

Annexes

ANNEX I

Composition of the Commonwealth Observer Group

The Rt Hon Malcolm Fraser (Australia – Chairperson)

The Rt Hon Malcolm Fraser was Prime Minister of Australia from 1975-83, having held various ministerial portfolios from 1968. He co-chaired the Commonwealth Eminent Persons Group on South Africa which paid a historic visit to South Africa in 1986, tried to promote dialogue between the then apartheid regime and the black majority and put forward a set of proposals for negotiations. In 1985, Mr Fraser chaired the UN Committee on the Operations of Multinational Corporations in South Africa which promoted a substantial boycott of the South African economy. In 1989-90, he chaired the UN Secretary-General's Expert Group on African Commodity Problems. From 1990-95 he was president of CARE International and he has been chair of CARE Australia from 1987 to the present.

Dr Kwadwo Afari-Gyan (Ghana)

Dr Kwadwo Afari-Gyan has chaired the Electoral Commission of Ghana since 1993. A former university teacher of political science, Dr Afari-Gyan was a member of the committee which drafted proposals for Ghana's Fourth Republican Constitution in 1991. He was also deputy chair of the Interim National Electoral Commission which supervised electoral aspects of Ghana's transition to constitutional rule in 1992.

Mr James F Andrews (Grenada)

Mr James F Andrews was Supervisor of Elections for Grenada for three years and before that had been a Returning Officer for eight years. He is a retired teacher and school principal who also had been secretary of the Grenada Union of Teachers and a number of service organisations. He attended the Workshop for Commonwealth Chief Electoral Officers in the Caribbean in July 1996.

The Hon Jean-Jacques Blais (Canada)

The Hon Jean-Jacques Blais held several ministerial positions in the Government of Canada, the last being Minister of National Defence, until 1984. He was first elected to the House of Commons in 1972. Mr Blais now practises law in Ottawa where he advises clients on public administration and government relations. From 1984-91, as a Privy Councillor, Mr Blais was a member of the Security Intelligence Review Committee, reporting to Parliament on the activities of the Canadian Security Intelligence Service. He also chairs the Canadian Institute of Strategic Studies and the Lester B Pearson International Peacekeeping Centre.

Ambassador Ahmed Hassan Diria, MP (Tanzania)

Mr Ahmed Hassan Diria has been ambassador from 1964-89 in various countries in Africa, Asia and Europe. He became Minister of Foreign Affairs of Tanzania, Minister of Information and Broadcasting and Minister of Labour, Youth and Development, and has been a facilitator on the Rwandan conflict. He has been a Member of Parliament since 1990 and from 1996 has chaired the Foreign Relations Committee.

Bishop Dr Ralph Hatendi (Zimbabwe)

Bishop Dr Ralph Hatendi has been an Electoral Supervisory Commissioner in Zimbabwe since 1984. He was trained as a teacher and Minister of Religion, but has also been a salesman, counsellor, administrator, tutor, communicator and distribution consultant. He retired in 1995.

Mr Richard John (Antigua and Barbuda)

Mr Richard John was Supervisor of Elections for Antigua and Barbuda before and during the 1994 general election. He had served as Presiding Officer, Registration Officer or Returning Officer in previous elections. Mr John joined the civil service in 1954 and rose to become Permanent Secretary from 1980-92, when he retired. He served as an observer for the Guatemala local elections and also as a UN Observer for the South Africa elections in 1994.

The Hon Ntlhoi Motsamai, MP (Lesotho)

The Hon Ntlhoi Motsamai is Deputy Speaker of the National Assembly of Lesotho. Before that she was the student welfare officer at the National University of Lesotho and a part-time lecturer at the Institute of Extra-Mural Studies.

The Hon Dr Siteke G Mwale (Zambia)

The Hon Dr Siteke G Mwale is a former Member of Parliament and Foreign Minister of Zambia, Special Assistant to the Zambian President and Principal Adviser to the Government on Regional Economic and Technical Co-operation. He has also served as ambassador to the US and Latin America, and to the Côte d'Ivoire and West Africa, and has been Head of Administration of the Organisation of African Unity, and Permanent Secretary in the Zambian civil service. He is currently the executive chairman of a firm of consultants, researchers and developers in Lusaka.

The Hon Senator Habshah Osman (Malaysia)

The Hon Senator Habshah Osman was appointed a senator in 1992. She has held several party posts, including that of secretary-general of the women's wing of the dominant party in the ruling coalition government. She has also held several positions on government and advisory boards and was a member of the Asian Forum of Parliamentarians on Population and Development from 1982-96. Senator Habshah is currently involved in the travel, tour and transportation business as well as in trading and engineering works. As a social worker, she is committed to the Parkinson Association of Selangor and the Federal Territory in Malaysia.

Lord Redesdale (Britain)

Lord Redesdale is the Liberal Democrat Party spokesman on Overseas Development and a member of the House of Lords Select Committee on Science and Technology. He has previously participated in observer missions in South Africa, Malawi, Mozambique, Sri Lanka and Tanzania.

Dr Kadi Sesay (Sierra Leone)

Dr Kadi Sesay has been chairperson since 1994 of the Sierra Leone National Commission for Democracy and Human Rights, which is responsible for formulating and implementing a comprehensive national civic education programme, and a human rights education and monitoring programme in Sierra Leone. From 1974-94 she was a senior lecturer and head of the Department of English, Fourah Bay College, University of Sierra Leone. Dr Sesay has observed elections in several countries.

The Hon Paul Joseph Tovua, OBE, MP (Solomon Islands)

The Hon Paul Joseph Tovua is the Speaker of Parliament in Solomon Islands and also chairs the Electoral Commission. He commenced his career as a graduate associate member of the Australian Commonwealth Institute of Valuers and was first elected as a Member of Parliament in 1976, before the Solomon Islands became independent. He was appointed

Minister of Natural Resources in 1980 and subsequently became Deputy Speaker. He was also Minister of Foreign Affairs from 1984-87. He had a term as president of the ACP and was also co-chairman of ACP/EEC. Mr Tovua was a member of the Commonwealth Observer Groups which monitored elections in Pakistan in 1993 and in South Africa in 1994.

The Hon M M Zuhair, MP (Sri Lanka)

The Hon M M Zuhair is an appointed Member of Parliament in Sri Lanka. He has practised law for 24 years and also worked as a state prosecutor. He is presently serving as a member of the Sri Lanka Select Committee of Parliament on Constitutional Reforms. He has travelled widely as a member of several national and international delegations.

SECRETARIAT SUPPORT STAFF

Professor Reg Austin	Team Leader
Ms Cheryl Dorall	Media Adviser
Dr Moses Anafu	Assistant to Observers
Mrs Missouri Sherman-Peter	Assistant to Observers
Mr Christopher Child	Assistant to Observers
Mr M Jasimuddin	Assistant to Observers
Mr Brian Kerr	Assistant to Observers
Mrs Carmaline Bandara	Assistant to Observers/ Administration Officer
Ms Betty Kiwanuka	Administration/Secretary

ANNEX II**Commonwealth News Release of 20 January 1997**

Commonwealth News Release

97/01

20 January 1997

Commonwealth to Observe General Election in Pakistan

A team of Commonwealth Observers, supported by staff from the Commonwealth Secretariat, will be present in Pakistan for the General Election which is to be held on 3 February 1997.

In making the announcement today, Commonwealth Secretary-General Emeka Anyaoku said that the Commonwealth was responding to an invitation from the Government of Pakistan for a Commonwealth Observer Group to observe the General Election. An assessment mission from the Commonwealth Secretariat, which visited Pakistan from 9 to 14 January, established that there was widespread support among the major political parties for a Commonwealth presence during the election.

The Commonwealth team for Pakistan will be led by the **Rt Hon Malcolm Fraser**, former Prime Minister of Australia. The other observers will be:

Dr K Afari-Gyan
Chairman, Electoral Commission, Ghana

Mr Jean-Jacques Blais
Former Cabinet Minister, Canada

Hon Hassan Diria MP
Former Foreign Minister, Tanzania

Bishop Ralph Hatendi
Member of Electoral Supervisory Commission, Zimbabwe

Mr Richard John
Supervisor of Elections, Antigua and Barbuda

Hon (Ms) Ntlhoi Motsamai MP
Deputy Speaker of the National Assembly, Lesotho

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Hon Dr Siteke Mwale
Former Foreign Minister, Zambia

Senator (Ms) Habshah Osman
Member of the Senate, Malaysia

Lord Redesdale
Member of the House of Lords, Britain

Dr (Ms) Kadi Sesay
Chairperson, National Commission for Democracy, Sierra Leone

Hon Paul Tovua MP
Speaker and Chairman, Electoral Commission, Solomon Islands

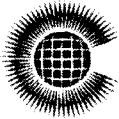
Hon M M Zuhair MP
Member of Parliament, Sri Lanka

The Group is mandated to consider the various factors impinging on the credibility of the electoral process as a whole and to determine in its own judgement whether the conditions exist for a free expression of will by the electors and if the results of the election reflect the wishes of the people of Pakistan. The Group would also be free to propose to the Government and other concerned authorities such action on institutional, procedural and other matters as would assist the holding of the elections and thereafter the functioning of the elected government.

The Group will be supported by a nine-member team from the Commonwealth Secretariat led by Professor Reg Austin, Director of the Legal and Constitutional Affairs Division.

Note to Editors:

The mission to Pakistan will represent the 20th election observed by the Commonwealth since October 1990, including elections in Bangladesh, Guyana, Malaysia, Zambia, St Kitts and Nevis, Seychelles, South Africa and most recently, Ghana. These observer missions are to be seen in the context of a decision taken by Commonwealth Heads of Government to support the promotion of democracy in a number of ways, including through observation, on request, of elections in member states.

ANNEX III**Arrival Statement of 25 January 1997**

Pakistan General Elections, 1997

Commonwealth Observer Group

Arrival Statement by the Commonwealth Observer Group

We are here in Pakistan to observe the 3 February 1997 General Election. Our Group has been constituted by the Commonwealth Secretary-General, Chief Emeka Anyaoku, in response to an invitation from the Government of Pakistan. We would add that the Government's invitation has also been supported by all the main political parties contesting the elections.

As Observers, we will be serving in our individual capacities. Our remit is to observe all relevant aspects of the organisation and conduct of the elections in accordance with the laws of Pakistan and, at the end, reach a conclusion as to whether the conditions existed for the people of Pakistan to freely express their will through the polls.

We have no executive role. Our function is to observe the process as a whole and form an impartial judgement on the credibility of the exercise. The Group might also propose to the government and other concerned authorities such action on institutional, procedural and other matters as would assist the holding of the elections and thereafter the effective functioning of the elected government.

On the completion of our assignment, our report will go to the Commonwealth Secretary-General in the first instance. He will then make it available to the Government of Pakistan, the political parties which contested the elections and eventually to all Commonwealth Governments.

We look forward to our mission. Over the next few days, we hope to have meetings with officials of the Election Commission, representatives of political parties, the Government and other interested groups. These meetings should add greatly to our knowledge and appreciation of the situation in Pakistan and, in turn, go a considerable way to facilitating our work.

The Observer Group's Terms of Reference are attached.

Islamabad
25 January 1997

Terms of Reference of the Commonwealth Observer Group

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

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

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

ANNEX IV

Schedule of Engagements

Saturday 25 January

- 1100 Arrival Press Conference, Marriott Hotel, Islamabad
- 1200 Chairperson calls on Chief Election Commissioner, Mr Justice (Retd) Sardar Fakhre Alam
- 1415 Briefing at Election Commission: Mr Khan Ahmed Goraya (Secretary), Mr Hasan Muhammed (Senior Joint Secretary), Mr Bashir Ahmed (Joint Secretary) and Mr Muhammad Afzal Khan (Director, Public Relations)

Sunday 26 January

- 1000 Pakistan People's Party: Mr Rafiq Ahmed Sheikh (Secretary-General) and Mr Abid Hussain (Private Secretary)
- 1115 Pakistan People's Party (SB): Mr Raji Jamil Abbasi (Political Secretary to the late Mr Murtaza Bhutto), Mr Luqman Mirza (President, Labour Bureau) and Mr Sajjad Akhtar Malik (President, Rawalpindi Division)
- 1430 Pakistan Muslim League (N): Mr Sartaj Aziz (Secretary-General)
- 1630 Awami National Party: Mr Qazi M Anwar (Deputy Secretary-General)
- 1730 Chairperson's Reception

Monday 27 January

- 0930 Commonwealth Diplomats: HE Mr Geoffrey Allen (High Commissioner, Australia), Mr Masood Aziz (Deputy High Commissioner, Bangladesh), Mr James Watt (Deputy High Commissioner, Britain), HE Dato Paduka Haji Mohd Suni bin Haji Idris (High Commissioner, Brunei Darussalam), HE Ms Marie-Andree Beauchemin (High Commissioner, Canada), HE Mr Satish Chandra (High Commissioner, India), HE Mr B K Kisilu (High Commissioner, Kenya), HE Dato Salehuddin Abdullah (High Commissioner, Malaysia), HE Mr B M Dilmahamood (High Commissioner, Mauritius), HE Mr Ismail Coovadia (High Commissioner, South Africa) and HE General Gerard Hector de Silva (High Commissioner, Sri Lanka)
- 1115 Human Rights Commission of Pakistan: Ms Asma Jahangir (Chairperson) and Mr M Shujaullah (Administrator)
- 1215 Jamaat-e-Islami: Mr Khalid Rahman (Deputy Secretary-General), Mr Ameer ul Azeem (Information Secretary) and Mr Tayyeb Abu Adil (Foreign Secretary)
- 1415 Women's organisations: Ms Shahnaz Ahmad (Aurat Foundation) and Ms Nasreen Azhar (Women's Action Forum)
- 1545 Other international observers: Mr Peter Manikes and Mr Makram Ouais (National Democratic Institute) and Mr Robin Mitchinson and Mr John Barber (European Union)

Tuesday 28 January

- 1100 Media: Mr Nasir Malik (Secretary-General, Pakistan Federation of Journalists), Mr Inayat Baluch (Director of Programmes, Pakistan Radio) and Mr Navid Zafar (Controller of Current Affairs, Pakistan Television)
- 1200 Discussion with the Chairman of the Senate: Mr Wasim Sajjad, at the Senate
- 1400 Deployment Briefing
- 1600 Tehrik-e-Insaf: Ms Nasim Zehra (Central Information Secretary and Member, Central Executive Committee)

Friday 31 January

- 1715 Pakistan Muslim League (N): discussion between Mr Malcolm Fraser and Mr Nawaz Sharif (President, PML(N))

Saturday 1 February

- 1030 Call by Mr Malcolm Fraser on President Farooq Leghari
- 1130 Discussion between President Farooq Leghari and international observers
- 1230 Call by Mr Malcolm Fraser on Justice (Retd) Mujaddid Mirza (Chief Accountability Commissioner)
- 1900 Dinner at Ministry of Foreign Affairs for international observers hosted by the Chief Election Commissioner

Sunday 2 February

- 1600 Call by Mr Malcolm Fraser on Caretaker Prime Minister Meraj Khalid

Wednesday 5 February

- 1000 Call by Mr Malcolm Fraser on Mr Khan Ahmed Goraya (Secretary, Election Commission)
- 1200 Call by Mr Malcolm Fraser on Mr Shahid Hamid (Minister with responsibility for Law and Parliamentary Affairs) and Barrister Shahzad Jahangir (Attorney-General)

Thursday 6 February

- 1200 Pakistan People's Party: discussion between Mr Malcolm Fraser and Ms Benazir Bhutto (Chairperson, PPP)

ANNEX V**Exchange of Correspondence with Election Commission**

Pakistan General Elections, 1997

Commonwealth Observer Group

29 January 1997

Dear Chief Commissioner,

Since our most helpful meeting with yourself and members of your operational staff at the Commission we have, as you will be aware, had a series of meetings with political parties, other concerned groups and individuals from various sectors. Our colleagues are now deployed into the Provinces where they will continue such contacts and the observation process.

In order to ensure that our mission is based upon the best available information, it is essential that we obtain clarification on a number of issues from the Commission, and I trust that you will be able to arrange for this to be provided as soon as possible on the matters set out below:

We have heard complaints and concerns regarding these issues and have made it clear that they should be referred to the Election Commission, and that we would seek clarification as to the steps taken by the Commission to deal with them.

1. Well publicised threats have been made by identified persons in the F.A.T.A., where the franchise has now been extended to all adults, to prevent women voters from going to the polls.
 - (a) Has the Commission taken any steps against these persons?
 - (b) Has the Commission taken any measures to reassure women voters that they will be protected on polling day and from any retribution thereafter?
2. Personnel changes and transfers in the administration (national and provincial) are alleged to have put persons with well known partisan attitudes and profiles into strategic administrative, electoral and police posts which mean that their opponents have no confidence in their providing a level playing field during the campaign or on polling day.

Chief Election Commissioner

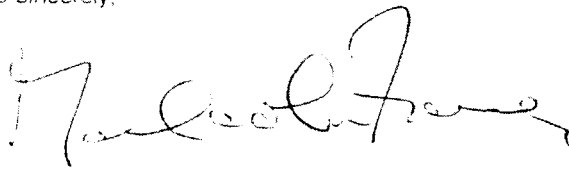
- (a) Has the Commission taken steps to remedy such distortions or threats to the credibility of the process and if so, what kind of remedies have been provided?
- 3. In particular, it has been alleged that the siting of polling stations in some places has been deliberately done to discourage voters of some parties from venturing to vote at polling stations in areas which are dangerous for them.
 - (a) Has the Commission taken steps to ensure that such stations are re-sited and that voters are re-assured as to the safety of voting?
 - (b) Has the Commission ensured that outbreaks of violence around polling stations, which might be used deliberately to exclude certain voters from polling, can be prevented or contained effectively?
- 4. It has been alleged that, ID Cards which are essential for voting, have in many places been taken from voters to prevent their voting and to allow false voting. In particular, it has been alleged that some 20,000 voters (said to be PML(M) supporters) have "appeared" in the constituency for which Mr Nawaz Sherif is the candidate.
 - (a) Has the Commission taken steps to prevent the "abduction" and abuse of ID Cards and to check the serious allegation made?
- 5. There is some confusion as to the system used to ensure that the TV and Radio, which is government owned, is fair to all the parties. Allegations have been made that PTV programmes relating to the election have been directly interfered with by the Minister in the Caretaker Government, to the disadvantage of some parties.
 - (a) Could the Commission clarify whether the control of such programmes lies with itself or with the Government?
 - (b) Does the Commission have any power to influence the PTV and Radio to ensure equity between parties?

Chief Election Commissioner

- (c) Has the Commission taken any steps to ensure an equitable distribution of access to the parties, and to ensure that any distortions are corrected?
- (d) Has the Commission requested and received copies of any instructions or directions related to the election, given by the Caretaker government to the PTV, and if so could copies of such instructions or directions be furnished to the mission?

An authoritative clarification on these matters from the Commission is most important to the Observers' understanding and appreciation of the situation, and I would be most obliged, Chief Commissioner, for your assistance in this matter

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Malcolm Fraser', written in a cursive style.

Malcolm Fraser
Chairman
Commonwealth Observer Group

Chief Election Commissioner
Block S
Secretariat
Islamabad



بِسْمِ اللّٰهِ الرَّحْمٰنِ الرَّحِیْمِ

NO. F.2(24)/G7-Cord.
ELECTION COMMISSION OF PAKISTAN

Secretariat Block 'S'
Islamabad
February 1, 1997

To

Mr. Malcolm Fraser,
Chairman,
Commonwealth Observer Group,
Marriot Hotel, Agha Khan Road,
Shalimar-5,
Islamabad.

Please refer to your letter, dated 29th January, 1997.

2. I am directed to state that the contents of your letter referred to above have been carefully studied and to make the following clarifications in order to enable you to look into the complaints in their correct perspective:-

- (i) FATAs: It is very strange that no written complaint has been received in the Election Commission alleging any threats by any identified person in the FATAs to prevent women voters from going to the polls. This is, however, a fact that the people living in the Federally Administered Tribal Areas have their own conventions and traditions, which are generally set by their elders, who are members of the local Jargas. The Election Commission has been making its best efforts to encourage the women voters in general to cast their votes. It will be appreciated that the casting of votes by

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any section of the people is a matter of their free will and the Election Commission cannot force anyone to cast his or her vote. The Registration of women voters in FATAs has been very encouraging. We do hope that the women voters will also cast their votes in some of the areas of their free will. The Election Commission in no way can impose any kind of condition for compulsory voting by any section of the society.

- (ii) PERSONNEL CHANGES: Wherever complaints of transfers in the administration (National and Provincial) with partisan attitude have been brought to the notice of the Election Commission, it has felt no hesitation in taking corrective measures. In one of such cases the Election Commission of Pakistan even asked the Governor of a Province to look into the matter and to send his report and also to ensure that the conduct of the concerned officers remains above board during ensuing General Elections. In another case the Provincial Government was asked to reverse the posting of one Superintendent of Police, a Deputy Superintendent of Police and eight Station House Officers (SHOs).

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(iii) SITES OF POLLING STATIONS: The sites of polling stations have been carefully selected by the Returning Officers, who are mostly Judicial Officers. The lists of polling stations, which have been approved by the District Returning Officers, who are in most of the cases District and Sessions Judges, have been published in the Gazette of Pakistan. It is only the vested interest, who sometime try to pressurize the Election officials to shift the sites of polling stations to suit their personal objectives. In all such cases where complaints are received regarding sites of polling stations, the same are looked into by the Election Commission officials in an impartial manner and changes have been made only in a few cases by order of the Election Commission, where it was considered necessary for the convenience of voters.

(iv) I.D. CARDS: There is no written complaint from any political party or any notable political leader about I.D. Cards being taken from voters to prevent their voting and the allegation that some 20,000 voters (said to be PML(N) supporters) have "appeared in the constituency for which Mr. Nawaz Sharif is the candidate" is a news to the Election Commission of Pakistan. If any party

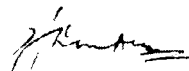
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approaches the Election Commission with substantial proofs in this behalf, the Election Commission would not hesitate in exercising its powers of making such consequential orders as may in its opinion, be necessary that an election is conducted honestly, justly and fairly and in accordance with the provisions of the Representation of the People Act, 1976.

- (v) T. V. AND RADIO: PTV and the Radio Pakistan regulate their own policies as far as their various programmes are concerned. The Election Commission does not normally interfere into their working and so far there has been no reason for the Election Commission of Pakistan for giving any directions to either of the above mentioned two organizations.

3. The Commission welcomes the keen interest, which you and members of your group have shown in observing the conduct of General Elections in the country.

Yours sincerely,



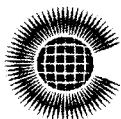
(Iftikhar Ahmed Qureshi)
Deputy Secretary(Cord)

ANNEX VI**Deployment of Commonwealth Observers**

PROVINCE			LOCATION
Punjab	Islamabad/ Rawalpindi	Rt Hon Malcolm Fraser Hon Dr Siteke Mwale Professor Reg Austin Ms Cheryl Dorall Mr Christopher Child	Marriott Hotel Islamabad
	Lahore	Hon Paul Tovua Mrs Missouri Sherman-Peter	Pearl Continental Lahore
	Faisalabad	Bishop Dr Ralph Hatendi Mrs Carmaline Bandara	Serena Hotel Faisalabad
	Multan	Ambassador Ahmed Hassan Diria Mr Richard John	Holiday Inn Multan
Sindh	Karachi	Dr Kwadwo Afari-Gyan Hon Ntlhoi Motsamai Lord Redesdale	Marriott Hotel Karachi
	Hyderabad	Dr Kadi Sesay Hon M M Zuhair	Indus Hotel Hyderabad
	Sukkur	Mr James Andrews Mr Brian Kerr	Government Guest House, Sukkur
Balochistan	Quetta	Hon Jean-Jacques Blais Mr M Jasimuddin	Serena Hotel Quetta
North-West Frontier	Peshawar	Senator Habshah Osman Dr Moses Anafu	Pearl Continental Peshawar

ANNEX VII

Check List for Polling Station Visits



Pakistan General Elections, 1997

Commonwealth Observer Group

CHECKLIST FOR POLLING STATION VISITS

Name of Observer(s):

Constituency:

Polling Station:

Time of Arrival:

Time of Departure:

Voters in Queue: Rate of Processing:

-
1. **Opening of Poll:** On time? Procedures followed?
No/Yes No/Yes
Details:
 2. **Layout and Facilities:** Good? Adequate? Poor?
 3. **Polling Staff:** Efficient? Satisfactory? Poor?
 4. **Security Presence:** Discreet? Intrusive? Oppressive?
 5. **Complaints by Party Agents:** No/Yes Details:
 6. **Complaints by Voters:** No/Yes Details:
 7. **Presence of unauthorised persons:** No/Yes Details:
 8. **Atmosphere at Station?** Orderly? Tense? Chaotic?
 9. **Secrecy of Ballot:** Assured? Poor? Uncertain

10. Voting:

(a) Personation attempts alleged: No/Yes

Details:

(b) Multiple voting attempts alleged: No/Yes

Details:

(c) Women deterred from voting: No/Yes

Details:

11. Closing of Poll: On time? Numbers still in queue?
Procedure followed? No/Yes

12. The Count: Are procedures being observed? No/Yes

13. Apparent fairness overall: Good? Acceptable?
Questionable?

14. Other Comments:

*ANNEX VIII***Observation Notes for Poll and Count**

Pakistan General Elections, 1997

Commonwealth Observer Group

OBSERVATION NOTES FOR POLL AND COUNT**PART A**

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

THE CAMPAIGN

1. Balance of TV/radio election coverage and extent and nature of access by the parties (e.g. allocation of time for political broadcasts and advertisements).
2. Print media: nature of coverage and extent of access by the political parties.
3. The tone and content of material put out by the political parties, access to printing facilities?
4. The conduct of political meetings/rallies (permits for public meetings?)
5. The conduct of house-to-house canvassing of voters.
6. Nature, scale and effectiveness of Election Commission and other voter education on radio and television, in the print media and by other methods.
7. Activities/measures to encourage the participation of women.
8. Access to funds and sources of funds.
9. Adherence to Code of Conduct.

THE POLL

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

THE COUNT

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

PART B

Questions that may be put:

BEFORE POLLING DAY

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

ON POLLING DAY

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

THE COUNT

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

ANNEX IX

Interim Statement of 3 February 1997



Pakistan General Elections, 1997

Commonwealth Observer Group

News Release

**INTERIM STATEMENT
BY THE CHAIRMAN OF THE COMMONWEALTH OBSERVER GROUP**

Members of the Commonwealth Observer Group were present in towns and cities in all four provinces of the country for the final stages of the General Election campaign, today's voting and the count.

The picture that emerges from the Observers' reports to me tonight as the polls closed is of a largely peaceful election day. The Election Commission, their polling station officials, the parties, the security forces and the voters have together made a real effort to ensure a successful election.

We are satisfied that all those who wished to vote were able to do so and express their own wishes at the ballot box. Furthermore, the parties were free to campaign, the electoral process was improved and for the first time the franchise was extended to the Federally Administered Tribal Areas.

There were shortcomings. Our observers noted that some polling stations did not open on time. The ID card system is clearly open to abuse. It is alleged that names appeared on the roll of more than one polling station. Women in parts of the country are still discouraged from exercising their right to vote.

We have heard of incidents in Karachi which I hope will be investigated seriously by the Election Commission and if that requires follow-up action I hope and believe that the Commission will do whatever is necessary.

However, none of these shortcomings was, in our judgement, of a scale or character as to have been likely to produce a different outcome.

If the turnout is as low as many predict the political parties should heed this serious message from the voters. In the past eight years three elected governments have been dismissed by the President. It is clear that public respect for political parties has plummeted and democratic government discredited. Recent legal powers given to the Electoral Commission and the Accountability Commission seek to address this. However, it is essential for the

- 2 -

future of parliamentary democracy here that political leaders, in both government and opposition, dedicate themselves to dealing with this malaise and the need to re-establish public confidence in its governmental institutions. A change in the political culture of Pakistan is critical to the effective development of Pakistan's democracy. These issues will be dealt with further in our full report.

NOTE TO EDITORS

This is an "Interim Statement" by the Chairman of the Commonwealth Observer Group. A fuller report will be prepared for the Commonwealth Secretary-General once the members of the Observer Group have returned to Islamabad, and that will in turn shortly be made available to the Government of Pakistan, the political parties and the governments of all Commonwealth countries.

Islamabad
3 February 1997

ANNEX X

Departure Statement of 6 February 1997

**Departure Statement by Mr Malcolm Fraser,
Chairman of the Commonwealth Observer Group**

We came to Pakistan at the invitation of the Government to observe the general election which took place on 3 February 1997. In the week preceding the elections, we were intensively briefed by officials of the Election Commission, representatives of political parties, the media and non-governmental organisations and other interest groups. We then deployed to all the four provinces of Pakistan where we were further briefed by local representatives of the Election Commission and the political parties. We also observed the concluding stages of the campaign.

On polling day, our observers visited 211 polling stations in 35 constituencies. This gave us a fairly representative picture of what took place in the country on polling day. On the basis of our observation, we believe that the elections were credible and that all those who wished to vote had an opportunity to do so without let or hindrance. In my Interim Statement of 3 February, I referred to the shortcomings which our observers noted in some of the polling stations; but, as I also said, none of those shortcomings was of a scale or character to have produced a different verdict.

But there is more to democracy than just elections, important though these clearly are. Making a success of democracy is an enormous responsibility. On the part of the elected leaders it calls for not only dedication but also, and more importantly, rectitude and leading by example. It demands a scrupulous respect for the institutions of state without which there can be no ordered society. On the part of the electorate, it calls for that degree of tolerance which enables a plural society to flourish.

I believe that the people of Pakistan have it within them to rise to these challenges inherent in democracy. In our report to the Commonwealth Secretary-General, Chief Emeka Anyaoku, we have put forward some suggestions which we believe can help the people and the incoming Government of Pakistan to consolidate their democracy.

For us, the members of the Commonwealth Observer Group, it has been an honour to observe Pakistan's general election and thereby to make a contribution to the evolution of its democracy. We wish you well as you embark on the challenging tasks ahead.

6 February 1997

Sample Ballot Paper

NA-184 KARACHI-II
 SERIAL NO. 23454
 دفتر سائنسی کاغذیں

1. آقا بھائی صاحب

2. میرے والد

3. انجینئر صاحب

4. میرا بھائی

5. میرا بھائی


6. میرا بھائی

7. میرا بھائی

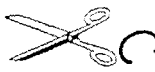
8. میرا بھائی

9. میرا بھائی

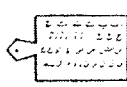
10. میرا بھائی




احمد خان



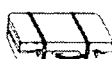
امتیاز صفدر




رحمت علی



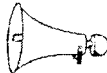
ریاض احمد



سلیم شیخ



عزیز علی



فرقان احمد

ANNEX XII

Election Commission Posters: Registration

ووٹر بننے کے لئے انتخابی فہرست میں
آپ کے نام کا اندراج ضروری ہے



آپ کی سولت کے لئے موجودہ
انتخابی فہرستیں متعلقہ رجسٹریشن افسر
اسسٹنٹ ایکشن کشنر اور ایکشن افسران
کے دفاتر میں رکھ دی گئیں ہیں۔

آخری تاریخ 15 دسمبر سے پہلے ہی

یہ دیکھ لیجئے کہ

- 1 کیا آپ کا نام اس فہرست میں درج ہے؟
- 2 اگر درج ہے تو کیا آپ کا نام اور کوائف صحیح ہیں؟
- 3 کیا آپ کے خاندان کے دیگر اہل افراد کے نام اور کوائف صحیح طور پر درج ہیں؟
- 4 کیا کسی ایسے شخص کا نام فہرست میں درج ہے جو ووٹر بننے کی اہلیت نہ رکھتا ہو یا جو
نقل مکانی کر چکا ہو یا فوت ہو چکا ہو؟

اگر آپ کا نام درج ہونے سے روک گیا ہے یا آپ کا نام اور کوائف غلط لکھے گئے ہیں
یا آپ کو کسی اور شخص کے نام کے اندراج پر اعتراض ہے تو آپ متعلقہ رجسٹریشن
افسر یعنی ضلع کے اسسٹنٹ ایکشن کشنر کو سادہ کاند پر اپنے مکمل کوائف کے ساتھ
درخواست دیں اور اس کے ساتھ اپنے قومی شناختی کارڈ کی فوٹو کاپی منسلک کریں۔

ووٹر کی اہلیت: ☒ پاکستان کی شہریت ☒ عمر اکیس سال یا زیادہ 15 دسمبر 1996ء تک

الیکشن کمیشن آف پاکستان

Midas

خاندان کے سربراہ کا فرض

میں انتخابی فہرست کی تیاری کا کام جاری ہے۔
اگر آپ پاکستان کے شہری ہیں اور آپ کی کوئی کم عمری ۱۹۵۵
کو ۲۱ سال یا اس سے زیادہ ہے تو آپ کے نام کا نام انتخابی
فہرست میں درج ہونا چاہیے، الیکشن کمیشن کا عملہ گھر
گھر نام تصدیق کر رہا ہے۔ ہر گھرانے کے سربراہ کا فرض ہے
کہ وہ اپنے گھرانے کے تمام افراد کے نام اور کوآئیڈ اس
نام میں درج کرے اور مکمل نام متعلقہ عملے کو سنایا
کرنے میں تاخیر نہ کرے۔
میں انتخابی فہرست کو تیار کرنا سب کا قومی فرض ہے۔

ہمارے عملے کو مکمل نام دہنیا کرنے میں تاخیر نہ کیجیے

الیکشن کمیشن آف پاکستان

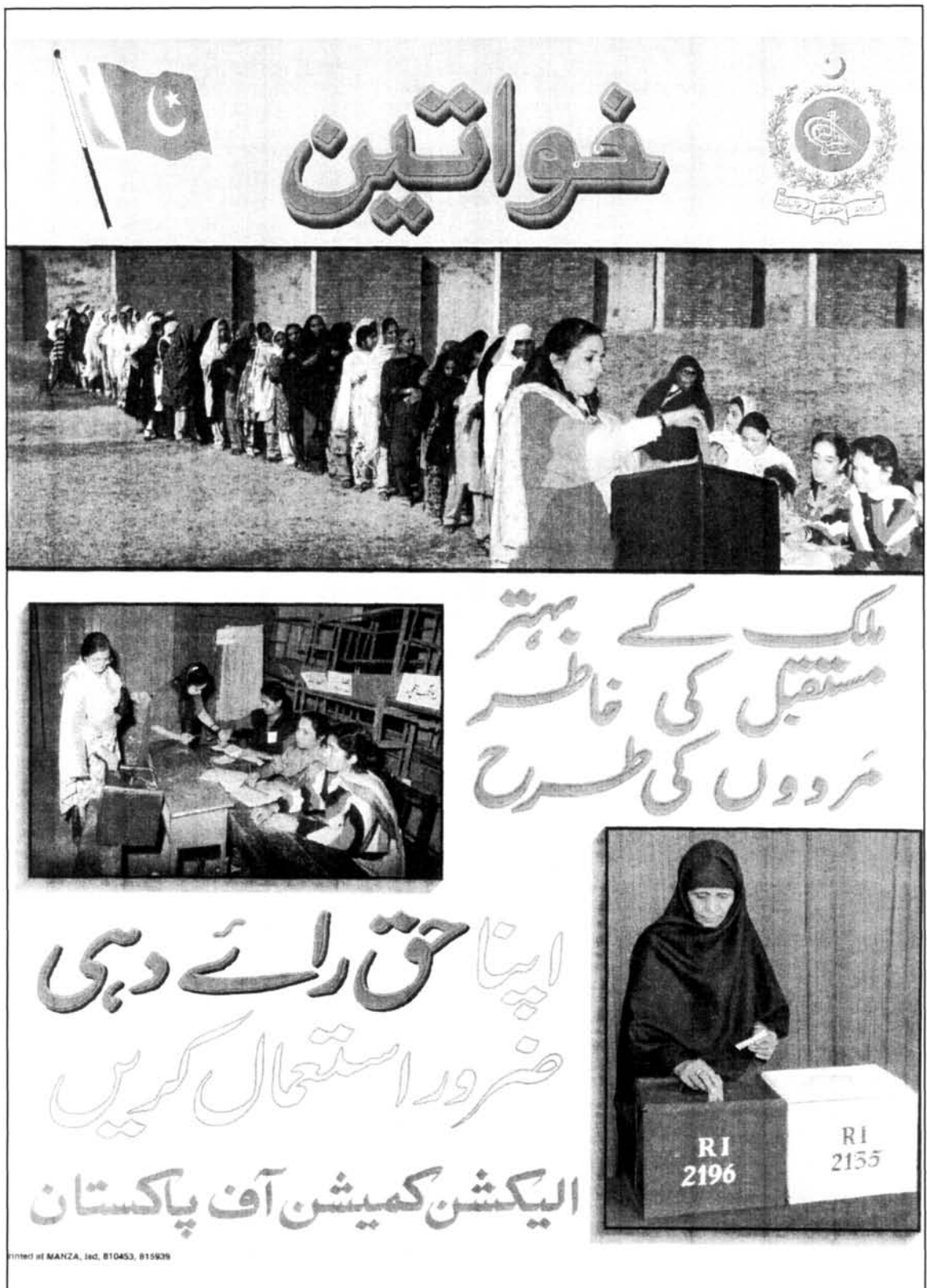
Poster urging early return of registration forms – and underlining key role of family head in the process

ANNEX XIII

Election Commission Voter Education Material




Cover of a leaflet explaining election day procedures




Poster urging women to exercise their right to vote

The Nation WEDNESDAY, JANUARY 29, 1997



Election '97



FEEL THE POWER OF VOTE

VOTE YOUR CONSCIENCE
COME OUT AND VOTE

Election Commission Of Pakistan

Midas

ANNEX XIV**Code of Conduct for Political Parties and Contesting Candidates****ELECTION COMMISSION OF PAKISTAN****NOTIFICATION***Islamabad, the 17th December, 1996*

S.R.O. 1376(1)/96. – In pursuance of the provisions of Article 218(3) of the Constitution of the Islamic Republic of Pakistan, the Election Commission is pleased to lay down the following Code of Conduct for the Political Parties and the contesting candidates for General Elections, 1997:–

**Code of Conduct for the Political Parties
and Contesting Candidates for General Elections, 1997**

- (1) The political parties shall not propagate any opinion, or act in any manner prejudicial to the ideology of Pakistan, or the sovereignty, integrity or security of Pakistan, or morality, or the maintenance of public order, or the integrity or independence of the judiciary of Pakistan, or which defames or brings into ridicule the judiciary or the armed forces of Pakistan, as provided under Article 63 of the Constitution.
- (2) The political parties, their candidates, agents or workers shall not obstruct or break up meetings organised by the rival parties and candidates, nor interrupt speeches or prevent distribution of handbills and leaflets.
- (3) No person or political party shall affix hoarding, posters or banners of any size or cause wall chalking as a part of election campaign of a candidate. [Section 83A of the Representation of the People Act, 1976].
- (4) No person or a political party or a contesting candidate shall hoist or fix party flags on any public property or at any public place. [Section 83A of the Representation of the People Act, 1976].
- (5) There shall be ban on hoisting party flags on house roofs. Party flags shall be allowed to be displayed on party and election offices of political party.
- (6) No election camp shall be set up on any road or place meant for the use of the public. Election camp shall as far as possible be simple. No food or drink shall be served to the voters in the election camp.
- (7) No contesting candidate shall use more than three microphones in his constituency and the use of mikes shall be restricted between 11 am and 4 pm particularly in view of Ramazan-ul-Mubarak and Taraveeh Prayers. Loudspeakers shall not be used for election campaign except at the election meetings. [Section 83A of the Representation of the People Act, 1976].
- (8) The processions of buses, trucks or any other vehicles or torch procession shall not be brought out by any political party or any contesting candidate in favour of a candidate.

- (9) Only the polling personnel, contesting candidates, election agent, polling agents and voters, shall have a right to enter the polling station. Workers of the political parties or candidates shall not enter the polling station. The polling agents, sitting on their allotted places, shall perform their specific duties.
- (10) PARTIES AND POLITICIANS SHOULD REFRAIN FROM MAKING REFERENCES TO SECRET AND CONFIDENTIAL MATTERS, WHICH WERE WITHIN THEIR OFFICIAL KNOWLEDGE WHEN THEY WERE IN POWER, NOR SHOULD THEY BETRAY THE CONFIDENCE WHICH THEY ENJOYED BY VIRTUE OF THEIR OFFICIAL POSITION.
- (11) Political parties and contesting candidates should discourage their workers from exerting undue pressure against the news media, including newspaper offices and presses or resort to violence of any kind against the media.
- (12) POLITICAL PARTIES AND CONTESTING CANDIDATES SHOULD REFRAIN FROM MAKING SUCH COMMENTS ON INTERNATIONAL ISSUES AS ARE LIKELY TO EMBARRASS THE GOVERNMENT'S RELATIONS WITH OTHER COUNTRIES, NOR SHOULD THEY SAY ANYTHING OR DO ANY ACT IN ANY MANNER WHICH MIGHT PREJUDICE PAKISTAN'S FOREIGN RELATIONS. CONTROVERSIAL AND HARSH REMARKS ABOUT LEADERS OF OTHER COUNTRIES AND THEIR IDEOLOGIES SHOULD BE AVOIDED.
- (13) Political parties should carry out a comprehensive plan for education of voters in the manner of marking the ballot paper and casting votes.
- (14) The political parties shall avoid criticism of other political parties, their leaders and candidates having no bearing on their public activities. Criticism and comments shall be confined to policies and programmes of other parties. Speeches and slogans shall be dignified and based on principle of morality, decorum and decency.
- (15) The political parties, contesting candidates and workers shall refrain from deliberate dissemination of false and malicious information and their workers shall not indulge in forgeries and disinformation to defame other political parties and their leaders, and use of abusive language against the leaders and candidates of their political parties.
- (16) No leader or candidate of a political party shall call the leader or candidate of another party kafir or traitor.
- (17) The political parties shall refrain from speeches calculated to arouse parochial and sectarian feelings and controversy or conflicts between genders, sects, communities and linguistic groups. [Section 78 of the Representation of the People Act, 1976].
- (18) The political parties, contesting candidates and their workers shall not propagate against the participation of any person in the elections on the basis of sex.
- (19) Public leaders and all other participants in political activity shall act with a sense of responsibility and dignity befitting their status. While propagating their own views and programmes, they shall not interfere with the freedom of others to do the same as that would be the negation of democracy.

- (20) The political parties and contesting candidates shall not hold public meetings or rallies on main streets, roads and chowks to avoid traffic jams and public inconvenience.
- (21) Appeals to violence or resort to violence during meetings, processions, or during polling hours shall be strictly avoided. [Section 81 of the Representation of the People Act, 1976].
- (22) No person shall in any manner cause injury to any person or damage to any property. [Section 81 of the Representation of the People Act, 1976].
- (23) Carriage of lethal weapons and fire arms shall not be allowed in public meetings and processions and official regulations in this regard shall be strictly observed. Use of crackers and other explosives at public meetings shall not be allowed.
- (24) The political parties and their candidates shall extend co-operation to the officers on election duty in order to ensure peaceful and orderly polling and complete freedom for the voters to exercise their franchise without being subjected to any annoyance or obstructions. [Section 86 of the Representation of the People Act, 1976].
- (25) The political parties and their candidates shall scrupulously avoid all activities which are "corrupt practices" and offences under the election law, such as the bribing of voters, intimidation of voters, impersonation of voters, canvassing within 400 yards of a polling station, holding public meetings during the period of 48 hours ending with the hour fixed for the close of the poll. [Sections 78, 84 and 85 of the Representation of the People Act, 1976].
- (26) The political parties, contesting candidates, agents or workers shall not indulge in offering gifts or gratifications or inducing another to stand or not to stand as a candidate, or to withdraw or not to withdraw his candidature. [Section 79 of the Representation of the People Act, 1976].
- (27) No contesting candidate or a political party shall, under no circumstances, cross the limit of election expenses – rupees one million for the National Assembly and rupees six hundred thousand for the Provincial Assembly seats. [Section 49 of the Representation of the People Act, 1976].
- (28) A political party may, at the national level, publish or broadcast or cause to be published or broadcast advertisements as a part of its election campaign; total expenses of such publication, broadcast or advertisement shall not exceed thirty million rupees. [Section 83B of the Representation of the People Act, 1976].
- (29) Concerned political parties and contesting candidates may announce their overall development Programme. But following the announcement of the election schedule till the day of polling, no candidate or any person on his behalf shall, openly or in secret, give any subscription or donation, or make promise for giving such subscription or donation, to any institution of their respective constituency or to any other institution, nor shall commit to undertake any development project in the respective constituency.

- (30) Ministers shall not combine their official visits with electioneering work.
- (31) The local police administration and the opposite party shall, in advance, be informed of the date, time and place for holding meetings or processions in favour of any contending political party or candidate. The organisers of any meeting shall have to seek the assistance of the police for taking action against the persons who obstruct to the holding of such meeting or create disturbances in such meeting. The organisers shall not themselves take any action against such persons.
- (32) The political parties and contesting candidates should not procure the support or assistance of any civil servant to promote or hinder the election of a candidate. [Section 83 of the Representation of the People Act, 1976].
- (33) The political parties and their candidates shall dissuade their workers or sympathisers from destroying any ballot paper or any official mark on the ballot paper. [Section 87 of the Representation of the People Act, 1976].

By order of the Election Commission of Pakistan.

Sd/-
KHAN AHMED GORAYA
Secretary

ANNEX XV

Symbols Allocated to Parties by Election Commission

ELECTION SYMBOLS 1997

1. ARROW	9. BRIDGE	17. CANDLE	25. COMB	33. FLOWER VASE	41. HELICOPTER	49. KANSUI	57. PERSIAN WHEEL	65. ROLLER OF WOOD	73. SPECTACLES	81. TAP	89. TREE
2. AXE	10. BROOM	18. CAR	26. COW	34. FOOT BALL	42. HORSE	50. LADDER	58. PITCHER	66. ROSE	74. SPINNING WHEEL	82. TRUCK	90. TRUCK
3. BAT	11. BRUSH	19. CAP	27. CUP AND SAUCER	35. FOUNTAIN	43. HUKKAH	51. LANTERN	59. PELICAN	67. SCISSORS	75. SUTICASE	83. TELEPHONE	91. UMBRELLA
4. BELL	12. BUCKET	20. CHAIR	28. DOVE	36. FOUNTAIN	44. INKNOT WITH PEN	52. LETTER BOX	60. PLANNER	68. SCOOTER	76. STAG	84. TELEVISION	92. WHEEL
5. BICYCLE	13. BULB	21. CHAIR	29. ELEPHANT	37. CHU LAR	45. IRON	53. LOCK	61. RACKET	69. SEWING MACHINE	77. TUMBLER	85. TIGER	93. WHEEL
6. BOAT	14. BUNCH OF GRAPES	22. CHARPAL	30. FAN	38. GUN	46. JUG	54. LOTI	62. RAILWAY ENGINE	70. SICKLE	78. TABLE	86. TONGS	94. WHEEL
7. BOTTLE	15. BUS	23. CLOCK	31. FISH	39. HAND PUMP	47. KITE	55. LOUSPFAKER	63. RICKSHA	71. SAW	79. TABLE LAMP	87. TRACTOR	95. WHEEL
8. BOWL	16. BUTTERFLY	24. COAT	32. FISH	40. HAMMER	48. KNIFE	56. MOUNTAIN	64. RING	72. SAW	80. TAP	88. TRUCK	96. WHEEL