have embarked upon. This was especially so with respect to prospective candidates from urban constituencies.

3.7 Selection of Workers for Police, Military and EDW Polls

With the exception of the military voting, all Presiding Officers and Poll Clerks were selected by the Returning Officers from amongst the most experienced and competent Electoral Office of Jamaica staff and recruited Election Day Workers. Training was conducted by Regional Supervisors and Returning Officers with emphasis on the following:

- day before the Poll;
- opening of the Poll procedures;
- voting procedures; and
- the close of Poll procedures.

3.8 Production of the Picture Voters' List

Following the disaggregation of the Official Voters' List into the Police List, the Military List, the Election Day Workers, and Polling Station Security Assistant List, and the Civilian List, and using information concerning the polling station at which each

elector would vote, the EOJ produced a Picture Voters' List for each polling station. In producing this list, account was also taken of the number of candidates nominated in each constituency. This latter number determined the number of copies of the Picture Voters' List that was produced for each polling station. Copies of the Picture Voters' List were produced for the Presiding Officer, the Poll Clerk and each Indoor Agent of Candidates nominated for the particular constituency.

The Picture Voters' List is used in polling stations as the principal means of identifying electors. They are given to Presiding Officers, Polling Clerks and Indoor Agents on Election Day at the commencement of voting at 7:00 am and are collected by the Presiding Officer at the Close of the Poll. The use of the Picture Voters' List is restricted to Polling Stations during the ten hour period of voting.

3.9 Postponement of Elections Due to Hurricane Dean

The Prime Minister, at a meeting of the People's National Party in Halfway Tree on Sunday, July 8, announced that the Nomination Day would be Tuesday August 7th and that the General Elections would be held on Monday, August 27. In keeping with the Representation of the People Act that stipulates that the Police, Military and Election Day Workers must vote three days next to Election Day, the voting day for these groups was then set for Tuesday, August 21.

Hurricane Dean struck Jamaica on Sunday night August 19. That night, on hearing an interview on the public radio in which the Head of the Meteorological Services stated that Jamaica was being hit by winds of about 130 miles per hour, the Chairman of the Electoral Commission called a special meeting of the Commission for 2:00 pm Monday, August 20. The Chairman also invited the Solicitor General to the Meeting. All members of the Commission except Dr Herbert Thompson who was marooned in his residence in Mandeville, attended the Meeting. The Solicitor General also attended the meeting.

The Director informed the Meeting that on Friday, August 17, taking account of the hurricane warning, he had secured all ballot papers and other materials in a safe location in Kingston. He had made this decision because he could not be assured that all locations to which these materials would have been sent for the voting of the police, military and Election Day Workers would be secure and safe in the circumstances of a hurricane. Further and prior to the meeting he had been informed by the Commissioner of Police that some locations that would have served as voting places for the police had been damaged and that the earliest date for the police to vote would be on Friday, August 24. He was still receiving reports concerning polling places for Election Day Workers. Given all the circumstances it would not be possible for the police, military and Election Day Workers vote to take place as scheduled, commencing at 8:00 am on the next day, Tuesday, August 21.

The Solicitor General then advised the Commission that there was no provision in the Representation of the People Act (ROPA) which allowed for the vote of the police, military and Election Day Workers to be postponed. If the voting could not take place on August 21, it would be the General Elections on August 27 that would need to be postponed and then a new date fixed for the voting of the police, military and Election Day Workers. It was subsequently agreed to adjourn the meeting of the Commission to allow the Legal Committee and the Solicitor General to discuss the matter and advise the Commission. The meeting was adjourned and the Legal Committee met.

On the resumption of the meeting of the Commission, the Chairman of Legal Committee reported that the Legal Committee concurred with the advice given by the Solicitor General that the General Election had to be postponed and a new date fixed for the polling of the police, military and Election Day Workers. Further, the Legal Committee had agreed that the earliest date for the holding of the General Election was Thursday, August 31, and for the voting of the police, military and Election Day Workers on Friday, August 24.

The Director then stated that while Thursday, August 31 may be the earliest legal date for holding the General Elections, based on the information that he had, the earliest operational date for the Electoral Office was Monday, September 3. The Nominated Members of the Leader of the Opposition insisted that the postponement should be to August 31 and not to September 3. A lengthy debate then ensued during which the Commission contacted the Office of Disaster Preparedness and the Public Service Company in order to obtain their best estimates on the extent of damage by Hurricane Dean and their projections on when normalcy would be restored. The Public Service Company stated based on their early assessment of the damage to poles and other aspects of electricity infrastructure, the Company projected that 80% of customers could be reconnected to the national grid in 10 days, in other words, by August 31.

The Nominated Commissioners of the Prime Minister acceded to the Director's request for the postponement of General Elections to Monday, September 3. The Nominated Commissioners of the Leader of the Opposition maintained their position. The Meeting was again adjourned while the Chairman held discussions with the Nominated Commissioners of the Leader of the Opposition.

On the resumption of the meeting, the Nominated Commissioners of the Leader of the Opposition reported that they would agree to the postponement to September 3. The date for the voting of the police, military and Election Day Workers would be Tuesday, August 28. The matter was then put and agreed unanimously. The Solicitor General then advised that a letter should be written by the Commission to the Governor General recommending the postponement of the General Elections to Monday, September 3 and the date for the voting of the police, military and Election Day

Workers to Tuesday, August 28. In the discussion that followed with respect to the wording of the letter, the question was asked as to whether the letter should be worded to include both August 31 and September 3 as possible dates for the postponed elections. The Solicitor General strongly advised against this saying that the Governor General, like the Queen, must never be placed in making an administrative decision. Therefore, only one date, September 3 as agreed, should be cited in the letter. A drafting team, comprised of the Chairman of the Commission, Chairman of the Legal Committee, and one nominated member of each political party agreed on the wording of the letter to the Governor General.

The letter was signed by the Chairman and delivered to the Governor General that evening by hand of the Chairman. In a brief discussion with the Governor General that took into account that the voting of the police, military and Election Day Workers had been scheduled to commence the next day at 8:00 am, the Chairman agreed to issue a public statement to the effect that Commission had recommended the postponement of the General Elections and therefore, there would be no voting by the police, military and Election Day Workers on Tuesday, August 21. The Chairman issued such a statement but made no mention of the dates recommended by the Commission.

On the morning of Tuesday, August 21, the Governor General invited the Chairman of the Commission, the Director of Elections and the Solicitor General to join a meeting with his Privy Council. At this meeting, the Senior Member of the Privy Council advised the Chairman of the Commission that the letter to the Governor General was wrongly addressed. The term "Governor in Council" meant the Governor General advised by Cabinet and not by the local Privy Council. Following consultation with the Solicitor General, the Chairman was advised that the letter should be addressed to the Cabinet Secretary. Within an hour, the Chairman of the Commission re-addressed and delivered the letter to the Cabinet Secretary with one additional change. The change pointed out that the recommendation of the Commission had been unanimous.

At the scheduled meeting of the Commission on Wednesday, August 22, the Chairman reported on the Emergency Meeting, the public statement issued following the delivery of the letter to the Governor General, the advice given by the Privy Council of the Governor General and the re-direction of the letter to the Cabinet Secretary. The Nominated Members of both parties collectively expressed dissatisfaction of the fact that the Chairman re-directed the letter and delivered it without bringing it back to the Commission.

The Chairman apologised for any embarrassment his actions may have caused all other members of the Commission since he had acted without reference to any other Commissioner. However, he explained that, as the Chairman, he was empowered to act on behalf of the Commission between meetings of the Commission provided that

he was acting to implement decisions made by the Commission and reported such action to the next meeting of the Commission, which he was then doing. He further explained that time was of the essence seeing that the poll of the police, military and Election Day Workers should have commenced at 8.00 am on that day and that any delay in directing the letter to the competent authority could only introduce confusion and uncertainty in addition to the dislocation that the hurricane had caused.

On Thursday, August 23, the Chairman was invited to meet with a sub-committee of the Cabinet chaired by the Prime Minister to explain the recommendation made by the Commission. At that meeting, the Chairman recited the sequence of events and the process by which the Commission had arrived at its recommendation and the advice on which it had acted in first directing the letter directly to the Governor General. Further, the Chairman acknowledged that, based on the advice given by the Privy Council, the Commission was now fully aware that the sole authority to postpone the General Elections and to set a new date rested with the Cabinet and its advice to the Governor General. However, the Chairman pointed out that whatever decision Cabinet made, a precedent would be set, bearing in mind that this was the first time that a General Election in Jamaica was being postponed. A critical consideration for the Cabinet was whether in coming to a decision to postpone the General Elections and set a new date, Cabinet would extend the convention that had been observed since 1979 with respect to legislation, that is, whatever the Electoral Advisory Committee, now the Electoral Commission, unanimously recommended was enacted by Parliament without change.

Acting on the advice of Cabinet, the Governor General issued the proclamation postponing the General Elections scheduled to be held on Monday, August 27, to Monday, September 3. By its advice to the Governor General, Cabinet had extended the convention of implementing a unanimous decision of the Electoral Commission to the matter of the postponement of a General Election.

Impact of the Hurricane

Apart from damaging the general infrastructure of the country and homes of many residents, Hurricane Dean caused damage that was specifically related to the conduct of elections.

Damage to Voting Locations

As shown in Table 10, Hurricane Dean damaged 246 voting locations. Of this amount, 154 were severely damaged while 92 received minor damage. Prior to the elections, 208 locations were repaired. The remaining 38 voting locations with 138 polling stations were relocated. The Electoral Commission of Jamaica did not have to

intervene to resolve any issue, as all polling station location changes due to the hurricane were resolved at the local level between the Returning Officers and Political Representatives.

Table 10: *Number of Locations and Amount of Damage by Hurricane Dean*

MINOR DAMAGE	MAJOR DAMAGE	TOTAL DAMAGE	NO. REPAIRED BY LANDLORD	NO. REPAIRED WITH ASSISTANCE OF EOJ	# OF TARPAULIN USED TO REPLACE VOTING LOCATIONS DAMAGED	ALTERNATE LOCATIONS TO REPLACE DAMAGED LOCATIONS
92	154	246	202	6	18	20

Impact of the Hurricane on Materials Needed

Following the passage of Hurricane Dean and the subsequent postponement of the elections, the demand for lanterns to be used in the polling stations increased significantly. This was because several communities across the island were without regular electricity supply and meant that the number of polling stations without light had increased over and beyond the forecast. The request for an additional 500 lanterns could not be met locally as most distributors were out of stock as a result of the increased local demand. Overseas suppliers contacted did not have such quantities in stock and would require time to procure same. In the end the problem was resolved due to the procurement of lamps through the office of Disaster Preparedness and Emergency Management and the speedy restoration of power supply to several communities which saw a reduction in polling stations without electricity. Additionally, local suppliers of batteries had stocked up on supplies in anticipation of the hurricane season and so batteries were available locally for distribution with the lanterns.

3.10 Warnings to Candidates in Specific Constituencies

Violent clashes between rival political groups occurred in several constituencies. Following Nomination Day, the Electoral Commission issued letters of warning to candidates in these constituencies bring to their attention Section 20 of the Representation of the People Act (ROPA) that specifically states that elections must not be held in circumstances of open violence and social disturbance. These letters of warning also indicated to candidates that should such violent clashes continue, this Section of the Act would be invoked which prescribed that the Governor General in Council could postpone elections in such constituencies. The letters stated that the Commission would request the Governor General in Council to take such action.

Letters of warning were issued to Candidates in the following constituencies:

- St. Andrew South Eastern;
- St. Andrew South Western;
- St. Thomas Western;
- Manchester Central; and
- St. Elizabeth South Eastern.

Candidates in these constituencies were invited to meet and did meet with the Director of Elections, the Political Ombudsman and the members of the Election Centre when they were given the opportunity to discuss matters related to the incidents that had occurred in the constituency and agreed on measures to prevent recurrence. In addition, the full implications of the Act related to the postponement of elections in a constituency were outlined to the Candidates.

In the events leading up to the postponement of the General Elections due to Hurricane Dean, the Electoral Commission learned that “Governor General in Council” meant “Governor General advised by Cabinet.” In light of this fact, the Commission did not follow through on any of the letters of warning issued, although the continuation of violent acts in some of the constituencies that had been warned seemed to have risen to the level that would warrant such a recommendation to the Governor General in Council.

3.11 Transfer of Indoor Agents on Application by Candidates

The Representation of the People Act (ROPA) allows candidates to apply for the transfer of Indoor Agents that they had appointed from the polling station at which they are registered to vote to the polling station in the constituency at which the candidate desires the Indoor Agent to work. The candidate must make such application to the Returning Officer no later than 48 hours prior to Election Day. Transfer Certificates are issued for all transfers approved by the Returning Officer.

The procedure that was introduced for the 2002 General Elections for the issuing of Transfer Certificates was as follows:

- Returning Officers were issued with Transfer Certificate Books that had to be filled out in triplicate.
- Candidates applying for transfer of Indoor Agents were issued with Transfer Certificates by the Returning Officer.
- The Electoral Office retrieved the Transfer Certificate Book from the Returning Officers 48 hours prior to Election Day. This meant that no further transfers could be approved by Returning Officers.

- Duplicate copies of all transfers approved by Returning Officers were sent to the Information Systems Department of the Electoral Office.
- Transfer Lists were printed with the pictures of the Indoor Agents being transferred from the respective polling stations. In each case, the Transfer List contained a picture and other relevant information of the agent being transferred. One copy of the Transfer List was sent to the polling station from which the agent was transferred and a corresponding copy of the Transfer List was sent to the polling station to which the agents had been transferred.
- The Presiding Officers in the respective Polling Stations could identify by picture the Indoor Agents who were transferred.

While this procedure closed a loophole that had been used in the past to allow persons to vote more than once, it still meant that particular electors, appointed as Indoor Agents, could vote at polling stations at which their names were not on the Voters' List. In an attempt to improve what had been achieved in the October 2002 General Election, the Electoral Office decided to attempt to effect the transfers on the Civilian List. Hence, all electors would be on the Voters' List at the polling station at which they were to vote.

The fact has already been noted that once the Voters' List is produced as a file from the ERS and placed on the printer it can be sorted according to different criteria but it cannot be changed. While the transfer of indoor agents from one polling division in a constituency to another polling division in the same constituency does not change the totality of the Voters' List in that constituency, the security system in place interpreted the transfer not as a sort of the Voters' List but as a change and would not permit this to take place. The attempt to effect the transfers on the Voters' List electronically retarded the printing of the Civilian Voters' List within the 48 hours prior to Election Day. This resulted in the Civilian Voters' list being delivered to some polling stations in remote rural areas after the Polls opened at 7:00 am.

THE VOTING OF POLICE, MILITARY AND ELECTION DAY WORKERS ON AUGUST 28, 2007

4.1 The Voting of Police, Military and Election Day Workers

The voting for police and military took place at their formations at 26 locations, while the PSSAs and EDWs voted in their constituencies at 282 locations island-wide. Voting was conducted between the hours of 8:00 am to 4:00 pm as prescribed in the Act. To ensure that the EDWs and PSSAs were aware of their voting locations and the exact date of voting, the EOJ sent bulk text messages advising them of such. This method had been used previously to remind them of training days and other matters. Additionally, separate Voters' Guides were sent to them informing them where their polling stations were located.

All polling stations opened promptly at 8:00 am with the voting proceeding in accordance with the law. The police, military, PSSAs and EDWs were given instructions on how to properly mark and fold the ballot paper in the traditional way and were then required to place the folded ballot in a special envelope bearing the name of the constituency. This special envelope was given to the elector by the Presiding Officer after the elector had returned from behind the voting screen with the marked and folded envelope. The electors, after sealing their ballot at the Presiding Officer's table then returned the sealed envelope to the Presiding Officers who then deposited them in the ballot box.

At the close of poll, the Presiding Officer counted the sealed envelopes without opening them, after which the sealed envelopes were placed in the ballot box along with other election documents. The boxes were then sealed and preliminary statements of the poll issued to the Indoor Agents of the candidates.

4.2 The Transportation of the Envelopes Containing the Ballots

At the close of poll, all ballot boxes containing the sealed envelopes with marked ballots as well as unused ballot papers and all election documents were delivered to the EOJ Head Office under police and/or military escort. The boxes assigned to the voting locations for police and Election Day Workers in all parishes except Kingston and St Andrew, were delivered by the Regional Supervisors accompanied by select representatives from the two major political parties. For Kingston and St Andrew, the boxes from the voting locations, except the military locations, were delivered by the respective Returning Officers accompanied by selected representatives from the two major political parties under police escort.

The boxes assigned to the military locations outside of Kingston and St Andrew were delivered by the individual military electoral officer for the location to the principal and sole military officer (Chaplain) in charge of said matters for the military and based at Up Park Camp. Thereafter, all boxes assigned to military locations including those used at Newcastle and Up Park Camp were appropriately delivered by the designated military officer (Chaplain) to 43 Duke Street, Kingston.

4.3 The Sorting and Counting of the Envelopes Containing Ballots

As previously mentioned, the majority of police and military personnel work had cast their ballots in sealed envelopes at locations other than the polling divisions in which they had been registered to vote. However, the ballots that they cast had to be counted in the constituencies in which they were registered. The task to be undertaken at the Electoral Office headquarters was to sort and count the envelopes in the metal ballot boxes from the locations at which police and military electors voted and to place those envelopes into boxes designated for each of the 60 constituencies in which the police and military electors were registered. Accordingly, the envelopes from the five locations at which the military voters were sorted, counted and placed in boxes designated to the 60 constituencies in which military personnel were registered to vote. Likewise, the envelopes from the 21 locations at which the police personnel voted were sorted, counted and placed in boxes related to the 60 constituencies in which police personnel were registered to vote.

In the case of the Election Day Workers and Polling Station Security Assistants, they voted in multiple locations in the constituencies in which they were registered to vote. The task in sorting and counting the envelopes containing the ballots of these personnel was to consolidate the envelopes from the multiple locations at which they voted and place these envelopes into one box for each constituency. Accordingly, the

envelopes containing the ballots of Election Day Workers and Polling Station Security Assistants at 282 polling locations were sorted, counted and placed in 60 boxes, one for each constituency.

The entire exercise took place in a single room in which the ballot boxes from the five locations at which the military voted, the 21 locations at which the police voted and the 282 locations at which the Election Day Workers and Polling Stations Security Assistants voted were placed on one side of the room. The 60 boxes for the envelopes for Military electors, the 60 boxes for the Police electors and the 60 boxes for the Election Day Workers and Polling Station Security Assistants were placed on the other side of the room. The sorting, counting and placement exercise was supervised by the Director of Elections. The actual sorting and counting of the envelopes was done by senior staff of the Electoral Office. The entire exercise was observed by two appointed representatives of each of the major political parties contesting the elections.

Records were kept of all the envelopes counted. At the end of the exercise, statements were prepared for the number of envelopes counted for each category of electors by constituency. The agents of the political parties were given signed copies of the number of envelopes counted, by constituency, for the police, military and Election Day Workers and Polling Station Security Assistants. The 180 boxes containing the envelopes of all ballots cast on August 28, along with the 308 empty metal ballots boxes, were stored in high security vaults at the EOJ Headquarters which had 24 hour surveillance.

4.4 The Distribution of the Envelopes on Election Day, September 3, 2007

In order to ensure the secrecy of the ballots cast by the police, military and Election Day Workers and Polling Station Security Assistants, their ballots were deposited in designated boxes in the constituencies in which they were registered to vote. Accordingly, the Returning Officers, in consultation with the candidates, designated in each constituency one polling station at which the military ballots were to be deposited, another polling station at which the police ballots were to be deposited and a third polling station at which the ballots of the Election Day Workers and Polling Station Security Assistants were to be deposited.

On September 3, the Electoral Office delivered to each Returning Officer the three boxes containing the envelopes with the ballots for the military, police and Election Day Workers and Polling Station Security Assistants registered in that constituency. Upon receiving the three boxes, the Returning Officers immediately proceeded to the three pre-determined polling stations. In making the deposit at each pre-determined polling station, the Returning Officer removed the ballot from each sealed envelopes and placed it in the ballot box without examining it. This was done in the presence of the

Presiding Officer, the Poll Clerk and the Indoor Agents at each of the three pre-determined polling stations in each constituency. The Returning Officers then declared in the Poll Book the number of ballots received and deposited, along with the number of counterfoils.

Conundrum

Depositing the ballots of the police, military and Election Day Workers in three designated boxes in each constituency is intended to avoid the following:

- The logistical problems that would confront Returning Officers on Election Day if they attempted to deposit the ballots of police, military and Election Day Workers in the several polling stations related to the polling divisions in which these electors were registered on the Voters' List.
- The opportunity for abuse or suspicion of abuse that such widespread distribution could cause.
- The possibility of compromising the secrecy of the ballot of these electors.

By depositing the ballots of the police, military and Election Day Workers in three designated boxes in each constituency on Election Day there is much tighter control, greater pre-knowledge of the exercise and greater accountability. The problem, however, is that in these three designated boxes the possibility exists that the number of ballots counted at the close of poll could be in excess of the number of electors on the Voters' List in the designated stations. Superficial knowledge of the system could lead to a charge of over-voting. The problem could be corrected if the number of police, military or Election Day Workers in each constituency were added to the electors in the polling divisions in which their ballots were deposited. This, however, would require a change of the Voters' List. Such change has its own attendant problems.

The position adopted by the EAC to address this conundrum, and that has been continued by the Commission, was as follows:

1. To designate the three boxes in each constituency into which the ballots of the police, military and Election Day Workers in that constituency would be deposited on Election Day.
2. To inform all candidates, their agents, the political parties, CAFFE, and International Observers of the designated boxes.
3. To keep separate and scrupulous records of the number of ballots cast by the police, military and Election Day Workers and the civilian elections related to the designated boxes and reconcile these numbers with the total numbers of ballots in those boxes.
4. To engage in public education of this system, especially in cases where charges may be made with respect to over-voting in these boxes.

ELECTION DAY SEPTEMBER 3, 2007 AND RELATED MATTERS

5.1 The Deployment of Polling Station Security Assistants

Polling Station Security Assistants (PSSAs) assigned to work in a given constituency were placed under the direct management and supervision of the Superintendent of Police of the parish responsible for security in that constituency. The Superintendent was also responsible for hiring adequate transportation to transport the PSSAs from a central location to individual polling locations in time for the opening of the polls.

5.2 The Deployment of Regular Election Day Workers

As customary, Election Day Workers working within the constituency in which they reside were required to find their own way to their assigned polling stations and were given a stipend to offset transportation cost. In several instances, particularly in rural constituencies, supervisors were asked to assist presiding officers and poll clerks with transportation. In one constituency special arrangements were made when the Electoral Commission decided that almost all Election Day Workers should be new.

5.3 The Deployment of Specialist Election Day Workers

Logistics Coordinators were assigned to every hotel or hostel and were responsible for ensuring that the workers were awakened at the scheduled time. By 4:30 am, breakfast was collected and the workers were then placed on buses to be taken to their assembly areas. There were some challenges that included: (i) late arrival of a few buses; (ii) a few buses did not report as contracted; and (iii) a few Logistics Coordinators performed below expectation. The delays experienced at this point, contributed to the late departure of EDWs from assembly areas and reduced the time available to set up the polling stations.

At the assembly areas, the workers from the hotels were joined by those transported by couriers. At some locations, inadequate labelling of some buses caused workers to spend too much time trying to find their respective buses to transport them

to their polling stations. Once these problems were addressed, the workers were moved into their constituencies with assistance of the police who were on hand to escort the buses.

5.4 The Deployment of Technicians

Several hotels had been identified for overnight accommodation for the technicians who were housed according to constituencies. On the morning of the election, buses were assigned to take them from their hotels to their deployment areas by 5:00 am. They were required to collect their equipment and board designated buses assigned to take them to their clusters. It should be noted about the collection of equipment that the distribution of bags containing the electronic equipment went smoothly at all deployment centres.

5.5 Opening of Poll Procedures

In order to complete the required preliminary procedures before the opening of polling stations, the standard practice and indeed requirement, is that all Election Day Workers should arrive at the assigned polling station at least 45 minutes to 1 hour before the scheduled opening of the poll. The Representation of the Peoples Act (ROPA) requires that several procedures be executed before the polling stations are opened, these include but are not limited to the following:

- posting of requisite notices;
- completion of oath for indoor agents (swearing of agents of candidates);
- counting of blank ballots;
- ensuring that the ballot boxes are empty; and
- checking of election supplies.

The preliminary procedures were carried out and completed before the polling stations were opened.

5.6 Opening of Polling Stations

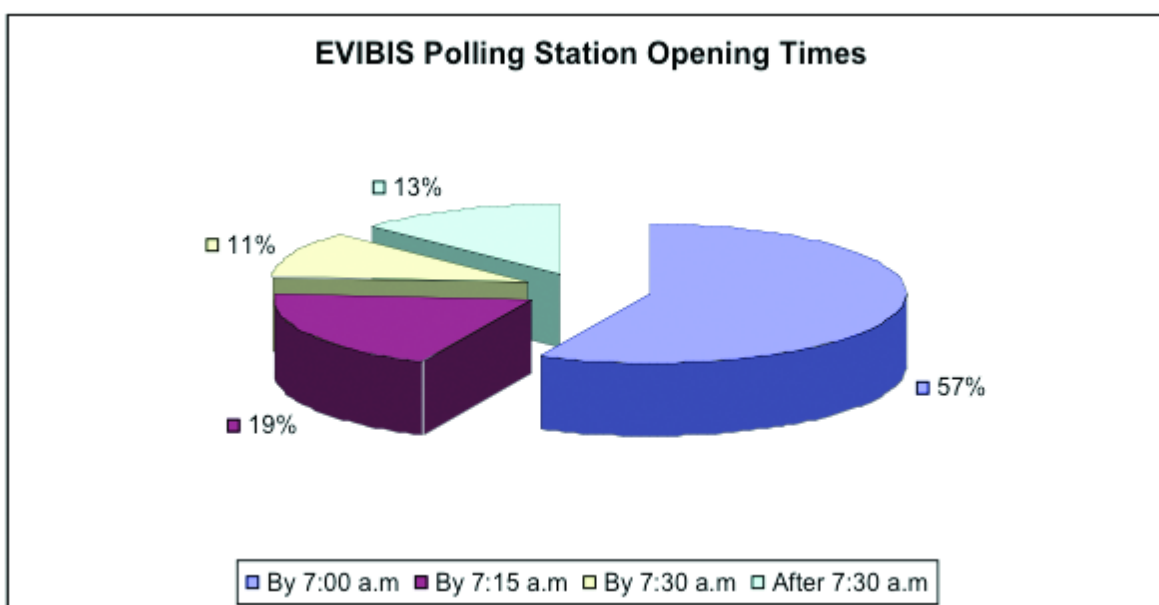
From constituency reports, 5,292 or 84.9% of the 6,232 polling stations opened on time at 7:00 am. Of the remaining 940 stations, 615 opened by 7:30 am and at the remaining 335 polling stations, the last polling station opened 9:15 am. In other words, 84.9% of polling stations opened on time while 9.9% opened at most half an hour late. Of the remaining 5.2 % of polling stations not opened on time, the last station opened at 9:15 AM, that is, 2 hours and 15 minutes late.

EVIBIS Stations

In Figure 1, a pie chart shows a distribution of opening times for the 692 EVIBIS stations:

- 394 EVIBIS stations opened by 7:00 am;
- 131 EVIBIS stations opened by 7:15 am;
- 76 EVIBIS stations opened by 7:30 am; and
- the remaining 91 EVIBIS stations opened after 7:30 am. These were opened manually and then switched to EVIBIS after the problems were resolved.

Figure 1. A pie chart showing the opening times of the EVIBIS polling stations.



Problems Affecting Opening of EVIBIS Stations only:

The main problems were (i) printer malfunctions; (ii) electrical problems; and (iii) late re-assignment of rooms. Most of these problems were addressed either by equipment replacement or trouble shooting. The major factors contributing to the late opening of polling stations were:

- the late arrival of the Civilian Voters' List and the Black Book;
- poor road conditions exacerbated by the passage of Hurricane Dean;
- the late arrival of specialist EDWs and Technicians at polling locations;
- road blocks in some communities that had to be cleared to gain access to voting locations; and
- the withdrawal of buses by owners that affected the transportation logistics in Specialist Constituencies.

5.7 The Voting Process

Voter Turnout – National

The national turnout for the election was 60.4% with 56.0% of electors on the Voters' List casting their ballots between 7:00 am and 1:00 pm and 4.4% of electors voting between 1:00 pm and 5:00 pm. Electors voting in the morning had to join long lines and in some cases, waited for as long as two hours. Electors voting in the afternoon voted in virtually empty polling stations and voted within minutes of arrival. Although traditionally in Jamaica, most electors normally go the polling stations during the morning session, the situation was heightened in this election for the following reasons:

- the threat of Hurricane Felix and the accompanying rain which was forecasted for the afternoon;
- persons responding to urges from the political representatives to vote early;
- a significant number of electors turned up without their voter ID cards and had to swear to their identity as well as be finger-printed. This slowed the voting process at many stations.

EVIBIS Polling Stations

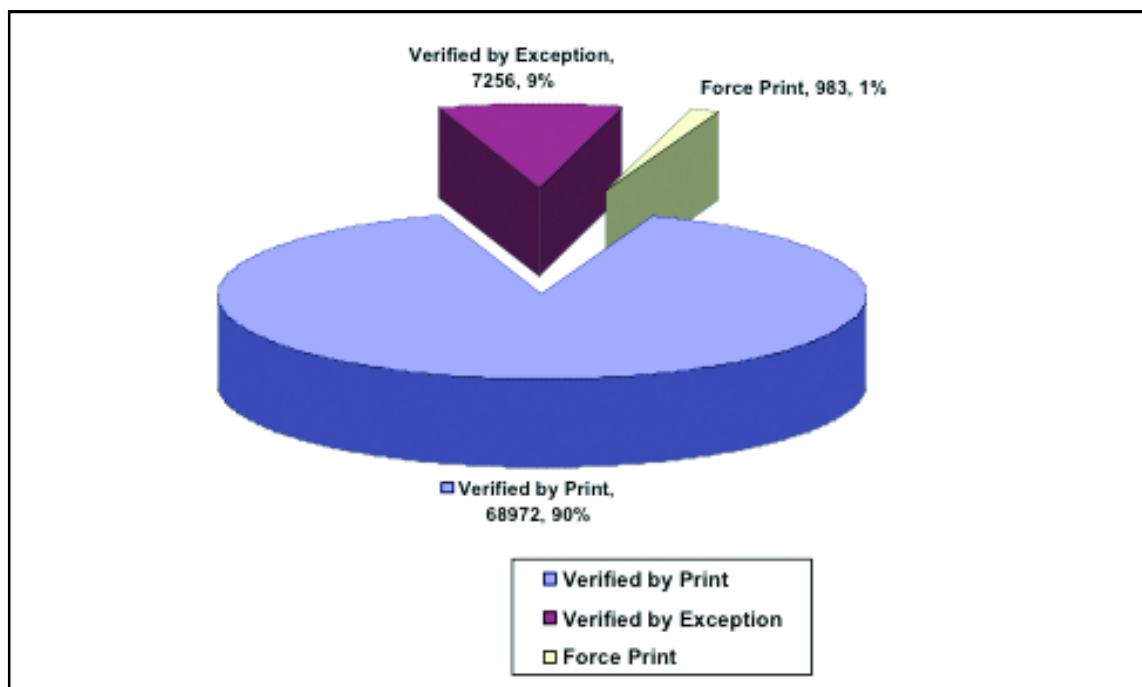
The turnout at the EVIBIS stations was also heavy during the morning session resulting in long queues. Although some persons sought to blame the operation of the system, actual investigation proved that the system was able to process the average elector within thirty-eight seconds and delays only came when electors had poor fingerprints and were processed by exception method; electors were disabled and required additional assistance in processing and voting; and inexperienced machine operators were initially uncomfortable with system.

The identification process of each elector was relatively smooth with 90% of the electors identified by fingerprint and the others by data (i.e., EVIBIS electronic list) as shown in Table 11. Figure 2 shows a pictorial depiction of the number and percentage of voters identified at the EVIBIS stations.

Table 11: *Mode of Identification, Number and Percentage of Voters*

Mode of Identification	Number	Percentage
Verified by Fingerprint	68,972	90%
Verified by Data (exceptional process)	7,256	9%
Identified but not verified by fingerprint	983	1%
TOTAL	77,211	100%

Figure 2: As can be seen in the pie chart, 90% of the voters were verified by print while 9% were verified by exception.



Notable Incidents

At Jose Marti and White Marl schools in St. Catherine South Central, the supervisor ordered the abandonment of the electronic system complaining that it was slow. The location was visited by an official of the EOJ who instructed that the system be used and it was proven that the system did not perform any slower than when the process was done manually.

At Vauxhall Hall Secondary in Kingston Western, there was no electricity but the Technicians were able to open the station using the UPS. JPS was contacted and by 11:00 AM power was restored.

Generally, the performance of the Technicians could be rated as good. They were responsive and even though some arrived late, they managed to open the stations within a reasonable time.

5.8 The Close of Polls

The polls closed at the scheduled 5:00 pm at almost all locations, and from reports received, very few stations had persons in line waiting to vote at the close of polls. Polling stations using EVIBIS closed by 6:30 pm. Presiding Officers and poll clerks carried out the close of poll procedures which included:

- counting and encasing ballots in the respective envelopes;
- preparation of certificate of preliminary statement of the poll and the statement of the poll, a copy of which was issued to party representatives;
- completion of the required forms and placement in designated envelopes;
- depositing the relevant sealed envelopes and other election materials inside ballot boxes;
- securing of ballot boxes and other election supplies; and
- handing over of ballot boxes to couriers for transportation to the counting centres.

5.9 Transportation of Boxes to Counting Centres

The appointed supervisors of the Electoral Office of Jamaica were also appointed as couriers. They collected the ballot boxes from the stations under their supervision and transported them to the counting centres. In rare cases where the supervisors were not mobile, Returning Officers identified couriers who were required to collect boxes and travel along a prearranged route to the counting centre. In the specialist areas, vehicles hired by the Electoral Office specifically for the purpose were assigned the task of conveying ballot boxes to the relevant counting centres. In all cases, ballot boxes were accompanied by agents representing the candidates of the various political parties under police/military escort. From all reports, there were no incidents of note, and all ballot boxes were delivered safely to the respective counting centres.

5.10 Main Issues Reported to the Election Centre

The Election Centre is the communication and leadership centre for the elections on Election Day. Political party representatives call into their representative at the centre and Electoral Office management staff calls in to the Director of Elections. The vast majority of the calls fielded by the staff of the political representatives related to persons who said that their names were on the Voters' List outside the polling station but not on the list inside the polling station. This problem arose because the outdoor agents had the official list outside and the indoor agents had the Civilian Voters' List on the inside.

These complaints prompted the Electoral Commission of Jamaica to request Price Waterhouse Coopers (PWC) to vet the list. Their report on the Voters' List is included in *Appendix 7* and shows that the list used on September 3, 2007 is the Nomination Day list minus the Election Day Workers, police and military without any differences. To date, it has been found that all persons missing from the Civil List used on Election Day

but who were recorded on the official Nomination Day list were included on either police, military, or EDW and PSSA Voters' Lists. The PWC's Report confirms that the apparent confusion arose because agents outside the polling stations were using the full list issued on Nomination Day whilst workers inside the polling stations were using the Civilian List.

5.11 Other Incidents on Election Day

The following are brief accounts of incidents that occurred on Election Day that were reported in the media and investigated.

1. The break into the home and motor vehicle of an Election Supervisor in North Eastern St. Ann, where the motive seemed to have been to steal ballots. At about 1:30 am on September 3, 2007, the Election Supervisor was awakened by strange sounds and turned on lights inside and outside of his house. On investigation, he discovered that a back door of his house was broken and open. He called the police. On the arrival of the police it was discovered that his motor vehicle had also been broken into and ransacked. The Election Supervisor had left the five ballot boxes for which he was responsible in his motor vehicle. Inside the ballot boxes were election pencils, bottles of ink and other such materials. However, he had secured the ballots otherwise. While the contents of his motor vehicle were ransacked, none of the ballot boxes or election materials in them were missing. The conclusion of the police and the Election Supervisor was that the person or persons involved had broken into his motor vehicle, having not found what they were looking for they then broke into his house. However, his actions on awakening caused the person or persons to discontinue their search.
2. The only murder that took place on Election Day which was alleged to have political motive, occurred at around 2:00 am in the constituency of Manchester Central. Investigation of the murder by the Mandeville police, as well as by an independent team of investigators, revealed that while the person committing the murder and the person murdered were well known to have had opposing political allegiances, they were also involved in a business deal gone sour and had been in open disagreement for some time. The motive for the murder seemed to have been related to the business deal. Further, the person committing the murder was a known supporter of the party of the candidate alleging political motivation, while the person murdered was a known supporter of the party being accused of political motive.

3. A drive-by shooting is alleged to have occurred at a polling location in St. Andrew South Eastern. Because of the security arrangements that were in place in that constituency, the car from which the alleged shooting came was immediately apprehended by the police. The incident was investigated by two independent teams of investigators. The investigators reported the following:
 - The car apprehended had a driver and no passengers. The driver was alone in the vehicle.
 - No guns were found on the driver or in the vehicle.
 - No spent shells were found in the car or on the street where the alleged shooting took place.
 - No war-heads or bullet marks were found at the polling station.
 - Twenty one spent shells of an M-16 rifle carried by a policeman at the polling location were found.
 - The conclusion of both teams of investigators was that the policeman carrying the rifle had apparently heard a sound that he interpreted to be a gun shot and fired 21 rounds from his rifle into the air.
4. A Black Book was alleged to have been found on the ground behind a polling location in St Ann South Eastern. The Returning Officer for the constituency reported that on Election Day, September 3, 2007, he received from a sergeant of the police a request for him to visit a police station to clarify an issue relating to a 'Black Book.' He immediately proceeded to the police station where he was shown a document and asked to identify the same and to say what kind of document it was. On inspecting the document he identified it as a Picture Voters' List of a particular polling station. The Sergeant then told him that someone from the office of the PNP took the document to the police station and told them that it was a Black Book that was thrown through a window at a polling station. On further investigation, he was told that a CAFFE Observer had asked the Presiding Officer at the particular polling station to look at the Picture Voters' List. After looking at the list, the CAFFE Observer placed it on a window ledge, at which time the PNP. outdoor agent took it off the window ledge and carried it to the PNP. Office. The Returning Officer confirmed that all Black Books in the Constituency were accounted for at the close of the poll and none were missing.

5. It is alleged that two ballots were cast in the name of Novelette Williams in Polling Station 48 in the constituency of St. Andrew South Western. Investigation of the allegation revealed that the name Novelette Williams was written twice in the Poll Book, however only one ballot was cast by this individual. The record showed that the name appeared in the Poll Book. It was crossed out and re-entered. The facts accounting for this record are as follows:
 - A person purporting to be Novelette Williams attempted to vote. The Poll Clerk wrote the name in the Poll Book in line 78 of the Poll Book. However, the Presiding Officer determined that the person did not match the photograph of the Novelette Williams on the Picture Voters' List. The Presiding Officer then proceeded to question the person from the Black Book. The person was unable to provide any correct answer and therefore was not given a ballot. The Poll Clerk and the Indoor Agents in the Polling Station agreed that the correct procedure had been followed.
 - Sometime later, another person entered the Polling Station claiming to be Novelette Williams. This person resembled the photograph on the Picture Voters' List. This elector was entered in line number 88 in the Poll Book. Out of an abundance of caution, the Presiding Officer proceeded to ask demographic questions from the Black Book. The person provided the correct answers. The determination, therefore, was that she was indeed Novelette Williams. She was therefore, given a ballot and allowed to vote, which she did.
 - All used, unused, spoilt and rejected ballots were accurately reconciled and accounted for at the Close of Poll for the said polling station.
6. That Mr. Miguel Rodney was left off the Voters List on September 3 and therefore deprived of the opportunity to exercise his franchise as an elector. The facts are as follows:
 - Mr. Miguel Rodney was a duly registered elector on the May 31, Voters' List.
 - His name was on the Official List given on Nomination Day, August 7, 2007 to the candidates in the constituency in which he was registered to vote.
 - Mr. Rodney was a Polling Station Security Assistant (PSSA) and therefore was on the Election Day Workers Voters' List. Documentary proof of his employment as such is available for inspection.

6.
 - His voting location was the Electoral Office of Jamaica Office, Admiral Town Fixed Centre.
 - He was called on August 13, 2007 at 8:15 am and informed that he was to vote at the designated polling location on August 21. He answered the call and said "O.K."
 - After the election was postponed, he was also called on August 26, 2007 at 3:32 pm and informed that he should vote on August 28. He again answered that call and said he was aware of this.
 - Mr. Rodney was sent four text messages reminding him to vote on August 28.
 - While Mr Rodney claimed otherwise, the records of the Electoral Office are as recorded above.

The Representation of the People Act (ROPA) allows for Candidates and the Director of Elections to apply to the Constituted Authority to void elections in any constituency or polling station at which the elections were not conducted according to law. For the 2007 General Elections, no application was made by the Director while five applications were made by candidates. One of these candidates made no allegations of any irregularities but simply filed a request. The election results were very close in the particular constituency and this candidate was eventually declared the winner after a Magisterial re-count of the ballots. Another application by a candidate rested solely on the incident of the alleged drive-by shooting at a polling location as previously outlined at 3 above. The Constituted Authority determined that no evidence of any irregularities was provided by two of the requests. In the single case of the application that was supported by some evidence of irregularities, these irregularities did not rise to the level that warranted support of the request for voiding.

The Commission has been aware of charges being made of irregularities during the elections other than the allegations cited above and the requests made to the Constituted Authority. The Commission has made repeated requests for persons making such charges to come forward and present any evidence they have to the Commission so that these charges and allegations can be investigated. Up to the time of the preparation of this report, these individuals have failed to come forward.

Chapter 6

GENERAL PARLIAMENTARY ELECTION RESULTS

6.1 Counting Procedures

At the Counting Centre

By 4:00 pm, the Returning Officers had arranged logistics such as:

1. had Data Entry Clerks in place with laptops to transmit results via EIMS;
2. ensured arrangements for receipt of boxes and other election supplies from couriers;
3. ensured that scoring and public address systems were in place; and
4. made provision for adequate seating for candidates, their representatives and observers (both local and international).

Close of Poll

Presiding Officers and Poll Clerks carried out the Close of Poll procedures. They:

- counted and encased ballots in their respective envelopes;
- placed all relevant sealed envelopes and other election materials in the ballot boxes;
- secured the ballot boxes and other election materials; and
- handed over boxes to supervisors/couriers.

Indoor agents were identified by EOJ Supervisors to accompany the ballot boxes to the counting centres. The ballot boxes were transported under security escort to the counting centres where they were received by the Returning Officers.

6.2 Preliminary Count

At the counting centres, a transmittal document completed by a supervisor with the results from a cluster of polling stations were handed to the Data Entry Clerk. The data were then entered into the system by the Data Entry Clerk and were transmitted via the EIMS to the Election Centre. Returning Officers also physically called the results

as written on the Certificate of Preliminary Count which was affixed to each ballot box. The assistant returning officer simultaneously recorded the results while the call was being done.

After all the ballot boxes along with the necessary keys and election supplies had been accounted for, a preliminary winner was announced. The process was incident-free and the last count ended at approximately 9:30 pm. The preliminary results showed the Jamaica Labour Party (JLP) winning the election with 33 seats to the People's National Party (PNP) 27 seats.

6.3 EIMS and Media Coverage Results

The preliminary results were communicated to the media houses via the EIMS. The EOJ, in an effort to enhance the media's participation, made the EIMS available to them through an automated electronic data feed which provided access to election related information from their offices and/or from a media centre set up on the 7th floor of the Towers (Election Centre). This was in lieu of deploying reporters to the polling stations and counting centres island-wide. The legal service of Nigel Jones and Company was contracted to undertake the negotiations with the media houses, resulting in seven media entities subscribing. The subscribers were:

- The Gleaner Company Limited,
- CVM Television Limited,
- TVJ Limited,
- Radio Jamaica Limited,
- The Jamaica Observer Limited,
- Newstalk 93 FM, and
- Nationwide News Network.

The web section of the EIMS provided the media with results (which had a 5-minute currency lag) from a third computer which was accessible via the Internet using a secured connection. Users had to authenticate to access the web interface and access was also limited by IP addresses. Of the seven users who accessed the text files that provided computer parseable results, all but two reportedly had no problems parsing the files, accessing them or using them to display live election results. Notable among these users were the Jamaica Observer who reported the results in 'real time' from their website to online viewers and Nationwide News Network.

The two users of the text file which had problems accessing the results were TVJ and CVM, both of whom were coincidentally using a computer program called 'Votemaster.'. It can be assumed that Votemaster was not designed, programmed or tested properly in this instance and as such there exists no liabilities where the EIMS is

concerned. To further reiterate this point, a standard specification was distributed to all the media houses accessing the text file. This specification had been prepared for Votemaster originally in January 2007, while all other media houses received the specification later, most after June 2007.

6.4 Final Counts

Fifty five constituencies started the Final Count on September 4, 2007 at 9:00 am. In the cases of St. Mary South Eastern, St. James Southern, Hanover Eastern, Hanover Western and Manchester Central and based on intelligence, closeness of results and past experiences in other constituencies with close results, the Director of Elections exercised the powers given to him under Section 45 Sub-Section 2A of the Representation of the People Act (ROPA) and instructed the Returning Officers of the above-named constituencies to relocate their Final Count to 43 Duke Street, Kingston.

Fifty three of the 55 constituencies conducted the final count within their constituencies within 2 days. The other two constituencies, St. Andrew South Western and St. Andrew West Rural, took longer. St. Andrew Western took four days largely due to the inexperience of the Returning Officer. Although St. Andrew West Rural started the final count in the constituency on September 4th, 2007 at 9:00 am, due to the contentious nature of the count, the Returning Officer had to dialogue with the Director of Elections who instructed that the count be relocated to 43 Duke Street. This count took three days to complete.

St. Mary South Eastern

This count started at 2:00 pm on September 4, 2007, in the presence of the candidates and their lawyers. At the end of the Final Count on September 5, 2007, Tarn Peralto was declared the winner reversing the decision of the preliminary count which had declared Harry Douglas the winner.

St. James Southern

This Count started at 6:00 pm September 4, 2007, in the presence of the candidates and their lawyers. The Returning Officer did not declare a winner at the Preliminary Count as there were discrepancies with the tallying of the results. At the end of the Final Count on September 6, 2007, Derrick Kellier was declared winner.

Hanover Eastern

This Count started at 9:00 am on September 5, 2007, in the presence of the candidates and their lawyers. This process was highly contentious and at the end of the Count on September 7, 2007, Barrington Gray was declared the winner.

Hanover Western

Counting commenced at 6:00 pm on September 4, 2007, in the presence of the candidates and their lawyers. The count went smoothly and ended on September 7, 2007. Donovan Hayles was declared winner.

Manchester Central

Counting began at 3:30 pm on September 4, 2007, in the presence of the candidates and their lawyers. This process was tedious and at the end on September 7, 2007, Peter Bunting was declared winner.

Storage of Election Supplies

Between September 3, 2007, and the end of the Final Count, the ballots and other election supplies were stored in a secured area at the Counting Centre under the supervision of security personnel. At the end of the count, the ballots and other supplies were packaged and labelled, then removed to the constituency offices and/or police stations for a minimum of seven days prior to submission to the Director of Elections, except for those constituencies that had their counts conducted at 43 Duke Street.

Returns to the Director of Elections

A schedule was made by the Vault Supervisor and circulated to all Returning Officers for the timely delivery of election returns to the Director of Elections.

6.5 Magisterial Recount

Magisterial recounts were requested by losing candidates and carried out in six constituencies, namely: Hanover Eastern, St. Mary South East, Manchester Central, St. Andrew South East, and Clarendon Northern. The Magistrates upheld the final counts in St. Mary South East, Manchester Central, St. Andrew South East and Clarendon Northern. In Hanover Eastern, the Magistrate reversed the final count.

The problem in Hanover Eastern ensued from ballots being improperly torn which resulted in the polling station number being missing. The Resident Magistrate's decision to reject these ballots (which were originally accepted by the Returning Officer) resulted in the final count being overturned and the seat awarded to the People's National Party candidate.

The results at the end of the magisterial recount were 32 for the JLP to 28 for the PNP. Table 12 gives the list of the constituencies and the names of winning candidates and their political affiliations.

Note: Two boxes from St. Mary South Eastern were not included in the count.

Table 12: *The List of the Constituencies and the Names of the Winning Candidates and Their Political Affiliations for the 2007 General Election*

GENERAL ELECTIONS 2007
LIST OF WINNING CANDIDATES

CONSTITUENCY	CANDIDATE	PARTY
CLARENDON		
Clarendon Central	Lester M. Henry	JLP
Clarendon North	Laurence G. Broderick	JLP
Clarendon North Central	Pearnel P. Charles	JLP
Clarendon North Western	Michael A. Stern	JLP
Clarendon South Eastern	Rudyard C. Spencer	JLP
Clarendon South Western	Noel Arscott	PNP
HANOVER		
Hanover Eastern	Dr. Donad K. Duncan	PNP
Hanover Western	Ian D. Hayles	PNP
KINGSTON		
Kingston Central	Ronald Thwaites	PNP
Kingston Eastern & Port Royal	Phillip F. Paulwell	PNP
Kingston Western	Bruce Golding	JLP
MANCHESTER		
Manchester Central	Peter M. Bunting	PNP
Manchester North Eastern	Audley F. A. Shaw	JLP
Manchester North Western	Dean A. Peart	PNP
Manchester Southern	Michael A. Peart	PNP
PORTLAND		
Portland Eastern	Donald G. Rhodd	PNP
Portland Western	Daryl W. Vaz	JLP
ST. ANDREW		
St. Andrew East Central	Peter D. Phillips	PNP
St. Andrew East Rural	Joseph U. Hibbert	JLP
St. Andrew Eastern	Dr. St. Aubyn Bartlett	JLP
St. Andrew North Central	Karl Samuda	JLP
St. Andrew North Eastern	Delroy H. Chuck	JLP
St. Andrew North Western	Derrick C. Smith	JLP
St. Andrew South Eastern	Maxine Henry-Wilson	PNP
St. Andrew South Western	Portia L. Simpson	PNP
St. Andrew Southern	Omar L. Davies	PNP
St. Andrew West Central	Andrew M. Holness	JLP
St. Andrew West Rural	Andrew Gallimore	JLP
St. Andrew Western	George A. Hylton	PNP
ST. ANN		
St. Ann North Eastern	Shahine Robinson	JLP
St. Ann North Western	Othneil D. S. Lawrence	JLP
St. Ann South Eastern	Lisa R. S. Hanna	PNP
St. Ann South Western	Ernest A. Smith	JLP

Table 12: *The List of the Constituencies and the Names of the Winning Candidates and Their Political Affiliations for the 2007 General Election (cont'd).*

CONSTITUENCY	CANDIDATE	PARTY
ST. CATHERINE		
St. Catherine Central	Olivia Grange	JLP
St. Catherine East Central	Natalie Neita-Headley	PNP
St. Catherine North Eastern	Desmond G. Mair	JLP
St. Catherine North Western	Robert D. Pickersgill	PNP
St. Catherine South Central	Sharon M. Hay-Webster	PNP
St. Catherine South Eastern	Colin Fagan	PNP
St. Catherine South Western	C. Everaldo Warmington	JLP
St. Catherine Southern	Fitz A. Jackson	PNP
St. Catherine West Central	Kenneth Baugh	JLP
ST. ELIZABETH		
St. Elizabeth North Eastern	Kern O. Spencer	PNP
St. Elizabeth North Western	William J. C. Hutchinson	JLP
St. Elizabeth South Eastern	Franklyn R. Witter	JLP
St. Elizabeth South Western	Christopher Tufton	JLP
ST. JAMES		
St. James East Central	Edmund C. Bartlett	JLP
St. James North Western	Horace Chang	JLP
St. James Southern	Derrick F. Kellier	PNP
St. James West Central	Clive A. Mullings	JLP
ST. MARY		
St. Mary Central	Dr. Morais V. Guy	PNP
St. Mary South Eastern	Tarn Peralto	JLP
St. Mary Western	Robert 'Bobby' Montague	JLP
ST. THOMAS		
St. Thomas Eastern	Dr. Fenton R. I. Ferguson	PNP
St. Thomas Western	James R. Robertson	JLP
TRELAWNY		
Trelawny Northern	E. V. Patrick Harris	PNP
Trelawny Southern	Marisa C. Dalrymple-Philibert	JLP
WESTMORELAND		
Westmoreland Central	Roger H. C. Clarke	PNP
Westmoreland Eastern	Luther B. Buchanan	PNP
Westmoreland Western	Kenneth W. McNeil	PNP

6.6 Two Misplaced August 28, 2007 Ballot Boxes

The Facts: Two Uncounted Ballot Boxes

1. On the evening of August 28, 2007, 282 metal boxes containing 24,030 envelopes into which ballots cast by the police, military and Election Day Workers were enclosed were received at the Head Office of the Electoral Office of Jamaica located at 43 Duke Street, Kingston. The number of metal boxes received was recorded.
2. All the metal boxes were sealed by the EOJ and at least one representative of the political parties. They were accompanied to the Duke Street Office of the EOJ by Electoral Officials, the agents of the JLP and PNP and the security escorts.
3. The envelopes containing the ballots of the police, military and Election Day Workers were then sorted by hand by Electoral Officials in the presence of representatives of the JLP and PNP.
4. The 282 metal boxes that were received were placed on one side of the room. On the other side of the room were 180 cardboard boxes (60 police, 60 military & 60 Election Day Workers) into which the envelopes for the police, military & Election Day Workers were to be placed.
5. As the envelopes from a box were removed and sorted, the empty metal boxes were placed at the opposite end of the same side of the room.
6. Four metal boxes containing envelopes for the Election Day Workers of the South East St. Mary Constituency were received. Two of the metal boxes arrived without keys.
7. The two metal boxes without keys could not be opened, so they were set aside and a request made for a bolt cutter.
8. The two metal boxes got mixed up with the empty metal boxes. All of those sorting and observing the process forgot about the unopened metal boxes.
9. After the sorting process was completed, the 24,030 envelopes that were placed in the 180 cardboard boxes were counted separately by two EOJ officials observed by representatives of JLP and PNP.
10. Following the conclusion of the counting of the envelopes for the police, military and Election Day Workers, separately for each constituency, a statement of the count was given to the four representatives of the JLP and PNP.
11. The sorting and counting process began at approximately 5:00 PM and was completed at approximately 3:00 am.

12. The 180 card board boxes, 60 each for the Police, Military and Election Day Workers, were secured and stored at the EOJ Headquarters under 24 hour surveillance.
13. On Election Day, September 3, Returning Officers in each constituency took the cardboard boxes to designated polling stations and deposited their contents into the ballots boxes at those polling stations. The Returning Officers recorded in the Poll Books the total number of police, military and Election Day Workers ballots deposited into each ballot box. These ballots were counted with ballots casts on Election Day at the end of the Poll.
14. The ballots for South East St. Mary were counted by Presiding Officers on the evening of September 3, in the same manner as at all other polling stations on Election Day.
15. The final count for St. Mary South East was completed on Wednesday, September 5.
16. On Monday, September 10, the PNP Liaison Officer made an inquiry of the EOJ Constituency Office of South East St. Mary to confirm the designated polling stations in which the Election Day Workers ballots were deposited. A further inquiry was made by the PNP Campaign Manager concerning the total number of ballots cast by Election Day Workers and deposited at the designated polling station.
17. The PNP Liaison Officer then visited the EOJ Constituency Office and requested the Statements of Poll for the four locations at which Election Day Workers had voted. This request could not be granted because these statements were at the EOJ Headquarters.
18. The EOJ Constituency official then contacted the EOJ Headquarters and informed them of the questions asked and the request made. At the same time, she pointed out that from her checks 521 Election Day Workers had voted but only 253 envelopes were delivered to the Returning Officer.
19. Headquarters Officials then checked the records and confirmed what the Constituency Official had reported. Further, they confirmed that only two metal boxes had been counted. They then searched and found the sealed and unopened boxes among the empty metal boxes.
20. The Chairman and Nominated Commissioners of the Electoral Commission of Jamaica and Candidates of both the JLP and PNP were immediately informed.

21. The two unopened and sealed metal boxes were placed in a single cardboard carton and sent to the Resident Magistrate's Court in Port Maria, St. Mary at which the Magisterial Recount took place on Tuesday, September 11.
22. The Resident Magistrate refused to count the boxes indicating that if the boxes were not counted initially, she did not have the power to do so in a recount.
23. The magisterial recount was completed on September 11, 2007, and the results of the final count were confirmed with the JLP candidate, Tarn Peralto, being declared the winner of the St Mary South East seat.
24. The Electoral Commission took the decision that the electors in the constituency whose ballots were inside the two disputed boxes should not be disfranchised. The Electoral Office was given the go ahead to count the ballots. The Returning Officer, along with the candidates of both contending parties, along with CAFFE, were invited to 46 Duke Street to undertake the counting.
25. Shortly after the count got underway, lawyers representing the JLP served an injunction obtained through the courts, on both the Director of Elections and the Returning Officer for the constituency, forbidding them to proceed with the count.
26. Following the expiry of the injunction, the count was undertaken and in the end, the ballots from the two boxes saw candidates receiving the following additional votes: 123 for Tarn Peralto and 145 for Harry Douglas.
27. Inclusion of the ballots from these two boxes in the final count or the magisterial recount would not have changed the results.
28. Mr. Harry Douglas, the losing candidate politely acknowledged the fact stated in 27 above and declared that he had found no wrong doing on the part of the Electoral Office.

REPORTS OF OBSERVER GROUPS AND CONSTITUTED AUTHORITY

This chapter includes reports from the observer groups and Constituted Authority on the conduct and administration of the September 3, 2007 election. Reports have been received from the following stakeholders:

- Citizens Action for Free and Fair Elections (CAFFE)
- Organization of the American States
- CARICOM Observer Team
- The Constituted Authority

Also included in this chapter is a summary of Financial Returns of Candidates.

7.1 Statement by CAFFE at Press Conference September 4th, 2007 at Campion College

Based on the reports which Citizens Action for Free and Fair Elections (CAFFE) have already received from our observers in the field, yesterday's Election Day went well. The analysis of those reports in hand suggests that Election Day started on a positive note and that general trend continued throughout the day.

CAFFE's headquarters was moved to Campion College for the day and there we set up our Data Centre which processed the reports from our observers as well as our own Media Centre. CAFFE was successful in having 1505 observers in the field yesterday. These persons were spread across all 60 constituencies in Jamaica's 14 parishes. We would also like to point out that, in addition to the observers in the field, CAFFE also had representation at the Election Centre and the Police High Command. This allowed our organization to be in close and direct contact with some of the important entities which had a significant role in yesterday's General Elections.

There were a few isolated incidents which were cause for concern and we are confident that these will be addressed by the relevant authorities. Our analysis of the reports received to date indicate that there were not many acts of intimidation. Particularly worrying for us, though, were the reported shooting in St. Andrew South Eastern and the attempted stealing of ballot boxes in North Eastern St. Ann. We would also like to point out some areas which were cause for concern. While we recognize

that there was no major problem with the essential Election Day items such as the black book, the integrity lamp and the list of voters, the actual voting process seemed to have been lengthy for some electors. We at CAFFE would like to endorse the current electoral process but would make the following suggestions to the ECJ:

1. Greater public education on the need for electors to carry their Voter Identification Card with them when they are going to vote; and
2. Faster printers in the instances where there was EVIBIS (Electronic Voter Identification and Ballot Issuing System).

CAFFE also notes that there were isolated cases of alleged impersonation but we expect that the ECJ will be dealing with this matter.

CAFFE would like to publicly acknowledge the support given to our organization by our volunteer observers and our volunteers in the Data Centre. In addition, we wish to express our sincere appreciation to the many individuals, private sector companies, organizations and international aid agencies. Their tangible commitment has facilitated, in a significant way, our being able to carry out our mission of ensuring free and fair elections in Jamaica. We are heartened by the reception we have received in the polling stations and in the wider society and pledge to continue playing our role in this aspect of national development.

7.2 The Final Report of the Organization of American States Observer Mission

FINAL REPORT OF THE ELECTORAL OBSERVATION MISSION IN JAMAICA GENERAL ELECTION 2007

Secretariat for Political Affairs

CONTENTS

Executive Summary

CHAPTER I	Background
	A. History.....
	B. Electoral System
	C. Political Party and Campaign Financing Framework.....
CHAPTER II	Participants in the Electoral Process

CHAPTER III Voting Procedure

CHAPTER IV Observations of the OAS

A. Pre-election

B. Election Day

C. Post-Election Process

CHAPTER V Conclusions and Recommendations

CHAPTER VI Financial Statement

APPENDICES

I. Agreement of privileges and immunities

II. Agreement on electoral guarantees

III. Letter of invitation

IV. Forms completed by observers

V. List of observers and deployment assignments

VI. Press releases, pre- and post-election day

VII. Budgetary information

Executive Summary

In an exchange of correspondence beginning in June 2007, Errol Miller, Chairman of the Electoral Commission of Jamaica, invited the Organization of American States to field an observation mission in Jamaica. The Organization of American States responded positively to this request and arranged, for the first time, to observe elections on the island. During a short preliminary mission, from August 15 to 16, OAS Assistant Secretary General Albert Ramdin met with the various administrative and political actors in the electoral process to discuss preparations for the election and signed an agreement with the Electoral Office of Jamaica establishing the objectives and procedures for the observers' activities. During this visit, the OAS also signed an agreement of privileges and immunities with the Government of Jamaica and another agreement of electoral guarantees with the Electoral Office of Jamaica (EOJ).

Due to the damage inflicted by Hurricane Dean, the elections, originally scheduled for August 27, were postponed by a week until September 3. Among the effects of the hurricane was the almost total loss of electricity throughout the island. Hurricane Dean not only disrupted the preparations for the elections, but the mission as well. Flights had to be rerouted and expenses increased accordingly. Despite these adverse circumstances, the OAS fielded a mission consisting of 38 observers from 15 countries, who were deployed in 88 percent of the island's constituencies. A core

group of observers employed by the OAS joined with a group of volunteers from resident diplomatic missions and from the University of the West Indies.

Since universal franchise in the 1940s, these elections proved to be the closest in the country's history. Candidates from the two traditional parties of Jamaica, the People's National Party and the Jamaica Labour Party, competed in all 60 of the island's constituencies. In 19 constituencies, candidates ran independently or with a third political party. None of these succeeded in winning a seat, however. After 18 years of Government by the People's National Party, the Jamaica Labour Party returned to power with 33 seats, while the People's National Party, with 27 seats, forms the new Opposition. By Jamaican standards, voter turnout was a relatively low 60%.

On election day, observers were deployed throughout the country, witnessing firsthand the electoral preparations, voting, and counting of ballots. They noted that, despite violent acts and loss of life in the campaign period, election day itself was peaceful. With few exceptions, polls throughout the country opened on time. The Electoral Office of Jamaica had effectively addressed the challenges posed by Hurricane Dean: polling stations provided the room, shelter, and equipment needed by voters. The appropriate election materials were present and, for the most part, well-trained election officials performed their duties efficiently and conscientiously. Everywhere, security was present and adequate. Auxiliary security workers manned the polling stations; the police and armed forces maintained order around the polling centers both during voting and the count. Party agents maintained a spirit of collegiality and worked together with election officials to ensure a smooth and orderly process.

Almost without exception, everyone whose name was on the voter's list was able to vote. Even those citizens without identifying documentation were afforded their franchise through alternative verification processes; observers remarked that officials were scrupulous in ensuring that no voter who could prove their entitlement to vote was disenfranchised. In 700 polling centers in the most contentious constituencies (also known as "Garrison Constituencies" in Jamaica), the Electoral Office of Jamaica had implemented an Electronic Voter Identification and Ballot Issuing System, using fingerprints to verify voter identities. Reports from OAS observers and those of CAFFE (Citizens' Action for Free and Fair Elections) indicated that this technology worked well and was confidently accepted by both officials and voters.

Lines in the morning were long in many places. The wait was exacerbated by the fact that many voters did not have proper identification and their identities had to be verified through a series of questions. Lines eventually subsided and all who wanted to, voted. Polls closed promptly at 5:00 p.m. and, as at the opening, electoral officials followed procedures appropriately and expeditiously. Preliminary results were released the same day.

At the invitation of the Electoral Office of Jamaica, the Mission appointed a member of its team to participate in the deliberations of the Election Center, a mechanism that, in the run-up to the election, permitted the political parties to voice their concerns to appropriate authorities and seek immediate responses to these concerns. The observer of this process was impressed by the openness and effectiveness of the Election Center, which allowed participants from across the political spectrum to communicate grievances or anxieties in a neutral setting and to request and see quick action on security and election management.

The OAS Mission wishes to recognize and thank all those involved in the General Elections of 2007 in Jamaica. In particular, the Jamaican people are to be congratulated on their peaceful and orderly participation in this vital democratic exercise. The Electoral Office of Jamaica, headed by Danville Walker, did an excellent job under difficult circumstances. Election officials, the constabulary and security forces all performed their duties in an exemplary fashion, as did the national electoral observation group, CAFFE. There were some ways in which the Mission felt the electoral process in Jamaica could be improved and these are detailed in the conclusions and recommendations of the report below. Overall, however, the conclusion of the OAS observation Mission in Jamaica is positive. These elections were extremely well organized, transparent, and every effort was made to promote the participation of all citizens.

The Mission would also like to thank the Governments of Canada and the United States for providing crucial financial support and observers and, likewise, the Governments of the United Kingdom, Trinidad and Tobago, the Dominican Republic, Haiti, and the University of the West Indies, which also contributed volunteer observers.

CHAPTER 1: Background

A. History

Jamaica is an island in the Caribbean sea, south of Cuba, with a land area of 10,831 square kilometers and a population of 2,780,132, of which approximately 91.2 percent are black, 6.2 percent are of mixed race, and 2.6 percent are of white or other ethnicity. The island's modern economy is heavily dependent on services, which account for over 60 percent of GDP. Tourism is a growth sector, but other important industries, such as bauxite mining, fruit production, sugar, and coffee have struggled in the face of international competition and events such as Hurricane Ivan in 2004, which caused extensive damage. Jamaica has steadily reduced its public debt in recent years and inflation has fallen, but the public debt to GDP ratio remains high, at over 130 percent, and unemployment, underemployment and violence fueled by gangs involved in the illegal drug trade remain significant challenges.

Initially populated by Amerindian Tainos, Jamaica was colonized by the Spanish in the sixteenth century, causing extermination of the native population. The colonists increasingly brought slaves from West Africa to supply labor; some escaped into the island's interior, becoming known as cimmarones ("untamed"), a word later corrupted by the British into 'Maroons'. In the mid seventeenth century, a British force led by Robert Venables and William Penn captured Jamaica from the Spanish and large tracts of the island were divided into estates for the naval officers involved in the conquest. Buccaneers, who pursued Spanish ships in Caribbean waters, were initially encouraged by the British, who benefited from the defense and booty they afforded, but were then outlawed, as the Jamaican economy turned from intercepting South American cargo to exporting sugar, of which in the eighteenth century it became the world's biggest producer. Sugar and coffee plantations manned by large numbers of slaves, kept in squalid conditions, generated enormous wealth for a small number of colonists. Grotesque inequality and abuse produced continual conflict between slaves and slave owners. Slave rebellions, with escaping slaves sometimes joining the renegade inland Maroons, followed by violent reprisals in which thousands of slaves were executed, were a feature of British occupation, from 1690 through to 1838 when slaves were finally emancipated. Jamaica remained tense after abolition, with freed slaves struggling to afford high rents to farm land still held by planters, and a further revolt against the colonists in 1865, followed by summary executions by the British Governor, led Britain in 1866 to make the island a Crown Colony, with direct rule from Britain replacing an elected assembly that had been dominated by plantation owners. This change had the benefit of introducing modern reforms and investment in education, transport, law courts, and policing; however, paternalistic and unrepresentative rule from overseas frustrated the development of democracy on the island for nearly eighty years.

The early twentieth century brought increasing economic prosperity to Jamaica, with the fruit industry, especially bananas, and tourism, initially from travelers carried on the banana boats, developing in tandem. Gross inequality, however, remained a feature of the island's socio-economic make-up and a series of natural disasters including earthquakes and hurricanes took their toll. During the Great Depression of the 1930s, a dramatic fall in sugar exports, a banana crop decimated by disease, and tightened US immigration laws all put pressure on swelling numbers of unemployed workers. Riots, protests and strikes erupted. As a result of a fatal clash in 1938 between police and workers at the West Indies Sugar Factory in Frome, Alexander Bustamante founded Jamaica's first trade union and, in the crucible of trade union activism, a political party took shape: the People's National Party (PNP), founded by the lawyer Norman Manley. In 1943 Bustamante split from Manley's PNP to found the Jamaica Labour Party (JLP). These two parties have continued as the major forces contesting Jamaican politics to the present day.

Jamaica was an important Allied base during World War II, the island provided Britain with vital food supplies, and many Jamaicans fought on the Allied side. These roles created a more international outlook, financial investment and pressure for greater autonomy. A new constitution in 1944 introduced universal adult suffrage and the first elections were held for a locally-based government to work in conjunction with the British-appointed governor. The JLP, which came to adopt a liberal capitalist philosophy, won these elections on a 'Bread and Butter' platform and was returned to government in 1949. Norman Manley's PNP, which leant toward democratic socialism, at first failed to persuade voters with its vision, which favored independence. However, in 1955, the PNP was successful at the polls and a break with Britain followed. In 1958, Jamaica joined the new West Indian Federation, intended to form an economic and political bloc that would replace colonial with inter-Caribbean ties; the unpopular federation, however, disintegrated in 1961 and Jamaica gained full independence in 1962, while remaining a member of the British Commonwealth.

On winning the 1962 election, Alexander Bustamante became Jamaica's first post-independence Prime Minister and the JLP continued in power until the election of 1972, won by the PNP, led by Michael Manley (Norman Manley's son). There followed eight years of PNP rule. During the 1970s, Jamaican politics became highly polarized. Rejecting ties with the United States, Michael Manley's government turned to the nonaligned movement and created close ties with Fidel Castro's Cuba. Higher taxation and American economic sanctions encouraged some wealthy white Jamaicans and foreign investors to leave. Edward Seaga, leader of the JLP, accused the administration of 'communism'. There was an upsurge in political violence, particularly in urban ghetto or 'garrison' constituencies, where party supporters increasingly carried guns. Rival gangs affiliated with the major political parties evolved into organized crime networks involved in drug smuggling and money laundering. Difficult economic times, in which the government was forced to turn to the International Monetary Fund, exacerbated rising political tensions and the 1980 election campaign was exceptionally violent, with several hundred deaths in shoot-outs and gang-warfare.

Edward Seaga of the JLP won the 1980 elections and immediately realigned Jamaica toward the United States, embracing the newly-elected Reagan administration. In 1983, Jamaican troops assisted the US invasion of Grenada to depose Marxist leaders who had overthrown and executed the Prime Minister. Shortly afterward, the JLP called a snap election, which the PNP boycotted, leaving the JLP under Seaga in sole control of Jamaica's parliament until 1989, when Michael Manley and the PNP returned to office. Although the new PNP administration restored links with Cuba, they emphasized continuity of policy, maintaining diplomatic relations with the USA and a generally liberal economic policy. In 1992, Manley resigned the premiership on grounds of ill health and was succeeded by P.J. Patterson, Jamaica's

first black Prime Minister. Patterson went on to defeat Seaga and the JLP in the 1993 general elections and was re-elected in 1997 and 2002, bringing to an end an era in which the PNP and JLP had typically alternated after two terms. In 2006, he resigned as Prime Minister, handing over to Portia Simpson-Miller, who became Jamaica's first female Prime Minister.

At the time of the 2007 OAS Electoral Observation Mission, Portia Simpson-Miller led the PNP, which had been in power for 18 years, while Bruce Golding led the JLP, which was seeking a return to government after a long absence. Election preparations were affected by Hurricane Dean, a category four hurricane, which arrived on August 19. Although Jamaica was spared a direct hit, its south coast was battered with torrential rain, high winds and storm surges, causing significant damage to property, toppling trees across roads and pylons, outing electricity supply to much of the island, and forcing airport closures. The Prime Minister declared a month-long state of emergency and the general elections were postponed from their original date of August 27 until September 3.

B. Electoral System

Jamaica is a parliamentary democracy on the Westminster model. Its bicameral Parliament consists of an appointed Senate and an elected House of Representatives. The House of Representatives has 60 seats, corresponding to Jamaica's 60 constituencies, which are grouped into 14 administrative parishes. Single members are elected by popular vote in a "first-past-the-post" general election, to serve parliamentary terms of up to five years, until the next election. The Senate has twenty-one seats, thirteen appointed on the advice of the prime minister, and eight on the advice of the leader of the opposition; significant constitutional change requires a two thirds majority in both houses: thus, for example, at least one opposition appointee would have to vote with those of the government in the Senate. General Elections must be held within five years of the forming of a new government.

The Governor General, an honorary appointment made on the advice of the Prime Minister, represents British monarch Queen Elizabeth II as Head of State, and performs ceremonial functions, though formally possessing a reserve power to dismiss the Prime Minister or Parliament. Following general elections, the Governor General will usually nominate the leader of the majority party as Prime Minister, and the Cabinet on the Prime Minister's advice. No fewer than two or more than four members of the Cabinet must be selected from the Senate.

All Jamaican citizens who have attained the age of eighteen are entitled to register to vote, provided they are resident in Jamaica on the date of registration. Citizenship is bestowed by birth, parentage (either parent) or marriage. Commonwealth citizens may also vote if they have been resident in Jamaica for at least twelve months prior to

registration. Dual citizenship is recognized by Jamaica for the purpose of voting, but dual nationals are not qualified to be appointed to the Senate or elected to the House of Representatives. Election workers and members of the police and armed forces cast their ballots a few days before the general election, to allow them to work through election day to manage and secure polling sites.

C. Political Party and Campaign Financing Framework

Like most of its counterparts in the Commonwealth Caribbean, Jamaica does not have a tradition of public funding for political candidates or political parties. Jamaica's Representation of the People Act requires candidates, rather than political parties, to disclose the amounts they receive or spend. Each candidate is required to account for election-related income and expenditure within six weeks of election day. There is a J\$ 3 million (approximately US\$42,700) limit on expenditure. There is, however, no system in place for inspecting or auditing candidates' returns. Expenditure limits are thus largely unenforced and disregarded. Moreover, parties do not insist that candidates obey the law. Some candidates even declare that they spent nothing, and that the party met all their expenses. Lacking juridical definition, political parties are not required to indicate funding sources or amounts spent. There are no significant requirements for distribution of resources, nor prohibitions and limits on financing. This situation contributes to a degree of inequity and unfairness of competition among parties and candidates running for office. Those with access to resources enjoy a distinct, though not necessarily decisive, electoral advantage. The financing regime facilitates undue influence by sections of the private sector, licit and illicit, undermines the integrity of the public procurement system, and brings the wider political system into disrepute.

A lack of disclosure in Jamaica makes it difficult to estimate with any real precision campaign expenditures. As elsewhere in the Caribbean, though, there is considerable evidence of a significant increase in spending on electoral activities in recent years, due partly to a marked decline in volunteer political activism, but chiefly to a substantial increase in media campaign costs. One candidate in the 2007 election estimated that since July, his party had spent J\$40 million (approximately US\$570,000) per week on exposure in broadcast and print media alone.

There is a concentration of major donors, and recipients of significant donations are confined to the candidates and leadership of the two major political parties. While no one has been convicted or even charged with receiving illegal campaign contributions, many Jamaicans interviewed in a 2005 OAS study into Caribbean political financing believed that proceeds from illegal drug money found their way into election campaigns, probably through individual candidates. The misappropriation of public monies for electoral purposes is not, seemingly, so widely practiced as the manipulation of public sector projects and advertisements for political advantage.

There have been some recent signs that both major parties are concerned by the lack of transparency and accountability in current campaign finance requirements and that the regulation of political financing in Jamaica is on the legislative agenda. Trevor Monroe, Professor at the University of the West Indies and a former Senator (PNP), is among those who have argued that legislative reform to ensure “greater transparency and accountability in political parties and in the public sector” is an urgent requirement for strengthening national integrity systems in the Caribbean.

CHAPTER II: Participants in the Electoral Process

Election Authority and Election Officials

The Electoral Office of Jamaica

The Electoral Office of Jamaica, headed by the Director of Elections, is responsible for operating the electoral system and conducting the island's elections; it employs and deploys election officials. On Election Day, a Presiding Officer and a Poll Clerk man each polling station; they report to the Returning Officer for that constituency. Returning Officers report preliminary results electronically, immediately following the count, to the Election Centre, where the Director of Elections controls operations.

The Jamaican Electoral Commission

The Jamaican Electoral Commission replaced in December, 2006, the Electoral Advisory Committee. Its responsibility is to protect the electoral process from the immediate direction, influence and control of the Government, which may influence its functioning to the detriment of persons with opposing views who may wish to participate in the process. Its authority is to select and provide proper staffing for the efficient operation of the Electoral Office of Jamaica and to ensure that it functions and operates a system which supports free and fair elections. It has the responsibility to advise the Director of Elections on Policy and Operations. Currently headed by Professor Errol Miller, it has nine members: four nominated (two PNP and two JLP), four selected members (from civil society), and the Director of Elections, who is a non-acting member. This structure replaces that of the former Electoral Advisory Committee, effective since 1979, which had eight members: two persons nominated by the Prime Minister, two nominated by the Leader of the Opposition, three independent voting members and the Director of Elections. The new, JEC structure gives equal weight of voting numbers to party-political and civil society members. It also carries greater authority. The Director of Elections was permitted in law to reject the suggestions of the EAC, though he had to report his dissent to Parliament. The JEC is not merely an advisory body, but can enforce compliance with its recommendations.

The Political Ombudsman

The Office of the Political Ombudsman was established in 2002 and has the responsibility of investigating complaints and problems in the political arena. The Ombudsman, currently Bishop Hero Blair, is obliged by law to investigate complaints to his office – for example complaints about intimidation and harassment, or other improper or illegal activity by politicians and their supporters. He has authority to appoint a tribunal comprised of representatives of political parties to assist him in the investigation process. Complaints to the office may be made by any person or a body of persons whether incorporated or not, who claim to be affected by any such action by members of a political party. As the Political Ombudsman described the process: “We go through the complaints, we discuss them and I try the matter before the leaders, come up with a decision and then they go away with the decision. So far so good, the decisions have been accepted by the persons concerned.”¹⁰ From nomination day through to Election Day the Political Ombudsman makes all his rulings public, stating why he has come to a decision and what action he has determined that the political actors should take.

The Election Centre

The Election Centre was established in 2002 to enhance the management, transparency and interaction of all stakeholders in the period between nomination day and Election Day. The centre includes representatives of the main political parties – the People’s National Party (PNP), Jamaica Labour Party (JLP), and the National Democratic Movement (NDM). It also includes the Political Ombudsman, a representative of the civil society group, Citizens’ Action for Free and Fair Elections (CAFFE), a representative of the Jamaica Constabulary Force and the Director of Elections. Regular, scheduled meetings are held to discuss any issue affecting either political or electoral matters; political matters are handled by the Political Ombudsman and electoral matters by the Director of Elections. The Centre provides a safe and functional forum for conflict resolution and a clearing-house for information, in which the competing parties and other stakeholders can raise complaints, address problems such as outbreaks of election-related violence, and see immediate action taken on these issues. The Centre is equipped with telephones, computers and databases that allow it to track incidents, follow-up actions, and outcomes. It issues daily press briefings, combating the spread of rumor and misinformation that have in the past fueled violence during the election period. A member of the OAS Electoral Observation Mission was permitted to sit in on the deliberations of the Election Centre and observe its workings.

¹⁰ Jamaica Information Service News, 3 August 2007, http://www.jis.gov.jm/special_sections/election_2007/politicalOmbudsman.html

Political Parties

Two political parties have traditionally dominated elections in Jamaica: the Jamaica Labour Party (JLP) and the People's National Party (PNP). Third party or independent candidates contested 19 constituencies in the 2007 election but none won a seat and, taken together, they polled only 0.1% of the vote.

The Jamaica Labour Party (JLP)

Party colour: green

Party symbol: the liberty bell

The Jamaica Labour Party, founded in 1943 by Alexander Bustamante as the political wing of the Bustamante Industrial Trade Union, won the first elections held in Jamaica under universal suffrage in 1944. Although born, like the PNP, out of the trades union movement, with an emphasis on improving relations between workers and employers and pursuing greater racial and social equality, the JLP gradually came to occupy a liberal capitalist position further to the political right than the PNP, stressing the importance of attracting inward investment and economic growth. Ideological difference from the PNP was at its most pronounced in the 1970s and early 1980s, when the JLP objected strongly to the PNP's socialist fiscal and foreign policy. Bustamante led the party from its founding until 1964, when he retired from active participation in politics. The JLP held a parliamentary majority from independence in 1962 to 1972 under Bustamante, de facto succeeded by Donald Sangster and Hugh Shearer as acting leaders during Bustamante's long illness. In 1980, the JLP, now led by Edward Seaga, regained its majority in the second of two elections marked by violence between supporters of the two parties. In 1983, a controversial snap election called by Seaga was boycotted by the PNP and thus effectively uncontested. The JLP remained in power until 1989, and then lost five consecutive elections. The current leader Bruce Golding took the helm in 2005.

The JLP's 2007 manifesto, "A Better Way ... for a Better Jamaica", starts by criticizing the eighteen years of PNP administration, asserting that Jamaica has fallen steadily behind comparable nations. It goes on to focus on key areas: economic growth, reduction in the national debt, unemployment, crime, education and skills, corruption, health services, road maintenance, water, human rights, the justice system and "values, standards and respect" in society as a whole. The party slogan "Justice, Liberty & Prosperity", plays on the initials JLP, and emphasizes its message that these three areas suffered under the PNP. While conspicuously absent from the manifesto, other campaigning material accused the PNP of large-scale corruption.

The People's National Party (PNP)

Party colour: orange

Party symbol: a head

The People's National Party (PNP), founded by Norman Manley in 1938 and supported by the National Workers' Union (NWU), is regarded as the more left wing of the two main Jamaican political parties. It came to office in 1955, which it held until just before independence in 1962, when it was defeated by the JLP. Ten years later, under the leadership of its founder's son, Michael Manley, it returned to office committed to democratic socialism and an anti-imperialist foreign policy that brought it into conflict with vested interests on the island and with the United States. The PNP won the following election but was defeated at the polls in 1980, both campaigns being marked by violence between the supporters of the two parties. In 1983, Manley led the party in a boycott of the snap election, and the PNP was absent from parliament for more than five years.

Still under Manley, the PNP returned to power in 1989, having largely abandoned its previous fiscal and foreign policy stance while continuing to stress investment in the public sector. Manley retired in 1992, and the party went on to win the next five consecutive elections under Percival Patterson. In February 2006, Portia Simpson-Miller was elected as Patterson's successor, becoming the first female president of the PNP and Prime Minister of Jamaica, on a huge wave of popular support.

The PNP's 2007 manifesto, "Shaping the future together... on course to the quality society", emphasized tackling poverty through economic development, with a declared mission "Toward developed country status". It claimed credit for economic stability, infrastructural development, transformation of social services and attraction of foreign investment. Specific areas of policy highlighted included: constitutional reform; governance and justice; public order and security; wealth and job creation; environment, land and development planning; energy security; education and training; governance and community development; and a number of specific social programs.

The National Democratic Movement (NDM)

Party color: yellow and green

Party symbol: the lighthouse

A third political party, with conservative leanings, the National Democratic Movement (NDM), was formed in October 1995 by Bruce Golding, former chairman of the JLP. The NDM claims that Jamaica has suffered due to a stagnant economy and rapidly growing population and that constitutional and civic reform and investment are desperately needed to save the country from poverty and corruption: two-party politics has served Jamaica ill and it needs a third way. Mr Golding returned to the JLP in 2002,

assuming its leadership when Edward Seaga retired, and several other leading figures in the NDM have since withdrawn or significantly reduced their activities in the party. Under its leader, Earl DeLisser, the NDM polled only 540 votes in the 2007 election.

Imperial Ethiopian World Federation Incorporation Party (IEWFIPP)

The first Rastafarian political party was launched in October 2001 by Ras Astor Black. His campaign platform was to rid Jamaica of 'economic and political terrorists' and to abolish the current constitution and monarchy. This paved the way for the creation of IEWFIPP in 2002 by members from the church of Haile Selassie. Many Rastafarians are opposed to any involvement in mainstream politics, including voting, but IEWFIPP seeks to unite Rastafarians, to seek better political representation for their views, and closer ties between Africa and Jamaica. In 2007, the party was represented in nine constituencies but did not win a slice of the vote.

Civil Society

CAFFE (Citizens' Action for Free and Fair Elections) was founded in 1997 and is staffed solely by volunteers. It aims to monitor elections, including parish council elections and by-elections as well as general elections in its remit, and to encourage a peaceful and orderly campaign period. Before a general election, CAFFE holds meetings around the island and seeks around 2000 volunteers who are trained to observe the polls and are deployed throughout Jamaica's fourteen constituencies.

The Jamaica Women's Political Caucus, a non-partisan, voluntary organisation devoted to increasing the participation of women in representational politics at the highest level, encourages and supports female candidature in elections. As it has done since 1993, during the campaign the JWPC hosted a media breakfast in a Kingston hotel specifically for women candidates, inviting them to present their campaign highlights and their personal profile.

International Community

In addition to the OAS Election Observation Mission, the Caribbean Community (CARICOM) mounted an observer mission, with which the OAS Mission liaised closely, and which presented similar findings. The CARICOM Mission numbered nine, and was headed by Mr. Gerald Watt, Chairman of the Election Commission of Antigua and Barbuda.

CHAPTER III: Voting Procedure

Each polling station is manned by a Presiding Officer and a Poll Clerk. These election officials report to a Returning Officer, responsible for the electoral district. Members of the police, auxiliary police and/or armed forces are present to secure each

polling site, and one party agent or representative for each candidate contesting the election is permitted to be present to witness the conduct of the poll, as are accredited national and/or international observers. No candidate and his or her agent should both be in the same polling station for more than five minutes and no more than four election observers are permitted to remain in any polling location at any one time. No cell phones, cameras, or other video recording devices are permitted in the polling station.

Polls open at 7 am and close at 5 pm. All polling officials should report for duty no later than 6 am. The Presiding Officer must post the Directions to Electors in a conspicuous place outside the polling station before the poll opens. S/he must count the ballot papers in the presence of the agents and give them copies of a certificate signed by the Returning Officer setting out the serial number of ballot papers for use at that station. At 7 am, s/he must display the empty ballot box to all present, then lock it and keep the key, placing the box on the table in full view where it must remain until the poll closes.

Each elector, on entering the polling station, declares his or her name, which the poll clerk checks against the official list of electors for that station, and produces his or her identity card. The Presiding Officer checks the ID card and inspects the elector's finger with the integrity lamp to ascertain if there is any stain of electoral ink.

Electors without ID cards can also be identified by other means. If the polling station is equipped with EVIBIS (Electronic Voter Identification and Ballot Issuing System), the voter's fingerprint(s) can be electronically scanned, bringing his or her name up on a computer screen if s/he is eligible to vote. Electors who lack ID cards can also be identified by means of the Black Book, a compilation of voter data: the voter is asked questions, such as 'in what parish was your father born; what is your mother's maiden name; what is your spouse's occupation', which s/he must answer correctly.

If the elector is satisfactorily identified, the Presiding Officer then issues a ballot, instructing the elector impartially on how to mark and fold the ballot and directing him or her to the voting booth. Having made his or her mark in the voting booth against the name of a candidate, the elector presents the ballot to the Presiding Officer, folded in such a way that his or her mark is not seen but the initials of the Presiding Officer are visible. The Presiding Officer examines the top of the ballot and checks the serial number to make sure it is the ballot issued to that elector. The serial number of the ballot returned must be recorded in the Poll Book. The Presiding Officer then tears off the serial number and destroys it in the presence of the elector. S/he requires the elector to immerse the right index finger in the electoral ink and deposits the ballot in the ballot box. The Poll Clerk then records in the Poll Book that the elector has voted.

Those physically incapacitated may direct the presiding officer, in the presence of the poll clerk and party agents, to cast their vote according to their instructions. Blind voters may, alternatively, be assisted by a chosen friend, but no person can act in this capacity for more than one blind voter.

If at 5 pm, there are persons still waiting to vote, the Presiding Officer can either invite them into the polling station and close the door (depending on number) or ask the policeman to note the last person in the line and not to allow any other person to join the line. All eligible voters in line at 5 PM must be allowed to exercise their franchise.

At the close of the poll, the Presiding Officer seals the slot on top of the ballot box and writes and signs a statement in the Poll Book below the last entry, declaring the number of persons who voted at that station. S/he checks the number of spoiled and unused ballots, distributes tally sheets, then opens the ballot box and counts the ballots therein. S/he encases ballots in appropriate envelopes, as marked for individual candidates, and ensures the packages are signed and sealed. S/he completes a preliminary certificate and affixes a copy of the preliminary results on a form which is pasted on the side of the ballot box. The Presiding Officer then prepares a Statement of Poll and the Polling Station Accounts.

When all the necessary election materials have been properly packaged and signed by the election officials and party agents, the Presiding Officer delivers or dispatches the ballot box to the Returning Officer as directed.

CHAPTER IV: Observations of the OAS

A. Pre-election

During a short preliminary mission, from August 15 to 16, 2007, Ambassador Ramdin met with the various administrative and political actors in the electoral process to discuss preparations for the election and signed an agreement with the Electoral Office of Jamaica establishing the objectives and procedures for the EOM and an agreement of privileges and immunities with the Government of Jamaica. During visit, and in the days before the election he also met with the Governor General, the political ombudsman, representatives of civil society organizations, including youth and religious organizations, the international diplomatic community, and the local observer group CAFFE. The OAS Electoral Observer Mission remained in close touch with the Electoral Office of Jamaica during the period of disruption due to the hurricane on August 19, which caused the election to be postponed by a week, and observers arrived a few days before the new election date of September 3.

From the beginning, the election of 2007 appeared closely contested. While Portia Simpson-Miller accepted office in 2006 on a wave of popular support and some early polls suggested a narrow PNP lead, the JLP gathered increasing support as the

campaign wore on and polls began to suggest the possibility of a narrow JLP victory. Media criticism of Simpson-Miller's leadership, particularly her handling of relief efforts in the wake of Hurricane Dean, appeared to contribute to this shift. Personalities loomed large in campaign rhetoric, with an unfortunate degree of "ad personam" rhetoric, mud-slinging and negative campaigning on both sides that sought to emphasize opponents' failures rather than proposing positive policy directions. Indeed, several commentators remarked that there was now little to differentiate the policies of the two major parties.

Party political broadcasting on television and radio was ubiquitous throughout the campaign period, including the final 48 hours before Election Day, when several of the incidents of politically-related violence occurred. The unusually lengthy campaign period of eight weeks (including the week-long postponement) meant that this was clearly a very costly campaign and traditional rivalries between supporters of the two major parties had an opportunity to manifest and deepen.

Positively, candidates in all 60 constituencies signed up to a Code of Conduct, agreed in Parliament between the two main political parties. This Code extended to all members of political parties operating in Jamaica and enshrined principles including nonviolence and non-intimidation, safety of public and private property, avoidance of confrontation, avoidance of inflammatory utterances, freedom of access, eschewing political tribalism, and commitment to a code of ethics.

According to Errol Miller, the Chairman of Jamaica's Electoral Commission, there was a small rise in 2007 in the number of incidents of politically-related violence compared with the 2002 elections, where there were only four politically-related deaths. Gunmen shot seven people on September 1, in what police said was political violence, and many of the 10 other killings reported to police over the weekend of September 1 and 2 were thought to have been politically linked. Miller attributed the rise in violence to the tension of a tight political race in an election that had 'a sharper edge than 2002', but emphasized that these incidents, though lamentable, were small in number compared to the hundreds of fatal incidents of political violence Jamaica endured in the past. The general trend toward a peaceable electoral process remains positive and many emphasized the process of 'painstaking change' that Jamaica has undergone toward reform.

Improvements in the electoral system introduced in 2002, such as the introduction of the Election Centre and the reinstatement of the role of Political Ombudsman continued to prove their worth in 2007. The Election Centre and the power of the Political Ombudsman help to address complaints and resolve conflict quickly and openly, to the satisfaction of all stakeholders. Rallies were cancelled on the spot in constituencies where violence had lately flared up. A helicopter tour of constituencies by one candidate was deemed to fall into the forbidden category of campaigning in the

final 24 hours before the poll and the candidate was promptly grounded. The member of the OAS EOM who was permitted to visit the Election Centre reported on the effectiveness of this mechanism and the civility of its interactions.

The Mission conducted a training session on September 1, where observers were taken through the parameters and methodology for observing and assigned partners and areas to cover. At this session, the Mission met with the Director of Elections and was likewise impressed by the careful advance steps undertaken by the Electoral Office of Jamaica, some tested in 2002 and refined and reinforced in 2007, to create a more robust and reliable electoral process. For example, swift electronic transmission of results directly to the Election Centre means that ballot boxes, which historically used to be stolen en route to Returning Offices, are no longer targets. The fact that since 2002 election workers vote at an early date, along with the police and armed forces, means that they need not be deployed in their home constituencies. Election-day workers can thus be deployed at any polling site on the island and are frequently brought from elsewhere in the country to man stations in 'garrison' constituencies, where the integrity and impartiality of officials were formerly difficult to ensure.

A Voters' List is produced every six months and every month a meeting in every constituency looks at reported duplicates and anomalies. A recent house-to-house re-verification exercise stripped 235,000 people from the Voters' List – but in the context of a Voters' List of 1.3 million this represents a fairly conservative clean-up. The Director of Elections explained that, although the list likely remained inflated by the names of some who had died or emigrated, the EOJ's chief concern was that it should not accidentally disenfranchise any legitimate voter, but should robustly prevent double or fraudulent voting. To that end, identification checks had been made more stringent in 2007, with an Electronic Voter Identification and Ballot Issuing System (EVIBIS) using fingerprints to verify voter identities in 700 of the most contentious constituencies and voters without ID undergoing a series of questions (such as their spouse's occupation, their date of birth, and mother's parish) whose answers were supplied to election officials as a 'Black Book' of voter data. Voters verified by the Black Book system would leave a manual record of their index fingerprint for inclusion in future records.

The Director of Elections reported that only eight polling stations had been relocated because of the hurricane and 155 had been damaged but repaired in time for the election. These centers represented just a small fraction of Jamaica's 6,230 polling stations, most of which were unaffected. Electricity loss had been remedied in most places and in some constituencies electricity was not present in polling stations in any case. The EOJ could thus express confidence that the aftermath of the hurricane would not materially affect Election Day. This confidence proved well-founded.

B. Election Day

Observers, working in pairs, were assigned to cover the polling stations in a designated area. Those observing in rural areas were typically able to cover between one and three constituencies, while those in densely populated urban areas were able to cover between three and five constituencies. On Election Day, September 3, 2007, each pair of observers arrived at a selected polling station at approximately 6 am to observe preparations and opening procedures. Throughout the day, they circulated to different polling stations in their constituencies, collecting information about the opening and closing of the polls and the conduct of the voting and recording it on special forms (see Appendix). They obtained this information through firsthand observation and through interviews with the election officials, policemen, and voters at the polling stations. In all, the 38 observers covered 88 percent of the island's constituencies.

Observers remained at a particular polling station after 5 pm to witness the close of the poll and counting of ballots. They delivered their completed forms to the Mission rapporteur and made an oral report at a meeting held by the Chief of Mission on the evening of September 3. A small CARICOM mission also observed the 2007 Jamaica general election and both observer missions shared their impressions, which proved broadly similar.

A strikingly consistent picture emerged from the observer testimony about the election, despite the very varied areas of Jamaica in which teams were deployed. On Election Day, polling was peaceful and ran smoothly. A small percentage of polling stations experienced minor delays in opening, in a couple of cases because the Black Book had not yet arrived, but the vast majority opened on time at 7 am. In general, the necessary election materials were present and correct.

The secrecy of the ballot and integrity of the ballot box were rigorously maintained. Almost without exception, everyone whose name was on the voter's list was able to vote. Even those citizens without identifying documentation were afforded their franchise through alternative verification processes; observers remarked that officials were scrupulous in ensuring that no voter who could prove their entitlement to vote was disenfranchised. For example, in one case in rural St Andrew, a woman who had been personated by another individual and who had thus been wrongly recorded as having voted was, after proving her identity, permitted to vote. This case of impersonation was the only case the observers came across of serious irregularity on the part of an elector. Election officials addressed this problem in precisely the correct manner.

Observers noted long lines at polling stations, especially in the morning. In a couple of cases, an attempt to prevent long and unruly lines within the polling site resulted in a frustrated crowd developing outside its gates. These lines dwindled during

the day and all those entitled to vote could do so. However, lines were rendered longer than they need have been by uneven distribution of voters between polling stations, often at the same polling site. Some polling stations had as many as 400 voters where, according to one observer in West Rural St Andrew, one polling station had only seven registered voters. Within urban polling sites it was common to find that one polling station had double or triple the number of voters registered at others, so that one team of electoral officers was stretched to capacity while others remained idle.

Many voters did not have their voter identification card with them and therefore had to go through a process of questioning, confirmation and fingerprinting, which on average doubled the time for the casting of the ballot. In 700 polling centers in the “Garrison Constituencies”, the Electoral Office of Jamaica implemented the Electronic Voter Identification and Ballot Issuing System (EVIBIS), using fingerprints to verify voter identities. This technology required the use of a fingerprint reader, a portable computer and a printer. The voter merely placed his or her finger on the reader and all of the relevant information appeared on the computer screen. Despite the high-level technology, voters appeared to trust this system. Likewise, the technicians and poll workers were comfortable in its use.¹¹ Reports from OAS observers indicated that this technology worked well and expedited the voting process.

Security on Election Day was everywhere present and robust. A large number of auxiliary police officers supplemented the presence of regular police and members of the armed forces at polling sites. Minor incidents were speedily and effectively controlled. Observers noted a couple of instances in which one voter attempted to verbally intimidate or harass another; in both cases the offending elector was immediately removed by election officials. Gunshots were fired outside one polling site in St Andrew South Eastern and voting was suspended for 30 minutes while security forces dealt with the incident. Nobody was hurt, however, and voting resumed shortly afterward.

A few voters suggested that fears about insecurity, fuelled by a few widely publicized incidents of violence in the run-up to Election Day, may have contributed to a low turn-out. Such speculations are impossible to verify but highlight the importance of visible and dependable security in the campaign period, particularly the final 48 hours, to mitigate voter anxieties that may be out of proportion to the real threat of unrest.

Access to polling stations for the physically challenged was, in some cases, difficult due to stairs, crowds, and other obstructions. Some polling stations were also unduly cramped. This problem was particularly reported by the team observing in

¹¹ It is important to note, however, that this is not electronic voting. Citizens still mark a paper ballot creating a paper trail that is later verified.

Portland and Clarendon. One team of observers in Manchester Central and Southern reported that a few citizens complained that they had wanted to vote but lacked transport to reach the poll.

A subtler access issue is presented by the fact that party affiliations are very visible in Jamaica on election day: voters often wear bright party colors and carry party membership cards; those in the queue may in this respect be difficult to distinguish from party agents inside the polling station; voters also typically check their name on the voter list with either one of the party groups encamped outside the polling site. This is a matter of custom in Jamaica and the Mission chiefly saw good-natured banter between rival party groups on Election Day, with only one group reporting dissatisfaction that their counterparts were too close to the polling site itself. However, the Mission considers that the overtness and inescapability of supporters from the two main parties may intimidate some voters.

Observers noted that a disproportionate number of electors were in the over 35 age group, suggesting that in Jamaica, as in many other countries, a significant proportion of young people are not sufficiently motivated to vote. Gender imbalance was also apparent in the election, with a majority of election workers and agents being female, while males dominated the lists of candidates. Some observers noted that the EOJ's slogan 'one man, one vote', widely printed on t-shirts worn by election officials, while it could be interpreted as including both sexes, was not gender neutral: 'one person, one vote' would be preferable.

Election officials were, on the whole, well trained and they performed their duties impartially, efficiently and with pride in and commitment to their roles. Not all election officials were aware of what the Organization of American States was, why it was observing elections, and how long observers might be allowed to stay in a polling station to observe it. However, teams were treated with cordiality and helpfulness even in those places where their role was not fully understood.

Observers in the field noted a handful of cases in which electoral officials were inexperienced and their need to consult instructions delayed voting. The handbook provided by the Electoral Office of Jamaica is, however, commendably thorough and the correct procedures were eventually identified and followed. Likewise, there were occasional variations in practice – the most common being Presiding Officers forgetting to tear off the serial number from ballots before depositing them in the ballot box. None of these anomalies, however, was deemed deliberate or detrimental to the integrity and accuracy of the result.

The close of poll, counting of ballots and transmission of preliminary results were completed safely and conscientiously. A small number of recounts delayed confirmation of the final election result, but this reflected the very close nature of the contest rather than any inadequacy in the counting system. The overwhelming

sentiment expressed by observers at the end of Election Day was that Jamaica had risen to the challenge of mounting peaceful and rigorous elections in the wake of Hurricane Dean.

C. Post-election Process

The close result, in which the preliminary count at first indicated that the JLP had won 32 seats to the PNP's 28 seats, made for a tense post-election atmosphere. Portia Simpson-Miller, the Prime Minister and leader of the PNP, refused initially to concede defeat, claiming irregularities on the part of JLP candidates and supporters. The re-counting process in a few seats was acrimonious, with recourse in the Hanover Eastern constituency to the Supreme Court and the Court of Appeal over whether and how a recount should be conducted: a dispute that lasted over three weeks after the election. A minor irregularity was revealed by the EOJ, in which two ballot boxes in the South East St Mary constituency containing early votes by election day workers, had accidentally remained uncounted. This was remedied, however, and the result was unchanged. Although Ms Simpson-Miller was obliged to accept the JLP victory in the days immediately following the election, after recounts fixed their tally of seats at 33 to the PNP's 27, the PNP has filed court papers to have the election of two JLP candidates declared null and void, on the grounds that they were dual US-Jamaican citizens and thus ineligible to hold public office. Mr Golding was sworn in as Prime Minister on September 11, 2007. However, given that legal verdicts have not yet been filed on the dual-nationality issue, questions regarding the final balance of PNP and JLP MPs in the House of Representatives continued in the national press at the time of writing this report.

CHAPTER V: Conclusions and Recommendations

The OAS Electoral Observation Mission wishes to congratulate the people of Jamaica on the peaceful, orderly, and courteous conduct of the general election of September 3, 2007. The OAS Mission commends all those involved in the preparations for elections: the EOJ; the political parties; the police, for securing polling stations throughout the country; and civil society organizations involved in voter education and election observation. This, the first OAS Electoral Observation Mission in Jamaica, received a very warm welcome from all concerned in the electoral process, which both facilitated and enhanced the experience. There were relatively few areas in which the Mission felt that the electoral process in Jamaica could be improved. However, in the spirit of constructive engagement with the electoral authorities and political leaders of Jamaica, and as is customary in reports of this nature, the Mission would like to present the following observations and recommendations:

The Campaign

1. Traditionally, campaigns in Jamaica last about two weeks. This campaign, however, officially lasted a total of eight weeks, taking into account the postponement of elections, and that unofficial campaigning began nearly a year before Election Day. Many, including party representatives themselves, complained that the campaign was too long, too expensive and ultimately too acrimonious.
2. Currently, the electoral law prohibits parties from organizing campaign rallies in the final 24 hours of the campaign, but this prohibition does not include print and media campaigning which, if anything, intensifies in the run-up to the poll, potentially contributing to escalating tensions between rival party supporters. Much of the rhetoric on both sides in this election was very personal, seeking to portray the competing party and its leader in a negative light, and the tone of some party political broadcasts was unfortunate.

Campaign Finance

3. The increasing cost of political campaigning in Jamaica, as elsewhere in the Caribbean, is a matter for considerable concern. There is no system in place for inspecting or auditing candidates' returns and expenditure limits are largely not enforced or disregarded. Political parties are not required to indicate funding sources or amounts spent.

Election Preparations

4. The Electoral Office of Jamaica's preparations for the 2007 election was rigorous, timely, and effective. The work of the Election Center and the Political Ombudsman, which allow participants from across the political spectrum to communicate grievances or anxieties in a neutral setting and to request and see quick action on security and election management, is of great value in securing a peaceful and constructive pre-election period.

Election Day

5. Election day was peaceful and, with very few exceptions, those eligible to vote were afforded their right to exercise their franchise. Vote identification was scrupulous, if often time-consuming.
6. Lines at polling stations were rendered longer than they need have been by uneven distribution of voters between polling stations, often at the same polling site. The Electronic Voter Identification and Ballot Issuing System (EVIBIS) worked well and inspired confidence in officials and voters alike. However, where it was not present, the Black Book method of verifying the many voters who did not bring ID

cards caused delays that contributed to the long lines, which irritated voters, but proved crucial in guaranteeing voter franchise.

7. Access to polling stations for the physically challenged was difficult in many places. Some polling stations were also too cramped. A few, predominantly rural, voters had difficulty in getting transport to the polls. On the whole, however, those who wished to vote could do so.
8. Women are extremely active and visible in running elections in Jamaica. The Mission noted that a high percentage of election officials and party agents were female. However, relatively few women run for office. Twenty-one female candidates were nominated to compete for seats in the 2007 general election and eight won their constituencies. This marks a very small increase in the number of female MPs, previously seven in number. According to figures produced by Amnesty International, in 2005 women made up only 7 percent of mayors, only 17.6 percent of cabinet ministers, and only 11.7 percent of members of parliament.¹² It is evident that Jamaica has still some way to go in ensuring that women are equally represented in political roles and that political talent is fostered regardless of gender.

CHAPTER VI: Financial Statements

The Campaign

1. The Mission considers that a campaign period considerably shorter than that preceding these elections would be beneficial in reducing costs and tensions in the run-up to polling day. Currently, the electoral law prohibits parties from organizing campaign rallies in the final 24 hours of the campaign. The Mission believes all forms of campaigns, including print and electronic media, should be included in this prohibition.
2. Political and electoral authorities might consider the constitution of a Media Monitoring Unit to follow and analyze campaign coverage as well as party-political advertising to increase awareness of appropriate norms and boundaries in campaign literature, broadcasting, and related journalism, to foster balance, and promote civility in political debate.

¹¹ Amnesty International. 'Sexual Violence against Women and Girls in Jamaica', 22 June 2006, <http://web.amnesty.org/library/Index/ENGAMR380022006>

Campaign Finance

3. In Jamaica there are few legislative requirements to disclose campaign contributions and expenditures. Where legislation does exist, it pertains to the candidate and not to the party, making it easy to obviate restrictions and disclosure requirements. This situation is obviously unsatisfactory for the preservation of the democratic process from undue influence by corporate and transnational interests and the maintenance of a political system in which all can compete equally and fairly. Both major parties have recently affirmed their intention to address this glaring issue: the PNP in 2006 by proposing a Joint Select Committee of Parliament to discuss party funding and the JLP by proposing as part of its 2007 manifesto pledge to 'enact, in consultation with the Electoral Commission, legislation to regulate the financial operation of political parties'. Senator Trevor Monroe successfully brought a resolution in 2002 calling for the establishment of a national commission to examine and make recommendations for registering political parties and providing them with public funding to counter the threat of corruption. Political parties should review the conclusions of the EAC-organized conference of July 2006 and subsequent Senate submission and work to implement a meaningful and enforceable reform of Jamaica's political party and campaign finance regime before the next general elections. The participation of Bruce Golding (JLP) and Trevor Monroe (PNP) in the OAS's 2005 study into party and campaign finance reform in the Caribbean shows that bipartisan support and agreement on this issue is achievable. The OAS restated its willingness earlier in 2007 to assist in this process and remains ready to lend its good offices.

Election Preparations

4. The Mission was particularly impressed with the structure and functioning of the Election Center. Representatives of the political parties were provided with a permanent, private forum to express their concerns and request immediate action of the electoral and security authorities. Where it was deemed appropriate, immediate and effective action was indeed taken (for example, to cancel a rally in a volatile area) and this both served to reduce actual and potential tensions and to increase the confidence of all stakeholders in the electoral process. The Electoral Center included among its members the national observation mission as well as the OAS Electoral Observation Mission. This Center could represent a model for other countries in the Caribbean and Latin America.

Election Day

5. Lines at polling stations could be reduced in a number of ways, minimizing waiting time for voters and maximizing the efficiency of election workers. Firstly, effort

should be made to achieve a more even spread of registered voters among the polling stations, making at the same time, every attempt not to disrupt citizens' original voting sites. A better spread of registered voters amongst polling stations, especially within larger polling sites, would mean that it was rarely the case that one polling station had lines while another stood idle. Secondly, since some delays are attributable to voters arriving without ID cards and undergoing a series of verbal checks, The Electoral Office of Jamaica may wish to consider the use of other documents for identification such as a passport or driver license. Though the Mission recognizes that the technology is expensive, electoral authorities should consider implementing the EVIBIS system in a greater number of polling stations.

6. The Mission recommends improving polling sites and polling arrangements for physically challenged voters to enable ready access for all voters. Likewise, the accessibility of polling sites to rural voters should be considered and adequate transport assured that is independent of party agency.
7. Political parties should actively consider and pursue mechanisms to recruit, train and finance women to be candidates for public office. Disaggregating electoral data to establish the numbers of women and youth voters and electoral officials would be a useful step in quantifying relative participation rates and considering which groups are under-represented at different stages of the electoral process and why. The technology of the voter registry has already captured this information and it should be easy to obtain, analyze, and publicize.
8. The OAS Electoral Observation Mission welcomes the commitment of political party leaders to the Code of Conduct enshrining the principles of nonviolence and non-intimidation, avoidance of inflammatory utterances, avoidance of political tribalism, and commitment to a code of ethics in political life. Jamaica has made painstaking progress in tackling the problems that have historically beset its electoral process. More however can still be done to reduce negative and hostile political tactics before, during, and after elections and the Mission calls upon all stakeholders to promote a more inclusive and constructive cross-party politics in Jamaica and to foster unity and amity in the post-election period.

7.3 The Report from CARICOM

THE GENERAL ELECTIONS IN JAMAICA 3 SEPTEMBER 2007

REPORT OF THE CARICOM ELECTORAL OBSERVER MISSION

CARICOM SECRETARIAT

Turkeyen

Greater Georgetown

GUYANA

CONTENTS

Page

Map of Jamaica

Letter of Transmittal

Acknowledgements

1.0 Introduction: The Electoral Observation Mission

1

2.0 The Political System

2 - 3

3.0 The Electoral System

4 - 7

4.0 Preparations for the Elections

8 - 9

5.0 Election Day and Results

10

6.0 The Post-Election Period

11

7.0 Findings

12 - 13

8.0 Conclusions and Recommendations

14

ANNEXES

I Deployment Schedule of CARICOM Observer Teams

II Summary of Election Results

III Preliminary Statement issued by CARICOM Electoral Observer Mission

MAP OF JAMAICA



MAP OF PARISHES IN JAMAICA



ACKNOWLEDGEMENTS

The CARICOM Electoral Observer Mission wishes to record appreciation and thanks for the cooperation, support and kindness received from various persons and organizations, who in a number of ways contributed to the success of the Mission.

The Mission is especially grateful for the warm greeting and courtesies extended by the people of Jamaica, and congratulate them for the relatively peaceful manner in which they exercised their democratic rights.

Special tribute is paid to the Chairman of Electoral Commission of Jamaica, Professor Errol Miller; the Political Ombudsman, Professor Herro Blair; the Director of Elections, Mr. Danville Walker and the staff of the Electoral Office of Jamaica who worked tirelessly to ensure satisfactory preparations for the Elections.

The Mission also pays special tribute to the Police and other security forces for their commendable performance in ensuring order during the Elections.

The cooperation received from representatives of the Jamaica Labor Party (JLP), the People's National Party (PNP) and the Media is also highly appreciated.

Sincere gratitude is also extended to Electoral Officials who managed the polling stations and the Mission's drivers whose knowledge of the constituencies made a great impact on the success of the Mission's activities.

The CARICOM Electoral Observer Mission finally expresses special appreciation and gratitude to the CARICOM Secretary-General, His Excellency Dr Edwin Carrington, for according it the honour and privilege to serve the people of Jamaica, by contributing to promotion of democratic practices.

**CARIBBEAN COMMUNITY (CARICOM) ELECTORAL OBSERVER MISSION
TO THE GENERAL ELECTIONS IN JAMAICA**

5 September 2007

Dr Edwin Carrington
Secretary-General
Caribbean Community (CARICOM) Secretariat
Turkeyen, Greater Georgetown
Guyana

Dear Dr Carrington

It is with great pleasure that I hereby submit this Report on behalf of the Electoral Observer Mission to the General Elections, held in Jamaica on Monday 3 September 2007.

The Report describes the electoral systems, preparations for the Elections, activities on Election Day and the findings of the mission. It also makes recommendations aimed at strengthening of the electoral system in Jamaica.

I wish, on behalf of the Mission, to express sincere gratitude for the opportunity and privilege to participate in this very important assignment.

It was indeed an honour to have been invited to lead this Mission, and to contribute to the furtherance of democracy in the Caribbean Community.

Yours sincerely

Gerald Watt
Chief of Mission

1.0 INTRODUCTION: The Electoral Observer Mission

The CARICOM Electoral Observer Mission, on the invitation of the Government of Jamaica, was mounted to observe the General Elections scheduled originally for 27 August 2007 but postponed to 3 September 2007 mainly due to the impact of Hurricane Dean.

The eight-member Mission was comprised of Mr. Gerald Watt, Chief of Mission; Mr. Eugene Petty, Deputy Chief of Mission; Mr. Hensley Robinson, former Chief Elections Officer, Barbados; Ms. Judith Elise Hall-Bean, Assistant Cabinet Secretary, Bermuda; Mr. Kenneth Randy Scott, Parliamentary Registrar, Bermuda; Mr. Carson Raggie, Chief Elections Officer, Saint Lucia; His Excellency Ellsworth John, Ambassador of St. Vincent and the Grenadines to the Organization of American States (OAS); and Ms Lilia Ramjeawan, Project Officer, CARICOM Secretariat.

The main tasks of the Mission were to:

- (i) Monitor the preparations for the Elections in Jamaica;
- (ii) Observe the electoral process on the Day of Elections, including the counting of ballots;
- (iii) Collect qualitative observations regarding the electoral preparations, comportment of the electoral officials and political actors, and on the overall political environment;
- (iv) Collect results at the voting tables to quantitatively verify the accurate transmission of results; and
- (v) Observe the outcomes of the Elections and their impact on the political environment.

The Observer Mission was also required to prepare and submit a final report on the General Elections in Jamaica to the CARICOM Secretary General.

Members of the Observer Mission arrived on 28 August, 2007 and departed Jamaica on 5 September, 2007.

Prior to the Elections on 3 September 2007, the Mission met and held discussions with various electoral officials and stakeholders. Such officials and stakeholders included the Chairman of the Electoral Commission of Jamaica; the Political Ombudsman; the Director of Elections; and the Police. The Mission also held discussions with representatives of the two major political parties, the People's National Party (PNP) and the Jamaica Labour Party (JLP), and representatives of the Media.

The discussions with the various electoral officials and stakeholders served to provide the Mission with a greater appreciation of relevant issues surrounding the preparations for the

Elections. The meetings also contributed to the Mission's better understanding of the electoral process and political system in Jamaica.

2.0 THE POLITICAL SYSTEM

Jamaica became independent in 1962 through the Jamaica Independence Act 1962, which was passed by the United Kingdom Parliament. The 1962 Constitution established a parliamentary system mainly based on the United Kingdom model.

The Head of State is Queen Elizabeth II, who is represented by the Governor-General. The Governor-General is nominated by the Prime Minister and appointed by the Monarch. The Governor-General serves a largely ceremonial role, apart from the reserve power to dismiss the Prime Minister or Parliament.

Executive power is in the Queen but exercised mostly by the Cabinet, led by the Prime Minister. All members of the Cabinet are appointed by the Governor-General on the advice of the Prime Minister.

Parliament or the legislative branch is bicameral in nature, consisting of the House of Representatives (Lower House) and the Senate (Upper house). The 60 Members of the House of Representatives, known as Members of Parliament or MPs, are directly elected. The member of the House of Representatives who, in the Governor-General's best judgment is best able to command the confidence of a majority of the members of Parliament, is appointed by the Governor-General to be Prime Minister.

Senators are appointed jointly by the Prime Minister and the parliamentary Leader of the Opposition. Thirteen Senators are nominated on the advice of the Prime Minister and eight on the advice of the Leader of Opposition. The Senate reviews legislation submitted by the House of Representative, but can also submit bills. The Senate may not delay budget bills for more than one month or other bills for more than seven months.

General Elections must be held within five years of the forming of the government. The Elections are traditionally contested by two parties, with power often alternating between the People's National Party and Jamaica Labour Party. Over the past decade, a new political party called the National Democratic Movement (NDM), has emerged in an attempt to challenge the two-party system but it has not met any success. The two major political parties have historical links with two major trade unions – the Jamaica Labour Party (JNP) with the Bustamante Industrial Trade Union (BITU) and the People's National Party (PNP) with the National Workers Union (NWU).

The People's National Party (PNP), a democratic socialist political party, was founded by Norman Manley in 1938. The Party has held majorities in the Jamaican Parliament twice: firstly between 1972 and 1980; and again from 1989 to 2007.

The leadership of the Party was ceded to the founder's son, Michael Manley until he stepped down as Prime Minister in March 1992, for health reasons. The new leader, Percival James Patterson, subsequently led the PNP to victory in general elections in 1993, in December 1997 and in October 2002. The 1997 victory marked the first time any Jamaica political party had won three consecutive general elections since the introduction of universal suffrage to Jamaica in 1944.

In February 2006, Portia Simpson-Miller was elected as Patterson's successor. Portia, as she is affectionately called, became the first female President of the PNP and, in March 2006, the first woman in the country's history to hold the position of Prime Minister (Jamaica's seventh Prime Minister).

The Jamaica Labour Party (JLP), considered more to the right than its rival, the PNP, was founded in 1943 by Alexander Bustamante as the political wing of the Bustamante Industrial Trade Union. The Party held power in Jamaica from Independence in 1962 to 1972, and from 1980 to 1989. Bustamante led the Party from its founding until 1967 when he was succeeded by Sir Donald Sangster. Sir Donald, who served as leader for a very short period, was replaced by Hugh Shearer in 1967. Shear's successor, Edward Seaga, became the leader of the JLP in 1974 and served in that position until 2005, when he resigned. He was succeeded by Bruce Golding, who had been a government minister under the then Prime Minister Seaga in the 1980s, but who had broken from the JLP to found the New Democratic Movement (NDM), and had subsequently returned to the JLP. Golding was the Leader of Opposition in Parliament just before the General Elections on 3 September 2007.

3.0 THE ELECTORAL SYSTEM

The electoral system, in terms of the holding of parliamentary and local government elections and activities pertinent to these elections, are governed by Jamaica (Constitution) Order 1962, the Representation of the People Act, the Kingston and St. Andrew Corporation Act and the Parish Council Act. However, the Representation of the People Act (ROPA) is the principal legislation that regulates the conduct of Elections. ROPA makes provision, inter alia, for the registration of voters; administration of the Poll; nomination of candidates; and procedures for the conduct of elections.

Registration of Voters

All citizens who meet the qualifications established by law have the right to vote. In accordance with the Constitution and the Representation of the People Act, any citizen of Jamaica aged 18 years and over, who has been registered and whose name appears on the official voters list, is eligible to vote. The Constitution also provides for the registration of Commonwealth citizens who are resident in Jamaica for at least 12 months and has attained the prescribed age of 18 or over.

Provision is also made in the Constitution for the disqualification of voters. Section 37(2) of the Constitution debars a person from being registered as a voter if he is under the sentence of death or serving a sentence of imprisonment; and is a person who is insane or adjudged to be of unsound mind, among other provisions.

A single registration is permitted for each elector in one polling division only. The elector is not allowed to vote more than once in the same constituency in the same election or in more than one constituency in the same election. This provision is to be safeguarded by electoral officials who must establish the voter's identity before allowing the person to vote.

Administration of Elections

The proper administration of the electoral activities is a major hallmark of the democratic process. Day-to-day administration of electoral functions is entrusted to the Electoral Office of Jamaica (EOJ). The EOJ is headed by a Director of Elections who is recognized under the Representation of the People Act. Under the Act, the Director of Elections as the Chief Electoral Officer is empowered to exercise general direction and supervision over the administrative conduct of elections and enforce on the part of all election officers fairness and impartiality. The Director of Elections is supported in the performance of his duties by staff of electoral officials, and is advised by an Electoral Commission.

The Electoral Commission of Jamaica was created under the provisions of the Representation of the People (Interim Electoral Reform) Act, 1979. The Commission is comprised of three independent members, one member and an alternative from each of the two major political parties, and the Director of Elections.

The other very important officials in administering the electoral process are Returning Officers, Presiding Officers and Poll Clerks. Returning Officers are appointed for each constituency, with overall responsibility for arrangements for elections in the constituency or electoral district, including administration of the nomination of candidates. Within two days after receiving the writ of election, the Returning Officers are required to issue election notices, setting out the day and place fixed for the nomination of candidates as well as the day and time for the election. It is also a requirement, according to Section 22 (4) of the Representation of the People Act, for the election notices to be published in at least one issue of a daily newspaper and in at least one issue of the Gazette.

Presiding Officers and Poll Clerks are appointed to serve as Election Day workers at Polling Stations. The primary duties of Presiding Officers and Poll Clerks are to carry out the statutory requirements as outlined in the electoral laws. The Presiding Officers have the overall responsibility of managing the Polling Station in an efficient manner and ensuring that all rules of procedures in relation to the conduct of the Poll are clearly

understood and followed. The Poll Clerks, on the other hand, are responsible for properly completing the official records of the Poll in the poll book. Both Presiding Officers and Poll Clerks are to make sure, with the support of the security forces, that voting for nominated candidates is conducted in an orderly manner. Section 39 of the Representation of People Act stipulates a penalty for failure of Presiding Officers to carry out or neglect their duties. Such Officers on summary conviction will be liable to a fine of ten thousand dollars or imprisonment for a term not exceeding 12 months and disqualification from holding any post as an election officer for a period of seven years from the date of conviction.

Nomination of Candidates

The nomination of candidates takes place on the appointed day between ten o'clock in the morning and two o'clock in the afternoon. Nominated candidates must meet certain qualifications. Sections 39 and 40 of the Jamaica Constitution provide that persons must be citizens of Jamaica of the age of 21 years or upwards or Commonwealth citizens of the age of 21 or upwards who have been resident in Jamaica immediately preceding 12 months. In particular, Section 40 (2) states, among other things, that no person shall be qualified as an elected member of the House of Representative who: is under any acknowledgement of allegiance, obedience or adherence to a foreign power or state; holds or is acting in any public office or the office of judge of the Supreme Court or Judge of the Court of Appeal or, save as is otherwise provided by Parliament, is a member of the defense force; and has been adjudged or otherwise declared bankrupt.

Each candidate who qualifies to contest the election in a constituency must be nominated by ten or more electors qualified to vote in that constituency or electoral district. The nomination paper must be signed by the candidate and handed to the Returning Officer for the constituency. An amount of three thousand dollars must also be deposited with the Returning Officer. The deposit is returned if the candidate is elected or polled not less than one eighth of the total number of votes cast in the constituency or died before the close of the Poll on Polling (Election) Day. Nominated candidates have up to one hundred and sixty-eight hours (7 days) before Election Day to withdraw their candidature by filing a signed declaration with the Returning Officer, attested by the signatures of two qualified electors in the constituency. If after the withdrawal there remains only one candidate, the Returning Officer is required to return as duly elected the remaining candidate without waiting for the day fixed for holding the elections.

Procedures for the Conduct of Elections

The procedures for the conduct of the Poll mainly involve the activities to be carried out before the Poll opens at 7:00 o'clock in the morning; voting procedures; procedures for closing the poll at 5:00 in the afternoon and the counting of the ballots.

Prior to opening of the Poll, Presiding Officers and Poll Clerks assigned to Polling Stations in the sixty constituencies are provided with the ballot box, official lists of electors, electoral ink, ballot papers and supplies. The Presiding Officers are required to take great care to properly secure these articles against theft or tampering by unauthorized persons.

Agents or representatives appointed by candidates are authorized to be present in the Polling Station, upon taking the agent's oath. These agents are entitled to have ballot papers counted in their presence, and are also entitled to inspect all other papers, forms and documents relating to the Poll.

Observers are also permitted to enter any Polling Station for the purpose of observing any procedure and the voting process being carried out at that location.

Before the Poll is opened, Presiding Officers are required to open and examine the ballot box in the presence of the candidates and/or agents. The ballot box is then locked after permitting agents to inspect it, and the key kept by the Presiding Officers. The ballot box must be kept on the table in full view of all present and must remain there until the close of the Poll.

The electors are required to vote at the Polling Stations where their names appear on the official list of electors. Voting is permitted subject to satisfactory identification of the elector. For this purpose, the voter's identification card must be presented to the Presiding Officer. The elector's fingers are then checked to ensure the absence of stain of electoral ink. After being satisfied that the person is eligible to vote and that there is no evidence of electoral ink on the fingers, the voter is given the necessary instructions on how to properly mark and fold the ballot. In giving instructions, the Presiding Officer must ensure that he/she does not influence the voter to cast his ballot for any particular candidate.

The voter is then asked to proceed to the voting booth to mark the ballot. Having marked the ballot paper for candidate of choice, the ballot is to be folded in such a way that the elector's mark is not seen but showing the initials of the Presiding Officer. On returning to the Presiding Officer, the ballot is examined and the serial number checked to make sure it was the ballot issued to that elector before removing the counterfoil. The voter is then asked to immerse the right index finger in the electoral ink before being allowed to drop the ballot in the ballot box. (If the voter refuses to immerse the appropriate finger or any other finger in the ink, the Presiding Officer is authorized to destroy that ballot).

At the close of the Poll, the Presiding Officer ensures that all eligible voters in the line at 5.00 p.m. are allowed the right to exercise their franchise, then seals the tape on the top of the ballot box. A preliminary count of the ballots is then carried out, in the presence of agents of candidates and security officers. The ballot marked for individual candidates are placed in separate envelopes. Rejected ballots are also placed in a special envelope. A Statement of Poll with the preliminary results is prepared. This Statement, along with the Polling Station Account, the key for the ballot box and the sealed ballot box containing the Poll Book and other electoral paper and documents are transmitted or delivered to the Returning Officer.

The Returning Officer, upon receiving the Statement of Poll and the ballot box with envelopes containing ballots casts for each candidate and rejected ballots, has to undertake a Final Count of the votes, in the presence of candidates or their agents. On completion of the Final Count, the results are submitted to the Director of Elections, and agents of candidates. Disputes over the final count may be referred to the Resident Magistrate for a recount, in accordance with Sections 47 and 48 of the Representation of the People Act.

4.0 PREPARATIONS FOR THE ELECTIONS

In preparation for the General Elections on 03 September 2007, Election Day workers were appointed and trained to serve at the 6,235 Polling Stations established at a total of 2,739 locations in the 60 constituencies. An Official Voters List comprising 1,338,039 registered voters was prepared for the Elections, compared to 1,301,638 registered voters in the 2002 General Elections (an increase of 2.8 per cent).

A voter education and public awareness programme was conducted by the Electoral Office of Jamaica, especially through the print and electronic media. The programme included information on voting procedures, electoral offences and the location of Polling Stations. Radio and television appearances were also made by the Director of Elections, Mr. Danville Walker, to address issues of concern to stakeholders in the Elections.

The voter education programme was assisted, in some way, by the major political parties through newspaper and television advertisements, distribution of manifestos and leaflets, posting of campaign posters, the erection of billboards at strategic locations, and the holding of regular political rallies during the campaign. The political campaign by the major parties involved popular music, which seemed to have attracted large crowds to the rallies, based on newspaper reports. During the campaign period, the party supporters were noticeably wearing T-shirts with party colours, (orange for PNP; and green for JLP). The electronic and print media carried extensive coverage of the preparations and events leading up to Polling Day. The commentaries on the electronic media, though reflecting

evidence of bias in some instances, served to heighten awareness of electoral issues and the Elections in general.

The preparations were supported by security arrangement by the Police. A number of constituencies considered “hot spots” by the Police, were identified for proactive strategic deployments, in part, due to evidence of violence or consideration of potential violence that may be used intimidate voters. The constituencies identified for special scrutiny and tight security included South East St Andrew, West Central St Andrew, South East St Elizabeth, West Rural St Andrew, West Portland, North Central Clarendon and West St Thomas.

In terms of the administrative preparations, the necessary supplies, including the Official List of Electors, ballot papers and ballot boxes, were distributed to Presiding Officers and Poll Clerks just prior to Polling Day for their safe keeping. Polling Stations, which were mainly school buildings, were also prepared in accordance with the electoral laws. Some Polling Stations were equipped with the Electronic Voter Identification and Ballot Issuing System (EVIBIS) software. This system allows for identification and verification of each elector at the Polling Station. For the EVIBIS to work, this required a specially configured Personal Computer, a finger print scanner and a printer to authenticate ballots, along with technical support.

In addition, two International Observer Missions, the Caribbean Community (CARICOM) and the Organization of American States (OAS), were invited to observe the General Elections. A local group, the Citizens Action for Free and Fair Elections (CAFE), was also allowed to observe the Elections. For this purpose, the Observer Missions were issued photo ID Cards and authorized to enter the Polling Stations, observe the Poll and the counting of the ballots on Election Day.

5.0 ELECTION DAY AND RESULTS

On the Day of Election, the eight members of the CARICOM Electoral Observer Mission were deployed in various constituencies in the Parishes of Kingston, St Andrew and St Catherine, as reflected in the Deployment Schedule (Annex I). The Observer Teams were present at the opening of the Poll at 7 o'clock in the morning, the closing of the Poll at 5 o'clock in the afternoon, and the preliminary counting of the ballots at selected Polling Stations.

Members of the Mission visited over 75 percent of the Polling Stations in the 16 selected constituencies listed in the Deployment Schedule. These constituencies accounted for a substantial portion of the electorate. As such, the Mission was able to observe the voting proceedings at a good sample of Polling Stations.

Based on the Mission's observations, voters turned out in large numbers during the early part of the morning and generally were able to cast their ballots without intimidation or hindrance. A few of the Polling Stations were opened minutes after the scheduled time of 7 o'clock in the morning, but voters were orderly and exercised patience.

At the close of the Poll the ballots were preliminary counted by the Presiding Officers in the presence of agents of candidates and Statements of Poll were prepared. There was no noticeable evidence of dispute over the Preliminary Count.

The result of the Preliminary Count, as announced on radio and television were that the Jamaica Labour Party (JLP), had won 32 seats and People's National Party had obtained 28 seats. However, the subsequent Final Count of the ballots by the Returning Officers for the 60 constituencies indicated that the JLP received 33 seats and the PNP won 27 seats, as reflected in the Summary Results published by the Electoral Office of Jamaica (shown as Annex II).

The Results also indicate that the General Elections were contested by five political parties, namely the Jamaica Labor Party (JLP); the National Democratic Movement (NDM); the Ethiopian Party; the JBF; and the People's National Party (PNP). Three independent candidates also contested the Elections. A total of 816,535 electors voted in the Elections, representing a 61.0 percent turnout (compared to a 60 percent turnout in the 2002 General Elections). The JLP received 49.62 percent of the votes cast and PNP obtained 49.63 percent. These results and the voting pattern seem to suggest that the two-party system is very much entrenched in Jamaica.

6.0 THE POST-ELECTION PERIOD

In the immediate post-election period, jubilant supporters of the Jamaica Labour Party (JLP) celebrated the Party's narrow victory over the People's National Party (PNP). The People's National Party conceded defeat. However, in a brief televised address the PNP Leader, the Hon. Portia Simpson-Miller stated that the Party maintained its right to challenge the results of some seats once the final counts were made public.

The JLP Leader, the Hon. Bruce Golding, in his televised address, stated that the people might be sending a message that it was time for constructive engagement between the political parties. The JLP Leader called for a new framework, involving inclusiveness between Government and Opposition.

Congratulatory messages were sent to the Jamaica Labour Party by the Jamaica Council of Churches, the Jamaica Chamber of Commerce and the Jamaica Diaspora in the United Kingdom, for a hard fought victory after being in Opposition for 18 years, according to reports in the Media.

The Media also reported incidents of clashes between PNP and JLP supporters, especially in the Clarendon North West constituency. Generally, the immediate post-election environment was peaceful.

The CARICOM Electoral Observe Mission held a Media Conference on the day following the Elections and issued a Preliminary Statement. The Preliminary Statement, found at Annex III of the Report, commended the people of Jamaica for the peaceful manner in which the elections were conducted.

A Press Statement was also issued by the OAS Electoral Observer Mission. The Statement congratulated the people of Jamaica for their peaceful and orderly participation in the electoral process, and condemned acts of violence perpetrated during the political campaign.

Generally, the immediate post-election period, apart from celebration mainly by supporters of the Jamaica Labour Party, was an atmosphere of calm. There were, however, calls by the newly elected governing party, the JLP, for a new paradigm of constructive engagement in order to take Jamaica forward.

7.0 FINDINGS

The CARICOM Electoral Observer Mission's evaluation of the electoral process, partly reflected in the Preliminary Statement at Annex III, is summarized under the following sub-headings:

i) The Electoral Machinery

The preparations for the conduct of the Elections were very satisfactory. The electoral machinery was in an adequate state of readiness for the Elections, and in general the Elections were professionally organized.

ii) Voter Education

Voter education and Public awareness Program seemed adequate, except in the case of the use of the Electronic Voter Identification and Balloting System (EVIBIS).

iii) The Voting Process

The voting process was orderly and peaceful, and voters able to exercise their franchise without intimidation. However, the arrival of many voters at Polling Stations without their ID cards seemed to cause unnecessary delays.

iv) Secrecy of the Ballot

The screened areas where voters placed their mark on the ballot paper were protected and the secrecy of the ballot, with proper folding by the voter, was respected and ensured.

v) Assistance to the Physically Challenged

Provision of assistance to disabled persons seemed inadequate. In cases where Polling Stations were established on upper levels of buildings, this made it very challenging for disabled persons to navigate the stairs.

vi) Performance of Electoral Officials

The management of the Polling Stations was generally efficient and was conducted in a professional manner. However, the administrative competence of some Presiding Officers was below an acceptable level.

vii) Adherence to Procedures

In general, the required procedures governed the voting process were properly followed, with minor variation and omissions. One very noticeable omission was the issuing of ballot paper to electors without checking their fingers for any stain of electoral ink. Observed cases of minor variation involved the depositing of the ballot in the ballot box before the elector dipped his/her finger in the electoral ink; and placing of the ballot in the box without removing the counterfoil.

viii) Use of the Electronic Voter Identification and Ballot Issuing System

The system experienced operational difficulties at a number of Polling Stations. Although technical difficulties were anticipated by the Electoral Office of Jamaica, it would seem that many of the technical problems and delays were due, in part, to the lack of proper training of Presiding Officers and Poll clerks.

ix) Security

The presence of security officers at Polling Stations, heavily armed in some of the so-called “hot spots”, helped to ensure the peaceful and orderly conduct of the Poll.

x) Voter Behaviour

For the most part, voters were orderly and patient. The large early turnout suggests that the voters took their democratic right seriously. Outbursts of dissatisfaction or frustration were heard mainly in cases where persons could not find their names on the Official List of Electors.

xi) Political Violence

The Observer Mission did not encounter violence or disorderly conduct during its tours and inspections on Election Day. However, the Mission is aware of violence reported in the Media on the run up to the Elections and on Election Day.

8.0 CONCLUSIONS AND RECOMMENDATIONS

CARICOM Electoral Observer Mission commends the people of Jamaica for ensuring that the Elections were conducted in a relatively peaceful manner. The results of the General Elections seem to reflect the will of the people and their commitment to the democratic process.

The professional organization of the Elections has no doubt ensured that the electoral process was transparent. However, the strengthening of the electoral process can be further assured through positive action by the Electoral Office of Jamaica on the following recommendations:

- (i) An adequate training programme in the use of the electronic voting system (EVIBIS) should be organized for Presiding Officers and Poll Clerks, in an effort to ensure that the electronic voting process is mastered.
- (ii) Presiding Officers should be properly trained in the management of Polling Stations and electoral procedures, aimed at improving efficiency levels.
- (iii) Voter education should be strengthened in order to make voters more aware of important procedures in the voting process, especially the need to present ID Cards and the use of the Electronic Voter Identification and Balloting System.
- (iv) Provisions should be made to ensure that Polling Stations are easily accessible by the elderly and physically challenged persons, such as the provision of ramps to facilitate easy access by disabled person in wheel chairs.
- (v) The role of observers should be included as a subject area in the Training Manual for Election Day Workers, in order to encourage greater cooperation and avoid any confrontation between electoral officials and the observers.

As a general recommendation, directed particularly to political parties, the CARICOM Electoral Observer Mission urges political parties to take all necessary steps to eradicate acts of violence from the political landscape of Jamaica.

The consideration and implementation of the above recommendations can certainly assist in enhancing the integrity of the electoral system, and at the same time promote even greater confidence in the electoral process.

ANNEX 1

CARICOM ELECTORAL OBSERVER MISSION DEPLOYMENT SCHEDULE

TEAM NO.	TEAM MEMBERS	AREAS ASSIGNED
1.	Hensley Robinson Judith Hall-Bean	West Kingston Central Kingston Eastern Kingston/Port Royal East Rural St. Andrew
2.	Eugene Petty Lilia Ramjeawan	South Western St. Andrew Southern St. Andrew Eastern St. Andrew Sout East St. Catherine
3.	Carson Raggie Elisworth John	Western St. Andrew East Central St. Andrew North Eastern St. Andrew Southern St. Catherine
4.	Gerald Watt Randy Scott	North Central St. Andrew North Western St. Andrew West Rural St. Andew South Central St. Catherine

Electoral Office of Jamaica

Election Results: Summary

GENERAL INFORMATION

Election Name: General Election 2007 Recount

Election Type: GEN

Political Parties Contesting:

Party's Name	Party's Short Name
JAMAICA LABOUR PARTY	JLP
NATIONAL DEMOCRATIC MOVEMENT	NDM
ETHIOPIAN PARTY	IEWFIPP
JBF	JBF
INDEPENDENT CANDIDATE	INC
INDEPENDENT CANDIDATE	INB
INDEPENDENT CANDIDATE	INA
PEOPLES NATIONAL PARTY	PNP

Number of Political Parties Contesting: 8

Nomination Day: 2007-08-07

Election Day: 2007-09-03

VOTE INFORMATION

Total Number of Registered Voters: 1,338,039

Current Total Number of Voters: 816,535

Current Voter % Turnout: 61.02 %

Total Vote Allocation:

Party's Name	NUMBER OF VOTES
JLP	405212
PNP	405275
NDM	354
IEWFIPP	184
INA	124
INC	67
INB	28
JBF	9

Constituency Count:

Party's Name	Number of Constituency (Leading)	Number of Constituency (confirmed)
JLP	33	33
NDM	0	0
IEWFIPP	0	0
JBF	0	0
INC	0	0
INB	0	0
INA	0	0
PNP	27	27

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CARIBBEAN COMMUNITY (CARICOM) ELECTORAL OBSERVATION MISSION TO THE GENRAL ELECTIONS IN JAMAICA

PRELIMINARY STATEMENT

The CARICOM Electoral Observation Mission was mounted as a result of an invitation by the Government of Jamaica to monitor the General Elections, scheduled originally for 27 August 2007 but postponed to 3 September 2007 mainly due to the impact of hurricane Dean.

The key tasks of the eight-person Mission were to monitor the preparations and organizational arrangements for the Elections; to observe the electoral process, including the casting of ballots, opening and closing of the poll, and the counting of the ballots; and to assess the outcome of the Elections, as well as its immediate impact on the social and economic environment.

In an effort to monitor the preparations for the Elections, the Observation Mission met with relevant officials and stakeholders, including the Chairman of the Electoral Commission of Jamaica, the Political Ombudsman, the Director of Elections, and the Office of the Commissioner of Police. The Mission also held discussion with representatives of the two main political parties, the People's National Party (PNP) and the Jamaica Labour Party (JLP). The Mission had also intended to attend the scheduled political rallies in Kingston and St. Andrew, but the rallies were cancelled, in part, due to political disturbances and apparent fear of violence.

However, the consultations with the officials and stakeholders, in addition to the Mission's own observations, led to the team's satisfaction with the state of readiness of the electoral machinery for the Elections.

On Election Day, the eight members of the Observation Mission were deployed in different constituencies in the Parishes of Kingston, St. Andrew and St. Catherine, which account for a substantial portion of the electorate.

Based on the Mission's observation of the electoral process, voters turned out in large numbers during the early part of the morning and generally were able to cast their ballots without intimidation or hindrance, despite minor incidents of disturbances. A few of the Polling Stations opened minutes later than the scheduled time of 7:00 am, but voters were orderly and exercised patience.

The management of the polling stations was generally efficient and was conducted in a professional manner, although the administrative competence of some Presiding Officers was below an acceptable level. However, station management was slightly impaired by the fact that many voters arrived without ID cards, which caused unnecessary delays.

In general, voting procedures were followed, with minor variations and a few infractions. The transparency of the voting process was ensured and the secrecy of the ballot was also respected. The voting process was also peaceful, especially with the presence of security officers at all Polling Stations and more so in the troubled so-called “hot spots”. The security officers ensured the peaceful and orderly conduct of the Poll, and should be highly commended.

The Mission also commends the people of Jamaica for ensuring that the Elections were conducted in a relatively peaceful manner. The preliminary results of the General Elections seem to reflect the will of the people and the acceptance of the final results, when announced will further enhance the democratic and electoral process in Jamaica in which the people have shown confidence in recent times.

The strengthening of the electoral process could be further assured by acting on some of the recommendations that the Mission will be making in its Report to the CARICOM Secretary-General. Such recommendations will relate mainly to improvement of facilities for the physically challenged; public relations in terms of the use of ID cards; and the training of Electoral Day Workers.

While the Mission encountered no violence or disorderly conduct during our tours and inspections on Election Day, we are aware of the violence reported in the Media on the run up to the election and on Election Day. We urge the various people and stakeholders in the electoral process and particularly the various political parties to ensure that all acts of violence are eradicated for the political landscape of Jamaica.

The CARICOM Electoral Observation Mission takes this opportunity to express sincere thanks to the Chairman of the Electoral Commission of Jamaica and the Director of Elections and the staff of the Electoral Office of Jamaica for their tremendous support. Sincere gratitude is also extended to the Police and other security personnel, the political parties, other observers and the Media for their generous assistance. Above all, the Mission expresses appreciation to the people of Jamaica for the warmth and courtesies accorded to its members.

CARICOM Electoral Observation Mission
Kingston, Jamaica
4 September, 2007

7.4 The Report from the Constituted Authority for Elections

(Established under Section 44A of the Representation of the People Act (ROPA))

October 1st, 2007

PRESS RELEASE

The Constituted Authority consisting of six members: The Hon. Mr. Justice Rance Langrin CD, QC Chairman, The Hon. Dennis Lalor OJ, Prof. The Hon. Errol Miller OJ, CD, Dr. Herbert Thompson CD, The Hon. Mrs Dorothy Pine-McLarty OJ and The Hon. Mr. Justice Clarence Walker CD, considered five requests of Candidates emanating from five constituencies. These constituencies are:

- | | | | |
|----|-------------------------|---|------------------------|
| 1. | Hanover Eastern | - | Dr. D.K. Duncan |
| 2. | St. Andrew West Central | - | Mr. Patrick Roberts |
| 3. | Clarendon-Southwest | - | Mr. Joel Williams |
| 4. | St. Andrew South East | - | Mrs Joan Gordon-Webley |
| 5. | Manchester Central | - | Mrs. Sally Porteous |

Section 37 of the Election Petitions Act sets out the grounds on which the Constituted Authority may apply to the Election Court for the voiding of the taking of the poll. The grounds are as follows:

- “(a) That the total number of votes cast in a constituency or electoral division exceeds the number of electors on the official list for that constituency or electoral division;*
- (b) That ballot boxes that have been stolen or destroyed or have in any manner been tampered with and the number of electors on the list of electors for the polling stations is more than the difference in the number of votes cast for the candidate declared the winner and the candidate who is not declared the winner;*
- (c) That a presiding officer has, under duress, signed ballots and that the number of ballots so signed is sufficient to cast doubt on the majority of votes counted for the candidate declared elected;*
- (d) That votes have been polled by persons who are not bona fide electors thereby casting doubt on the integrity of the votes counted for the candidate declared elected; and*

- (e) *That there is an upsurge in violence or any irregularity during election day in one or more polling stations or polling divisions or in any electoral division or constituency which would lead to a substantial distortion or subversion of the process of free and fair election.*

Almost all the requests for voidance fall under section 37(e) of the Act. The Constituted Authority caused investigations to be carried out in respect of the relevant constituencies. Statements were taken from various witnesses, including disinterested parties. Two of the requests from candidates did not come in the form of affidavit (evidence) as required by Section 52A (3) of the Representation of the People Act (ROPA). Sub-section 3 states as follows:

“(3) A Candidate who is desirous of having the Constituted Authority make an application on his behalf to the Election Court shall, within fourteen days of the taking of the poll, make such request and shall furnish the Constituted Authority with such evidence on which he relies, which shall be by affidavit, so that the Constituted Authority may determine whether an application ought to be made.”

In respect to Mr. Joel Williams from South West Clarendon, the allegations were largely unsubstantiated.

In respect to Mrs. Joan Gordon-Webley of St. Andrew South Eastern, the irregularities complained of did not rise to such a level as would lead to a substantial distortion or subversion of the process of free and fair election.

In relation to Central Manchester, numerous allegations were made by Mrs. Sally Porteous in her affidavit. It must be noted that her affidavit was not accompanied by supporting evidence from any of the persons mentioned in her affidavit. However, the Constituted Authority caused an exhaustive investigation to be carried out with respect to these allegations. Therefore we examined 25 signed statements arising out of the investigations and found the following:

- (1) That the murder committed in the constituency on the morning of September 3rd, Election Day was a criminal act not related to politics.
- (2) That the allegations of roadblocks were not substantiated
- (3) That those incidents of irregularities that were confirmed did not rise to such a level as would lead to a substantial distortion or subversion of the process of free and fair elections in the constituency.

Accordingly, the Constituted Authority did not, whether on its own motion or at the request of any of the candidates, determined that any application ought to be made to the Election Court with a view to voiding the taking of poles within a polling station, polling division or constituency.

The Hon. Justice. R.G. Langrin
Chairman-Constituted Authority

7.5 Financial Returns by the Candidates

The following are the financial returns of Candidates in the September 3, General Elections as at March 31, 2008.

KINGSTON			
KINGSTON CENTRAL	Ronald Thwaites	PNP	192,000.00
	Charlton Collie	JLP	No Returns
	Junior Anderson	IEWPP	No Returns
KINGSTON EASTERN & PORT ROYAL	Phillip Paulwell	PNP	286,725.00
	Peter Sangster	JLP	6,000.00
	Opal Slater	NDM	18,000.00
KINGSTON WESTERN	Bruce Golding	JLP	961,850.00
	Jospeh Witter	PNP	12,000.00
ST ANDREW			
St. Andrew East Central	Peter Phillips	PNP	2,822,225.99
	Claudis Riddell	JLP	1,047,000.00
St. Andrew East Rural	Joseph Hibbert	JLP	339,000.00
	Mikael Phillips	PNP	2,565,500.00
	Percival Hurditt	NDM	No Returns

ST. ANDREW (Cont'd)			
St. Andrew Eastern	St. Aubyn Bartlett	JLP	No Returns
	Trevor Munroe	PNP	1,244,500.00
St. Andrew North Central	Karl Samuda	JLP	35,000.00
	Christopher Munroe	PNP	No Returns
	Christopher Cousins	IEWFIPP	No Returns
St. Andrew North Eastern	Delroy Chuck	JLP	1,300,000.00
	Hugh Thompson	PNP	No Returns
	Raoul A. Alder	IEWFIPP	31,632.81
St. Andrew North Western	Derrick Smith	JLP	No Returns
	Jermaine Martin	PNP	No Returns
	Dilpi Champagne	IEWFIPP	No Returns
St. Andrew South Eastern	Maxine Henry-Wilson	PNP	1,150,000.00
	Joan Gordon-Webley	JLP	No Returns
St. Andrew South Western	Portia Simpson	PNP	1,876,500.00
	Garnett Reid	JLP	1,606,168.23
St. Andrew Southern	Omar Davies	PNP	No Returns
	Dennis Messias	JLP	26,000.00
St. Andrew West Central	Andrew Holness	JLP	No Returns
	Patrick Roberts	PNP	No Returns
St. Andrew West Rural	Andrew Gallimore	JLP	No Returns
	Andrea Moore	PNP	No Returns
	Lawrence McKenzie	IEWFIPP	No Returns
	Mark Ranger-Latham	IND.	No Returns
St. Andrew Western	Anthony Hylton	PNP	2,149,434.18
	Joyce Young	JLP	75,000.00
	Eleanor Belanfante-Ellis	IEWFIPP	No Returns

ST. THOMAS			
St. Thomas Eastern	Fenton Ferguson	PNP	2,565,900.00
	Omer Thomas	JLP	No Returns
St. Thomas Western	James Robertson	JLP	No Expense
	Rosemarie Shaw	PNP	No Returns
	Earle Delisser	NDM	No Returns
PORTLAND			
Portland Eastern	Donald Rhodd	PNP	469,176.25
	Dennis Wright	JLP	No Returns
Portland Western	Daryl Vaz	JLP	222,000.00
	Abraham Dabdoub	PNP	No Returns
ST. MARY			
St. Mary Central	Morais Guy	PNP	1,715,192.31
	Lennon Richards	JLP	4,381,000.00
St. Mary South Eastern	Tarn Peralto	JLP	1,608,000.00
	Harry Douglas	PNP	2,172,000.00
St. Mary Western	Robert 'Bobby' Montague	JLP	11,500.00
	Delando Franklin	PNP	No Returns
ST. ANN			
St. Ann North Eastern	Shahine Robinson	JLP	No Returns
	Oswest Senior-Smith	PNP	No Returns
St. Ann North Western	lOthneil Lawrence	JLP	No Returns
	Michae Whittingham	PNP	No Returns
St. Ann South Eastern	Lisa Hanna	PNP	2,396,000.00
	Peter Fakhouri	JLP	No Returns
St. Ann South Western	Ernest Smith	JLP	No Expense
	Glenville Shaw	PNP	No Returns

TRELAWNY			
Trelawny Northern	E. V. Patrick Harris	PNP	2,401,320.00
	Dennis Meadows	JLP	11,500.00
	Astor Black	JAM	No Returns
Trelawny Southern	Marisa Dalrymple-Philibert	JLP	11,800.00
	Doneth Andre Brown-Reid	PNP	No Returns
	Anthony Lemonious	IEWFIPP	No Returns
ST. JAMES			
St. James East Central	Edmund Bartlett	JLP	1,552,000.00
	Donald Colomathi	PNP	No Returns
	Roystan Richards	IND.	No Returns
St. James North Western	Horace Chang	JLP	182,250.00
	Henry McCurdy	PNP	1,157,893.84
St. James Southern	Derrick Kellier	PNP	1,695,000.00
	Noel Donaldson	JLP	No Returns
St. James West Central	Clive Mullings	JLP	No Returns
	Francis Tulloch	PNP	No Returns
	Opollone Reid	NDM	No Returns
HANOVER			
Hanover Eastern	Donald (D.K.) Duncan	PNP	No Returns
	Barrington Gray	JLP	300,000.00
Hanover Western	Ian Hayles	PNP	302,000.00
	Donovan Hamilton	JLP	No Returns
	Leonard Sharpe	NDM	No Returns
	Jeremiah Smith	IEWFIPP	No Returns
	Yuwakhidd Iduwaqayliz	Jerusalem	No Returns

WESTMORELAND			
Westmoreland Central	Roger Clarke	PNP	1,489,000.00
	Russell Hammond	JLP	No Returns
Westmoreland Eastern	Donn Foote	JLP	238,000.00
	Luther Buchanan	PNP	300,000.00
Westmoreland Western	Kenneth Wykeham McNeill	PNP	1,333,748.00
	Audley Melhado	JLP	No Returns
ST. ELIZABETH			
St. Elizabeth North Eastern	Kern Spencer	PNP	18,849.74
	Corris Samuels	JLP	1,287,392.15
St. Elizabeth North Western	Williams J. C. Hutchinson	JLP	6,120.00
	Annmarie Warburton	PNP	No Returns
St. Elizabeth South Eastern	Franklyn Witter	JLP	7,000.00
	Norman Horne	PNP	9,500.00
	Conrad Powell	NDM	No Returns
	Sharon Witter	IND.	No returns
St. Elizabeth South Western	Christopher Tufton	JLP	2,491,000.00
	Stanley Redwood	PNP	1,776,750.00
MANCHESTER			
Manchester North Western	Dean Peart	PNP	203,000.00
	Timothy Scarlett	JLP	3,870,499.00
Manchester Central	Peter Bunting	PNP	1,599,998.90
	Sally Porteous	JLP	358,120.00
Manchester North Eastern	Audley Shaw	JLP	2,412,000.00
	Paul Lyn	PNP	2,000,000.00
Manchester Southern	Michael Peart	PNP	285,000.00
	Richard Hector	JLP	399,000.00

CLARENDON			
Clarendon Central	Lester Michael Henry	JLP	No Returns
	Neil McGill	PNP	No Returns
Clarendon North Central	Pearnel Charles	JLP	12,000.00
	Ralph Thomas	PNP	No Returns
Clarendon North Western	Michael Stern	JLP	28,700.00
	Richard Azan	PNP	No Expense
Clarendon Northern	Laurence Broderick	JLP	34,000.00
	Horace Dalley	PNP	No Returns
	Eton Williams	NDM	No Returns
Clarendon South Eastern	Rudyard Spencer	JLP	71,900.00
	Scean Barnswell	PNP	No Returns
Clarendon South Western	Joel Williams	JLP	No Returns
	Noel Arscott	PNP	No Returns
ST. CATHERINE			
St. Catherine Central	Olivia Grange	JLP	18,500.00
	Rohan Silvera	PNP	No Returns
	Pepon Ruddock	NDM	No Returns
St. Catherine East Central	Leslie Campbell	JLP	No Returns
	Natalie Neita-Headley	PNP	No Returns
	Ainsworth Campbell	IND	No Returns
St. Catherine North Eastern	Desmond Gregory Mair	JLP	586,217.50
	Phyllis Mitchell	PNP	No Returns
St. Catherine North Western	Robert Pickersgill	PNP	2,042,000.00
	Sandra Nesbeth	JLP	No Returns
	Gene Guthrie	NDM	No Returns

ST. CATHERINE (Cont'd)			
St. Catherine South Central	Sharon Hay-Webster	PNP	No Returns
	Devon McDaniel	JLP	8,000.00
St. Catherine South Eastern	Colin Fagan	PNP	800,000.00
	Arthur Williams	JLP	No Expense
	Denzil Taylor	NDM	No Returns
	Trevor Sharras	IEWPP	No Returns
St. Catherine South Western	Everald Warmington	JLP	34,500.00
	Denis Jones	PNP	No Returns
St. Catherine Southern	Fitz Jackson	PNP	1,605,000.00
	Errol Williamson	JLP	No Returns
	Curtis Campbell	NDM	No Returns
St. Catherine West Central	Kenneth Baugh	JLP	No Returns
	Homer White	PNP	No Returns

LOCAL GOVERNMENT ELECTIONS, DECEMBER 5, 2007

8.1 Introduction

Nomination Day for the Local Government Elections was announced on November 17 and Election Day was December 5, 2007. The closeness of the two elections meant that most of the plans, preparations and infrastructure used in the general elections were still in place to be used in the Local Government Elections. For example, the technicians, computers, and the electrical work done in EVIBIS polling stations were still available. As a result, this report on the local government elections will not repeat what was already reported on the preparations for the General Election but will focus only the areas where significant changes were made.

8.2 Changes for Local Government Elections

Following the General Elections of September 3, 2007, the Electoral Commission carried out a thorough review of the conduct of the Elections by the Electoral Office. This review revealed five areas in which improvements could and should be made. These areas were:

1. the reduction in the number of Election Day Workers including the removal of those whose performance was not up to par;
2. the issuing of the Civilian Voters' List to Candidates at the same time as the issuing of the police, military and Election Day Workers and Polling Station Security Assistants Voters' Lists;
3. reversion to the procedure used in October 2002 and June 2003 in dealing with the transfer of Indoor Agents, at the request of the candidates;
4. the issuing of Voters' Guides; and
5. the sorting and counting of the envelopes containing the ballots of the police, military and Election Day Workers and Polling Station Security Assistants.

Pruning of Election Day Workers

For the September 3, 2007, General Elections over 26,000 persons were designated as Election Day Workers. Over 8,000 of these persons were not actually used in any capacity on September 3. At the same time, due to late application of some persons volunteering to serve as Election Day Workers, some persons who would have been selected had they applied earlier were not selected. Following the review, it was decided to do two things. First, to drop from the list of Election Day Workers all those persons who did not work on September 3. Second, it was decided to conduct an assessment of the performance of all Election Day Workers who worked in any capacity on September 3.

This assessment, carried out at the constituency level, was done to determine (i) the persons who performed well; (ii) the persons whose performance could be brought to an acceptable standard with more training; and (iii) the persons below the acceptable standard. This assessment was made more critical with the real possibility of a Local Government Election being called later in the year. The assessment was carried out as follows:

- Constituency EDW lists were generated based on listings sent in from each constituency for payment.
- Biographical data for each EDW was captured and placed on a specially designed form created for the purpose of the assessment.
- The forms were then forwarded to the relevant constituencies, where the data contained therein was either confirmed or corrected. Constituency staff would then indicate on the forms whether or not the individual named in the form was recommended to work in future elections.
- The forms were then returned to the head office of the EOJ where those persons who were not recommended were removed from the list of active EDWs within the database. This then formed the basis for the new Election Day Worker list which was used in the Local Government Elections.

At the end of the assessment exercise, a total of 3,845 EDWs who had worked in the General Elections were removed from the EDW database. A round of recruiting was conducted chiefly from among late applicants to work in the General Elections. These workers were trained and made ready as per the training schedule set out at Section 2.6, while returning EDWs were given an abbreviated refresher training course to reacquaint them with the electoral systems. Special sessions were held with all Election Day Workers on the tearing of the ballot. This included simulation exercises.

Transfer of Indoor Agents

For the December 5, 2007 Local Government Elections Candidates made applications for the transfer of 1,215 Indoor Agents, not later than the 48 hours specified by law for making such applications. Documentation for all persons approved for transfer by Returning Officers was sent to the Information Systems Department of the Electoral Office. Transfer Lists were printed with the pictures of the Indoor Agents being transferred in the respective polling stations. In each case, the Transfer List contained a picture and other relevant information of the agent being transferred. One Transfer List was sent to the polling station from which the agent was transferred and a corresponding Transfer List to the polling station to which the agent was transferred. The Presiding Officers in the respective polling stations could identify by picture the Indoor Agents who had been transferred. The procedure, which was first used in the General Elections of October 16, 2002, again proved to be effective in addressing the matter of transfer of Indoor Agents to vote in the polling stations at which they worked on Election Day.

Issuing of Voters' List

On Nomination Day, November 17, 2007, candidates were given copies of the Official Voters' List as stipulated by law. On November 29, 2007, each candidate was provided with copies of the disaggregated Voters' List, that is, each candidate was provided with a copy of the Police Voters' List, the Military Voters' List, Election Day Worker and Polling Station Security Assistants Voters' List and Civilian Voters' Lists. Electronic copies of these lists were sent to the headquarters of parties recognised by the Electoral Commission of Jamaica. This meant that on Election Day December 5, 2007, indoor and outdoor agents operated with the Civilian Voters' List. There were no complaints of any elector being left off the Voters' List.

Issuing of Voters' Guide

Ninety-eight percent of polling locations used for the general elections remained the same for the Local Government Elections; hence, the decision was taken not to issue Voters' Guides. As an alternative, the changes in locations were published in the print media and flyers distributed throughout the relevant electoral divisions advising affected electors of the changes.

The Sorting of Police, Military and Election Day Workers Envelopes

The failure of the Electoral Office of Jamaica to identify, sort and count two ballot boxes containing envelopes with Election Day Workers ballots from St. Mary South Eastern on August 28, 2007, prompted the Electoral Commission to order a review and rewrite of the procedures used to sort and count the envelopes containing the ballots of Police, Military and Election Day Workers.

As a result of the review, the Electoral Office of Jamaica not only re-wrote the procedures for the reception, sorting and counting of the ballots at the EOJ head office at 43 Duke Street, but also incorporated procedures to govern how the Presiding Officers and Returning Officers operate in the polling stations and constituencies.

The changes were as follows:

- (i) At the end of the counting of the envelopes inside the polling stations, the Presiding Officers completed a Certificate of the Preliminary Statement of Poll. A copy of this was given to each Indoor Agent present.
- (ii) The original copy of the preliminary statement was given to the Returning Officers on delivery of the ballot boxes by the Presiding Officers.
- (iii) The Returning Officers then prepared a Returning Officers Transmittal Information Form (ROTIF) based on the information on the Preliminary Statement of the Poll.
- (iv) The completed ROTIF was delivered to the Regional Supervisors for delivery to EOJ head office.
- (v) The Regional Supervisors handed over the ROTIF and ballot boxes to the Vault Supervisor.
- (vi) The Vault Supervisor, after checking and verifying the information on the ROTIF with the ballot boxes presented, issued a Receival Certificate to the Regional Supervisors.
- (vii) The Vault Supervisor then checked off each ballot box received on his master list and instructed handymen working with him to store the ballot boxes in the designated sorting area.
- (viii) The Vault Supervisor then handed over the ROTIF to the Assistant Director of Information Systems who keyed the information into a data verification system.
- (ix) A two person team retrieved, opened and counted the contents of each ballot box, verified the total against the information posted on the ballot box and on the ROTIF.
- (x) A Ballot Box Verification Sheet containing the following information:
 - (a) Polling location information.
 - (b) Electoral Division.

- (c) Voter type (Police, Military, EDW).
 - (d) Number of envelopes counted.
 - (e) Number of envelopes verified as completed, signed by both persons on the team and handed to the Assistant Director of Information Systems once the total counted matched the number posted on the ballot box and the ROTIF.
-
- (xi) The Assistant Director of Information Systems then keyed the total alongside information for that ballot box in the data verification system.
 - (xii) The envelopes were then placed in boxes labelled by constituencies and electoral divisions.
 - (xiii) The counted ballot boxes were then labelled “counted” and then taken to a separate room designated for storing counted boxes.
 - (xiv) After the counting and sorting of all ballot boxes, and receiving clearance from the Assistant Director of Information Systems that all ballot boxes were accounted for, each two person team then counted the envelopes for each Electoral Division and Municipality, recorded and signed the final count form and handed it over to the Assistant Director – Information Systems for keying and verification.
 - (xv) The Assistant Director of Information Systems then printed a report with the total envelopes for each Electoral Division and Municipality; verified the totals to be the same as was given to the political party observers present.
 - (xvi) The envelopes were then packaged and stored in the vault for safe-keeping until delivery was made to the Returning Officers on Election Day.

The receipt, sorting and counting of ballots cast by the Police, Military and Election Day Workers on Thursday, November 29, 2007 went extremely well. The procedure started at approximately 5:00 PM on Thursday, November 29, 2007, and ended at 10:00 AM on Friday, November 30, 2007.

All ballot boxes utilised in Police, Military and Election Day Workers voting were received at the Electoral Office of Jamaica head office, sorted and counted and their contents packaged and handed over to the Returning Officers for placement in pre-determined polling stations in each Electoral Division.

Access to Data on Election Results

For the September 3rd General Elections, the EOJ provided live on-line access to media houses to the electronic data of the election results coming into the Election Centre through the Election Management Information System on election night. Access to this data was provided on a cost-sharing basis following the system that was developed and used for the October 2002 General Elections and continued to be used for the June 2003 Local Government Elections and the September 2007 General Elections.

For the December 5, 2007 Local Government Elections, the lawyers appointed by the EOJ and the Media Houses Association failed to reach agreement on the terms of the contract for live on-line access to the electronic data of the election results. However, an agreement was reached and a contract signed, with one media house that was not a member of the Media House Association. This impasse came to a head on December 5 and therefore gave no time for resolution. Both sides held their ground. The Media Houses Association rejected the terms that were offered and the EOJ refused the Media Houses represented by the Association live on-line access to the data reporting the election results. The very unsatisfactory outcome was that the public did not receive the election results in the manner that had become standard for elections in Jamaica.

8.3 Summary of Election Results

Parish Council 2007 Results - Councils Won

	JLP	PNP	Winner
KINGSTON & ST ANDREW DIVISIONS WON	45,943 23	42,990 17	JLP
ST THOMAS DIVISIONS WON	12,324 8	8,921 2	JLP
PORTLAND DIVISIONS WON	11,687 7	9,645 2	JLP
ST MARY DIVISIONS WON	18,394 10	16,635 3	JLP
ST ANN DIVISIONS WON	17,381 8	17,510 8	
TRELAWNY DIVISIONS WON	11,606 7	10,449 2	JLP
ST JAMES DIVISIONS WON	16,510 13	13,013 4	JLP
HANOVER DIVISIONS WON	9,167 2	10,460 5	PNP
WESTMORELAND DIVISIONS WON	11,077 0	16,833 14	PNP
ST ELIZABETH DIVISIONS WON	22,776 8	21,776 7	JLP
MANCHESTER DIVISIONS WON	19,728 7	19,267 8	PNP
CLARENDON DIVISIONS WON	29,083 17	20,261 5	JLP
ST CATHERINE DIVISIONS WON	37,787 22	325,57 18	JLP
TOTALS VOTES	263,463	240,317	
TOTAL DIVISIONS WON	132	95	

Portmore Municipal 2007 Results

	JLP	PNP	Winner
PORTMORE	9,240	9,052	JLP Keith Hinds

Conclusion

For the first time in the history of elections in Jamaica, there was no request for a magisterial recount in any of the 227 Electoral Divisions. Further, there were no requests for the voiding of elections in any Electoral Division or in any Polling Division.

LIST OF APPENDICES

- Appendix 1: Advertisements
- Appendix 2a: National Broadcast on Eve of Nomination Day
- Appendix 2b: National Broadcast: Local Government Elections
- Appendix 3: National Broadcast on Eve of Election Day
- Appendix 4: EIMS Maps
- Appendix 5: List of Candidates Nominated
- Appendix 6: Price Water House Coopers: Auditing the Ballot Printing Process
- Appendix 7: Breakdown of votes cast by Police, Military and Election Day Workers
- Appendix 8: Price Water House Coopers: Vetting the Voters' Lists
- Appendix 9: Breakdown of Voting Locations for August 28, 2007
- Appendix 10: The Final Results by Constituency

Appendix 1: Press Advertisements

“Leave and Symbols”



NOTICE

You are allowed **TIME OFF** to **VOTE** on Election Day

THE REPRESENTATION OF THE PEOPLE (LEAVE & SYMBOLS) REGULATIONS, 1944

1. These regulations may be cited as the Representation of the People (Leave and Symbols) Regulations, 1944.
2. **(A) Subject to the provision of paragraph (2) every employer shall permit each of his employees to be absent from his work on polling day for three hours in addition to the normal meal hour.**

(B) The provisions of paragraph (1) shall not apply to any employee whose work on polling day commences at or after 10:00am or concludes before or at 2:00pm.



Danville Walker
Director of Elections



"The Correct Way to Vote"



The **CORRECT** way to **VOTE**

Make sure
you **know** the
RULES
on Election Day

1



Be sure to find out exactly where you are to vote BEFORE Election Day.

Notices are mailed to all registered voters. If you do not receive a notice, visit your post office or EOJ constituency office, and you will be advised on the correct location for you.

2



Present your ID card and follow the instructions of the Presiding Officer.

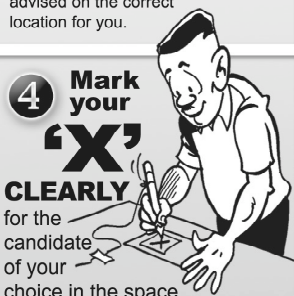
If you do not have your ID card you can still vote, but only after taking an oath and other prescribed procedures. After doing this you may collect your ballot paper.

3



Go behind the voting booth. Mark your ballot using ONLY the pencil provided.

4



Mark your 'X' CLEARLY for the candidate of your choice in the space provided.

Fold your ballot twice as instructed to protect the secrecy of your vote leaving the flap out.

DO NOT SHOW ANYONE WHO YOU HAVE VOTED FOR.

5



Give your folded ballot to the Presiding Officer so he/she can sign and detach the flap. The Presiding Officer will **NOT** open your ballot. Dip your finger in the ink to show that you have voted.

WATCH while your unopened ballot is put in the box.

6



Leave the vicinity in a peaceful manner.

- You can only vote if your name is on the Voters' List.
- The **use** of cellular phones in the polling station is **strictly prohibited**. 
- Your ballot is secret - do not display who you have voted for or your ballot will be spoilt.
- You may not remove any ballot paper from any polling station.
- You may not request a ballot paper in the name of another person.
- After casting your vote, **leave the voting premises.**

Free and fair
Elections
- It's up to YOU!

1-888-991-8683 • www.eoj.com.jm

“Peaceful Elections”



RESPECT...

...it starts with YOU!

Danville Walker



DIRECTOR OF ELECTIONS

“I pledge on behalf of the entire EOJ to continue to conduct elections in an efficient manner without fear or favour; and to always show respect to every voter.”

Rayharna Wright



INDOOR AGENT

- JAMAICA LABOUR PARTY
“We’re learning to follow the rules and respect each other - we know we can trust our electoral system.”

Nadrean Palmer



INDOOR AGENT

- PEOPLE’S NATIONAL PARTY
“I just love this new wave of unity - it’s foolish to fight over elections.”



Peaceful Elections DO IT for our wonderful Jamaica!

"Our Team is Complete"



Our **Team** is now
complete!

Thank YOU Jamaica...
You've shown your *commitment* to democracy!



The Electoral Office of Jamaica wishes to express appreciation to the thousands of patriotic Jamaicans who applied to serve as Election Day Workers.

The EOJ team and all **24,922** workers stand ready to serve democracy and ensure peaceful, free and fair elections.

***Free and Fair Elections
- It's up to YOU!***

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“Secrecy”



SECRECY

of your ballot

***Do not break the law
- or let anyone influence you to do so!***

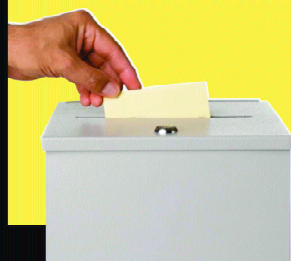
Taken from the Representation of the People Act (ROPA)

Sec. 99(1) - Every officer, clerk and agent, in attendance at a polling station shall maintain and aid in maintaining the secrecy of the voting in such station, and shall not communicate, except for some purpose authorized by law, before the poll is closed to any person any information as to the name or number on the register of voters or any voter who has or has not applied for a ballot or voted at that station; and no person whosoever shall interfere with or attempt to interfere with a voter when marking his vote, to otherwise attempt to obtain in the polling station any information as to the candidate for whom any voter in such station is about to vote or has voted, or as to the number of the ballot paper given to any voter at such station.

Sec. 99(4) - Every person who acts in contravention of the provisions of this section shall be liable, on summary conviction, before a Resident Magistrate to a fine of up to a maximum of eighty thousand dollars or to imprisonment up to a maximum of five years; and the Resident Magistrate may, in addition to such fine or imprisonment, order that the person be disqualified from holding any post of election officer for a maximum period of seven years from the date of conviction.

Remember..

1. The duty of secrecy is even more important than ever before in this election.
2. There is no need for indoor agents to take any material including the voters' list into the polling station **as all will be provided by the Electoral Office of Jamaica.**
3. Any breach of Sec.99 of the Representation of the People Act (ROPA) is a **criminal offence** punishable by law.



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"No Cell Phones"



Free & Fair Elections
- It's up to YOU!

NO CELL PHONE USE
inside Polling Stations
on Election Day!



This rule applies to **everyone** including:

- **Political Representatives**
- **Election Day Workers**
- **Volunteers and Observers**
- **Voters**

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Appendix 2a: National Broadcast on Eve of Nomination Day

My fellow Jamaicans we are in the midst of celebrating emancipation and independence the two most significant milestones in our country's history. Both emancipation and independence were achieved as a result of great sacrifices by our forebears. They made these sacrifices so that we can enjoy personal freedom and sovereignty as a nation. Duty to our country and honour of the legacy bequeathed by our forebears demand that we conduct ourselves on Nomination Day on Tuesday and during the period leading to the Election Day on August 27th in a manner befitting of the sacrifices of those who brought us to where we are today.

On behalf of the Electoral Commission of Jamaica I wish to commend all those persons who will offer themselves as Candidates on Nomination Day. Public service is a noble calling. Seeking to represent the people and to exercise power on their behalf is an awesome undertaking. Given the cloud that has been cast over politicians the world over, it takes courage to begin a career in elective politics or to continue in it.

When Candidates are duly nominated on Tuesday the Representation of the People Act and the Elections Petition Act will confer certain rights on them. Those laws also demand that Candidates take on responsibilities commensurate with the rights granted. The laws also prescribe sanctions if Candidates fail to live up to your responsibilities or abuse the rights granted.

By law as of Nomination Day by the Electoral Commission becomes fully in charge of the electoral processes. The Commission is obliged by law to respect the rights of Candidates, monitor the execution of their responsibilities and where warranted either apply the prescribed sanctions or apply to the relevant authority so to do. All Candidates can depend upon the Commission to carry out these responsibilities impartially and without regard to personalities. Further, now that Parliament is dissolved, the Commission will not take direction from any external source.

Jamaican democracy is premised on contending views and voices among Candidates of different political parties and of no party at all. It is by assessing these contending views and critiquing the different visions that the sovereign people make their decisions on who to elect by secret ballot. The Representation of the People Act and the Elections Petition Act set the boundaries that must not be crossed as views, voices and visions contend. The laws are clear. Elections must not take place in circumstances of riot, civil disturbance and open violence. Candidates must not win elections by fraud, violence or intimidation.

Allow me to put it in the positive. The laws governing elections specify that contending visions, views and voices of political parties and Candidates must take place in circumstances of civility and respect and that the elections must be contested with lawful actions and conducted in an orderly manner.

The Commission notes with strong approval the signing of Codes of Conduct by prospective Candidates at the urging of the Political Ombudsman. We also note that political campaigning in 90 per cent of constituencies across the country has been proceeding within the boundaries prescribed by law. However, we cannot ignore the fact that in a few constituencies incidents have occurred that have crossed the boundaries of good order, civility and respect and ended in illegal actions.

The Commission wishes to remind the supporters of all political parties that you are part of the sovereign people. Conduct yourself as the royalty that you are. Riotous behaviour and ragamuffin conduct are inconsistent with royalty.

In situations where Candidates are ineffective in controlling their supporters or are irresponsible in the exercise of their rights such that disorder or violence prevails in a constituency the Commission will act to enforce the law. The first action will be to request the Commissioner of Police to ban all marches, motorcades, meetings and other public forms of campaigning. If this action fails to restore peace and good order in the constituency the next step the Commission will take is to apply to the Governor General in Council to postpone the Elections in that constituency so that the full resources of the State can be brought to bear on that constituency.

Jamaica has a reputation in the world that far outstrips our size and political economy. The reputation gained by the beauty of our country, the hospitality of our people, the actions of our sportsmen, entertainers, scholars and immigrants have been very positive. The reputation gained for violence has been decidedly negative. Over the last 28 years as a country we had developed an electoral system that ranks with the best in the world. We are the world leader in the use of application of information technology to the preparation of voters' list and in the identification of electors. In this age of instant communication the eyes of the world are upon us in this election season.

The Electoral Commission exhorts Candidates, supporters and all electors to conduct yourselves in a manner that honours and lift up Jamaica land we love.

Good night and God Bless Jamaica.

Errol Miller
Chairman
August 6, 2007

Appendix 2b: National Broadcast: Local Government Elections

My fellow Jamaicans tomorrow is Local Government Elections where the sovereign people elect their representatives to form Parish Councils, the Kingston and St Andrew Corporation Council, Municipal Council of Portmore as well as elect the Mayor of Portmore. Local Government is that sphere of Government that most directly affect the lives of people. Local Government is that branch of government that is about the maintenance of community roads, drains and other infrastructure; permission to erect buildings; the lighting of streets; street signs; the collection of garbage; taking care of indigent citizens; and several other everyday matters. Local Government directly affects the quality of life of the people within the various jurisdictions. The Electoral Commission urges every registered elector to go the polls and cast your vote for the Candidate of your choosing in your Electoral Division.

The Electoral Commission thanks the hard working and efficient Director and staff of the Electoral Office for all the arrangements that have been made for this election. The Commission also thanks all those who have offered themselves, been trained and appointed as Election Day Workers and Polling Station Security Assistants. You are the face of the Commission that electors will see on Election Day. Treat all electors and the appointed agents of Candidates with respect. Carry out the rules of voting fairly and courteously, but with firmness. Retain your composure under all circumstances and at all times. Be careful and competent in carrying out the various procedures starting with opening the polling station on time at 7.00 am and ending with the delivery the Ballot Boxes to the Counting Centre with the Statement of the Poll displayed on the outside of the Ballot Box.

I must point out that if for any reason any member of the Security Forces, Election Day Workers, or Polling Station Security Assistant did not vote on November 29th you will not be able to vote tomorrow, December 5th. All Electors are only on the Voters' List once and must vote on the day specified by law. There are no exceptions.

The Commission is mindful of the fact that Indoor Agents, Outdoor Agents, Liaison Officers of Candidates, and CAFFE Observers are important partners in the electoral process that ensures free and fair elections. We are depending on you to execute the duties assigned to you by law carefully, honestly and responsibly.

The Commission wishes to remind all electors of a few very important points:

1. Do not be misled by anyone. If you are on the May 31, 2007 Voters' List then you are eligible to vote in this Election. You can rely on the Electoral Office to give you accurate information by calling 1 800 or going to the website eoj.com.jm and check that you are on the Voters List as well as where to vote. Further, the Voters List for each Polling Station will be posted in a prominent place. Check it for yourself.

2. Your vote is secret. You will vote behind booths that will not allow others to see how you vote. Fold your ballot properly before handing it to the Presiding Officer. Once the counterfoil is removed from the Ballot it cannot be traced back to you. Do not show the persons in the Polling Station how you have voted. If you do so your ballot will be spoiled by the Presiding Officer and if you do it a second time not only will the ballot be spoiled but you will be guilty of a criminal offence punishable by imprisonment.
3. Disabled electors will now vote like Blind electors. You can take a friend to vote for you. However, once the friend has assisted you that friend cannot assist another Disabled or Blind Voter. Make sure before hand that your friend is not also somebody else's friend.
4. All Voters should remember to take your Voter Identification Cards with you to the polling stations. This will allow you to vote quickly. The Representation of the People Act allows electors to vote without their ID Cards but in that case the particular electors have to swear to their identity and be fingerprinted. This takes much more time. Like all other rules governing the electoral system it will be enforced without fair or favour and without regard to whether or not the Presiding Officers know you personally. In the General Elections several electors ignored this advice and turned up without their ID Cards. They not only inconvenienced themselves but also electors with Cards. Please locate your ID Cards tonight and make sure that you take it with you tomorrow.
5. The use of cellular phones and digital cameras are strictly prohibited in the Polling Stations. If you are seen using any of these in the Polling Stations it will be assumed that you are carrying out an illegal action related to either bribery or intimidation. This will get you into trouble at a later date. Be warned. Do not use cell phones or digital cameras in the Polling Stations.
6. Generally candidates urge all electors to vote early. The resources of the Commission will not allow everybody in a polling station to vote in the first two or three hours after polling stations are opened at 7.00 am. So while we would not discourage you from voting early, do not be surprised if you have to join a line and wait.
7. If you arrive at the Polling Station and join a line of Voters before the close of the Poll at 5.00 pm you will be allowed to vote. However, this will not apply if you come one minute after 5.00 pm.

It is very important to understand that those persons who applied to be registered as an elector in the six month period April 1 to September 30, 2007 will not be able to vote in this Election. The publication of the Voters' List that should have been published on November 30th had to be postponed because the Law prohibits the publication of a new Voters' List once an election has been properly called.

The Electronic Identification of the Voter and Ballot Issuing System, EIVBIS, is again used in this Election. This system identifies the elector electronically and issues the ballot to the elector. The EIVBIS system is being used in thirteen urban constituencies in the Parishes of Kingston, St Andrew, St Catherine and St James. Do not be mistaken. This is not an Electronic Voting System as some say. It is an electronic identification and ballot issuing system. The ballots issued by this system are exactly like the ballots issued manually and are marked, counted and recounted just like all other ballots.

The Electoral Commission exhorts every candidate, all political parties, all those who work in the Elections and each elector to put your best foot forward in performing your different and several duties on Election Day.

- Let us conduct the Elections competently, observing the highest ethical standards of fairness and justice.
- Let all efforts be made to mobilise all electors go out to vote freely and without fear.
- Let respect, peace and good order prevail.
- Let us be patient and gentle with each other even if mistakes are made.
- Let us all accept the results as the voice of the sovereign people individually expressed but collectively binding on all who contended for their votes.

Let everyone be assured no candidate will either win or lose any election by fraud or malpractice. The Electoral Commission will enforce the electoral laws without fear or favour. Let us all therefore commit to make Jamaica stand tall in the world as we demonstrate that as a country and people we abide by the principles of the rule of law, government by consent of the governed and the right of every adult to elect their representative in free and fair elections.

God Bless Jamaica land we love

Errol Miller
Chairman

Appendix 3: National Broadcast on Eve of Election Day

My fellow citizens, tomorrow is Election Day. This is a special day in the life of our country. It is the day when the sovereign people elect their representatives to form the Government. Our forebears fought hard and sacrificed much to gain this right to vote. In honour of their sacrifice and armed with a sense of duty to Jamaica land we all love, I urge every registered elector to go the polls tomorrow and cast your vote for the Candidate of your choosing.

The Electoral Commission of Jamaica thanks all those who have offered themselves, been trained and appointed as Election Day Workers. You are the face of the Commission that electors will see on Election Day. Treat all electors and the appointed agents of all candidates with respect. Carry out the rules of voting fairly and courteously, but with firmness. Retain your composure under all circumstances and at all times. Be careful and competent in carrying out the various procedures starting with opening the polling station on time and ending with delivering the Ballot Boxes to the Counting Centre with the Statement of the Poll displayed on the outside of the Ballot Box.

The Commission is very mindful that Indoor Agents, Outdoor Agents, Liaison Officers of candidates, local and international observers are important partners in the electoral process that ensures free and fair elections. We are depending on you to execute the duties assigned to you by law carefully, honestly and responsibly.

The Commission wishes to remind all electors of a few very important matters:

1. Your vote is secret. You will vote behind booths that will not allow others to see how you voted. Please fold your ballot properly before handing it to the Presiding Officer. Once the counterfoil is removed from the Ballot it cannot be traced back to you. Do not show the persons in the Polling Station how you have voted. If you do so your ballot will be spoiled by the Presiding Officer and if you do it a second time not only will the ballot be spoiled but you will be guilty of a criminal offence punishable by imprisonment.
2. Disabled Voters: you will now vote like blind electors. You can take a friend to vote for you. However, once the friend has assisted you, that friend cannot assist another disabled or blind voter. Make sure beforehand that your friend is not also somebody else's friend.
3. All Voters: You should remember to take your Voter Identification Card with you to the polling station. This will allow you to vote as quickly as

possible. The Representation of the People Act allows electors to vote without their ID Cards, but in that case, the particular electors have to swear to their identity and be fingerprinted. This takes much more time. Like all other rules governing the electoral system, it will be enforced without fear or favour and without regard to whether or not the electoral officials know you personally.

4. The use of cellular phones and digital cameras are strictly prohibited in the polling stations. If you are seen using any of these in the polling stations it will be assumed that you are carrying out an illegal action related to either bribery or intimidation. This will get you into trouble at a later date. Be warned. Do not use cell phones or digital cameras in the polling stations.
5. Generally candidates urge all electors to vote early. Remember the resources of the Commission will not allow everybody in a polling station to vote in the first two or three hours after the polling stations are opened. So, while we would not discourage you from voting early, do not be surprised if you have to spend some time in a line at that time.
6. If you arrive at the polling station and join a line of voters before the close of the Poll at 5:00 PM you will be allowed to vote. However, this will not apply if you come one minute after 5:00 PM.

For the first time the **Electronic Voter Identification and Ballot Issuing System, EVIBIS**, is being used in a General Election. This system identifies the voter electronically and issues the ballot to the elector. The EVIBIS system is being used in 13 urban constituencies in the Parishes of Kingston, St Andrew, St Catherine and St James. The Electoral Office has carried out several simulation exercises in these constituencies to allow voters to become familiar with the system and to work out all the logistical and technical issues. Do not be mistaken. This is not an Electronic Voting System as some say. It is an electronic identification and ballot issuing system. The ballots issued by this system are exactly like the ballots issued manually and are marked, counted and recounted just like all other ballots.

Some elections in the country's past have been soiled and marred by several corrupt practices and illegal activities. Many persons in all political parties and in the country still have vivid memories of some of these practices and activities. The fact is that these practices and activities are part of our history and not of our present reality. We have substantial improvements in our electoral practices. Each General Election in our recent past has been an improvement on the previous General Election. We expect and have planned for this to be true of the General Elections tomorrow.

However, there are some in the various political parties and the country who are unable to bring themselves into the present. In some cases, the fears of the past have been translated into very pessimistic and even alarming expectations of what will happen on Election Day tomorrow. There may even be a few that would like to return to the corrupt and illegal practices of the past.

Let there be no doubt whatsoever. The laws are clear. Elections must not take place in circumstances of riot, civil disturbance and open violence. Candidates must not win elections by fraud, violence or intimidation. Allow me to put it in the positive. The laws governing elections specify that contending visions, views and voices of political parties and candidates must take place in circumstances of civility and respect and that the elections must be contested with lawful actions and conducted in an orderly manner.

The electoral laws will be enforced. Those who have ears to hear, let them hear. Energies and efforts devoted to corrupt and illegal activities will be totally wasted and bring nothing but grief to those involved.

The Electoral Commission, therefore, exhorts every candidate, all political parties, all those working in the Elections and each elector to put your best foot forward in performing your different and several duties on Election Day.

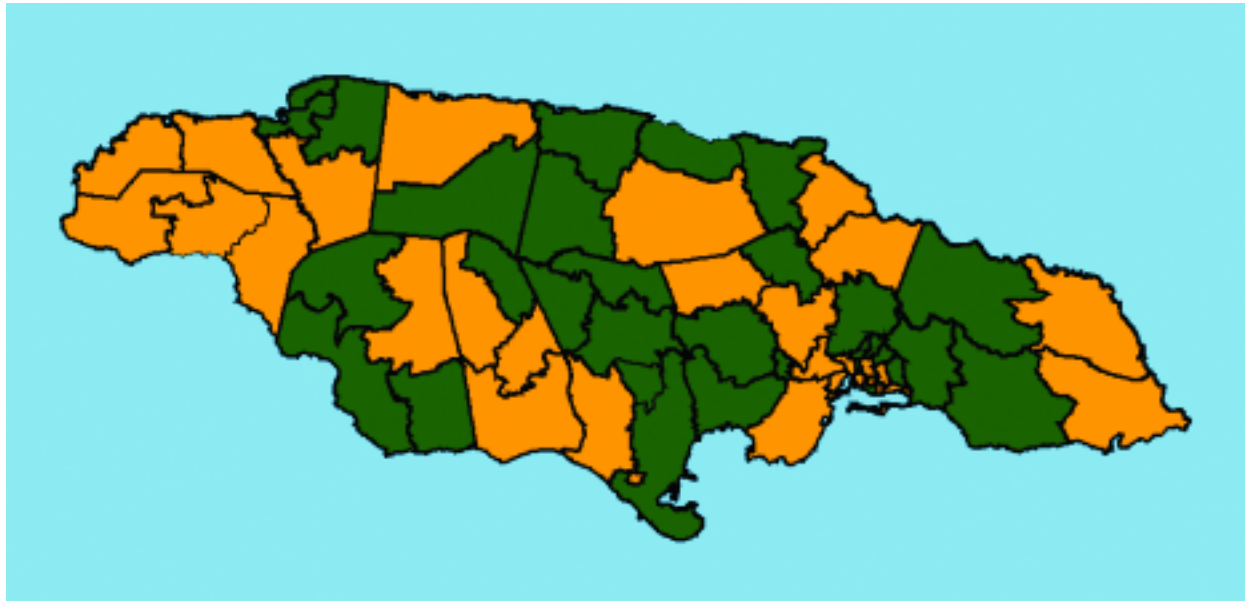
- Let us conduct the elections competently, observing the highest ethical standards of fairness and justice.
- Let all efforts be mobilised so that all electors go out to vote freely and without fear.
- Let respect, peace and good order prevail.
- Let us be patient with each other even if mistakes are made and may those who make mistakes readily recognise their errors and speedily acknowledge and correct them.
- Let us all accept the results when they are known as the voice of the sovereign people individually expressed and collectively binding on all who contended for their votes.

In the names of our heroine, Nanny, and our heroes, Sam Sharpe, Paul Bogle, William Gordon, Alexander Bustamante, Norman Manley and Marcus Mosiah Garvey, let us all make Jamaica stand tall in the world tomorrow as a country and people deeply committed to the principles of the rule of law, government by consent of the governed and the right of every adult to elect their representative in free and fair elections.

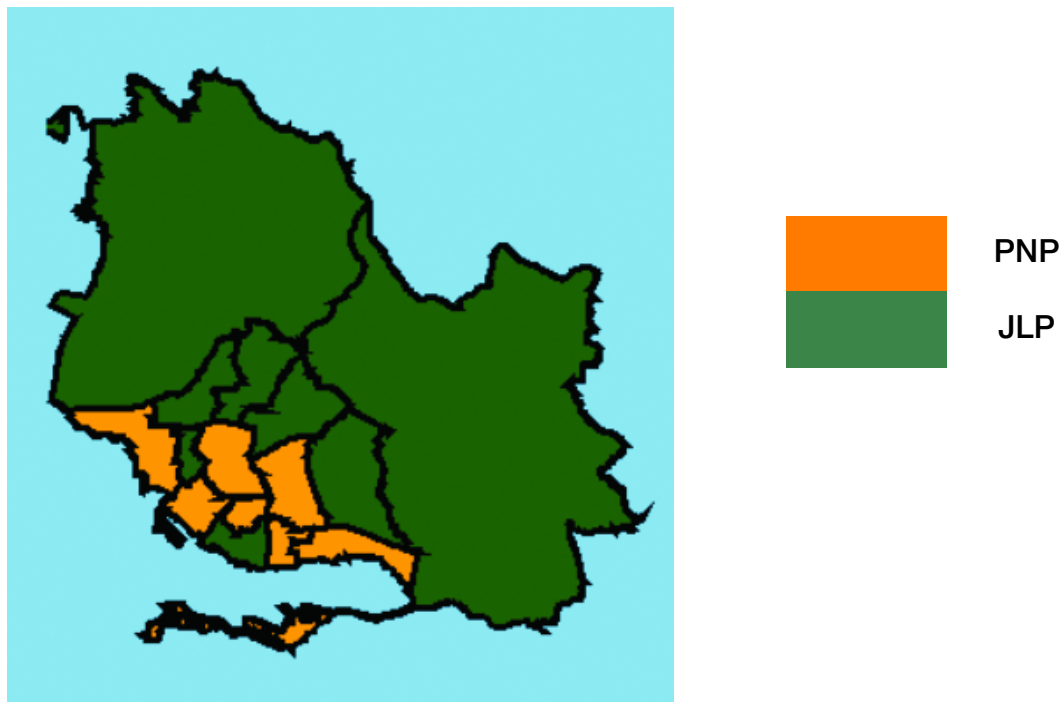
Errol Miller, Chairman
2 September, 2007

Appendix 4: Maps of Jamaica showing final results

Map of Jamaica showing preliminary results



Map of Kingston & St. Andrew



Appendix 5: List of Candidates Nominated

LISTING OF THE PERSONS NOMINATED
TO CONTEST SEPTEMBER 3, 2007 GENERAL ELECTIONS

CONSTITUENCY	NAME OF CANDIDATE	OCCUPATION	PARTY
St. Thomas Western	Earle Patrick Delisser	Attorney-At-Law	NDM
	James Robertson	Businessman	JLP
	Y. Rosemarie Shaw	Businesswoman	PNP
St. Thomas Eastern	Fenton R. I. Ferguson	Dental Surgeon	PNP
	Omer Thomas	Pathologist/Virologist	JLP
Portland Eastern	Donald Rhodd	Opthamologist	PNP
	Dennis Wright	Business Man	JLP
Portland Western	Abraham Dabdoub	Attorney-At-Law	PNP
	Daryl Vaz	Businessman	JLP
St. Mary South Eastern	Harry Douglas	Businessman	PNP
	Tarn Peralto	Architect	JLP
St. Mary Central	Morais Guy	Medical Doctor	PNP
	Lennon Richards	Accountant	JLP
St. Mary Western	Delando Franklyn	Attorney-At-Law	PNP
	Robert 'Bobby' Montague	Businessman	JLP
St. Ann South Eastern	Peter Fakhouri	Businessman	JLP
	Lisa Hanna	Communication Specialist	PNP
St. Ann North Eastern	Shahine Robinson	Farmer	JLP
	Oswest Senior-Smith	Attorney-At-Law	PNP
St. Ann North Western	Othneil Damion St. Elmo Lawrence	Businessman	JLP
	Michael Wittingham	Veterinary Surgeon	PNP
St. Ann South Western	Glenville Shaw	Contractor	PNP
	Ernest A. Smith	Attorney-At-Law	JLP
Trelawny Northern	Ras-Astor Black	Developer	JAM – Jamaica Alliance Movement
	E. V. Patrick Harris	Medical Doctor	PNP
	Dennis Meadows	I. T. Consultant	JLP

CONSTITUENCY	NAME OF CANDIDATE	OCCUPATION	PARTY
Trelawny Southern	Doneth Andre Brown-Reid	Insurance Executive	PNP
	Marisa C. Dalrymple-Philbert	Attorney-At-Law	JLP
	Anthony P. Lemonious	Businessman	IEWFIPP – Imperial Ethiopian World Federation incorporated Political Party
St. James East Central	Edmund Bartlett	Business Consultant	JLP
	Donald Earl Colomathi	Tour Operator	PNP
	Roystan Richards	Farmer	IND
St. James North Western	Horace A. Chang	Medical Doctor	JLP
	Henry George McCurdy	Businessman	PNP
St. James West Central	Clive Arthur Mullings	Attorney-At-Law	JLP
	Apollone Simone Reid	Physiotherapist	NDM
	Francis A. Tulloch	Attorney-At-Law	PNP
St. James Southern	Noel W. Donaldson	Attorney-At-Law	JLP
	Derrick F. Kellier	Farmer	PNP
Hanover Eastern	Donald (D. K.) Duncan	Dental Surgeon	PNP
	Barrington O. A. Gray	Building Contractor	JLP
Hanover Western	Donovan Earl Hamilton	Insurance Executive	JLP
	Ian Dave Hayles	Businessman	PNP
	Yuwakhid Ivuwaqayliz	Fisherman	Jerusalem Bread Foundation
	Leonard H. E. Sharpe	Contractor	NDM
	Jeremiah E. Smith	Teacher	IEWFIPP
Westmoreland Western	Audley Earl Melhado	Attorney-At-Law	JLP
	Kenneth Wykeham McNeill	Medical Doctor	PNP
Westmoreland Central	Roger Harold Clark	Farmer	PNP
	Russell O'Brian Hammond	Businessman	JLP
Westmoreland Eastern	Luther B. M. Buchanan	Businessman	PNP
	Donn Foote	Attorney-At-Law	JLP

CONSTITUENCY	NAME OF CANDIDATE	OCCUPATION	PARTY
St. Elizabeth North Western	William J. C. Hutchinson	Farmer	JLP
	Annmarie Warburton	Teacher	PNP
St. Elizabeth North Eastern	Corris Samuels	Teacher	JLP
	Kern Spencer	Businessman	PNP
St. Elizabeth South Western	Christopher Tufton	Lecturer	JLP
	Rev. Stanley Redwood	Lecturer	PNP
St. Elizabeth South Eastern	Norman Horne	Businessman	PNP
	Conrad Powell	Attorney-At-Law	NDM
	Franklyn Witter	Mayor	JLP
	Sharon Witter	Farmer	Independent
Manchester Southern	Richard Hector		JLP
	Hon. Michael Peart		PNP
Manchester Central	Peter Bunting	Banker	PNP
	Sally Porteous	Film Producer	JLP
Manchester North Western	Hon. Dean Peart	Businessman	PNP
	Timothy Scarlett	Engineer/ Businessman	JLP
Manchester North Eastern	Paul Anthony Lyn	Businessman	PNP
	Audley Shaw	Businessman	JLP
Clarendon North Western	Michael A. Stern	Businessman	JLP
	Richard Edward Azan	Businessman	PNP
Clarendon North	Eaton Williams	Mechanical Engineer	NDM
	Lawrence George S. Broderick	Attorney-At-Law	JLP
	Horace Washington Dalley	Teacher	PNP
Clarendon North Central	Ralph Thomas	Banker/ Management Consultant	PNP
	Pearnel Patro Charles	Trade Unionist	JLP
Clarendon Central	Neil McGill	Medical Doctor	PNP
	Lester Michael Henry	Publisher	JLP
Clarendon South Western	Noel Arscott	Farmer	PNP
	Joel L. Williams	Businessman	JLP

CONSTITUENCY	NAME OF CANDIDATE	OCCUPATION	PARTY
Clarendon South Eastern	Scean A. Barnswell	Electrical Technician	PNP
	Rudyard Spencer	Trade Unionist	JLP
St. Catherine North Western	Hon. Robert Pickersgill	Attorney-At-Law	PNP
	Sandra Nesbeth	Medical Doctor	JLP
	Gene Guthrie	General Engineer	NDM
St. Catherine South Western	Clifford Everald Warmington	Construction Management Consultant	JLP
	Denis Elroy Jones	Dental Surgeon	PNP
St. Catherine Southern	Errol Williamson	Medical Doctor	JLP
	Fitz Jackson	Businessman	PNP
	Curtis Campbell	Life Coach & Consultant	NDM
St. Catherine Central	Pepon Ruddock	Businessman	NDM
	Olivia Grange	Company Director	JLP
	Rohan Dwight Silvera	Businessman	PNP
St. Catherine South Eastern	Colin Fagan	Businessman	PNP
	Trevor John Sharras	Haulage Contractor	IEWFIPP
	Arthur H. W. Williams	Attorney-At-Law	JLP
	Denzil Taylor	Marketing & Immigration Consultant	NDM
St. Catherine East Central	Ainsworth Campbell	Attorney-At-Law	Independent
	Leslie Campbell	Attorney-At-Law	JLP
	Natalie Neita-Headly	Human Resource Consultant	PNP
St. Catherine West Central	Kenneth Baugh	Medical Doctor	JLP
	Homer White	Business Man	PNP
St. Catherine North Eastern	Mitchell M. Phyllis	Teacher	PNP
	Desmond Gregory Mair	Civil Engineer	JLP
St. Catherine South Central	Devon McDaniel	Businessman	JLP
	Sharon Merle Hay-Webster	Lecturer	PNP
St. Andrew West Rural	Andrea R. N. Moore	Lawyer	PNP
	Andrew Gallimore	Businessman	JLP
	Lawrence McKenzie	Apiculture Consultant	IEWFIPP
	Mark A. W. Ranger-Latham	Executive Compensation Consultant	Independent

CONSTITUENCY	NAME OF CANDIDATE	OCCUPATION	PARTY
St. Andrew West Central	Patrick Leroy Roberts	Businessman	PNP
	Andrew Michael Holness	Businessman	JLP
St. Andrew East Central	Claudius Claude Riddell	Businessman	JLP
	Peter David Phillips	Political Economist	PNP
St. Andrew South Eastern	Maxine Antoinette Henry-Wilson	Educator	PNP
	Joan A. Gordon-Webley	Businesswoman	JLP
St. Andrew Eastern	Trevor St. George Munroe	University Professor	PNP
	St. Aubyn Bartlett	Veterinarian	JLP
St. Andrew North Eastern	Hugh Michael Thompson	Businessman	PNP
	Delroy Chuck	Attorney-At-Law	JLP
	Raoul A. Alder	Engineer	IEWFIPP
St. Andrew North Central	Karl Samuda	Businessman	JLP
	Christopher Cousins	Farmer	IEWFIPP
	Christopher Munroe	Medical Doctor	PNP
St. Andrew North Western	Dilpi S. Champagne	Teacher	IEWFIPP
	Jermaine S. Martin	Educator	PNP
	Derrick Charles Smith	Businessman	JLP
St. Andrew East Rural	Joseph Uriah Hibbert	Engineer	JLP
	Percival A. Hurditt	Businessman	NDM
	Mikael A. Phillips	Businessman	PNP
Kingston Western	Bruce Golding	Businessman	JLP
	Joseph Witter	Businessman	PNP
Kingston Central	Junior Juan Anderson	Record Producer/Jeweller	IEWFIPP
	Charlton E. Collie	Medical Doctor	JLP
	Ronald Thwaites	Attorney-At-Law	PNP
Kingston East & Port Royal	Phillip Paulwell	Attorney-At-Law	PNP
	Peter Sangster	Businessman	JLP
	Opal Slater	Businesswoman	NDM
St. Andrew Western	Eleanor Theresa Belanfante-Ellis	Teacher	IEWFIPP
	George Anthony Hylton	Attorney-At-Law	PNP
	Joyce Ann Young	K.S.A.C. Councillor	JLP
St. Andrew South Western	Garnett M. Reid	Businessman	JLP
	Portia L. Simpson	Administrator	PNP
St. Andrew Southern	Omar Lloyd Davies	University Lecturer	PNP
	Dennis Messias	Minister of Religion	JLP

Appendix 6: Price Water House Coopers' 2007 Final report on the 2007 General Elections Ballot Review and Certification

ELECTORAL OFFICE OF JAMAICA

2007 GENERAL ELECTIONS BALLOT REVIEW AND CERTIFICATION REPORT

DRAFT REPORT



**ELECTORAL OFFICE OF JAMAICA
2007 GENERAL ELECTIONS
BALLOT REVIEW AND CERTIFICATION REPORT
OCTOBER 2007**

BACKGROUND

The Electoral Office of Jamaica has the responsibility for managing all the activities in the conduct of National Elections, inclusive of General, Local Government and By-elections. PricewaterhouseCoopers, an International Firm of Chartered Accountants was contracted to carry out a verification exercise towards ensuring that all Ballots inclusive of Blank, Final Printed and Unofficial Printed (Spoilt) ballots, in the custody of the Electoral Office in connection with the 2007 General Elections were properly accounted for prior to being officially dispatched to relevant electoral divisions within Jamaica.

TERMS OF REFERENCE

We were required to:

- I. Attend the inventory count of Blank ballots to determine and certify the quantities on hand prior to printing for use in the General Elections.
- II. Observe the printing of ballots and verify all amounts printed for use in the General Elections.
- III. Observe the movement of Final Printed Ballots and verify ballots dispatched from the Electoral Office of Jamaica.
- IV. Reconcile the Blanks Ballots counted prior to printing, with Final Ballots Printed, Spoilt Ballots and Blank Ballots on hand after printing.
- V. Submit a report on the reconciliation of the ballots.

The following should however be noted:

- There was no assessment done by PricewaterhouseCoopers of the systems used by the Electoral Office of Jamaica in the ballot printing process.
- The scope of our audit did not extend to accounting for ballots subsequent to their official dispatch from the Electoral Office of Jamaica.



**ELECTORAL OFFICE OF JAMAICA
2007 GENERAL ELECTIONS
BALLOT REVIEW AND CERTIFICATION REPORT
OCTOBER 2007**

METHODOLOGY

The methodology adopted included the following:

1. Ascertaining the system of receiving and issuing Blank Ballots for use in the 2007 General Elections into and from stores at the Electoral Office of Jamaica.
2. Carrying out a full physical inventory of Blank Ballots held in stores at the Electoral Office of Jamaica for use in the 2007 General Elections before final printing.
3. Examining the counting and batching of Final Printed Ballots for each constituency.
4. Examining the batches of Final Printed Ballots for each electoral division to the Batch Control Sheets and Ballot Allocation Report.
5. Carrying out procedures to ensure that Batch Control Sheets of Final Printed Ballots for each electoral division are properly maintained and contain information consistent with the Sequence Allocation Report.
6. Counting and recording all Unofficial (Spoilt) Printed Ballots.
7. Observing the shrink-wrapping of the batches of Final Printed Ballots for each electoral division and ensuring that this was satisfactorily done.
8. Checking of the shrink-wrapped Final Printed Ballots for each electoral division against the Ballot Allocation Report. Where the ballots were not shrink-wrapped, checking to ensure that the envelopes which contained them were properly labelled as per Ballot Allocation Reports.
9. Observing the packing and sealing for all boxes with Final Printed Ballots for each electoral division.
10. Observing the movement of boxes with the Final Printed Ballots from the printing area to the vault for temporary storage prior to official dispatch.
11. Observing and logging all official dispatches of boxes with Final Printed Ballots to each electoral division.



**ELECTORAL OFFICE OF JAMAICA
2007 GENERAL ELECTIONS
BALLOT REVIEW AND CERTIFICATION REPORT
OCTOBER 2007**

METHODOLOGY (CONTINUED)

13. Carrying out a reconciliation exercise on Ballots, in particular:

- a) Opening quantity of Blank Ballots per records in storeroom;
- b) Quantity of Blank Ballots issued to production per records from storeroom;
- c) Closing quantity of blank Ballots in storeroom per physical count;
- d) Final Printed Ballots Officially Dispatched to electoral divisions; and
- e) Unofficial Printed Ballots physically counted.

FINDINGS

The results of our verification exercise which took place between the 9 August 2007 and 2 September 2007 is summarised below.

I. Blank Ballots

A total of 1,500,000 Blank Ballots were counted during the physical inventory of Blank Ballots held in stores at the Electoral Office of Jamaica for use in the 2007 General Elections before final printing commenced. This comprised of 1,490,000 regular ballots and 10,000 Substitute Ballots. During ballot printing an additional, Duplicated Ballot, was discovered.

A total of 1,460,001 Blank Ballots were issued from stores throughout the duration of the exercise. This is comprised of 1,450,001 regular ballots and 10,000 Substitute Ballots. A total of 80,001 Blank Ballots were returned to stores subsequent to the printing of ballots. This is comprised of 77,019 Regular Ballots and 2,982 Substitute Ballots. All unused ballots were checked at the completion of the exercise.

See reconciliation in **Appendix I**.

II. Final Printed Ballots Officially Dispatched

A total of 1,372,955 ballots were verified as Final Printed and Officially Dispatched to electoral divisions. This included 1,366,050 Regular Ballots and 6,905 Substitute Ballots.



**ELECTORAL OFFICE OF JAMAICA
2007 GENERAL ELECTIONS
BALLOT REVIEW AND CERTIFICATION REPORT
OCTOBER 2007**

FINDINGS (CONTINUED)

III. Unofficial Printed (Spoilt) Ballots

A total of 7,045 Unofficial Printed Ballots were physically counted at the end of the ballot printing exercise. This is comprised of 6,932 Regular Ballots and 113 Substitute Ballots. All spoilt ballots were physically examined.

The total for the Unofficial Printed (spoil) Regular Ballots above includes one (1) ballot (20790002) duplicated by the supplier. The duplicate was examined and voided.

IV. Distribution

All police and military ballots were distributed on 17 August 2007. The civilian ballots were distributed on 25 August 2007, 31 August 2007 and 2 September 2007.



**ELECTORAL OFFICE OF JAMAICA
2007 GENERAL ELECTIONS
BALLOT REVIEW AND CERTIFICATION REPORT
OCTOBER 2007**

EXCEPTIONS

1. There were instances of breaks in the sequence of ballots where the missing series were found in other boxes containing ballots as follows:
 - Box # 288 was allotted serial numbers 20717501 to 2020720000. The box did not contain these serial numbers but instead contained ballots sequenced 20712501 to 20715000. The box and sequences were examined by a PwC representative who discovered that this was due to an error with the packaging. The sequence contained in box # 288 was traced to an unopened box #286. When this box was opened by the PwC representative, it contained ballots with serial numbers 20717501 to 2020720000. It was determined that the labelling of the boxes was incorrect. The Blank Ballots were allocated to the correct polling divisions.
 - Box # 292 was allotted serial numbers 20727501 to 20730000. The box did not contain these serial numbers but instead contained ballots sequenced 20732501 to 20735000. The boxes and sequences were examined by a PwC representative who discovered that this was due to an error with the packaging. The sequence contained in box # 292 was traced to an unopened box #294. When this box was opened by the PwC representative, it contained ballots with serial numbers 20727501 to 20730000. It was determined that the labelling of the boxes was incorrect. The Blank Ballots were allocated to the correct polling divisions.
2. The electoral candidates exercised their right to request that specific persons (indoor agents) be present at specific polling stations. As a result, the ballots to be used by the agents being transferred to the EVIBIS (Electronic Voter Identification and Ballot Issuing System) stations had to be printed at the Electoral Office of Jamaica. However, the names of the agents would have been excluded from the list of persons registered to vote at these polling stations and without their names in the system, the authentication of their ballot at the polling station at the time of voting that time would not have been possible. The process, including changes to the systems, to deal with the aforementioned situation was not determined beforehand and, as a result, the related deliberations were only taking place at the time the ballot printing needed to be done. This resulted in inefficiency in the ballot printing exercise and last minute changes to the system. The final decision made was to print and authenticate additional ballots and send to the necessary polling stations. Due to the small number of these additional ballots being sent to the polling stations, the ballots were not shrink-wrapped. PwC performed the applicable procedures outlined under the methodology section above.



**ELECTORAL OFFICE OF JAMAICA
2007 GENERAL ELECTIONS
BALLOT REVIEW AND CERTIFICATION REPORT
OCTOBER 2007**

MANAGEMENT'S COMMENTS

The following are the written comments of the management of the Electoral Office of Jamaica in response to our findings:

The Electoral Office of Jamaica has written to the suppliers documenting the case in which ballot series were found to be different from the label on the box.

DRAFT



**ELECTORAL OFFICE OF JAMAICA
2007 GENERAL ELECTIONS
BALLOT REVIEW AND CERTIFICATION REPORT
OCTOBER 2007**

APPENDIX I

Ballot Reconciliation Summary

Ballots issued from stores		1,460,000	
Duplicated ballot		1	
Ballots returned to stores		(80,001)	
Net Ballots Issued		1,380,000	
Ballots as per Ballot Allocation Report			
Civilians	1,336,379		
Police, Military & Election Day Workers	36,576	1,372,955	
Spoils (as physically counted)		7,045	
Ballots Used		1,380,000	
Difference			Nil
Unused Blank Ballots counted after the completion of printing		120,000	



**ELECTORAL OFFICE OF JAMAICA
2007 GENERAL ELECTIONS
BALLOT REVIEW AND CERTIFICATION REPORT
OCTOBER 2007**

APPENDIX II

Definitions of Terms

For the purpose of our audit, Ballots are categorised into the following groups:

I. Blank Ballots

Blank Ballots are those ballots that have not yet been used. They are received from the suppliers, Code Incorporated. These ballots are individually pre-numbered by the supplier for control purposes and are secured in a storeroom at the Electoral Office of Jamaica and issued to production for printing when required.

II. Final Printed Ballots Officially Dispatched

These are ballots, which are properly final printed with details of the relevant electoral division, candidates, political party symbol etc., officially dispatched to the electoral division and recorded as such.

III. Unofficial Printed Ballots (spoils)

Unofficial Printed Ballots are ballots issued to be printed but were either damaged or not properly printed. These ballots are held at the Electoral Office of Jamaica to be destroyed in accordance with established procedures.

IV. Duplicated Ballots

These are Blank Ballots which are duplicated by the suppliers with two ballots bearing the same serial number. Invariably one of these ballots is recorded as spoilt and held for destruction in accordance with established procedures.

V. Regular Ballots

These are ballots which were specifically allocated for the initial ballot printing.

VI. Substitute Ballots

These are ballots allocated for use as replacements for any regular ballots which were spoiled.

Mr. D. Anthony Walker
Director of Elections
Electoral Office of Jamaica
43 Duke Street
Kingston

2 October 2007

OBSERVATION OF BALLOT PRINTING FOR JAMAICA'S 2007 GENERAL ELECTION

Dear Mr. Walker

In connection with the above-captioned issue, we now enclose for your perusal and comment a copy of our first draft report.

Please review the draft report as presented and advise us if it is found to be acceptable.

Should you have any queries please do not hesitate to contact us.

Yours very truly

BLS/CIB

Enclosures

Appendix 7: Price Water House Coopers' Final Report on General Elections Voters'
List Reconciliation Report



ELECTORAL OFFICE OF JAMAICA

GENERAL ELECTIONS VOTERS' LIST RECONCILIATION REPORT



FINAL REPORT

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**ELECTORAL OFFICE OF JAMAICA
GENERAL ELECTIONS VOTERS' LIST RECONCILIATION REPORT
OCTOBER 2007**

BACKGROUND AND INTRODUCTION

This report details the findings of a review carried out by PricewaterhouseCoopers which was performed in accordance with our engagement letter with the Electoral Office of Jamaica (EOJ) dated 20 September 2007.

This report covers the work done over the period 21 September 2007 to 28 September 2007. Key persons with whom we had discussions included:

- Danville Walker – Director, Electoral Office of Jamaica;
- Valrie Smith – Assistant Director, Information Systems; and
- Glendon Bennett – Vault Supervisor.

The review was done as an “Agreed-upon Procedures” engagement. The nature of such an engagement, as prescribed by International Standards on Auditing (ISA) 920 – Engagements to Perform Agreed-upon Procedures, is for the auditor to carry out procedures of an audit nature to which the auditor and the entity and any appropriate third parties have agreed and to report on factual findings. Consequently, no assurance is expressed. Instead, users of the report assess for themselves the procedures and findings reported by the auditor and draw their own conclusions from the auditor’s work.

The purpose of the review was as follows:

- a) To compare electronic copies of the Nomination Day voters’ list to the electronic copies of the voters’ lists for civilians, the military, police and Election Day workers, which were used on the Election Days.
- b) To agree a sample of voters on the Nomination Day voters’ list to the printed voters’ lists used on the Election Days.

The detailed scope and approach are described in the ensuing section.

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**ELECTORAL OFFICE OF JAMAICA
GENERAL ELECTIONS VOTERS' LIST RECONCILIATION REPORT
OCTOBER 2007**

SCOPE AND APPROACH

The following procedures were agreed with the EOJ:

- a) *Prepare reconciliation of the complete voters' list to the voters' lists for civilians, the military, police and Election Day workers.*
 - i) Obtain from the EOJ an electronic copy of the listing provided to the electoral candidates for Nomination Day. This listing represents a complete listing of all persons eligible to vote.
 - ii) Obtain from the EOJ electronic copies of the voters' listings used for the General Elections, specifically, the separate listings for civilians, the military, police and Election Day workers.
 - iii) Obtain from the EOJ in electronic format a listing extracted from the Voter Registration System of all persons eligible to vote with a field to indicate the voter's category (civilian, military, police or Election Day worker).
 - iv) Perform a detailed comparison, using the unique voter registration record card number, of the aforementioned listings to ensure that:
 - the listing in a)i) above is equivalent to the listing in a)iii) above; and
 - each voter as represented in the separate listings in a)ii) above is represented on the list in a)i) above, only once.
 - v) Prepare an overall reconciliation to the listings noted in a)i) – a)iii).
- b) *Agreement of a random sample of voters on the electronic listings to the printed voters' lists used on Election Day.*
 - i) Select a random sample representing .05% of the voters on the listing provided per a)i).
 - ii) Obtain the printed listings used on Election Day from the EOJ and compared the sample selected in b) i) above to the printed listings.

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**ELECTORAL OFFICE OF JAMAICA
GENERAL ELECTIONS VOTERS' LIST RECONCILIATION REPORT
OCTOBER 2007**

SCOPE AND APPROACH (CONT'D)

b) *Agreement of a random sample of voters on the electronic listings to the printed voters' lists used on Election Day (Continued).*

- iii) Account for all the printed voters' listing used on Election Day and systematically select a sample of .05% of the voters from the printed listings and trace these voters to the electronic copy of the listing provided per a)i) above.

RESTRICTIONS AND SCOPE LIMITATIONS

This report issued by us (PwC) is provided solely for your use and benefit and only in connection with the purpose in respect of which the services are provided. Unless required by law, the Electoral Office of Jamaica (EOJ) agrees not to provide this report, or a copy thereof, to any third party or refer to us or these services without our prior written consent, which we may at our discretion grant, withhold or grant subject to conditions. In no event, regardless of whether consent has been provided, shall we assume any liability or responsibility to any third party to which any report is disclosed or otherwise made available. Our oral reports and any draft reports, which you might receive, will not constitute our definitive findings and recommendations. These findings will be contained solely in our final written report.

It is important to recognise that there are inherent limitations in review procedures of this nature. For example, the review will include selective testing and samples and is, therefore, subject to the limitation that material errors and irregularities, if they exist, may not be detected. Another example of an inherent limitation in review procedures of this nature is that attempts at concealment through collusion may not be detected.

We did not perform procedures to determine the origin of the electronic voters' lists obtained from the EOJ for:

- Nomination Day;
- The separate lists for civilians, soldiers, the police and Election Day Workers; and
- The listing from the Voter Registration System which shows the voter category.

We accepted the lists obtained as correct.

We also did not perform procedures to ascertain the quality of controls over generation of the data obtained from the EOJ or over the systems from which the data was generated.

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**ELECTORAL OFFICE OF JAMAICA
GENERAL ELECTIONS VOTERS' LIST RECONCILIATION REPORT
OCTOBER 2007**

SUMMARY OF FINDINGS

This section provides a summary of our overall findings. The detailed findings section which follows provides additional details of the procedures performed as well as the results of our testing.

a) Reconciliation of the complete voters' list to the voters' lists for civilians, the military, police and Election Day workers.

We obtained the following electronic lists from the EOJ files:

- Voters' lists provided to the electoral candidates for Nomination day;
- The voters' lists used for the General Elections, specifically, the separate listings for civilians, the military, police and Election Day workers; and
- A listing extracted from the Voter Registration System of all persons eligible to vote with a field to indicate the voter's category (civilian, military, police or Election Day worker).

We compared the lists and a summary of our findings are as follows:

- There were no differences in the voter information recorded on the Nomination Day list and the Voter Registration System list.
- There were no differences between the voter information recorded on the separate lists and the Nomination Day list, for the voters in the relevant categories.
- Each voter recorded on the Nomination Day list was represented only once on the separate lists.
- Each voter was also recorded on the proper separate list, based on the voter's category per the listing extracted from the Voter Registration System.

See below for overall reconciliation.

	No.
<u>Reconciliation 1</u>	
Number of voters per Nomination Day list	1,336,307
Number of voters per listing from the Voter Registration System (with voter category)	1,336,307
Difference	Nil

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**ELECTORAL OFFICE OF JAMAICA
GENERAL ELECTIONS VOTERS' LIST RECONCILIATION REPORT
OCTOBER 2007**

SUMMARY OF FINDINGS (CONTINUED)

- a) Reconciliation of the complete voters' list to the voters' lists for civilians, the military, police and Election Day workers (Continued).*

	No.	No.	No.
<u>Reconciliation 2</u>			
Number of voters per Nomination Day list			1,336,307
Number of voters per Civilian list		1,303,015	
Number of voters per Police list		6,834	
Number of voters per Military list		1,676	
Number of voters per EDW list		24,782	
Total			1,336,307
Difference			Nil

	Per Separate Lists	Per Voter Registration System list (with category)	Difference
Civilian	1,303,015	1,303,015	Nil
Police	6,834	6,834	Nil
Military	1,676	1,676	Nil
EDW	24,782	24,782	Nil

- b) Agreement of a random sample of voters on the electronic listings to the printed voters' lists used on Election Day.*

- i) Of the sample of 669 voters selected from the Nomination Day list we noted the following:

- There were five hundred and forty (540) instances where the voters selected from the electronic list agreed to the printed voters' lists with no exceptions.

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**ELECTORAL OFFICE OF JAMAICA
GENERAL ELECTIONS VOTERS' LIST RECONCILIATION REPORT
OCTOBER 2007**

SUMMARY OF FINDINGS (CONTINUED)

b) Agreement of a random sample of voters on the electronic listings to the printed voters' lists used on Election Day.

- There were sixteen (16) instances where sample items could not be traced as the final printed voters' list could not be located. However these sample items were traced to the listing with pictures of the persons eligible to vote.
 - There were seventy eight (78) voters from the sample selected who could not be traced to the printed voters' lists as the printed voters' lists could not be located in the packages returned by the constituency offices. The voters' listing with the pictures was also not seen.
 - For thirty five (35) of the voters' selected the related printed voters' lists had not yet been returned to the EOJ by the constituency offices due to ballot recounts.
- ii) We selected a sample of six hundred and sixty nine (669) voters from the printed voters' lists to trace to the electronic listings using the unique voter registration number. In all instances the details per the printed voters' lists agreed to the electronic voters' lists.
- iii) We were unable to account for all printed voters' lists used on Election Day due to the following:
- The storage of the printed lists was not conducive to the performance of a count within the limited time available for the count. There was limited storage in the vault and limited EOJ personnel to assist with the controlled performance of a count.
 - Several listings had not been returned by constituency offices.

Appendix 8: Breakdown of Voting Locations for August 28, 2007

Voting Locations for the Military and Number of Electors per Location

<i>Voting Location</i>	<i>Total</i>
MANDEVILLE	62
MONEAGUE	233
MONTEGO BAY	67
PORT MARIA	67
UP PARK CAMP	1247
<i>Soldier Voters' List Total:</i>	<i>1676</i>

Voting Locations for Election Day Workers and Number of Electors per Location

<i>Location</i>	<i>Total</i>
ADELPHI ALL AGE SCHOOL	155
AINTREE BASIC SCHOOL	45
ALBERT TOWN HIGH SCHOOL	100
ANCHOVY PRIMARY	129
ANGLICAN CHURCH HALL	87
ANNOTTO BAY HEALTH CENTRE	224
ASCOT HIGH SCHOOL	50
ASCOT PRIMARY SCHOOL	63
B.B.COKE HIGH SCHOOL	63
BALACLAVA PRIMARY SCHOOL	117
BARRETT TOWN A. A. SCHOOL	103
BATH PRIMARY & JUNIOR HIGH SCHOOL	153
BELFIELD HEALTH CENTRE	146
BELLEFIELD HIGH SCHOOL	77
BELMONT PARK PRIMARY	50
BEN HAWTHORNE CULTURAL LAB	209
BEREA BAPTIST CHURCH	137
BETHANY PRIMARY SCHOOL	202
BETHEL TOWN PRIMARY SCHOOL	94
BETHESDA BASIC SCHOOL	149
BETHLEHEM ALL AGE SCHOOL	102
BOG WALK POLICE SCHOOL	162
BRAETON ALL AGE AND JUNIOR HIGH	47
BRANDON HILL PRIMARY SCHOOL	120

**Voting Locations for Election Day Workers and Number of Electors per Location
(cont'd)**

<i>Location</i>	<i>Total</i>
BRIXTON HILL PRIMARY SCHOOL	64
BROMPTON BASIC SCHOOL	77
BROWNS HALL PRIMARY	169
BROWN'S TOWN METHODIST CHURCH HALL	183
BRYCE PRIMARY SCHOOL	98
BUSTAMANTE HIGH SCHOOL	120
CAMBRIDGE INFANT SCHOOL	174
CAMPBELL'S CASTLE ALL AGE	22
CARRON HALL PRIMARY SCHOOL	112
CASTLETON BASIC SCHOOL	91
CATHERINE HALL PRIMARY SCHOOL	82
CEDAR GROVE S.D.A.	113
CEDAR VALLEY PRIMARY& JR HIGH	65
CHAPELTON COURT HOUSE	252
CLAREMONT ANGLICAN CHURCH HALL	163
CLARKS TOWN COURT HOUSE	44
CLARKSONVILLE ALL AGE SCHOOL	54
CLIVE MCLEOD'S PREMISES	1
CONSITUENCY OFFICE (ADMIRAL TOWN)	445
CONSTITUENCY OFFICE (WINDWARD ROAD)	284
CONSTITUENCY OFFICE (D/STREET)	190
CONSTITUENCY OFFICE (HABOUR VIEW)	226
CONSTITUENCY OFFICE (RED HILLS)	160
CONSTITUENCY OFFICE (SKY LINE)	186
CONSTITUENCY OFFICE (STONY HILL)	82
CRESCENT PRIMARY SCHOOL	45
CROSS KEYS HIGH	160
CROSS PRIMARY AND JUNIOR HIGH SCHOOL	41
DARLISTON PRIMARY SCHOOL	161
DAVIS PRIMARY SCHOOL	152
DESMOND CAMPBELL PREMISES	42
DISCOVERY BAY POLICE STATION	110
DONALD RUBY'S PREMISES	22
DUHANEY PARK POLICE STATION	328
DUNCAN'S ALL AGE SCHOOL	90

Voting Locations for Election Day Workers and Number of Electors per Location (cont'd)

<i>Location</i>	<i>Total</i>
EDGEWATER COMMUNITY CENTRE	238
ELDESLIE PRIMARY AND JUNIOR HIGH	119
ENID CAMPBELL PREMISES	65
EOJ NEW MARKET CONSTITUENCY OFFICE	115
EOJ REGISTRATION CENTRE, EWARTON	148
FALMOUTH TOWN HALL	285
FARM PRIMARY AND JUNIOR HIGH	104
FERGUSON ALL AGE	20
FOUR PATHS UNITED CHURCH	93
FRANKFIELD CHURCH OF GOD	150
FRIENDSHIP PRIMARY	123
GAYLE COURTHOUSE	126
GEORGE COHEN BASIC SCHOOL	94
GIBRALTAR ALL AGE SCHOOL	66
GLEN BROMFIELD RESOURCE CENTRE	8
GLENGOFFE HIGH SCHOOL	104
GOLDEN GROVE PRIMARY SCHOOL	140
GOLDEN SPRING BASIC SCHOOL	67
GOSHEN BASIC SCHOOL	149
GRANVILLE ALL AGE SCHOOL	95
GREATER PORTMORE BASIC	29
GREATER PORTMORE HIGH	53
GREATER PORTMORE PRIMARY	44
GREEN ISLAND UNITED BASIC SCH.	96
GREENVALE COMMUNITY CENTRE	65
GREGORY PARK PRIMARY SCHOOL	128
GUYS HILL TOWN HALL	115
HAILE SELASSIE HIGH SCHOOL	260
HARKERS HALL BASIC SCHOOL	58
HARMONY VALE BAPTIST CHURCH	62
HARRY WATCH ALL AGE SCHOOL	44
HELLSHIRE HEIGHTS COMMUNITY CENTRE	14
HELLSHIRE PARK BASIC	11
HIGHGATE CHURCH OF CHRIST	213
HOLY TRINITY ANGLICAN CHURCH HALL	152
HOPE BAY METHODIST CHURCH	183

**Voting Locations for Election Day Workers and Number of Electors per Location
(cont'd)**

<i>Location</i>	<i>Total</i>
ISLINGTON BAPTIST CHURCH	116
JAMES HILL PRIMARY SCHOOL	78
JOHNS HALL PRIMARY SCHOOL	107
JOSE MARTI TECHNICAL HIGH	46
KELLITS PRIMARY SCHOOL	133
KEMPS HILL HIGH SCHOOL	136
KENDAL ALL AGE SCHOOL	93
KENSINGTON PRIMARY	78
KINGSTON HIGH SCHOOL	104
KITSON TOWN ALL AGE	101
LACOVIA PRIMARY SCHOOL	99
LAURISTON HOLNESS BASIC SCHOOL	74
LAWRENCE TAVERN PRIMARY SCHOOL	74
LIGHT HOUSE GOSPEL ASSEMBLY	6
LIME TREE OVAL	1
LINCOLN HEALTH CENTRE	57
LITTLE LONDON A. A. SCHOOL	86
LLUIDAS VALE ALL AGE SCHOOL	52
LUCEA TOWN HALL	145
MALDON HIGH SCHOOL	185
MAMBY PARK BAPTIST CHURCH	264
MANCHIONEAL ALL AGE SCHOOL	98
MANDEVILLE PARISH CHURCH HALL	113
MARINE PARK COMMUNITY CENTRE	7
MARLIN AVE BASIC SCHOOL	20
MAVERLEY GOSPEL HALL	333
MAVIS BANK POLICE STATION	90
MCINTOSH MEMORIAL SCHOOL	70
MERGED WITH 29	3
METHODIST CENTRE	134
MICO PRATISING PRIMARY & JUNIOR HIGH	213
MILE GULLY COMMUNITY CENTRE	231
MINERAL HEIGHTS PRIMARY SCHOOL	105
MIZPAH ALL AGE SCHOOL	99
MONEAGUE COMMUNITY CENTRE	76
MOUNT MORIAH PRIMARY SCHOOL	66

Voting Locations for Election Day Workers and Number of Electors per Location (cont'd)

<i>Location</i>	<i>Total</i>
MOUNT SALEM PRIMARY AND J. H. SCH.	199
MOUNT WARD PRIMARY SCHOOL	93
MOUNTAINSIDE BASIC SCHOOL	91
MT. GRACE PRIMARY SCHOOL	106
NAGGO HEAD INFANT	36
NAGGO HEAD PRIMARY	68
NAIN PRIMAY & JUNIOR HIGH SCHOOL	143
NAZARETH ALL AGE SCHOOL	87
NEW FOREST FIXED CENTER	116
NEW HOPE PRIMARY AND J. H. SCHOOL	103
NEW LIFE BASIC SCHOOL	5
NEW TOWN FAMILY CENTRE	134
NEWLAND BASIC SCHOOL	14
OCHO RIOS POLICE STATION	136
OLD HARBOUR HIGH SCHOOL	88
OLD PRIMARY SCHOOL	42
OLYMPIC GARDENS POLICE STATION	135
ORACABESSA HEALTH CENTRE	149
PARISH CHURCH HALL	251
PEDRO PLAINS PRIMARY SCHOOL	66
PETERSFIELD PRIMARY SCHOOL	166
PHILLIPPO BAPTIST CHURCH	351
POINT HILL A/A AND JUNIOR HIGH	124
PONCIANA PARK COMMUNITY CENTER	108
PORT MARIA BAPTIST CHURCH	113
PORT MORANT PRIMARY & JUNIOR HIGH	133
PORTLAND WESTERN ELECTORAL OFFICE	135
PORTMORE GOSPEL ASSEMBLY	246
PORUS FIXED CENTER	97
REHOBOTH APOSTOLIC CHURCH	5
REID'S FARM STORE	25
REST JUNIOR HIGH SCHOOL	91
RETREAT BASIC SCHOOL	76
RICHMOND COURT HOUSE	151
RITCHIES PRIMARY SCHOOL	65
RIVERSDALE HEALTH CENTRE	261

**Voting Locations for Election Day Workers and Number of Electors per Location
(cont'd)**

<i>Location</i>	<i>Total</i>
RIVERSIDE A. A. SCHOOL	83
ROCK RIVER ALL AGE SCHOOL	61
ROSEHALL COMMUNITY CENTRE	316
RUNAWAY BAY UNITED CHURCH	71
SANDSIDE QUAKER CHURCH	70
SANDY BAY PRIMARY AND J. H. SCH.	99
SAWYERS ALL AGE SCHOOL	16
SEAFORD ALL AGE SCHOOL	61
SEAFORTH PRIMARY SCHOOL	145
SHARON BAPTIST CHURCH HALL	190
SHEFFIELD ALL AGE SCHOOL	57
SILLOAH BASIC SCHOOL	153
SILVERSTONE BASIC	19
SIR CLIFFORD COMPBELL PRIMARY	266
SLIGOVILLE AGE ALL SCHOOL	74
SNOWDON PRIMARY	42
SPALDING PRIMARY SCHOOL	109
SPANISH TOWN PRIMARY SCHOOL	126
ST DOROTHY'S ANGLICAN CHURCH	95
ST GABRIELS ANGLICAN CHURCH HALL	230
ST JAMES ANGLICAN CHURCH	106
ST. ANN'S BAY POLICE STATION	205
ST. MARY'S CHURCH	89
ST. PETER & PAUL CHURCH HALL	278
ST. THOMAS EASTERNCONSTITUENCY OFFICE	226
STELLA MARIS PREPARATORY SHOOOL	188
STEWART TOWN ALL AGE SCHOOL	22
STEWART TOWN BASIC SCHOOL	89
TARRANT BAPTIST CHURCH HALL	333
THOMPSON TOWN PRIMARY SCHOOL	99
TOP HILL PRIMARY SCHOOL	66
TREE OF LIFE CHURCH OF GOD	76
TRINITYVILLE PRIMARY	103
U.D.C. SITE OFFICE	16
ULSTER SPRING PRIMARY SCHOOL	60
VICTORY OPEN BIBLE CHURCH	9

**Voting Locations for Election Day Workers and Number of Electors per Location
(cont'd)**

<i>Location</i>	<i>Total</i>
WAIT-A-BIT ALL AGE SCHOOL	109
WAKEFIELD PRIMARY SCHOOL	107
WARSOP ALL AGE SCHOOL	79
WATERFORD HIGH SCHOOL	113
WATT TOWN ALL AGE SCHOOL	148
WHITE HALL BASIC SCHOOL	57
WHITEMARL PRIMARY AND JNR HIGH	98
WINDSOR PRIMARY SCHOOL	132
WINSTON JONES HIGH	34
YALLAHS PRIMARY SCHOOL	283
YORK TOWN PRIMARY SCHOOL	79
ZORN MORAVIAN CHURCH HALL	165
<i>Total Election Day Workers on Voters' List:</i>	24782

Police Voting Locations and Number of Electors per Location

<i>Voting Location</i>	<i>Total</i>
BLACK RIVER POLICE STATION	274
CONSTANT SPRING POLICE STATION	181
DENHAM TOWN POLICE STATION	532
ELLETSON ROAD POLICE STATION	591
FALMOUTH POLICE STATION	169
GREATER PORTMORE POLICE STATION	240
HALF WAY TREE POLICE STATION	183
HARMAN BARRACKS	872
HUNTS BAY POLICE STATION	293
LUCEA POLICE HEADQUARTERS	165
MANDEVILLE POLICE STATION	367
MAY PEN POLICE HEADQUARTERS	277
MORANT BAY POLICE STATION	223
POLICE ACADEMY	758
POLICE OFFICERS CLUB	89
PORT ANTONIO POLICE STATION	211
PORT MARIA POLICE STATION	289
ROCKFORT POLICE STATION	77
SAV-LA-MAR POLICE HEADQUARTERS	254
ST. ANN'S BAY AREA 2 HEAD QUARTERS	304
ST. JAMES POLICE HEADQUARTERS	485
<i>Police Voters' List Total:</i>	<i>6834</i>

Appendix 9: Breakdown of Votes Cast by Police, Military and Election Day Workers

cnstr cnstncy_nm	ELECTION DAY WORKER	POLICE	SOLDIER	Total Of cnstncy_counts
1 KINGSTON WESTERN	265	26	1	292
2 KINGSTON CENTRAL	138	78	5	221
3 KINGSTON EAST & PORT ROYAL	185	58	14	257
4 ST. ANDREW WEST RURAL	260	64	10	334
5 ST. ANDREW WESTERN	210	84	6	300
6 ST. ANDREW WEST CENTRAL	164	39	4	207
7 ST. ANDREW EAST CENTRAL	238	55	3	296
8 ST. ANDREW SOUTH WESTERN	180	26	1	207
9 ST. ANDREW SOUTHERN	350	31	4	385
10 ST. ANDREW SOUTH EASTERN	161	220	457	838
11 ST. ANDREW EASTERN	209	43	6	258
12 ST. ANDREW NORTH EASTERN	123	26	5	154
13 ST. ANDREW NORTH CENTRAL	207	36	5	248
14 ST. ANDREW NORTH WESTERN	246	82	2	330
15 ST. ANDREW EAST RURAL	387	73	13	473
16 ST. THOMAS WESTERN	456	68	5	529
17 ST. THOMAS EASTERN	485	113	7	605
18 PORTLAND EASTERN	444	134	4	582
19 PORTLAND WESTERN	443	86	4	533
20 ST. MARY SOUTH EASTERN	253	104	9	366
21 ST. MARY CENTRAL	400	95	30	525
22 ST. MARY WESTERN	421	96	6	523
23 ST. ANN SOUTH EASTERN	299	45	9	353
24 ST. ANN NORTH EASTERN	254	105	2	361
25 ST. ANN NORTH WESTERN	259	71	5	335
26 ST. ANN SOUTH WESTERN	398	39	0	437
27 TRELAWNY NORTHERN	432	107	5	544
28 TRELAWNY SOUTHERN	309	51	5	365
29 ST. JAMES EAST CENTRAL	338	78	3	419
30 ST. JAMES NORTH WESTERN	156	97	22	275
31 ST. JAMES WEST CENTRAL	265	133	8	406
32 ST. JAMES SOUTHERN	378	39	3	420
33 HANOVER EASTERN	245	53	2	300
34 HANOVER WESTERN	326	79	1	406
35 WESTMORELAND WESTERN	291	47	3	341
36 WESTMORELAND CENTRAL	322	114	7	443
37 WESTMORELAND EASTERN	321	48	4	373
38 ST. ELIZABETH NORTH WESTERN	272	42	4	318
39 ST. ELIZABETH NORTH EASTERN	462	91	2	555
40 ST. ELIZABETH SOUTH WESTERN	310	105	6	421
41 ST. ELIZABETH SOUTH EASTERN	322	33	2	357
42 MANCHESTER SOUTHERN	390	74	3	467
43 MANCHESTER CENTRAL	263	134	24	421
44 MANCHESTER NORTH WESTERN	308	53	7	368
45 MANCHESTER NORTH EASTERN	337	51	8	396
46 CLARENDON NORTH WESTERN	339	39	5	383
47 CLARENDON NORTH	260	31	9	300
48 CLARENDON NORTH CENTRAL	288	47	2	337
49 CLARENDON CENTRAL	149	83	7	239
50 CLARENDON SOUTH WESTERN	307	59	3	369
51 CLARENDON SOUTH EASTERN	266	105	9	380
52 ST. CATHERINE NORTH WESTERN	348	72	14	434
53 ST. CATHERINE SOUTH WESTERN	379	162	10	551
54 ST. CATHERINE SOUTHERN	480	298	16	794
55 ST. CATHERINE CENTRAL	240	98	12	350
56 ST. CATHERINE SOUTH EASTERN	401	212	11	624
57 ST. CATHERINE EAST CENTRAL	282	80	7	369
58 ST. CATHERINE WEST CENTRAL	335	95	11	441
59 ST. CATHERINE NORTH EASTERN	380	39	10	429
60 ST. CATHERINE SOUTH CENTRAL	303	171	12	486
Total	18239	4917	874	24030

Appendix 10: Final Results by Constituency

GENERAL ELECTIONS 2007
September 03, 2007

CONSTITUENCY	IEWFPP	INA	JBF	JLP	NDM	PNP	REJECTS	TOTAL VOTES WITH REJECTS	TOTAL ELECTORS				
KINGSTON WESTERN (1)	0	0.00%	0	0.00%	10.29%	61.61%	0	0.00%	1,577	9.44%	11,949	71.5%	16,710
KINGSTON CENTRAL (2)	22	0.15%	0	0.00%	3,746	24.68%	0	0.00%	5,210	34.34%	8,206	60.7%	15,172
KINGSTON EAST & PORT ROYAL (3)	0	0.00%	0	0.00%	1,455	8.94%	21	0.13%	7,183	44.15%	8,795	54.1%	16,269
ST. ANDREW WEST RURAL (4)	26	0.08%	18	0.06%	9,578	31.79%	0	0.00%	7,257	24.08%	17,065	56.6%	30,133
ST. ANDREW WESTERN (5)	22	0.09%	0	0.00%	5,116	20.91%	0	0.00%	8,155	33.33%	13,383	54.7%	24,469
ST. ANDREW WEST CENTRAL (6)	0	0.00%	0	0.00%	5,893	33.14%	0	0.00%	5,875	28.08%	12,922	61.8%	20,921
ST. ANDREW EAST CENTRAL (7)	0	0.00%	0	0.00%	3,928	19.68%	0	0.00%	6,382	31.95%	10,381	52.0%	19,973
ST. ANDREW SOUTH WESTERN (8)	0	0.00%	0	0.00%	601	3.44%	0	0.00%	9,380	53.60%	10,231	58.6%	17,447
ST. ANDREW SOUTHERN (9)	0	0.00%	0	0.00%	1,027	6.27%	0	0.00%	8,314	50.79%	9,432	57.6%	16,369
ST. ANDREW SOUTH EASTERN (10)	0	0.00%	0	0.00%	4,618	28.23%	0	0.00%	5,187	31.70%	9,860	60.3%	16,361
ST. ANDREW EASTERN (11)	0	0.00%	0	0.00%	5,907	32.73%	0	0.00%	5,308	29.42%	11,300	62.6%	18,045
ST. ANDREW NORTH EASTERN (12)	40	0.28%	0	0.00%	5,764	39.79%	0	0.00%	2,814	19.42%	8,623	59.5%	14,487
ST. ANDREW NORTH CENTRAL (13)	26	0.16%	0	0.00%	6,254	38.41%	0	0.00%	3,488	21.42%	9,822	60.3%	16,283
ST. ANDREW NORTH WESTERN (14)	29	0.17%	0	0.00%	5,794	34.48%	0	0.00%	3,909	23.27%	9,792	58.3%	16,802
ST. ANDREW EAST RURAL (15)	0	0.00%	0	0.00%	8,315	30.61%	66	0.21%	8,045	29.61%	16,519	60.9%	27,142
ST. THOMAS WESTERN (16)	0	0.00%	0	0.00%	9,581	33.29%	49	0.17%	7,442	25.86%	17,155	59.6%	28,781
ST. THOMAS EASTERN (17)	0	0.00%	0	0.00%	6,651	28.11%	0	0.00%	7,589	32.07%	14,298	60.4%	23,661
PORTLAND EASTERN (18)	0	0.00%	0	0.00%	7,441	28.72%	0	0.00%	8,236	31.79%	15,757	60.8%	25,910
PORTLAND WESTERN (19)	0	0.00%	0	0.00%	6,977	38.81%	0	0.00%	6,033	33.58%	13,077	72.8%	17,963
ST. MARY SOUTH EASTERN (20)	0	0.00%	0	0.00%	6,959	34.97%	0	0.00%	6,925	34.80%	13,891	89.6%	19,901
ST. MARY CENTRAL (21)	0	0.00%	0	0.00%	5,759	29.28%	0	0.00%	7,687	39.10%	13,485	68.6%	19,658
ST. MARY WESTERN (22)	0	0.00%	0	0.00%	9,022	34.86%	0	0.00%	8,255	31.90%	17,348	67.0%	25,879
ST. ANN SOUTH EASTERN (23)	0	0.00%	0	0.00%	4,461	25.27%	0	0.00%	7,168	40.66%	11,705	56.3%	17,651
ST. ANN NORTH EASTERN (24)	0	0.00%	0	0.00%	11,632	33.90%	0	0.00%	9,610	20.01%	21,348	62.2%	34,309
ST. ANN NORTH WESTERN (25)	0	0.00%	0	0.00%	8,210	32.62%	0	0.00%	7,346	20.19%	15,599	62.0%	25,167
ST. ANN SOUTH WESTERN (26)	0	0.00%	0	0.00%	8,112	35.48%	0	0.00%	4,984	20.80%	11,104	64.4%	17,236
TRELAWNY NORTHERN (27)	0	0.00%	56	0.24%	8,642	31.48%	0	0.00%	10,164	37.02%	18,940	69.0%	27,455
TRELAWNY SOUTHERN (28)	16	0.10%	0	0.00%	6,167	39.45%	0	0.00%	4,570	29.23%	10,796	69.1%	15,634
ST. JAMES EAST CENTRAL (29)	0	0.00%	42	0.17%	8,398	33.42%	0	0.00%	6,637	26.41%	15,205	60.5%	25,130
ST. JAMES NORTH WESTERN (30)	0	0.00%	0	0.00%	7,482	29.41%	0	0.00%	5,589	21.88%	13,139	51.6%	25,440
ST. JAMES WEST CENTRAL (31)	0	0.00%	0	0.00%	7,752	28.95%	51	0.19%	7,216	26.95%	15,106	56.4%	26,779

GENERAL ELECTIONS 2007 **September 03, 2007**

CONSTITUENCY	IEWFPP	INA	JBF	JLP	NDM	PNP	REJECTS	TOTAL VOTES with REJECTS	TOTAL ELECTORS	
ST. JAMES SOUTHERN (32)	0	0.00%	0	5,802	31.07%	0	0.00%	6,051	33.03%	18,320
HANOVER EASTERN (33)	0	0.00%	0	6,068	33.04%	0	0.00%	6,068	33.08%	18,338
HANOVER WESTERN (34)	0	0.00%	9	7,140	31.43%	6	0.03%	7,313	32.19%	22,717
WESTMORELAND WESTERN (35)	0	0.00%	0	5,846	24.03%	0	0.00%	8,227	33.82%	24,328
WESTMORELAND CENTRAL (36)	0	0.00%	0	8,633	27.91%	0	0.00%	10,441	33.75%	30,934
WESTMORELAND EASTERN (37)	0	0.00%	0	4,388	21.44%	0	0.00%	7,751	31.88%	20,462
ST. ELIZABETH NORTH WESTERN (38)	0	0.00%	0	6,438	37.53%	0	0.00%	4,813	28.08%	17,155
ST. ELIZABETH NORTH EASTERN (39)	0	0.00%	0	6,909	28.94%	0	0.00%	9,047	37.89%	23,874
ST. ELIZABETH SOUTH WESTERN (40)	0	0.00%	0	9,899	40.85%	0	0.00%	8,074	33.15%	24,353
ST. ELIZABETH SOUTH EASTERN (41)	0	0.00%	28	9,064	38.32%	31	0.13%	8,520	36.02%	23,663
MANCHESTER SOUTHERN (42)	0	0.00%	0	7,455	31.40%	0	0.00%	8,290	34.92%	23,740
MANCHESTER CENTRAL (43)	0	0.00%	0	8,338	31.38%	0	0.00%	8,453	31.81%	26,573
MANCHESTER NORTH WESTERN (44)	0	0.00%	0	5,544	28.63%	0	0.00%	6,481	33.70%	19,229
MANCHESTER NORTH EASTERN (45)	0	0.00%	0	8,436	38.78%	0	0.00%	7,022	32.28%	21,754
CLARENDON NORTH WESTERN (46)	0	0.00%	0	7,828	37.27%	0	0.00%	6,886	32.83%	21,004
CLARENDON NORTHERN (47)	0	0.00%	0	6,118	33.77%	8	0.04%	5,891	32.46%	18,146
CLARENDON NORTH CENTRAL (48)	0	0.00%	0	5,978	35.22%	0	0.00%	4,109	24.21%	16,973
CLARENDON CENTRAL (49)	0	0.00%	0	6,944	33.84%	0	0.00%	3,435	16.74%	20,520
CLARENDON SOUTH WESTERN (50)	0	0.00%	0	5,675	28.97%	0	0.00%	6,813	35.28%	19,587
CLARENDON SOUTH EASTERN (51)	0	0.00%	0	9,421	33.19%	0	0.00%	7,153	25.20%	28,389
ST. CATHERINE NORTH WESTERN (52)	0	0.00%	0	5,623	22.03%	41	0.16%	7,586	30.16%	25,521
ST. CATHERINE SOUTH WESTERN (53)	0	0.00%	0	10,488	33.69%	0	0.00%	7,244	23.27%	31,128
ST. CATHERINE SOUTHERN (54)	0	0.00%	0	7,917	26.74%	29	0.09%	9,337	30.30%	30,763
ST. CATHERINE CENTRAL (55)	0	0.00%	0	9,382	38.63%	36	0.15%	2,639	10.67%	24,286
ST. CATHERINE SOUTH EASTERN (56)	11	0.04%	0	6,967	26.47%	16	0.06%	7,292	27.63%	26,392
ST. CATHERINE EAST CENTRAL (57)	0	0.00%	87	6,208	25.06%	0	0.00%	7,542	30.30%	24,869
ST. CATHERINE WEST CENTRAL (58)	0	0.00%	0	7,321	30.47%	0	0.00%	5,073	21.11%	24,028
ST. CATHERINE NORTH EASTERN (59)	0	0.00%	0	6,064	33.16%	0	0.00%	5,105	27.91%	18,289
ST. CATHERINE SOUTH CENTRAL (60)	0	0.00%	0	7,936	28.50%	0	0.00%	8,953	32.15%	27,845
TOTALS :	192	0.02%	9	410,438	49.97%	354	0.04%	405,293	49.35%	1,336,307
							0.00%	4,819	821,325	61.46%