

ANGUILLA CONSTITUTIONAL AND ELECTORAL REFORM COMMITTEE
PROPOSALS
FOR PUBLIC DISCUSSION

Committee Members:

Attended at least one meeting:

Don Mitchell, CBE, QC, Chairperson
John Benjamin, QC
Hon Evalie Bradley
Keesha Carty
Ariel Gaskin
Marie Horsford
Colville Petty, OBE
Stanley Reid, OBE
Allister Richardson
Kristy Richardson-Harrigan
Conrad Rogers
Statchel Warner

Did not attend meetings:

Thomas Astaphan, QC	[Professional engagements]
Kyle Hodge	[Resigned for personal reasons]
Joyce Kentish, QC	[Professional engagements]
Lolita Richardson	[Invited, but declined membership]

Introduction

The Committee was established by Executive Council and began its work in September 2015. According to the Committee's mandate, the Committee reviewed a number of proposals and draft Constitutions prepared by various bodies over the previous 15 years.

This review exercise resulted in the following proposed discussion document at **Appendix A**. **Appendix A** consists of the provisions which a majority of the Committee would be prepared to support. Mr Thomas Astaphan QC does not agree with its contents. His initial proposals for constitutional and electoral reform are set out in **Appendix B**. The majority of the members of the Committee, while agreeing there is merit in the intent of Mr Astaphan QC's proposals, have concerns about their practicality. Mr Astaphan QC has been invited to expand on his proposals so as to demonstrate their practical application.

The provisions of the draft at **Appendix A** reflect the Committee's view of which proposals appear likely to meet with general public approval, based on discussions, reports, and drafts prepared and discussed over the years. Where there are two different proposals that appear equally feasible, they are both

included as alternatives, for the public discussion to reveal which is the most favoured.

The Committee does not intend to present any draft proposals to Executive Council until all proposals for amendments to the Constitution have been thoroughly discussed in public. Any new proposals coming out of such discussions will be taken into account and incorporated into its final Report once the merit and practicality of such proposals can be clearly seen and meet with general public approval.

The Committee intends to complete its work well before the end of the year 2016, and to deliver its final Report to the Executive Council at its conclusion.

A note on the numbering of the sections in **Appendix A**: Where, at an advanced stage of its review exercise, the Committee accepted a proposal to include a new section, the decision was taken not to renumber all the sections to take account of the latest inclusion. The new section was simply inserted and numbered with the letter “A” or “B”.¹ Because of the frequent cross-referencing of the sections, and because, as a result of the public consultations new sections may be added, it was decided to wait until the final draft to provide a final accurate numbering of the sections.

In addition to the public consultations, members of the public are encouraged to study the attached proposals and to communicate in writing any errors, suggestions for amendment, or additional proposals to any member of the Committee.

11 July 2016

¹ See for example section 15A.

APPENDIX A

DRAFT DISCUSSION DOCUMENT FOR A NEW CONSTITUTION OF ANGUILLA

1. Citation, commencement and establishment of the Constitution (**Alternative Preambles provided**)

CHAPTER 1

PROTECTION OF FUNDAMENTAL RIGHTS AND FREEDOMS

2. Fundamental rights and freedoms of the individual
3. Protection of right to life
4. Protection of right to personal liberty
5. Protection of right of prisoners to humane treatment
6. Protection from slavery and forced labour
7. Protection of freedom of movement
8. Protection from inhumane treatment
9. Protection from deprivation of property
10. Protection from arbitrary search or entry
11. Provision to secure protection of law
12. Protection of freedom of conscience
13. Protection of freedom of expression
14. Protection of freedom of assembly and association
15. Protection from discrimination on the grounds of race, etc.
- 15A. Protection of the environment
- 15B. Children
16. Derogation from fundamental rights and freedoms under emergency powers
17. Protection of persons detained under emergency laws
18. Enforcement of protective provisions
19. Declaration of emergency (**Alternatives**)

CHAPTER 2

INTERPRETATION

20. Interpretation
21. References to public office
22. Appointments
23. Re-election or re-appointment
24. Removal from office
25. Resignation
26. Power to amend or revoke instruments

CHAPTER 3
THE GOVERNOR

27. The Governor
28. Office of Deputy Governor
29. Acting Governor
30. Functions of Deputy Governor
31. Governor's Deputy

CHAPTER 4
THE EXECUTIVE

32. Executive authority of Anguilla (**Alternatives**)
33. Cabinet and government of Anguilla (**Alternatives**)
34. Appointment of ministers
35. Tenure of office of ministers
36. Performance of functions of Premier in certain events
37. Assignment of responsibilities and ministers
38. Attorney-General
39. Director of Public Prosecutions
40. Governor's special responsibilities
41. Oaths to be taken by members of Cabinet
42. Summoning of persons to Cabinet
43. Summoning of Cabinet and transaction of business
44. Presiding in Cabinet
45. Cabinet Secretary

CHAPTER 5
HOUSE OF ASSEMBLY

46. Composition of legislature and power to make laws
47. Qualifications for elected membership
48. Disqualifications for elected membership
49. Declaration by candidates for election to House of Assembly
50. Tenure of office of members of Assembly
51. Vacation of seat on sentence
52. Temporary members of Assembly
53. Leader of the Opposition
54. Power to provide for a referendum
55. People-initiated referendums
56. Determination of questions as to membership of Assembly
57. Penalty for sitting or voting in Assembly when unqualified
58. Qualification of voters
59. Laws as to elections

60. Review and alteration of electoral district boundaries

CHAPTER 6

POWERS AND PROCEDURE IN HOUSE OF ASSEMBLY

61. Rules of procedure (**Alternatives**)
62. Presiding in Assembly
63. Assembly may transact business notwithstanding vacancies
64. Quorum
65. Voting
66. Summoning persons to assist Assembly
67. Introduction of bills
68. Assent to bills
69. Return of bills by Governor
70. Standing Committees
71. Oath of Allegiance
72. Privileges of Assembly and members
73. Sessions
74. Prorogation and dissolution
75. General elections

CHAPTER 7

THE JUDICATURE

76. Eastern Caribbean Supreme Court
77. Subordinate courts and tribunals

CHAPTER 8

THE PUBLIC SERVICE

78. Public service general: Power to appoint, etc., to public office
79. Pensions: Applicability of pensions law
80. Pensions, etc., charged on revenues of Anguilla
81. Grant and withholding of pensions, etc.

CHAPTER 9

INSTITUTIONS PROTECTING GOOD GOVERNANCE

82. Electoral Districts Boundary Commission
83. Review and alteration of electoral district boundaries
84. Public Service Commission
85. Teaching Service Commission
86. Police Service Commission
87. Power to appoint, etc., to office in the police service
88. National Security Commission

- 89. Financial Services Commission
- 89A. Appointments Commission
- 90. Judicial and Legal Service Commission
- 91. Power to appoint, etc., to legal offices
- 92. Integrity Commission
- 93. Registration of interests
- 94. Anguillian Status Commission
- 95. Advisory Commission on the Prerogative of Mercy
- 96. Commissions of Inquiry
- 97. General provisions regarding Commissions
- 98. Legislation regarding Commissions
- 99. Human Rights Commissioner (**Alternatives**)
- 100. Complaints Commissioner
- 101. Police Complaints Commissioner
- 102. Public Procurement Commissioner
- 103. Freedom of Information
- 104. General provisions relating to Commissioners
- 105. Crown land
- 106. Governor's Power of Pardon

CHAPTER 10

PUBLIC FINANCE

- 107. General principles
- 108. Taxation
- 109. Contingent liabilities
- 110. Consolidated Fund
- 111. Withdrawal from Consolidated Fund or other public funds
- 112. Financial year estimates
- 113. Appropriation Bill
- 114. Power of Government to borrow or lend
- 115. Further powers of Governor
- 116. Exercise of functions by Governor
- 117. Appropriations Committee
- 118. Funding of institutions protecting good governance
- 119. Public Accounts Committee
- 120. Accounting officers
- 121. Remuneration of Speaker and other members of House of Assembly
- 122. Audit (**Alternatives**)

CHAPTER 11
MISCELLANEOUS

123. Appeals to Her Majesty in Council

124. Public Seal

2016 No.

The Anguilla Constitution Order 2016

At the Court at Buckingham Palace, the day of 2016²

Present

The Queen's Most Excellent Majesty in Council

Her Majesty, in exercise of the powers conferred upon Her by section 1(2) of the Anguilla Act 1980 and sections 6(1) and 17(4) of the West Indies Act 1967, is pleased, by and with the advice of Her Privy Council, to order, and it is hereby ordered, as follows:

Citation, commencement and establishment of the Constitution

1. (1) This Order may be cited as the Anguilla Constitution Order 2016.

(2) This Order shall come into force on the day on which the House of Assembly of Anguilla is dissolved next following the day on which this Order is made, which day is in this Order referred to as "the appointed day".

(3) On the appointed day the following provisions of this Order shall have effect as the Constitution of Anguilla; but until the day after the polling in the first general election in Anguilla after the appointed day:

- (a) the office of Premier shall continue to be called Chief Minister;
- (b) the Cabinet shall continue to be called Executive Council; and
- (c) no person shall be appointed to the office of Cabinet Secretary.

PREAMBLE³

Whereas the people of the territory of Anguilla have over centuries evolved with a distinct cultural identity and will which is the essence of an Anguillan;

Acknowledge that the society of Anguilla is based upon certain moral, spiritual and democratic values including a belief in God, the inherent dignity of the human person, the inalienable right of the freedom of the individual, and respect for fundamental rights and freedoms and the rule of law;

Mindful that the people of Anguilla have expressed a desire for their Constitution to reflect who they are as a people and a country and their quest for social

² Commencement follows the format of the style of the Virgin Islands Constitution Order 2007 (hereinafter the "VI Constitution").

³ As recommended by paragraph 4 of the 2006 Report of the Constitutional and Electoral Reform Commission (hereinafter "the 2006 Report"). Taken from Rev Dr Clifton Niles' Committee's 2012 draft Constitution for Anguilla (hereinafter "Rev Niles' draft")

justice, economic empowerment and political advancement, and self-determination;

Recognising that the people of Anguilla have a free and independent spirit, and have developed themselves and their country based on qualities of honesty, integrity, mutual respect, self-reliance and the ownership of land engendering a strong sense of belonging, kinship and pride;

Recalling that because of historical, economic and other reasons many of the people of Anguilla reside elsewhere but have and continue to have an ancestral connection and bond with Anguilla;

Accepting that Anguilla should be governed based on adherence to well-established democratic principles and institutions;

Affirming that the people of Anguilla have generally expressed their desire to become a self-governing people and to exercise the highest degree of control over the affairs of their country at this stage of its development; and

Noting that the United Kingdom, the administering power for the time being, has articulated a desire to enter into a modern partnership with Anguilla based on the principles of mutual respect, self-determination and transparency;

Now, therefore, the following provisions have effect as the Constitution of Anguilla:-

PREAMBLE⁴

Whereas the people of Anguilla

Proclaim that they are a sovereign nation founded upon principles that acknowledge the supremacy of God, the dignity and worth of the human person, the entitlement of all persons to the fundamental rights and freedoms of the individual, the position of the family in a society of free men and women and free institutions;

Respect the principles of social justice and, therefore, believe that the operation of their economic system should result in the material resources of their community being so distributed as to serve the common good, that there should be adequate means of livelihood for all, that labour should not be exploited or forced by economic necessity to operate in inhumane conditions but that there should be opportunity for advancement on the basis of recognition of merit, ability and integrity;

⁴ As recommended by paragraph 4 of the 2006 Report. Taken from Rev John Gumbs' Committee's 2014 draft Constitution for Anguilla (hereinafter "Rev Gumbs' draft").

Assert their conviction that their happiness and prosperity can best be pursued in a democratic society in which all persons may, to the extent of their capacity, play some part in the national life;

Recognise that the law symbolises the public conscience, that every citizen owes to it an undivided allegiance not to be limited by any private views of justice or expediency and that the State is subject to the law;

Desire to establish a framework of supreme law within which to guarantee their inalienable human rights and freedoms, among them, the rights to liberty, property, security and legal redress of grievances, as well as freedom of speech, of the press and of assembly, subject only to the public interest;

NOW, THEREFORE, the following provisions shall have effect as the Constitution of Anguilla:-

CHAPTER 1⁵

PROTECTION OF FUNDAMENTAL RIGHTS AND FREEDOMS

Fundamental rights and freedoms of the individual

2. Whereas every person in Anguilla is entitled to the fundamental rights and freedoms of the individual, that is to say, the right, whatever his race, place of origin, political opinions, colour, creed or sex, but subject to respect for the rights and freedoms of others and for the public interest, to each and all of the following, namely:

- (a) life, liberty, security of the person, the enjoyment of property and the protection of the law;
- (b) freedom of conscience, of expression, movement and of peaceful assembly and association; and
- (c) respect and protection for his private and family life,⁶

the subsequent provisions of this Chapter shall have effect for the purpose of affording protection to the aforesaid rights and freedoms, subject to such limitations of that protection as are contained in those provisions, being limitations designed to ensure that the enjoyment of the said rights and freedoms by an individual does not prejudice the rights and freedoms of others or the public interest.

⁵ As suggested by Lolita Richardson's 2009 draft Constitution for Anguilla (hereinafter "Mrs Richardson's draft"), the Fundamental Rights are shifted to Chapter 1.

⁶ Amended to follow section 1 of Mrs Richardson's draft.

Protection of right to life

3. (1) Every person has a right to life which shall be protected by law.⁷

(2) No person shall be deprived of his life intentionally.

(3) A person shall not be regarded as having been deprived of his life in contravention of this section if he dies as the result of the use, to such extent and in such circumstances as are permitted by law, of such force as is reasonably justifiable:

- (a) for the defence of any person from violence or for the defence of property;
- (b) in order to effect a lawful arrest or to prevent the escape of a person lawfully detained;
- (c) for the purpose of suppressing a riot, insurrection or mutiny; or
- (d) in order lawfully to prevent the commission by that person of a criminal offence, or if he dies as the result of a lawful act of war.

Protection of right to personal liberty

4. (1) Every person has the right to liberty and security of the person which shall be protected by law.⁸

(2) No person shall be deprived of his personal liberty save as may be authorised by law in any of the following cases, that is to say:

- (a) in consequence of his unfitness to plead to a criminal charge;
- (b) in execution of the sentence or order of a court, whether established for Anguilla or some other country, in respect of a criminal offence of which he has been convicted;
- (c) in execution of an order of the High Court or the Court of Appeal or such other court as may be prescribed by the Legislature on the grounds of his contempt of any such court or of another court or tribunal;
- (d) in execution of the order of a court made in order to secure the fulfilment of any obligation imposed on him by law;
- (e) for the purpose of bringing him before a court in execution of the order of a court;

⁷ Amendment suggested by section 2 of Mrs Richardson's draft.

⁸ Amendment suggested by section 3 of Mrs Richardson's draft.

- (f) upon reasonable suspicion of his having committed or of being about to commit a criminal offence under the law of Anguilla;
- (g) under the order of a court or with the consent of his parent or guardian, for his education or welfare during any period ending not later than the date when he attains the age of eighteen years;
- (h) for the purpose of preventing the spread of an infectious or contagious disease;
- (i) in the case of a person who is, or is reasonably suspected to be, of unsound mind, addicted to drugs or alcohol, or a vagrant, for the purpose of his care or treatment or the protection of the community;
- (j) for the purpose of preventing the unlawful entry of that person into Anguilla, or for the purpose of effecting the expulsion, extradition or other lawful removal of that person from Anguilla or for the purpose of restricting that person while he is being conveyed through Anguilla in the course of his extradition or removal as a convicted prisoner from one country to another; or
- (k) to such extent as may be necessary in the execution of a lawful order requiring that person to remain within a specified area within Anguilla or prohibiting him from being within such an area or to such extent as may be reasonably justifiable for the taking of proceedings against that person relating to the making of any such order, or to such extent as may be reasonably justifiable for restraining that person during any visit that he is permitted to make to any part of Anguilla in which, in consequence of any other such order, his presence would otherwise be unlawful.

(3) Any person who is arrested or detained shall be informed orally and in writing as soon as reasonably practicable, in a language which he understands, of the reasons for his arrest or detention.⁹

(4) Any person who is arrested or detained shall be informed immediately upon his arrest or detention in a language which he understands, of his rights.¹⁰

(5) Any person who is arrested or detained shall have the right, at any stage and at his own expense, to retain and instruct without delay a legal representative of his own choice, and to hold private communication with such legal practitioner and, in the case of a minor, to communication with his parent or guardian.¹¹

⁹ As recommended by paragraph 12 of the 2006 Report.

¹⁰ Amendment suggested by section 3 of Mrs Richardson's draft.

¹¹ Suggested by section 3 of Mrs Richardson's draft.

(6) Every person who is arrested shall be informed, as soon as reasonably practicable and in a language that he understands, of his rights under subsection (5); and that person shall also have the right, and shall be informed at the same time that he has the right, to remain silent and to have one person informed by the quickest practicable means of his arrest and his whereabouts.¹²

(7) Any person who is arrested or detained:

(a) for the purpose of bringing him before a court in execution of the order of a court; or

(b) upon reasonable suspicion of his having committed or being about to commit a criminal offence under the law of Anguilla,

and who is not released, shall be brought within forty eight hours¹³ before a court; and if any person arrested or detained upon reasonable suspicion of his having committed or being about to commit a criminal offence under the law of Anguilla is not tried within a reasonable time, then, without prejudice to any further proceedings which may be brought against him, he shall be released either unconditionally or upon reasonable conditions, including in particular such conditions as are reasonably necessary to ensure that he appears at a later date for trial or for proceedings preliminary to trial.

(8) Any person who is unlawfully arrested or detained by any other person shall be entitled to compensation for such unlawful arrest or detention from that other person, from any person or authority on whose behalf that other person was acting or from them both; but a judicial officer or an officer of a court or a police acting in pursuance of the order of a judicial officer shall not be personally liable to pay compensation under this subsection in respect of anything done by him in good faith in the discharge of the functions of his office and any liability to pay any such compensation in respect of that thing shall be a liability of the Crown.¹⁴

(9) Where any person is brought before a court in execution of the order of a court in any proceedings or upon suspicion of his having committed or being about to commit an offence, he shall not be thereafter further held in custody in connection with those proceedings or that offence save upon the order of a court.

(10) For the purposes of subsection (2)(b) of this section a person charged before a court with a criminal offence in respect of whom a special verdict has been returned that he was guilty of the act or omission charged but was insane when he did the act or made the omission shall be regarded as a person who

¹² Suggested by section 3 of Mrs Richardson's draft.

¹³ As recommended by paragraph 13 of the 2006 Report.

¹⁴ Wording suggested by section 3 of Mrs Richardson's draft.

has been convicted of an offence and the detention of a person in consequence of such a verdict shall be regarded as detention in execution of the order of a court.

Protection of right of prisoners to humane treatment¹⁵

5. (1) All persons deprived of their liberty (in this section referred to as “prisoners”) have the right to be treated with humanity and with respect for the inherent dignity of the human person.

(2) Save where the interests of defence, public safety, public order, public morality, public health or the administration of justice otherwise require, unconvicted prisoners shall be segregated from convicted prisoners, and every unconvicted prisoner shall be entitled to be treated in a manner appropriate to his status as such.

(3) Minor prisoners shall be segregated from adult prisoners and every minor prisoner shall be treated in a manner appropriate to his age and legal status and, if he is an unconvicted prisoner and unless he is earlier released, to have any criminal proceedings against him pursued with the greatest possible expedition.

Protection from slavery and forced labour

6. (1) No person shall be held in slavery or servitude.

(2) No person shall be required to perform forced labour.

(3) For the purposes of this section, the expression “forced labour” does not include:

- (a) any labour required in consequence of the sentence or order of a court;
- (b) labour required of any person while he is lawfully detained that, though not required in consequence of the sentence or order of a court, is reasonably necessary in the interests of hygiene or for the maintenance of the place at which he is detained;
- (c) any labour required of a member of a disciplined force in pursuance of his duties as such or, in the case of a person who has conscientious objections to service as a member of a naval, military or air force, any labour that that person is required by law to perform in place of such service;
- (d) any labour required during any period of public emergency or in the event of any other emergency or calamity that threatens the life and

¹⁵ New provision suggested by section 4 of Mrs Richardson’s draft.

well-being of the community, to the extent that the requiring of such labour is reasonably justifiable in the circumstances of any situation arising or existing during that period or as a result of that other emergency or calamity, for the purpose of dealing with that situation.

Protection of freedom of movement

7. (1) No person shall be deprived of his freedom of movement, and, for the purposes of this section the said freedom means the right to move freely throughout Anguilla, the right to reside in any part of Anguilla, the right to enter Anguilla, the right to leave Anguilla and immunity from expulsion from Anguilla.

(2) Any restriction on a person's freedom of movement which is involved in his lawful detention shall not be held to be inconsistent with or in contravention of this section.

(3) Nothing contained in or done under the authority of any law shall be held to be inconsistent with or in contravention of this section to the extent that the law in question makes provision:

- (a) for the imposition of restrictions on the movement or residence within Anguilla of any person or on any person's right to leave Anguilla that are reasonably required in the interests of defence, public safety or public order;
- (b) for the imposition of restrictions on the movement or residence within Anguilla or on the right to leave Anguilla of persons generally or any class of persons in the interests of defence, public safety, public order, public morality or public health and except so far as that provision or, as the case may be, the thing done under the authority thereof is shown not to be reasonably justifiable in a democratic society;
- (c) for the imposition of restrictions on the movement or residence within Anguilla of any person who does not belong to Anguilla or the exclusion or expulsion from Anguilla of any such person;
- (d) for the imposition of restrictions on the acquisition or use by any person of land or other property in Anguilla;
- (e) for the imposition of restrictions on the movement or residence within Anguilla of public officers, or on the right of public officers to leave Anguilla;
- (f) for the removal of a person from Anguilla to be tried or punished in some other country for a criminal offence under the law of that other country or to undergo imprisonment in that other country in execution

of the sentence of a court in respect of a criminal offence under the law of Anguilla of which he has been convicted; or

- (g) for the imposition of restrictions on the right of any person to leave Anguilla that are reasonably required in order to secure the fulfilment of any obligations imposed on that person by law and except so far as that provision or, as the case may be, the thing done under the authority thereof is shown not to be reasonably justifiable in a democratic society.

(4) If any person whose freedom of movement has been restricted by virtue only of such a provision as is referred to in subsection (3)(a) of this section so requests at any time during the period of that restriction not earlier than six months after the restriction was imposed or six months after he last made such a request during that period, his case shall be reviewed by an independent and impartial tribunal established by law and presided over by a person appointed by the Chief Justice from among persons who hold the office of magistrate in Anguilla or who are entitled to practise or to be admitted to practise in Anguilla as barristers.

(5) On any review by a tribunal in pursuance of subsection (4) of this section of the case of any person whose freedom of movement has been restricted, the tribunal may make recommendations concerning the necessity or expediency of continuing that restriction to the authority by whom it was ordered and, unless it is otherwise provided by law, that authority shall be obliged to act in accordance with any such recommendations.

Protection from inhumane treatment

8. No person shall be subjected to torture or to inhuman or degrading punishment or other treatment.

Protection from deprivation of property

9. (1) No interest in or right over any property of any description shall be compulsorily acquired, and no such property shall be compulsorily taken possession of, except by or under the provisions of a written law which:

- (a) prescribes the principles on which and the manner in which adequate compensation thereto is to be determined;
- (b) requires the prompt payment in money of such adequate compensation;¹⁶
- (c) prescribes the manner in which the compensation is to be given; and

¹⁶ As recommended by paragraph 17 of the 2006 Report.

(d) the manner of enforcing the right to any such compensation.

(2) Nothing in this section shall be construed as affecting the making or operation of any law so far as that law provides for the taking of possession or acquisition of any property, interest or right:

(a) in satisfaction of any tax, rate or due; or

(b) by way of penalty for breach of the law, whether under civil process or after conviction of a criminal offence under the law of Anguilla; or

(c) upon the attempted removal of the property in question out of or into Anguilla in contravention of any law; or

(d) by way of the taking of a sample for the purpose of any law; or

(e) where the property consists of an animal upon its being found trespassing or straying; or

(f) as an incident of a lease, tenancy, licence, mortgage, charge, bill of sale, pledge or contract; or

(g) by way of the vesting or administration of trust property, enemy property, or the property of persons adjudged or otherwise declared bankrupt or insolvent, persons of unsound mind, deceased persons, or bodies corporate or unincorporate in the course of being wound up; or

(h) in the execution of judgments or orders of courts; or

(i) by reason of its being in a dangerous state or injurious to the health of human beings, animals or plants; or

(j) in consequence of any law with respect to the limitation of actions; or

(k) for so long only as may be necessary for the purposes of any examination, investigation, trial or inquiry or, in the case of land, the carrying out thereon:

(i) of work of soil conservation or of conservation of other natural resources; or

(ii) of work relating to agricultural development or improvement which the owner or occupier of the land has been required, and has without reasonable excuse refused or failed, to carry out.

(3) Nothing in this section shall be construed as affecting the making or operation of any law so far as it provides for the orderly marketing or production or growth or extraction of any agricultural product or mineral or any article or thing prepared for market or manufactured therefor or for the reasonable restriction of the use of

any property for the purpose of safeguarding the interests of others or the protection of tenants, licensees or others having rights in or over such property.

(4) Nothing in this section shall be construed as affecting the making or operation of any law for the compulsory taking of possession in the public interest of any property, or the compulsory acquisition in the public interest of any interest in or right over property, where that property, interest or right is held by a body corporate which is established for public purposes by any law and in which no monies have been invested other than monies provided by the Legislature.

(5) In this section “compensation” means the consideration to be given to a person for any interest or right which he may have in or over property which has been compulsorily taken possession of or compulsorily acquired as prescribed and determined in accordance with the provisions of the law by or under which the property or such right or interest has been compulsorily taken possession of or compulsorily acquired.

Protection from arbitrary search or entry

10. (1) Every person has the right to respect for his private and family life, his home and his correspondence and, except with his own consent, no person shall be subjected to the search of his person or his property or the entry by others on his premises.¹⁷

(2) Nothing contained in or done under the authority of any law shall be held to be inconsistent with or in contravention of this section to the extent that the law in question makes provision:

- (a) that is reasonably required in the interests of defence, public safety, public order, public morality, public health, public revenue, town and country planning or the development and utilisation of any property in such a manner as to promote the public benefit;
- (b) that authorises an officer or agent of the Government of Anguilla, a local government authority or a body corporate established by law for public purposes to enter on the premises of any person in order to inspect those premises or anything thereon for the purpose of any tax, rate or due or in order to carry out work connected with any property that is lawfully on those premises and that belongs to that Government, authority or body corporate, as the case may be;
- (c) that is reasonably required for the purpose of preventing or detecting crime;

¹⁷ Wording suggested by section 9 of Mrs Richardson’s draft.

- (d) that is reasonably required for the purpose of protecting the rights or freedoms of other persons; or
- (e) that authorises, for the purpose of enforcing the judgment or order of a court in any civil proceedings, the search of any person or property by order of a court or entry upon any premises by such order, and except so far as that provision or, as the case may be, anything done under the authority thereof is shown not to be reasonably justifiable in a democratic society.

Provision to secure protection of law

11. (1) Whenever any person is charged with a criminal offence he shall, unless the charge is withdrawn, be afforded a fair hearing within a reasonable time by an independent and impartial court established by law.

(2) Any court or other authority prescribed by law for the determination of the existence or the extent of civil rights or obligations shall be established by law and shall be independent and impartial; and where proceedings for such a determination are instituted by any person before such a court or other authority, the case shall be given a fair hearing within a reasonable time.

(3) Except with the agreement of all the parties thereto all proceedings of every court and proceedings relating to the determination of the existence or the extent of a person's civil rights or obligations before any other authority, including the announcement of the decision of the court or other authority, shall be held in public.

(4) Nothing in subsection (3) of this section shall prevent any court or any other authority such as is mentioned in that subsection from excluding from the proceedings persons other than the parties thereto and their legal representatives:

- (a) in appeal proceedings under any law relating to income tax; or
- (b) to such extent as the court or other authority:
 - (i) may consider necessary or expedient in circumstances where publicity would prejudice the interests of justice; or
 - (ii) may be empowered or required by law to do so in the interests of defence, public safety, public order, public morality, the welfare of persons under the age of eighteen years or the

protection of the private lives of persons concerned in the proceedings.¹⁸

(5) Every person who is charged with a criminal offence shall be presumed to be innocent until he is proved or has pleaded guilty:

Provided that nothing contained in or done under the authority of any law shall be held to be inconsistent with or in contravention of this subsection to the extent that the law in question imposes upon any person charged as aforesaid the burden of proving particular facts.

(6) Every person who is charged with a criminal offence:

- (a) shall be informed orally and in writing as soon as reasonably practicable, in a language which he understands, of the nature of the offence charged;
- (b) shall be given adequate time and facilities for the preparation of his defence;
- (c) shall be permitted to defend himself or herself in person or, at his own expense, by a legal representative of his own choice or if unable to retain a legal representative at his own expense and the interests of justice so require, by a legal representative at the public expense;¹⁹
- (d) shall be afforded facilities to examine in person or by his legal representative the witnesses called by the prosecution before any court and to obtain the attendance of witnesses, subject to the payment of their reasonable expenses, and carry out the examination of such witnesses to testify on his behalf before the court on the same condition as those applying to witnesses called by the prosecution;
- (e) shall be permitted to have without payment the assistance of an interpreter if he cannot understand the English language; and
- (f) shall, when charged on information or indictment in the High Court, have the right to trial by jury or before a judge sitting alone, as he may choose.²⁰

(7) Except with his own consent, the trial of a person charged with a criminal offence shall not take place in his absence, unless:

¹⁸ Removes the provision for automatic exclusion of Chamber proceedings as recommended by paragraph 19 of the 2006 Report.

¹⁹ Amendment suggested by section 10 of Mrs Richardson's draft. Query whether it is fair or necessary that the public should be obliged to provide any defendant with a lawyer of his own choice in every criminal offence, or should it be limited to indictable offences.

²⁰ Amendment suggested by section 10 of Mrs Richardson's draft.

- (a) that person so behaves in the court as to render the continuance of the proceedings in his presence impracticable and the court has ordered that person to be removed and the trial to proceed in his absence; or
- (b) the court, being satisfied that no injustice will result, orders the trial to proceed in that person's absence on account of the abscondment or the involuntary illness or incapacity of that person.²¹

(8) No person shall be held to be guilty of a criminal offence on account of any act or omission which did not, at the time it took place, constitute such an offence, and no penalty shall be imposed for any criminal offence which is severer in degree or description than the maximum penalty which might have been imposed for that offence at the time when it was committed.

(9) No person who shows that he has been tried by any competent court for a criminal offence and either convicted or acquitted shall again be tried for that offence or for other criminal offence of which he could have been convicted at the trial for that offence save upon the order of a superior court made in the course of appeal proceedings relating to the conviction or acquittal; and no person shall be tried for a criminal offence if he shows that he has been pardoned for that offence:

Provided that nothing contained in or done under the authority of any law shall be held to be inconsistent with or in contravention of this subsection to the extent that the law in question authorises any court to try a member of a disciplined force for a criminal offence notwithstanding any trial and conviction or acquittal of that member under the disciplinary law of that force; but any court so trying such a member and convicting him shall in sentencing him to any punishment take into account any punishment awarded him under that disciplinary law.

(10) When a person is tried for any criminal offence, the accused person or any person authorised by him in that behalf shall, if he so requires and subject to payment of such reasonable fee as may be prescribed by law, be given within a reasonable time after judgment a copy for the use of the accused person of any record of the proceedings made by or on behalf of the court.

(11) No person who is tried for a criminal offence shall be compelled to give evidence at the trial.

(12) When a person, has by a final decision of a court, been convicted of a criminal offence and, subsequently, his conviction has been quashed, or he has been pardoned, on the ground that a newly-disclosed fact shows that there has

²¹ Amendment suggested by section 10 of Mrs Richardson's draft.

been a miscarriage of justice, he shall be compensated out of public funds for any punishment that he has suffered as a result of the conviction unless it is proved that the non-disclosure in time of that fact was wholly or partly his fault.²²

(13) For the determination of the existence or extent of his civil rights and obligations, every person shall have the right to a fair hearing within a reasonable time before an independent and impartial court or other authority established by law.²³

(14) In the case of any person who is held in lawful detention the provisions of subsection (1), subsection (3) and paragraphs (c) and (d) of subsection (6) of this section shall not apply in relation to his trial for a criminal offence under the law regulating the discipline of persons held in such detention.

(15) In this section “criminal offence” means a criminal offence under the law of Anguilla.

Protection of freedom of conscience

12. (1) Except with his own consent, no person shall be hindered in the enjoyment of his freedom of conscience, including freedom of thought and of religion, freedom to change his religion or belief and freedom, either alone or in community with others, and both in public and in private, to manifest and propagate his religion or belief in worship, teaching, practice and observance.

(2) Except with his own consent (or, if he is a person under the age of eighteen years, the consent of his parent or guardian) no person attending any place of education shall be compelled to receive religious instruction or to take part in or attend any religious ceremony or observance if that instruction, ceremony or observance relates to a religion other than his own.

(3) Every religious community shall be entitled, at its own expense, to establish and maintain places of education and to manage any place of education which it wholly maintains; and no such community shall be prevented from providing religious instruction for persons of that community in the course of any education provided at any places of education which it wholly maintains or in the course of any education which it otherwise provides.

(4) No person shall be compelled to take any oath that is contrary to his religion or belief or to take any oath in a manner that is contrary to his religion or belief.

²² Amendment suggested by section 10 of Mrs Richardson’s draft.

²³ Amendment suggested by section 11 of Mrs Richardson’s draft. A question has arisen whether this is a duplication of subsection (2).

(5) Nothing contained in or done under the authority of any law shall be held to be inconsistent with or in contravention of this section to the extent that the law in question makes provision which is reasonably required:

- (a) in the interests of defence, public safety, public order, public morality or public health;
- (b) for the purpose of protecting the rights and freedoms of other persons, including the right to observe and practise any religion without the unsolicited intervention of members of any other religion; or
- (c) for the purpose of regulating educational institutions in the interests of persons who receive or may receive instruction in them, and except so far as that provision or, as the case may be, the thing done under the authority thereof is shown not to be reasonably justifiable in a democratic society.

(6) References in this section to a religion shall be construed as including references to a religious denomination, and cognate expressions shall be construed accordingly.

Protection of freedom of expression²⁴

13. (1) Except with his own consent, no person shall be hindered in the enjoyment of his freedom of expression, and for the purposes of this section the said freedom includes the freedom to hold opinions and to receive and impart ideas and information without interference, and freedom from interference with his correspondence and other means of communication.

(2) Nothing contained in or done under the authority of any law shall be held to be inconsistent with or in contravention of this section to the extent that the law in question makes provision:

- (a) that is reasonably required
 - (i) in the interests of defence, public safety, public order, public morality or public health;
 - (ii) for the purpose of protecting the reputations, rights and freedoms of other persons or the private lives of persons concerned in legal proceedings, preventing the disclosure of information received in confidence, maintaining the authority and independence of the courts or regulating telephony, telegraphy, posts, wireless, broadcasting or television or other

²⁴ Adapted from section 12 of Mrs Richardson's draft.

means of communication or regarding public exhibitions or public entertainments,²⁵ or

- (b) that imposes restrictions upon public officers or teachers that are reasonably required for the purpose of ensuring the proper performance of their functions:

Provided that the provision or, as the case may be, the thing done under the authority thereof is shown to be reasonably justifiable in a democratic society.

Protection of freedom of assembly and association

14. (1) Except with his own consent, no person shall be hindered in the enjoyment of his freedom of peaceful assembly and association, that is to say, his right peacefully to assemble freely and associate with other persons and in particular to form or belong to trade unions or other associations for the protection of his interests.

(2) No person shall be required as a condition of employment to subscribe to any organisation for membership or admission; nor shall any person be required to pay dues or other compensation to secure or enjoy such employment or the right thereto; nor shall any person be prohibited from free access to his place of employment or return therefrom by virtue of his failure to belong or subscribe to any organisation.

(3) Nothing contained in or done under the authority of any law shall be held to be inconsistent with or in contravention of this section to the extent that the law in question makes provision:

- (a) that is reasonably required:

- (i) in the interests of defence, public safety, public order, public morality or public health; or
- (ii) for the purpose of protecting the rights or freedoms of other persons; or

- (b) that imposes restrictions upon public officers:

Provided that:

- (i) paragraph (a)(ii) of this subsection shall not apply in relation to a provision that operates so as to prohibit a trade union or other association from carrying out activities preventing or restricting persons who are not members of that trade union or other

²⁵ Amendment suggested by section 12 of Mrs Richardson's draft.

association from pursuing a particular trade, profession or employment unless that provision is contained in a written law;

- (ii) the provision or, as the case may be, the thing done under the authority of any such law is shown to be reasonably justifiable in a democratic society.

Protection from discrimination on the grounds of race, etc.²⁶

15. (1) Subject to the provisions of subsections (4), (5) and (7) of this section, no law shall make any provision which is discriminatory either of itself or in its effect.

(2) Subject to the provisions of subsections (6), (7) and (8) of this section, no person shall be treated in a discriminatory manner by any person acting by virtue of any written law or in the performance of the functions of any public office or any public authority.

(3) In this section, the expression “discriminatory” means affording different treatment to different persons attributable wholly or mainly to their respective descriptions by race, place of origin, political opinions, colour, creed or sex whereby persons of one such description are subjected to disabilities or restrictions to which persons of another such description are not made subject or are accorded privileges or advantages which are not accorded to persons of another such description.

(4) Subsection (1) of this section shall not apply to any law so far as that law makes provision:

- (a) with respect to persons who do not belong to Anguilla;
- (b) for the application, in the case of persons of any such description as is mentioned in subsection (3) of this section (or of persons connected with such persons), of the law with respect to adoption, marriage, divorce, burial, devolution of property on death or other like matters which is the personal law of persons of that description; or
- (c) for the imposition of taxation or appropriation of revenue by the Government of Anguilla or any local authority or body for local purposes; or
- (d) for the provision of services in favour of Anguillians.²⁷

²⁶ As recommended by paragraph 23 of the 2006 Report. Taken from section 21 of Rev Niles’ draft.

²⁷ This subsection permitting discrimination in the provision of services in favour of Anguillians has been added to the recommendations of the 2006 Report at the request of Members of the House of Assembly in 2009.

(5) Nothing contained in any law shall be held to be inconsistent with or in contravention of subsection (1) of this section to the extent that it makes provision with respect to qualifications for service as a public officer, or as a member of a disciplined force or for the service of a local government authority or a body corporate established by any law for public purposes.

(6) Subsection (2) of this section shall not apply to anything which is expressly or by necessary implication authorised to be done by any such provision of law as is referred to in subsection (4) or (5) of this section.

(7) Nothing contained in or done under the authority of any law shall be held to be inconsistent with or in contravention of this section to the extent that the law in question makes provision:

(a) whereby persons of any such description as is mentioned in subsection (3) of this section may be subjected to any restriction on the rights and freedoms guaranteed by sections 7, 10, 12, 13 and 14 of this Constitution, being such a restriction as is authorised by paragraph (a), (b) or (g) of subsection (3) of section 7, subsection (2) of section 10, subsection (5) of section 12, subsection (2) of section 13, or subsection (3) of section 14, as the case may be; or

(b) which is reasonably justifiable in a democratic society for the protection or well-being of women.²⁸

(8) Nothing in subsection (2) of this section shall affect any discretion relating to the institution, conduct or discontinuance of civil or criminal proceedings in any court that is vested in any person by or under this Constitution or any other law.

Protection of the environment²⁹

15A. (1) The House of Assembly and the Government shall, in all their decisions, have due regard to the need to foster and protect an environment that is not harmful to the health or well-being of present and future generations, while promoting justifiable economic and social development.

(2) To this end the House of Assembly and the Government should adopt reasonable legislative and other measures to protect the built heritage, the wildlife and the land and sea biodiversity of Anguilla that:

(a) limit pollution and ecological degradation;

²⁸ A question has been asked whether discriminatory laws for the protection of women are still necessary. We need to discuss whether the areas of human trafficking of women for prostitution, protection of health in matters of family planning and pregnancy, genital mutilation and other forms of violence against women justify retaining this exception.

²⁹ Provision taken from section 18 of the Cayman Islands Constitution and section 18 of the TCI Constitution.

- (b) promote conservation and biodiversity; and
- (c) secure ecologically sustainable development and use of natural resources.

Protection of children³⁰

15B. The House of Assembly may, in addition to any rights and freedoms provided in this Chapter which afford protection to children, enact such laws as it considers fit to promote the well-being and welfare of children and to afford them protection from any harm, exploitation, neglect, abuse, maltreatment or degradation and to provide them with such facilities as would aid their growth and development.

Derogations from fundamental rights and freedoms under emergency powers

16. Nothing contained in or done under the authority of any law shall be held to be inconsistent with or in contravention of section 4 or section 14 of this Constitution to the extent that the law authorises the taking during any period of public emergency of measures that are reasonably justifiable for dealing with the situation that exists in Anguilla during that period.

Protection of persons detained under emergency laws³¹

17. (1) When a person is detained by virtue of any such law as is referred to in section 7 of this Constitution the following provisions shall apply, that is to say:

- (a) he shall, as soon as reasonably practicable and in any case not more than four days after the commencement of his detention, be furnished with a statement in writing in a language that he understands specifying in detail the grounds upon which he is detained;
- (b) not more than fourteen days after the commencement of his detention, a notification shall be published in the Gazette stating that he has been detained and giving particulars of the provision of law under which his detention is authorised;
- (c) not more than one month after the commencement of his detention and thereafter during his detention at intervals of not more than six months, his case shall be reviewed by an independent and impartial tribunal established by law and presided over by a person appointed by the Chief Justice from among persons who are or have been judges of the

³⁰ Provision taken from section 30 of the VI Constitution.

³¹ Wording taken from section 23 of Rev Niles' draft.

High Court or the Court of Appeal or are qualified for appointment as such judges;

- (d) he shall be afforded reasonable facilities to consult a legal representative of his own choice who shall be permitted to make representations to the tribunal appointed for the review of the case of the detained person; and
- (e) at the hearing of his case by the tribunal appointed for the review of his case he shall be permitted to appear in person or by a legal representative of his own choice.

(2) On any review by a tribunal in pursuance of this section of the case of a detained person, the tribunal may make recommendations concerning the necessity or expediency of continuing his detention to the authority by which it was ordered but, unless it is otherwise provided by law, that authority shall not be obliged to act in accordance with any such recommendations.

(3) Nothing contained in subsection (1)(d) or subsection (1)(e) of this section shall be construed as entitling a person to legal representation at public expense, except when the interests of justice so require.³²

Enforcement of protective provisions

18. (1) If any person alleges that any of the provisions of sections 3 to 17 (inclusive) of this Constitution has been, or is being, or is likely to be,³³ contravened in relation to him (or, in the case of a person who is detained, if any other person alleges such a contravention in relation to the detained person), then, without prejudice to any other action with respect to the same matter which is lawfully available, that person may apply to the High Court for redress.

(2) The High Court shall have original jurisdiction to hear and determine any application made by any person in pursuance of subsection (1) of this section and may grant such remedies or reliefs, make such orders, issue such writs and give such directions as it may consider appropriate for the purpose of enforcing, or securing the enforcement of, any of the provisions of the said sections 3 to 17 (inclusive) to the protection of which the person concerned is entitled:

(3) The High Court shall not decline to exercise its powers under subsection (2) solely on the ground that it is satisfied that adequate means of redress for the

³² Amendment suggested by section 16 of Mrs Richardson's draft.

³³ "or is likely to be" inserted as recommended by paragraph 26 of the 2006 Report.

contravention alleged are or have been available to the person concerned under any other law.³⁴

(4) If in any proceedings in any court (other than the Court of Appeal, the High Court or a court martial) any question arises as to the contravention in any of the provisions of sections 3 to 17 (inclusive) of this Constitution, the person presiding in that court may, and shall if any party to the proceedings so requests, refer the question to the High Court unless, in his opinion, the raising of the question is merely frivolous or vexatious.

(5) Where any question is referred to the High Court in pursuance of subsection (3) of this section, the High Court shall give its decision upon the question and the court in which the question arose shall dispose of the case in accordance with that decision or, if that decision is the subject of an appeal to the Court of Appeal or to Her Majesty in Council, in accordance with the decision of the Court of Appeal or, as the case may be, of Her Majesty in Council.

(6) An appeal shall lie as of right to the court of Appeal from any final determination of any application or question by the High Court under this section, and an appeal shall lie as of right to Her Majesty in Council from the final determination by the Court of Appeal of the appeal in any such case.³⁵

(7) The Legislature may confer or authorise the conferment on the High Court of such powers in addition to those conferred by this section as may appear to be necessary or desirable for the purpose of enabling the Court more effectively to exercise the jurisdiction conferred on it by this section.

(8) The Chief Justice may make rules with respect to the practice and procedure of the High Court in relation to the jurisdiction and powers conferred on it by or under this section (including rules with respect to the time within which applications may be brought and references shall be made to the High Court).

Declaration of emergency³⁶

19. (1) The Governor may, after consultation with Cabinet and acting on its advice,³⁷ by Proclamation which shall be published in the Gazette, declare that a state of emergency exists for the purposes of this Chapter.

(2) A declaration of emergency may at any time be revoked by the Governor, by Proclamation which shall be published in the Official Gazette, and, unless sooner revoked, shall, without prejudice to the making of a further declaration in like

³⁴ Amendment suggested by section 17 of Mrs Richardson's draft. Removes "other means of redress" as recommended by paragraph 27 of the 2006 Report.

³⁵ Amendments suggested by section 17 of Mrs Richardson's draft.

³⁶ Original version.

³⁷ As recommended by paragraph 28 of the 2006 Report.

manner, expire at the expiration of ninety days from the date on which it was made.

Declaration of emergency³⁸

19. (1) The Governor may, after consultation with Cabinet and acting on its advice,³⁹ by Proclamation published in the manner provided in subsection (2), declare that a state of emergency exists for the purposes of this Chapter.

(2) A proclamation shall be taken to be published if it is published in the Gazette or in a newspaper published in Anguilla, or if it is posted in prominent public places or announced on the radio.

(3) Every declaration of emergency shall lapse-

(a) in the case of a declaration made when the Legislature is sitting, at the expiration of a period of seven days beginning with the date of the publication of the declaration; and

(b) in any other case, at the expiration of a period of twenty-one days beginning with the date of publication of the declaration, unless it has in the meantime been approved by a resolution of the House of Assembly supported by the votes of a majority of all the members of the House.

(4) A declaration of emergency may at any time be revoked by the Governor by Proclamation published aforesaid.

(5) A declaration of emergency that has been approved by a resolution of the House of Assembly in pursuance of subsection (3) of this section shall, subject to the provisions of subsection (4) of this section, remain in force so long as that resolution remains in force and no longer.

(6) A resolution of the House of Assembly passed for the purposes of this section shall remain in force for 90 days or such shorter period as may be specified therein:

Provided that any such resolution may be extended from time to time by a further such resolution supported by the votes a majority of all the members of the House, each extension not exceeding 90 days from the date of the resolution effecting the extensions; and any such resolution may be revoked at any time by a resolution supported by the votes of a majority of all the members of the House.

³⁸ Alternative wording suggested by section 18 of Mrs Richardson's draft.

³⁹ As recommended by paragraph 28 of the 2006 Report.

(7) Any provision of this section that a declaration of emergency shall lapse or cease to be in force at any particular time is without prejudice to the making of a further such declaration whether before or after that time.

CHAPTER 2

INTERPRETATION

Interpretation

20. (1) In this Constitution, unless it is otherwise provided or required by the context:

“Accountant General” means the officer established by section 120;

“Advisory Commission on the Prerogative of Mercy” means the Commission established by section 95;

“Anguillian Status Commission” means the Commission established by section 94;

“Appropriations Committee” means the committee established by section 117;

“Assembly” means the House of Assembly established by section 46;

Attorney-General” means the officer established by section 38;

“Cabinet Secretary” means the officer established by section 45;

“Chief Auditor” means the officer established by section 122;

“Chief Financial Adviser” means the officer appointed under section 107;

“the Chief Justice” means the Chief Justice of the Eastern Caribbean Supreme Court;

“Complaints Commissioner” means the Commissioner established by section 100;

“contravention”, in relation to any requirement, includes a failure to comply with that requirement, and cognate expressions shall be construed accordingly;

“Court of Appeal” means the Court of Appeal established by the Supreme Court Order 1967;

“Director of Public Prosecutions” means the officer established by section 39;

“disciplinary law” means a law regulating the discipline of any disciplined force;

“disciplined force” means:

(a) a naval, military or air force;

(b) the Police Service; or

(c) a prison service;

“dollars” means dollars in the currency of Anguilla or the Eastern Caribbean Currency Authority;

“election” means election of an elected member of the House of Assembly and “general election” shall be construed accordingly;

“Electoral District Boundary Commission” means the Commission established by section 82;

“Financial Services Commission” means the Commission established by section 89;

“Freedom of Information” means the right established by section 103;

“Freedom of Information Commissioner” means the Commissioner established by section 103;

“functions” includes jurisdictions, powers and duties;

“Gazette” means the Official Gazette of Anguilla;

“High Court” means the High Court established by the Supreme Court Order 1967;

“Human Rights Commissioner” means the Commissioner established by section 99;

“Integrity Commission” means the Commission established by section 92;

“Judicial and Legal Services Commission” means the Commission established by section 90;

“law” includes any instrument having the force of law made in exercise of a power conferred by a law;

“legal practitioner” means a person qualified as a legal practitioner as prescribed by law;

“legal representative” means a person qualified as a legal practitioner;

“member”, in relation to a disciplined force, includes any person who, under the law regulating the discipline of that force, is subject to that discipline;

“minor” means a person who has not attained the age of 18 years;

“National Security Commission” means the Commission established by section 88;

“Police Complaints Commissioner” means the Commissioner established by section 101;

“the Police Service” means any police service established for Anguilla under any law in force in Anguilla;

“Police Service Commission” means the Commission established by section 86;

“Public Accounts Committee” means the Committee established by section 119;

“public authorities” include public servants, statutory corporations and boards, and other public bodies, excepting the Governor and the Deputy Governor;

“public office” means, subject to section 21, any office of emolument in the public service;

“public officer” means the holder of any public office and includes any person appointed to act in any such office;

“Public Procurement Commissioner” means the Commissioner established by section 102;

“public service” means the service of the Crown⁴⁰ in a civil capacity in respect of the government of Anguilla;

“Public Service Commission” means the Commission established by section 84;

“Register of Interests” means the Register established by section 93;

“session”, in relation to the House of Assembly, means the sittings of the House commencing when the House first meets after being constituted by this Constitution, or after its prorogation or dissolution at any time, and terminating when the House is next prorogued or is dissolved without having been prorogued;

“sitting”, in relation to the House of Assembly, means a period during which the House is sitting continuously without adjournment and includes any period during which the House is in committee;

“Standing Committee” means a Committee provided for by section 70;

“Teaching Service Commission” means the Commission established by section 85.

(2) In this Constitution, unless it is otherwise provided or required by the context, any reference to the holder of an office by a term designating or describing his office shall be construed as including a reference to any person who, under and to the extent of any authority in that respect, is for the time being performing the functions of that office.

⁴⁰ A question has been asked whether the phrase “service of the Crown” needs clarification. What does it mean? What are the implications for Government agencies? How can clarity be ensured?

(3) In this Constitution, unless it is otherwise provided or required by the context, references to the functions of the Governor shall be construed as references to his powers and duties in exercise of the executive authority of Anguilla and to any other powers or duties conferred or imposed on him as Governor by or under this Constitution or any other law.

(4) A “period of public emergency” means any period during which:

- (a) Her Majesty is at war; or
- (b) a declaration of emergency is in force under section 16 of this Constitution.

(5) In relation to any person who is a member of a disciplined force raised under the law of Anguilla, nothing contained in or done under the authority of the disciplinary law of that force shall be held to be inconsistent with or in contravention of any of the provisions of Chapter 1 other than sections 3, 6 and 8 of this Constitution.

(6) In relation to any person who is a member of a disciplined force raised otherwise than as aforesaid and lawfully present in Anguilla, nothing contained in or done under the authority of the disciplinary law of that force shall be held to be inconsistent with or in contravention of any of the provisions of Chapter 1.

(7) In this Constitution, unless there is something in the subject or context inconsistent with such construction, or unless it is therein otherwise expressly provided, words importing the masculine gender includes the female gender.⁴¹

References to public office⁴²

21. (1) For the purposes of this Constitution, a person shall not be considered to hold a public office by reason only that:

- (a) he is in receipt of a pension or other like allowance in respect of public service; or
- (b) he is in receipt of any remuneration or allowances in respect of his tenure of the office of Minister, Speaker, Deputy Speaker or Member of the House of Assembly, or member of the Public Service Commission, the Teaching Service Commission, the Judicial and Legal Services Commission, the Police Service Commission, or any other Commission.

⁴¹ Although it is the modern preference, it has proven to be unduly pedantic and cumbersome to replace “he”, “his” and “him” everywhere in the Constitution with “he or she”, “his or her”, and “him or her”.

⁴² Wording taken from section 3 of the VI Constitution.

(2) If it is provided by any law in force in Anguilla that an office shall not be a public office for the purposes of section 48(1)(a), this Constitution shall have effect accordingly as if that provision of that law were enacted herein.

(3) References in section 40 and Chapter 8 to public offices shall not be construed as including references to:

(a) the office of a member of any board, committee or other similar body (whether incorporated or not) established by any law in force in Anguilla; or

(b) any office of emolument under any local government council or authority in Anguilla.

Appointments⁴³

22. (1) In this Constitution, unless it is otherwise provided or required by the context, any reference to power to make appointments to any office shall be construed as including a reference to power to make appointments on promotion or transfer to that office and to power to appoint a person to perform the functions of that office during any period when it is vacant or the holder of it is unable (whether by reason of absence or infirmity of body or mind or any other cause) to perform those functions.

(2) Where by this Constitution any person is directed, or power is conferred on any person or authority to appoint a person, to perform the functions of an office if the holder of that office is unable to perform those functions, the validity of any performance of those functions by the person so directed or of any appointment made in exercise of that power shall not be called in question in any court on the ground that the holder of the office is not unable to perform the functions of that office.

(3) Where this Constitution vests in any person power to make appointments to any office, a person may be appointed to that office, notwithstanding that some other person may be holding that office, when that other person is on leave of absence pending relinquishment of that office; and where two or more persons are holding the same office by reason of an appointment made in pursuance of this subsection, then, for the purposes of any function conferred on the holder of that office, the person last appointed to the office shall be deemed to be the sole holder of the office.

⁴³ Taken from section 4 of the VI Constitution.

Re-election or reappointment⁴⁴

23. Any person who has vacated his seat in the House of Assembly or has vacated any office constituted by or under this Constitution may, if qualified, again be elected as a member of the House or appointed to that office, as the case may be, from time to time in accordance with this Constitution.

Removal from office⁴⁵

24. In this Constitution, unless it is otherwise provided or required by the context, any reference to power to remove a public officer from office shall be construed as including a reference to a power conferred by any law to remove or permit that officer to retire from the public service.

Resignation⁴⁶

25. For the purposes of this Constitution, the resignation of the holder of any office that is required to be addressed to any person shall have effect from the time that it is received by that person, unless otherwise specified in the letter of resignation.

Power to amend or revoke instruments⁴⁷

26. Where any power is conferred by this Constitution to make any proclamation, order or regulations or to give any directions, the power shall be construed as including a power exercisable in like manner to amend or revoke any such proclamation, order, regulations or directions.

CHAPTER 3

THE GOVERNOR

The Governor

27. (1) There shall be a Governor of Anguilla, who shall be appointed by Her Majesty and hold office during Her Majesty's pleasure, who shall be Her Majesty's Representative in Anguilla.

(2) The Governor shall have such powers and duties as are conferred or imposed on him by this Constitution or any other law and such other functions as Her Majesty may from time to time be pleased to assign to him.

⁴⁴ Wording taken from section 5 of the VI Constitution.

⁴⁵ Wording taken from section 6 of the VI Constitution.

⁴⁶ Wording taken from section 7 of the VI Constitution.

⁴⁷ As recommended by paragraph 30 of the 2006 Report. The wording is taken from section 8 of the VI Constitution.

(3) Subject to the provisions of this Constitution and of any other law by which any such powers or duties are conferred or imposed upon him, the Governor shall do and execute all things that belong to his office according to such Instructions, if any, as Her Majesty may from time to time see fit to give him; but no court shall enquire whether or not he has complied with any such Instructions.

(4) A person appointed to the office of Governor shall, before entering upon the functions of that office, make oaths of allegiance and for the due execution of that office in the forms set out in the Schedule to this Constitution.

(5) The Premier and the Leader of the Opposition shall be consulted before the appointment of any person to the office of Governor.⁴⁸

Office of Deputy Governor

28. (1) There shall be a Deputy Governor who shall be such person, being an Anguillian⁴⁹ as defined in section 94 of this Constitution, as Her Majesty may designate as such by instructions given by Her Majesty through a Secretary of State and shall hold office during Her Majesty's pleasure.

(2) When a Deputy Governor is to be appointed, the Premier and the Leader of Opposition shall jointly propose three (3)⁵⁰ names to the Secretary of State who shall choose one (1) of them. If there is no agreement on the three names, all the applications shall be forwarded to the Secretary of State for His decision.

(3) The Governor, acting in his discretion, may by writing under his hand, authorise the Deputy Governor to exercise for and on behalf of the Governor, subject to such exceptions and conditions as the Governor may from time to time specify, any or all of the functions of the office of Governor.

(4) The powers and authority of the Governor shall not be affected by any authority of the Deputy Governor under subsection (3) of this section and, subject to the provisions of this Constitution and of any law by which any function which the Deputy Governor is authorised to exercise is conferred, the Deputy Governor shall comply with such instructions relating to the exercise of that function as the Governor, acting in his discretion, may from time to time address to him:

Provided that the question whether or not the Deputy Governor has in any matter complied with any such instructions shall not be enquired into in any court.

⁴⁸ As recommended by paragraph 30 of the 2006 Report.

⁴⁹ As recommended by paragraph 31 of the 2006 Report.

⁵⁰ A question has arisen whether this should be "at least 3" or "no more than 3".

(5) Any authority given under subsection (3) of this section may at any time be varied or revoked by Her Majesty by instructions given through a Secretary of State or by the Governor, acting in his discretion, by writing under his hand.

(6) In subsection (3) of this section the reference to any functions of the office of Governor does not include a reference to:

(a) the functions conferred upon the Governor by this section; or

(b) any functions conferred upon the Governor by any Act of the Parliament of the United Kingdom or by any Order of Her Majesty in Council or other instrument made under any such Act other than the Anguilla Act 1980.

(7) If the office of Deputy Governor is vacant or the person holding that office is acting in the office of Governor under section 29 of this Constitution or is for any other reason unable to perform the functions of the office of Deputy Governor, then such person being an Anguillian as Her Majesty may designate by instructions given through a Secretary of State shall act in the office of Deputy Governor during Her Majesty's pleasure,⁵¹ subject to subsection (1).

Acting Governor

29. (1) During any period when the office of Governor is vacant or the Governor is absent from Anguilla, or is for any other reason unable to perform the functions of the office of Governor, such person as may be designated by Her Majesty by instructions to the Governor through a Secretary of State or if no person is so designated and able to perform those functions, the Deputy Governor shall, during Her Majesty's pleasure, act in the office of Governor and shall perform the functions of that office accordingly.

(2) Before assuming the functions of the office of Governor, the person designated or, as the case may be, the Deputy Governor shall make the oaths directed by section 27(4) of this Constitution to be made by the Governor.

(3) The person designated or, as the case may be, the Deputy Governor shall not continue to act in the office of Governor after the Governor has notified him that he is about to assume or resume the functions of that office.

(4) The Governor shall not, for the purposes of this section, be regarded as absent from Anguilla or as unable to perform the functions of his office:

(a) at any time when there is a subsisting appointment of a deputy under section 31 of this Constitution; or

⁵¹ Amended in accordance with section 36 of the VI Constitution.

- (b) by reason of absence from Anguilla for a period not exceeding forty-eight hours.

Functions of Deputy Governor

30. (1) Subject to subsection (2), the Deputy Governor shall⁵²

- (a) assist the Governor in the exercise of his functions relating to matters for which the Governor is responsible under section 40;
- (b) assist the Governor in the exercise of such of his other functions, being functions in the exercise of which the Governor is not obliged to act in accordance with the advice of any other person or authority, as the Governor, acting in his discretion, may direct; and
- (c) perform such other functions, not of a ministerial nature, as (subject to this Constitution and any other law) may be assigned to the Deputy Governor, at the request of the Premier, by the Governor acting in his discretion.

(2) The Governor, acting in his discretion, may, by writing under his hand, authorise the Deputy Governor to exercise for and on behalf of the Governor any or all of the functions of the office of Governor, subject to such exceptions and conditions as the Governor may from time to time so specify.⁵³

(3) The Deputy Governor shall be head of the public service and shall be responsible for the administration of any department of government, with respect to the terms and conditions of service of persons holding or acting in the Public Service or the Teaching Service, without prejudice to sections 84 and 85.⁵⁴

(4) The power and authority of the Governor shall not be affected by any authority of the Deputy Governor under subsection (2) and, subject to the provisions of this Constitution and of any other law by which any function which the Deputy Governor is authorised to exercise is conferred, the Deputy Governor shall comply with such instructions relating to the exercise of that function as the Governor, acting in his discretion, may from time to time address to the Deputy Governor; but the question whether or not the Deputy Governor has in any matter complied with any such instructions shall not be enquired into in any court.⁵⁵

⁵² Wording taken from section 38 of the VI Constitution.

⁵³ Query whether this as an unnecessary duplication of section 28(3).

⁵⁴ Note that this wording makes it clear that responsibility for the administration of the public service is transferred to the Deputy Governor

⁵⁵ Query whether this is an unnecessary duplication of section 28(4).

(5) Any authority given under subsection (2) may at any time be varied or revoked by Her Majesty by instructions given through a Secretary of State or by the Governor, acting in his discretion, by writing under his hand.⁵⁶

(6) in subsection (2) the reference to any functions of the office of Governor does not include a reference to:

- (a) the functions conferred on the Governor by this section; or
- (b) any functions conferred on the Governor by any Act of the Parliament of the United Kingdom or by any Order of Her Majesty in Council or other instrument made under any such Act other than the Anguilla Act 1980.

Governor's deputy

31. (1) Whenever the Governor;

- (a) has occasion to be absent from Anguilla for a period which he has reason to believe will be of short duration; or
- (b) is suffering from illness which he has reason to believe will be of short duration,

he may in his discretion, by writing under his hand, appoint the Deputy Governor or, in the absence of the Deputy Governor, some other suitable person who is an Anguillian to be his deputy during such absence or illness and in that capacity to perform on his behalf such of the functions of the office of Governor as may be specified in the instrument by which he is appointed.

(2) The powers and authority of the Governor shall not be abridged, altered or in any way affected by the appointment of a deputy under this section, and a deputy shall conform to and observe all instructions that the Governor, acting in his discretion, may from time to time address to him; but no court shall enquire whether or not he has complied with any such instructions.

(3) A person appointed as a deputy under this section shall hold that appointment for such period as may be specified in the writing by which he is appointed, and his appointment may be revoked at any time by Her Majesty by instructions given through a Secretary of State, or by the Governor, acting in his discretion.

⁵⁶ Query whether this is an unnecessary duplication of section 28(5).

CHAPTER 4 THE EXECUTIVE

Executive authority of Anguilla⁵⁷

32. (1) The executive authority of Anguilla shall be vested in Her Majesty.

(2) Subject to the provisions of this Constitution, the executive authority of Anguilla may be exercised on behalf of Her Majesty by the Government of Anguilla, either directly or through public officers as prescribed by this Constitution or by any other law.

Executive authority of Anguilla⁵⁸

32. (1) The executive authority of Anguilla shall be vested in Her Majesty.

(2) Subject to the provisions of this Constitution, the executive authority of Anguilla may be exercised on behalf of Her Majesty by the Government of Anguilla, either directly or through public officers as prescribed by this Constitution or by any other law.

(3) Nothing in this section shall preclude persons or authorities other than the Government of Anguilla from exercising such functions as may be conferred upon them by any law.

Cabinet and Government of Anguilla⁵⁹

33. (1). There shall be a Cabinet⁶⁰ in and for Anguilla which shall consist of the Premier⁶¹ and Deputy Premier, not more than four⁶² other Ministers and two ex-officio members, namely, the Deputy Governor and Attorney-General who shall both be without vote;⁶³ and such Cabinet, together with Her Majesty who is represented in Anguilla by the Governor, shall constitute the Government of Anguilla.⁶⁴

(2) The Cabinet shall have responsibility for the formulation of policy, including directing the implementation of such policy, insofar as it relates to every aspect of government, except those matters for which the Governor shall have special

⁵⁷ Wording taken from section 44(1) of the Constitution of Gibraltar.

⁵⁸ Alternative wording taken from section 26 of Mrs Richardson's draft.

⁵⁹ The question has been asked whether this section conflicts with section 32.

⁶⁰ As recommended by paragraph 35 of the 2006 Report.

⁶¹ As recommended by paragraph 36 of the 2006 Report.

⁶² A total of 6 Ministers, as recommended by paragraph 37 of the 2006 Report.

⁶³ Without vote, as recommended by paragraph 38 of the 2006 Report.

⁶⁴ 'Deputy Premier' as recommended by paragraph 48 of the 2006 Report. Wording taken from section 45(1) of the Constitution of Gibraltar.

responsibility under section 40, and the Cabinet shall be collectively responsible to the House of Assembly for such policies and their implementation.

(3) Subject to this Constitution, the Cabinet shall determine its own rules of procedure for the conduct of its business.

(4) The Cabinet shall meet regularly at such times as its rules of procedure may prescribe, and shall also meet whenever the Premier, or the Governor, acting in his discretion, where practicable after consultation, so requests; and upon receipt of such request the Cabinet Secretary shall summon the Cabinet.

(5) The Governor shall, so far as practicable, attend meetings of the Cabinet.⁶⁵

Cabinet and government of Anguilla⁶⁶

33. (1) There shall be a Cabinet in and for Anguilla which shall consist of the Premier, not more than five other Ministers and two ex-officio members, namely, the Deputy Governor and Attorney-General who shall both be without vote; and such Cabinet, together with Her Majesty who is represented in Anguilla by the Governor, shall constitute the Government of Anguilla.

(2) The cabinet shall have responsibility for the formulation of policy, including directing the implementation of such policy, insofar as it relates to every aspect of government, except those matters for which the Governor has special responsibility under section 40, and the Cabinet shall be collectively responsible to the House of Assembly for such policies and their implementation.

(3) Subject to this Constitution, the Cabinet shall determine its own rules of procedure for the conduct of its business.

Appointment of Ministers

34. (1) The Governor, acting in his discretion, whether after a general election or at any time thereafter if it shall become necessary, shall appoint as the Premier the elected member of the Assembly who, in his judgment, is likely to command the support of a majority of the elected members of the Assembly.

(2) The other Ministers shall be appointed by the Governor in accordance with the advice of the Premier from among the elected members of the Assembly.

(3) The Governor acting on the advice of the Premier shall appoint one of the Ministers as Deputy Premier.

⁶⁵ Note that the Governor does not chair Cabinet meetings in accordance with the recommendation at paragraph 69 of the 2006 Report. A question arises, in what capacity does the Governor attend?

⁶⁶ Alternative wording taken from section 27 of Mrs Richardson's draft. Note the absence from Cabinet of the Governor.

(4) The appointment of the Deputy Premier under subsection 3 may be revoked by the Governor acting on the advice of the Premier, but such revocation shall not in itself affect the Minister's tenure in office as a Minister.

(5) If occasion arises for making an appointment of any Minister between a dissolution of the Assembly and the polling in the next following general election a person who was an elected member of the Assembly immediately before the dissolution may be appointed as if he were still a member of the Assembly.

(6) Appointments made under this section shall be made by instrument under the public seal.

Tenure of office of ministers

35. (1) If a motion on the Order Paper that the House of Assembly should declare a lack of confidence in the Government of Anguilla receives in the House the affirmative votes of a majority of all the elected members of the House, the Governor shall, by instrument under the public seal, revoke the appointment of the Premier; but before so revoking the Premier's appointment the Governor shall consult with the Premier and, if the Premier so requests, the Governor, acting in his discretion, may dissolve the House of Assembly instead of revoking the appointment.⁶⁷

(2) The Premier shall vacate his office if, after the polling in a general election and before the Assembly first meets thereafter, the Governor, acting in his discretion, informs him that he is about to appoint another person as the Premier. No one shall be appointed as Premier for a fourth consecutive term.⁶⁸

(3) Any Minister shall vacate his office if:

- (a) he ceases to be a member of the Assembly for any reason other than a dissolution;
- (b) he is not an elected member of the Assembly when it first meets after a general election;
- (c) the Integrity Commission determines that he has breached the Code of Conduct for Persons in Public Life for the time being in effect;⁶⁹
- (d) he is required under the provisions of section 51 of this Constitution to cease to perform his functions as a member of the Assembly; or
- (e) he resigns it by writing under his hand addressed to the Governor.

⁶⁷ As recommended by paragraphs 45 and 46 of the 2006 Report. Taken from section 53(1) of the VI Constitution.

⁶⁸ Note the proposed 3-term limit. A question arises, should it be a maximum of two terms?

⁶⁹ As recommended by paragraph 72 of the 2006 Report. Wording taken from section 34 of the TCI Constitution.

(4) A Minister other than the Premier shall also vacate his office if:⁷⁰

(a) the Premier vacates his office; or

(b) his appointment is revoked by the Governor acting in accordance with the advice of the Premier, by instrument under the public seal.

Performance of functions of Premier in certain events⁷¹

36. (1) If the Premier is expected to be absent from Anguilla for more than forty-eight hours, the Governor shall authorise the Deputy Premier to perform the functions of the office of Premier to perform the functions of Premier; and the Governor shall revoke this authority on the return to Anguilla of the Premier.

(2) If both the Premier and the Deputy Premier are expected to be absent from Anguilla for more than forty-eight hours, the Governor shall authorise another Minister designated by the Premier to perform the functions of the office of Premier; and the Governor shall revoke this authority on the return to Anguilla of either the Premier or the Deputy Premier.

(3) If the Cabinet advises that the Premier is unable to perform his functions by reason of illness, the Governor shall authorise the Deputy Premier to perform the functions of the office of Premier; and the Governor shall revoke this authority if the Cabinet advises him that the Premier is again able to perform his functions.

(4) If the Cabinet advises the Governor that both the Premier and the Deputy Premier are unable to perform their functions by reason of absence or illness, the Governor shall authorise another Minister designated by the Premier (or, if the Premier makes no such designation, appointed by the Governor on the advice of Cabinet, and where the Cabinet fails to give such advice within twenty-four hours of the Governor seeking such advice, selected by the Governor in his discretion) to perform the functions of the office of Premier; and the Governor shall revoke this authority if the Cabinet advises him that the Premier or the Deputy Premier is again able to perform his functions.

(5) Any authority given or revoked by the Governor under this section shall be in writing.

Assignment of responsibilities and Ministers

37. The Governor, acting in accordance with the advice of the Premier, shall, by directions in writing, assign to any Minister responsibility for the conduct (subject to the provisions of this Constitution and of any other law) of any business of the

⁷⁰ The question has been asked, whether this results in a new election. See section 53(4)(b).

⁷¹ This section dealing with the Deputy Premier is taken from section 55 of the VI Constitution.

Government of Anguilla including responsibility for the administration of any department of government:

Attorney-General⁷²

38. (1) There shall be an Attorney-General of Anguilla appointed⁷³ by the Governor after consultation with the Premier and Leader of the Opposition, whose office shall be a public office and who shall be appointed in accordance with section 91 of this Constitution.

(2) The Attorney-General shall be the principal legal adviser to the Government of Anguilla.

Director of Public Prosecutions⁷⁴

39. (1) There shall be a Director of Public Prosecutions, whose office shall be a public office and who shall be appointed in accordance with section 91 of this Constitution.

(2) The Director of Public Prosecutions shall have power, in any case in which he deems it desirable to do so:

- (a) to institute and undertake criminal proceedings against any person before any civil court in respect of any offence against any law in force in Anguilla;
- (b) to take over and continue any such criminal proceedings that have been instituted by any other person or authority; and
- (c) to discontinue at any stage before judgment is delivered any such criminal proceedings instituted or undertaken by himself or any other person or authority.

(3) The powers of the Director of Public Prosecutions under subsection (2) may be exercised by him in person or by officers subordinate to him acting under and in accordance with his general or special instructions.

(4) The powers conferred on the Director of Public Prosecutions by subsection (2)(b) and (c) shall be vested in him to the exclusion of any other person or authority; but where any other person or authority has instituted criminal proceedings, nothing in this subsection shall prevent the withdrawal of those proceedings by or at the instance of that person or authority at any stage before

⁷² As recommended by paragraph 70 of the 2006 Report. Wording taken from section 58 of the VI Constitution.

⁷³ Note that section 91(6) requires that preference should be given to Anguillians.

⁷⁴ As recommended by paragraph 71 of the 2006 Report. Wording taken from section 59 of the VI Constitution.

the person against whom the proceedings have been brought has been charged before the court.

(5) For the purposes of this section, any appeal from any determination in any criminal proceedings before any court, or any case stated or question of law reserved for the purpose of any such proceedings, to any other court or to Her Majesty in Council shall be deemed to be part of those proceedings.

(6) In the exercise of the powers conferred on him by this section and section 57(2) of this Constitution the Director of Public Prosecutions shall not be subject to the direction or control of any other person or authority.

Governor's special responsibilities⁷⁵

40. (1) The Governor shall be responsible for the conduct (subject to this Constitution and any other law) of any business of the Government of Anguilla, including the administration of any department of government, with respect to the following matters:

- (a) external affairs, subject to subsection (4);
- (b) defence, including the armed forces;
- (c) internal security, including the Police Service, without prejudice to section 86;
- (d) the administration of the courts;

and the Governor shall keep the Premier fully informed concerning the general conduct of these matters, and the Premier may request information in respect of any particular matter.⁷⁶

(2) The Governor, acting after consultation with the Premier, shall assign to any member of the Cabinet responsibility for the conduct, on behalf of the Government of Anguilla any business in the House of Assembly with respect to any of the matters mentioned in subsection (1).

(3) The Governor, acting in his discretion, may, by directions in writing, delegate, with the prior approval of a Secretary of State, to the Premier or any other Minister designated by the Governor on the advice of the Premier such responsibility for matters of external affairs or internal security as the Governor may think fit upon such terms and conditions as he may impose.

(4) Notwithstanding subsection (3), the Governor shall, by directions in writing, delegate to the Premier or to any other Minister designated by the Governor on

⁷⁵ Wording taken from section 60 of the VI Constitution, save that paragraph (1)(d) is transferred to the Deputy Governor at section 30(3).

⁷⁶ As recommended by paragraph 53 of the 2006 Report.

the advice of the Premier, on the terms and conditions set out in subsection (5), responsibility for the conduct of external affairs as they relate to any matters that fall under the portfolios of Ministers, including:

- (a) the Caribbean Community, the Organisation of Eastern Caribbean States, the Association of Caribbean States, the United Nations Economic Commission for Latin America and the Caribbean, or any other Caribbean regional organisation or institution;
 - (b) other Caribbean regional affairs relating specifically to issues that are of interest to or affect Anguilla;
 - (c) the relationship between Anguilla and St Maarten, St Martin,⁷⁷ and the United States Virgin Islands in matters of mutual interest;
 - (d) tourism and tourism-related matters;
 - (e) taxation and the regulation of finance and financial services; and
 - (f) European Union matters directly affecting the interests of Anguilla.
- (5) The terms and conditions referred to in subsection (4) are the following:
- (a) separate authority shall be required from or on behalf of a Secretary of State for the commencement of formal negotiation and the conclusion of any treaty or other international agreement by the Government of Anguilla, provided that general authority may be granted in specified matters to commence the formal negotiation of, and where it is deemed appropriate, to conclude any such treaty or international agreement;
 - (b) no political declaration, understanding or arrangement in the field of foreign policy shall be signed or supported in the name of the Government of Anguilla without the prior approval of a Secretary of State;
 - (c) a formal invitation to a member of government or Head of State of another country to visit Anguilla shall not be issued without prior consultation with the Governor;
 - (d) the costs of any activities in pursuance of subsection (4) shall be borne by the Government of Anguilla;
 - (e) the Premier or other Ministers shall keep the Governor fully informed of any activities in pursuance of subsection (4); and

⁷⁷ Note that St Maarten and St Martin are added to the provision in the VI Constitution.

(f) the Premier or other Minister shall provide to the Governor on request all papers and information, including the text of any instrument under negotiation, available to the Premier or other Minister with respect to any activities in pursuance of subsection (4).

(6) Any matter that is delegated to the Premier or to any other Minister under subsection (4) shall be performed by the Premier or such other Minister in a manner that is in the best interests of Anguilla and not prejudicial to the interests of Her Majesty and, for this purpose, the Governor and the Premier shall from time to time hold conference to ensure the proper safeguard of those interests.

(7) In the event of any disagreement regarding the exercise of any delegated authority under subsection (4), the matter shall be referred to a Secretary of State whose decision on the matter shall be final and whose directions shall be complied with.

(8) Where the Governor, acting in his discretion, determines that the exercise of any function conferred on any other person or authority (other than the House of Assembly) would involve or affect any matter mentioned in subsection (1), the Governor may, acting after consultation with the Premier, give directions as to the exercise of that function, and the person or authority concerned shall exercise the function in accordance with those directions.⁷⁸

(9) The Governor shall consult with Cabinet or with the Premier as appropriate in the formulation of policy and in the exercise of all powers conferred upon him by this section of the Constitution.

Oaths to be taken by members of Cabinet

41. Every member of the Cabinet shall, before entering upon the duties of his office as a member, make before the Governor an oath of allegiance in the form set out in the Schedule to this Constitution and an oath for the due execution of that office in such form as may be prescribed by any law in force in Anguilla or, if no law in that behalf is for the time being in force, in the form set out in the Schedule to this Constitution.

Summoning of persons to Cabinet

42. The Premier may summon any public officer to a meeting of the Cabinet whenever the business before the Cabinet renders the presence of that officer desirable.⁷⁹

⁷⁸ Subsections (1) to (8) are taken from section 60 of the VI Constitution.

⁷⁹ As recommended by paragraph 66 of the 2006 Report.

Summoning of Cabinet and transaction of business

43. (1) The Cabinet shall not be summoned except by the authority of the Premier, acting in his discretion.⁸⁰

Provided that the Premier shall summon the Cabinet if not less than two elected members of the Cabinet so request in writing.

(2) No business shall be transacted at any meeting of the Cabinet unless there are four Ministers present including the person in the chair.⁸¹

(3) Subject to the provisions of the last foregoing subsection, the Cabinet shall not be disqualified for the transaction of business by reason of any vacancy in the membership of the Cabinet (including any vacancy not filled when the Cabinet is first constituted or is reconstituted at any time) and the validity of the transaction of business in the Cabinet shall not be affected by reason only of the fact that some person who was not entitled to do so took part therein.

Presiding in Cabinet

44. (1) The Premier shall, so far as is practicable, attend and preside at meetings of the Cabinet.⁸²

(2) In the absence of the Premier there shall preside at any meeting of the Cabinet such member of the Cabinet as the Premier, acting in his discretion, may appoint.

Cabinet Secretary⁸³

45. (1) There shall be a Cabinet Secretary who shall be an Anguillian, whose office shall be a public office and who shall be appointed in accordance with section 78, provided that if at any time he cannot conveniently discharge the functions of Cabinet Secretary those functions shall be discharged by such public officer as may be designated in that behalf by the Governor after consultation with the Premier.

(2) The Cabinet Secretary shall attend meetings of the Cabinet and be responsible for keeping the minutes of the meetings of the Cabinet and for conveying the conclusions reached at the meetings to the appropriate person or authority; and he shall have such other functions as the Governor, acting in consultation with the Premier, may from time to time direct.

⁸⁰ As recommended by paragraph 67 of the 2006 Report.

⁸¹ As recommended by paragraph 68 of the 2006 Report.

⁸² As recommended by paragraph 69 of the 2006 Report.

⁸³ Wording taken with amendment from section 37 of the TCI Constitution.

(3) The Cabinet Secretary shall:

- (a) transmit copies of all papers submitted for consideration by the Cabinet to its members;
- (b) inform all its members of the summoning of any meeting of the Cabinet and of the matters to be discussed at any such meeting; and
- (c) furnish all its members, as soon as practicable after each meeting of the Cabinet, with a copy of the confirmed minutes of the previous meeting showing the matters discussed and the conclusions reached at the meeting.

(4) The Cabinet Secretary shall also have general responsibility, under the authority of the Premier, for the coordination of Government business.

(5) In exercising his functions under subsection (3)(a) and (b) the Cabinet Secretary shall comply with any instructions given to him by the Premier.

(6) The functions conferred on the Cabinet Secretary by this section may be exercised by the Cabinet Secretary in person or by officers subordinate to him acting under and in accordance with his general or special instructions.

CHAPTER 5

HOUSE OF ASSEMBLY

Composition of Legislature and power to make laws⁸⁴

46. (1) There shall be a Legislature of Anguilla which shall consist of Her Majesty and a House of Assembly.

(2) Subject to this Constitution, the Legislature may make laws for the peace, order and good government of Anguilla.

(3) The House of Assembly shall consist of

- (a) the Speaker;
- (b) thirteen elected members,⁸⁵ who shall be persons qualified for election in accordance with this Constitution and elected in the manner provided for in a law enacted for the purposes of section 59;
- (b) Two ex-officio members namely the Attorney-General and the Deputy Governor who shall be without vote.⁸⁶

⁸⁴ Adapted from section 60 of the Cayman Islands Constitution, 2009 (hereinafter “the Cayman Islands Constitution”).

⁸⁵ As recommended by paragraph 74 of the 2006 Report.

⁸⁶ As recommended by paragraph 78 of the 2006 Report.

Qualifications for elected membership⁸⁷

47. Subject to the provisions of the next following section, a person shall be qualified to be elected as a member of the Assembly if, and shall not be qualified to be so elected unless, he is an Anguillian, is twenty-one years or upwards who is registered as a voter in an electoral district in Anguilla, and either:

- (a) was born in Anguilla and is domiciled there at the date of his nomination for election and has resided in Anguilla for a period of not less than three years immediately before the date of his nomination for election; or
- (b) has resided in Anguilla for a period of not less than three years immediately before the date of his nomination for election and is domiciled there at that date and is the son or daughter of parents at least one of whom was born in Anguilla.

Disqualifications for elected membership⁸⁸

48. (1) No person shall be qualified to be elected as a member of the Assembly who:

- (a) holds or is acting in any office of emolument in the service of the Crown;⁸⁹
- (b) is an undischarged bankrupt, having been adjudged or otherwise declared bankrupt under any law in force in any country;
- (c) is a person certified to be insane or otherwise adjudged to be of unsound mind under any law in force in Anguilla;
- (d) has been convicted by any court of law in any country of an offence of dishonesty or immorality;
- (e) is a party to, or a partner in a firm or a director or manager of a company which is a party to, any contract with the Government and has not, by that date, disclosed in a notice to the Integrity Commission the nature of such contract and his interest, or the interest of such firm or company, in it;⁹⁰ or

⁸⁷ Retains the present qualifications of section 36 as recommended by paragraphs 82, 83 and 84 of the 2006 Report.

⁸⁸ Amended from the present provision of the 1982 Constitution in accordance with the recommendations at paragraphs 86-90 of the 2006 Report, to remove the disqualifications for ministers of religion, and persons with dual citizenship.

⁸⁹ The question has been asked whether the amendments in the definition section are sufficient to address the situation of members of the Assembly serving as Special Assistants to Ministers.

⁹⁰ Wording taken from section 49(f) of the TCI Constitution.

(f) is disqualified for membership of the Assembly by any law in force in Anguilla relating to offences connected with elections.

(2) Paragraph (c) of subsection (1) of this section shall not be construed as precluding a member of the Assembly from receiving emoluments in respect of his services as such a member.

Declaration by candidates for election to House of Assembly⁹¹

49. (1) Each candidate for election to the House of Assembly shall, on the date of his nomination for election, make a written declaration to the Supervisor of Elections that he is qualified for election under section 47 and that no disqualification mentioned in section 48 of this Constitution applies to him.

(2) The Supervisor of Elections shall publish any declaration made to him under subsection (1) by the close of the next following working day.

(3) Within five days of the publication of any such declaration, a challenge to the veracity of that declaration may be brought by any registered voter or by the Attorney-General before the High Court; the High Court shall hear and determine the matter as expeditiously as possible, and its decision shall be final and not subject to any appeal.

Tenure of office of members of Assembly

50. The seat of an elected member of the Assembly shall become vacant:

- (a) upon a dissolution of the Assembly;
- (b) if, without prior notice to the Speaker,⁹² he is absent from three consecutive meetings of the Assembly;
- (c) if he ceases to be resident in Anguilla;
- (d) if he resigns his/her seat by writing under his hand addressed to the Governor;
- (e) if any of the circumstances arise that, if he were not a member of the Assembly, would cause him to be disqualified for election thereto by virtue of any of paragraphs (a), (b), (c), (d), (e), or (f) of section 48 of this Constitution; or
- (f) in the circumstances specified in the next following section.

⁹¹ Wording taken from section 50 of the TCI Constitution.

⁹² The previous provision for the Governor to receive notice dates back to the period when the Commissioner/Governor chaired meetings of the Assembly.

Vacation of seat on sentence

51. (1) Subject to the provisions of this section, if an elected Member is convicted by a court of law in any country of an offence of dishonesty or immorality, he shall forthwith cease to perform his functions as a member of the Assembly, and his seat in the Assembly shall become vacant at the expiration of a period of thirty days thereafter;

Provided that the Speaker may, at the request of the member, from time to time extend that period for thirty days to enable the member to pursue any appeal in respect of his conviction or sentence, so however that extensions of time exceeding in the aggregate three hundred and thirty days shall not be given without the approval of the Assembly signified by resolution.

(2) If at any time before the member vacates his seat he is granted a free pardon or his conviction is set aside or his sentence is reduced to a term of imprisonment of less than twelve months or a punishment other than imprisonment is substituted, his seat in the Assembly shall not become vacant under the provisions of the last foregoing subsection and he may again perform his functions as a member of the Assembly.

Temporary members of Assembly

52. (1) Whenever an ex-officio member of the Assembly is by reason of his illness or absence from Anguilla or for any other reason incapable of performing the functions of his office, the Governor acting in his discretion may, by instrument under the public seal, appoint any public officer to be temporarily a member of the Assembly in his place.

(2) A person appointed under this section to be temporarily a member of the Assembly:

(a) shall hold his seat in the Assembly during Her Majesty's pleasure; and

(b) shall vacate his seat when he is informed by the Governor that the member on account of whose incapacity he was appointed is again able to perform his functions as a member of the Assembly.

(3) Subject to the provisions of this section the provisions of this Constitution shall apply to a person appointed to be temporarily a member of the Assembly as they apply to the member on account of whose incapacity he was appointed.

Leader of the Opposition⁹³

53. (1) Subject to the provisions of this section, the Governor may appoint a Leader of the Opposition.

(2) The Governor shall appoint as Leader of the Opposition:

- (a) the member of the Assembly who in the judgment of the Governor, is the leader of any opposition party whose numerical strength in the Assembly is greater than that of any other opposition party; or
- (b) if there is no such party, the member of the Assembly who in the judgment of the Governor is best able to command the support of the members of the Assembly in opposition to the Government; or
- (c) if there is no person who in the opinion of the Governor is able to command the support of the members of the Assembly in opposition to the Government, then the member in opposition to government who has the longest period of past service in the Assembly.

(3) If at any time between polling in a general election and the next following dissolution of the Assembly the Governor is satisfied that, if the office of the Leader of the Opposition were then vacant, he would appoint thereto a person other than the person then holding that office, the Governor shall revoke the appointment of the Leader of the Opposition.

(4) The office of the Leader of the Opposition shall also become vacant:

- (a) if for any reason other than a dissolution of the Assembly the holder thereof ceases to be a member of the Assembly, or
- (b) if the holder thereof is appointed to the Cabinet.

(5) In this section, “opposition party” means a group of members of the Assembly in opposition to the Government who are prepared to support one of their number as their leader.

(6) In the exercise of his functions under this section the Governor shall act in his discretion.

Power to provide for a referendum⁹⁴

54. A law enacted by the Legislature may make provision to hold a referendum amongst persons registered as electors in accordance with section 58, on a matter or matters of national importance, when so resolved by the majority of the

⁹³ The present provision in section 40A of the 1982 Constitution amended in accordance with the recommendation at paragraph 94 of the 2006 Report.

⁹⁴ Wording taken from section 69 of the Cayman Islands Constitution.

elected members of the Assembly; but the question of whether Anguilla should seek any amendment to this Constitution that may result in its independence shall be deemed to be a matter of national importance.

People-initiated referendums⁹⁵

55. (1) Without prejudice to section 69, a law enacted by the Legislature shall make provision to hold a referendum amongst persons registered as electors in accordance with section 58 on a matter or matters of national importance that do not contravene any part of the Bill of Rights or any other part of this Constitution.

(2) Before a referendum under this section may be held:

- (a) there shall be presented to the Cabinet a petition signed by not less than 25 per cent of persons registered as electors in accordance with section 58;
- (b) the Cabinet shall settle the wording of a referendum question or questions within a reasonable time period as prescribed by law; and
- (c) the Cabinet shall make a determination on the date the referendum shall be held in a manner prescribed by law.

(3) Subject to this Constitution, a referendum under this section shall be binding on the Government and the Legislature if assented to by more than 50 per cent of persons registered as electors in accordance with section 58.

Determination of questions as to membership of Assembly

56. (1) Any question whether a person has been validly appointed as a temporary member of the Assembly, or whether a temporary member of the Assembly has vacated his seat therein,⁹⁶ shall be determined by the Governor acting in his discretion.

(2) Any question whether a person has been validly elected as a member of the Assembly, or whether an elected member of the Assembly has vacated his seat therein, shall be determined by the High Court, whose decision shall be final and not subject to any appeal.

(3) (a) An application to the High Court for the determination of any question whether a person has been validly elected as a member of the Assembly may be made by:

⁹⁵ Wording taken from section 70 of the Cayman Islands Constitution.

⁹⁶ The words “or is required by virtue of section 51 of this Constitution to cease to perform his functions as a member” are deleted as being in conflict with subsection (2), where the provision more appropriately belongs.

- (i) a person who voted or had the right to vote at the election to which the application relates;
 - (ii) a person claiming to have had the right to be returned at such election;
 - (iii) a person alleging himself to have been a candidate at such election; or
 - (iv) the Attorney-General.
- (b) An application to the High Court for the determination of any question whether an elected member of the Assembly has vacated his seat therein or is required by virtue of section 51 of this Constitution to cease to perform his functions as a member may be made by:
- (i) any elected member of the Assembly; or
 - (ii) the Attorney-General.
- (c) If any application referred to in paragraph (a) or (b) of this subsection is made by a person other than the Attorney-General, the Attorney-General may intervene and may then appear or be represented in the proceedings.

Penalty for sitting or voting in Assembly when unqualified⁹⁷

57. (1) Any person who sits or votes in the Assembly after it has been held by the High Court that he is not entitled to do so shall be liable to a penalty established from time to time by a law.

(2) Any such penalty shall be recoverable by civil action in the High Court at the suit of the Attorney-General.

Qualification of voters

58. (1) A person shall be qualified to be registered as a voter for the purpose of elections if he is of the age of eighteen years and upwards and:

- (a) is an Anguillian;⁹⁸ and
- (b) has been ordinarily resident⁹⁹ in Anguilla for a period of not less than three years immediately before the qualifying date.¹⁰⁰

⁹⁷ As recommended by paragraphs 97-100 of the 2006 Report.

⁹⁸ As recommended by paragraphs 102-103 of the 2006 Report.

⁹⁹ As recommended by paragraph 104 of the 2006 Report.

¹⁰⁰ It has been suggested that this section should be re-written to provide that the qualification to vote should not be irrevocably determined at the qualifying date when the person is first being registered, but should be reviewed periodically thereafter.

(2) Any person who was qualified to be registered as a voter immediately before the commencement of this Constitution shall continue to be so qualified thereafter.¹⁰¹

(3) No person shall be qualified to be registered as a voter who:

- (a) is under sentence of death imposed on him by a court of law in any country or is under a sentence of imprisonment (by whatever name called) exceeding twelve months imposed on him by such a court or substituted by competent authority for some other sentence imposed on him by such a court, provided that the acts constituting the offence for which such sentence was imposed would, if committed in Anguilla, have constituted an offence under the law of Anguilla;
- (b) is a person certified to be insane or otherwise adjudged to be of unsound mind under any law in force in Anguilla; or
- (c) is disqualified for registration as a voter by any law in force in Anguilla relating to offences connected with elections.

(2) For the purposes of paragraph (a) of the preceding subsection:

- (a) two or more terms of imprisonment that are required to be served consecutively shall be regarded as a single term of imprisonment for the aggregate period of those terms; and
- (b) no account shall be taken of a sentence of imprisonment imposed as an alternative to, or in default of the payment of, a fine.

Laws as to elections

59. Subject to the provisions of this Constitution, the Legislature may provide¹⁰² for the election of members of the Assembly, including (without prejudice to the generality of the foregoing power) the following matters, that is to say:

- (a) the qualifications and disqualifications of voters;
- (b) the registration of voters;
- (c) the ascertainment of the qualification of voters and of candidates for election;

¹⁰¹ This subsection is taken from section 68 of the VI Constitution.

¹⁰² The present law is the Elections Act c E030 as amended. The regulations are the Elections Registration Regulations and the House of Assembly Elections Regulations. These will need to be replaced or amended. In particular, in accordance with the recommendation at paragraph 76 of the 2006 Report, the Elections Act should provide for 9 members to represent constituencies and 4 to be elected at-large

- (d) the division of Anguilla into electoral districts for the purpose of elections;
- (e) the holding of elections;
- (f) the determination of any question whether any person has been validly elected a member of the Assembly or whether the seat of any elected member in the Assembly has become vacant;
- (g) the definition and trial of offences connected with elections and the imposition of penalties therefor, including the disqualification for membership of the Assembly, or for registration as a voter or for voting at elections, of any person concerned in any such offence;
- (h) the disqualification for election as members of the Assembly of persons holding or acting in any office the functions of which involve any responsibility for, or in connection with, the conduct of any election or the compilation or revision of any electoral register' And
- (i) the regulation of campaign funding.¹⁰³

Review and alteration of electoral district boundaries¹⁰⁴

60. (1) An Electoral District Boundary Commission shall, as soon as practicable after its appointment under section 82 of this Constitution, review the electoral district boundaries into which Anguilla is divided and, taking into account the changes or proposed changes, if any, in the number of electoral districts, shall submit a report to the Governor and the House of Assembly containing its recommendations for any changes in the number and boundaries of the electoral districts.

(2) In determining its recommendations under this section, a Commission shall seek to ensure that electoral districts contain, so far as is reasonably practicable, approximately equal numbers of persons qualified to be registered as electors under section 58 of this Constitution; but a Commission may depart from this principle to such extent as it considers expedient in order to take into account:

- (a) the density of population and, in particular, the need to ensure adequate representation of sparsely populated areas;
- (b) the means of communication;
- (c) geographical features.

¹⁰³ As recommended by paragraph 80 of the 2006 Report.

¹⁰⁴ Wording taken from section 61 of the TCI Constitution.

(3) As soon as may be after a Commission has submitted a report under this section, the Premier¹⁰⁵ shall cause a bill to be introduced into the House of Assembly for giving effect, whether with or without modifications, to the recommendations contained in the report; and such a bill:

- (a) may contain provisions for any matters which are incidental to or consequential upon its principal provisions; and
- (b) shall include a provision for the coming into force of the measure when enacted for the determination of the electoral districts to which it relates upon the next dissolution of the House of Assembly after enactment.

(4) Where any bill introduced under this section proposes to give effect to the recommendations, there shall be laid before the House of Assembly at the same time a statement of the reasons for the modifications.

CHAPTER 6

POWERS AND PROCEDURE IN HOUSE OF ASSEMBLY

Rules of procedure¹⁰⁶

61. (1) Subject to the provisions of this Constitution and of any Instructions under Her Majesty's Sign Manual and Signet, the Assembly may from time to time make, amend and revoke rules of procedure for the regulation and orderly conduct of its own proceedings and the dispatch of business, and for the passing, intituling and numbering of bills for the presentation thereof to the Governor for assent; but no such rules of procedure or amendment or revocation thereof shall have effect until the Governor, acting in his discretion, by writing under his hand approves them.

(2) Rules of procedure made under this section may provide for the establishment of committees of the House of Assembly (in addition to the Standing Committees to be established under section 70 of this Constitution) and for the proceedings and conduct of business before such committees.¹⁰⁷

Standing Orders of House of Assembly¹⁰⁸

61. (1) Subject to this Constitution and to any Instructions under Her Majesty's Sign Manual and Signet, the House of Assembly may make, amend and revoke

¹⁰⁵ "Governor" altered to "Premier" since it does not seem appropriate that the Governor should cause a bill to be introduced into the House of Assembly.

¹⁰⁶ The wording of the present section 49.

¹⁰⁷ Wording taken from section 60 of the TCI Constitution.

¹⁰⁸ Wording taken from section 63 of the TCI Constitution. See also section 69 below for the Cayman Islands provision.

Standing Orders for the regulation and orderly conduct of its own proceedings, and for the passing, intituling and numbering of bills and their presentation to the Governor for assent, but such Standing Orders shall not have effect until approved by the Governor.

(2) Standing Orders made under this section may provide for the establishment of committees of the House of Assembly (in addition to the Standing Committees to be established under section 70 of this Constitution) and for the proceedings and conduct of business before any such committee.

Standing Orders and committees¹⁰⁹

61. (1) Subject to this Constitution, the House of Assembly may from time to time make, amend and revoke Standing Orders for the regulation and orderly conduct of its own proceedings and the dispatch of business, and for the passing, intituling and numbering of bills and for their presentation to the Governor for assent.¹¹⁰

(2) Standing Orders must provide for fair procedures, adequate notice of bills and motions, and a sufficient opportunity for members of the House of Assembly (including opposition members) to speak and otherwise participate in the proceedings of the Assembly.

(3) Standing Orders shall not be suspended or revoked without good reason.

(4) In any matter not provided for in Standing Orders, resort shall be had to the usage and practice of the House of Commons of the United Kingdom, which shall be followed as far as the same may be applicable to the Legislative Assembly and not inconsistent with Standing Orders nor with the practice of the Assembly.

(5) In cases of doubt, Standing Orders shall be interpreted in the light of the relevant usage and practice of the House of Commons, but no restriction which the House of Commons has introduced by standing order after the making of such Standing Orders shall be deemed to extend to the House of Assembly or its members until the Assembly has by Standing Orders provided for such restriction.

(6) Standing Orders shall make provision for the establishment of a Finance Committee of the House of Assembly to consider in detail the estimates of revenue and expenditure of Anguilla laid before the Assembly by the Minister responsible for finance, and to examine and consider all financial bills and such

¹⁰⁹ Wording taken from section 71 of the Cayman Islands Constitution.

¹¹⁰ Provisions for the Governor to approve Standing Orders deleted, since it is not appropriate for a Governor to have a say in the Standing Orders of the House of Assembly. This would conflict with the principle of a separation of powers.

other matters relating to the finances of Anguilla as may from time to time be referred to it by the Assembly and to report on them to the Assembly.

(7) The Finance Committee shall consist of all the elected members of the House of Assembly and shall be chaired by the Minister responsible for finance.

(8) Standing Orders may also establish one or more other standing committees of the House of Assembly, each of which may be charged with responsibility for monitoring the conduct of business of the Government for which responsibility has been assigned to a Minister under section 37 of this Constitution.

(9) The composition of all such standing committees shall, so far as possible, reflect proportionately the numerical strength of all political parties or groups making up the elected membership of the House of Assembly.

(10) Any standing committee so established shall have power to summon any Minister, the Deputy Governor, the Attorney General or any public officer of a department of Government for which a Minister is responsible to appear before it, and to require any Minister or other person so summoned to answer questions and provide information about the conduct of business of the Government by the Minister or department concerned or, as the case may be, by the Deputy Governor or the Attorney General, and to report on its activities to the Legislative Assembly.¹¹¹

Presiding in Assembly

62. (1) When the Assembly first meets after a general election, or after the office of Speaker has fallen vacant for any reason other than a dissolution of the Assembly, and before it proceeds to the dispatch of any other business, the Assembly shall elect a person to be Speaker of the Assembly.

(2) The Speaker shall be elected from among persons who are qualified for election to the Assembly but who are not members of the Cabinet.

(3) When the Assembly first meets after a general election and before it proceeds to the dispatch of any other business except the election of the Speaker, it shall elect a member of the Assembly other than an elected member to be Deputy Speaker of the Assembly; and if the office of Deputy Speaker falls vacant for any reason other than a dissolution of the Assembly, the Assembly shall, as soon as convenient, elect another such member to that office.

(4) A person shall vacate the office of Speaker or Deputy Speaker:

(a) on dissolution of the Assembly;

¹¹¹ Note that if this version of section 61 is preferred care must be taken to ensure that the provisions which are duplicated in section 70 are removed.

- (b) if he resigns his office by written notice to the Governor;
- (c) if a motion for his removal from office receives in the Assembly the affirmative votes of two-thirds of all the members thereof;
- (d) if, being a member of the Assembly, he ceases to be a member for any reason other than a dissolution of the Assembly or if, by virtue of section 51 of this Constitution, he is required to cease to perform his functions as a member;
- (e) in the case of the Speaker:
 - (i) if he becomes a member of the Cabinet;
 - (ii) if, not being a member of the Assembly, any circumstances arise that would cause him to be disqualified for election as a member of the Assembly by virtue of section 48(1) of this Constitution.

(5) The Speaker or, in his absence, the Deputy Speaker or, if they are both absent, a member of the Assembly other than an elected member elected by the Assembly for that sitting shall preside at each sitting of the Assembly.

(6) References in subsection (5) of this section to circumstances in which the Speaker or Deputy Speaker is absent include references to circumstances in which the office of Speaker or Deputy Speaker is vacant.

Assembly may transact business notwithstanding vacancies

63. The Assembly shall not be disqualified for the transaction of business by reason of any vacancy in the membership thereof (including any vacancy not filled when the Assembly is first constituted or is reconstituted at any time) and any proceedings therein shall be valid notwithstanding that some person who was not entitled to do so sat or voted in the Assembly or otherwise took part in those proceedings.

Quorum

64. (1) If at any sitting of the Assembly a quorum is not present and any member of the Assembly who is present objects on that account to the transaction of business and, after such interval as may be prescribed in the rules of procedure¹¹² of the Assembly, the person presiding at the sitting ascertains that a quorum is still not present, he shall adjourn the Assembly.

¹¹² Or Standing Orders.

(2) For the purposes of this section a quorum shall consist of seven of the elected members of the Assembly.¹¹³

Voting

65. (1) Save as otherwise provided in this Constitution, all questions proposed for decision in the Assembly shall be determined by a majority of votes of the members present and voting.

(2) The Speaker or other member presiding shall not vote unless on any question the votes are equally divided, in which case he shall have and exercise a casting vote.

Summoning of persons to assist Assembly

66. (1) The Speaker or other person presiding may, when in his opinion the business before the Assembly makes it desirable, summon any person to a meeting of the Assembly or to any committee of the Assembly notwithstanding that that person is not a member of the Assembly.¹¹⁴

(2) Any person so summoned¹¹⁵ shall be entitled to take part as if he was a member in the proceedings of the Assembly or of the committee of the Assembly relating to the matter in respect of which he was summoned, except that he may not vote.

Introduction of bills

67. (1) Subject to the provisions of this Constitution and of the rules of procedure¹¹⁶ of the Assembly, any member may introduce any bill or propose any motion for debate in, or may present any petition to, the Assembly, and the same shall be debated and disposed of according to the rules of procedure¹¹⁷ of the Assembly.

(2) Except on the recommendation¹¹⁸ of the Minister of Finance, the Assembly shall not:

- (a) proceed upon any bill (including any amendment to a bill) which in the opinion of the person presiding in the Assembly, makes provision for imposing or increasing any tax, for imposing or increasing any charge

¹¹³ This figure seven anticipates that the number of elected members of the Assembly will be increased to thirteen. The alteration of the quorum from the previous two-thirds of the membership to a fixed number is in accordance with paragraphs 119-121 of the 2006 Report.

¹¹⁴ As recommended by paragraph 125 of the 2006 Report.

¹¹⁵ The question has been asked, what is to happen if the person summoned fails to attend.

¹¹⁶ Or Standing Orders.

¹¹⁷ Ditto.

¹¹⁸ As recommended by paragraph 128 of the 2006 Report. Taken with amendment from section 78(2) of the VI Constitution.

on the revenues or other funds of Anguilla or for altering any such charge otherwise than by reducing it or for compounding or remitting any debt due to Anguilla;

- (b) proceed upon any motion (including any amendment to a motion) the effect of which, in the opinion of the person presiding in the Assembly, is that provision would be made for any of the purposes aforesaid; or
- (c) receive any petition which, in the opinion of the person presiding in the Assembly, requests that provision be made for any of the purposes aforesaid.

Assent to bills

68. (1) A bill shall not become a law until:

- (a) the Governor has assented to it in Her Majesty's name and on Her Majesty's behalf and has signed it in token of his assent; or
- (b) Her Majesty has given Her assent to it through a Secretary of State and the Governor has signified Her assent by Proclamation.

(2) When a bill is presented to the Governor for assent the Governor shall declare that he assents to it or that he reserves the bill for the signification of Her Majesty's pleasure; but unless the Governor has been authorised by a Secretary of State to assent to it, the Governor shall reserve for the signification of Her Majesty's pleasure any bill which appears to him, acting in his discretion:

- (a) to be inconsistent with any obligation of Her Majesty or of Her Majesty's Government in the United Kingdom towards any other state or power or any international organisation;
- (b) to be likely to prejudice the Royal Prerogative; or
- (c) to be in any way repugnant to or inconsistent with this Constitution.¹¹⁹

Return of bills by Governor¹²⁰

69. (1) The Governor may return to the Assembly any bill presented to him for assent, transmitting therewith any amendment which he may recommend, and the Assembly shall deal with such recommendation.

(2) If the Assembly, having considered the amendment proposed by the Governor under subsection (1), substitutes for it a different amendment, subsection (1) shall apply to that different amendment as it applied to the original bill.

¹¹⁹ Wording taken from section 79(2) of the VI Constitution.

¹²⁰ As recommended by paragraph 132 of the 2006 Report.

(3) The Governor shall assent to the bill on its being returned to him for his assent a second time, with or without the amendment having been accepted.

Standing Committees¹²¹

70. (1) The House of Assembly shall establish at least two Standing Committees of the House, one of which shall be the Public Accounts Committee established by section 119 of this Constitution, and each of which shall be charged with responsibility for monitoring the conduct of business of the Government for which responsibility has been assigned to a Minister or Ministers under section 37 of this Constitution.

(2) Each Standing Committee shall consist of members of the House of Assembly who are not Ministers.

(3) The composition of each Standing Committee shall, so far as possible, ensure that the representation of political parties in the Committee is proportionate to the numerical strength of those parties in the House of Assembly.

(4) Each Standing Committee shall have power:

(a) to summon any Minister, or any public officer of a ministry or department of government for which a Minister or the Governor is responsible, to appear before it;

(b) subject to any law or Rules of Procedure,¹²² to require any person so summoned to answer questions and provide information about the conduct of business of the Government by the Minister, ministry or department concerned;

(c) to report upon its activities to the House of Assembly.

(5) Each Standing Committee shall be presided over by a member of the House of Assembly in opposition to the Government, save for the Public Accounts Committee which shall be presided over by the Leader of the Opposition.

(6) The House of Assembly shall publish reports submitted to it under subsection (4).

(7) Subject to the foregoing provisions of this section, Rules of Procedure¹²³ shall provide for the composition and functions of, and proceedings and conduct of business before, Standing Committees.

Oath of allegiance

¹²¹ Adapted from section 64 of the TCI Constitution.

¹²² Or, Standing Orders.

¹²³ ditto.

71. Except for the purpose of enabling this section to be complied with, no ex-officio or elected member of the Assembly shall be permitted to take part in its proceedings until he has made before the Speaker an oath of allegiance in the form set out in the Schedule to the Constitution:

Provided that the election of a Speaker and Deputy Speaker of the Assembly may take place before the members thereof have made such oath.

Privileges of Assembly and members

72. A law enacted under this Constitution may determine and regulate the privileges, immunities and powers of the Assembly and its members, but no such privileges, immunities or powers shall exceed those of the Commons' House of Parliament of the United Kingdom or of the members thereof.¹²⁴

Sessions

73. (1) Subject to the provisions of this Constitution, the sessions of the Assembly shall be held at such places and begin at such times as the Governor, acting in accordance with the advice of the Premier, may from time to time by Proclamation appoint.

(2) There shall be at least one session of the Assembly in every year, so however that there shall be an interval of less than twelve months between the last sitting in one session and the first sitting in the next session.

Prorogation and dissolution

74. (1) The Governor, acting in accordance with the advice of the Premier, may at any time, by Proclamation published in the Gazette, prorogue the Assembly.

(2) The Governor, acting after consultation with the Premier, may at any time, by Proclamation published in the Gazette, dissolve the Assembly.

(3) The Governor shall dissolve the Assembly at the expiration of five years from the date when the Assembly first meets after any general election unless it has been sooner dissolved.

General elections

75. There shall be a general election at such time within two months after every dissolution of the Assembly as the Governor, acting in accordance with the advice of the Premier, shall by Proclamation appoint.

¹²⁴ The present Act is the House of Assembly (Powers and Privileges) Act, RSA c H015, which may need to be revised and updated on the adoption of this Constitution.

CHAPTER 7
THE JUDICATURE¹²⁵

Eastern Caribbean Supreme Court

76. The Supreme Court Order 1967 shall continue to apply to Anguilla as it applied immediately before the commencement of this Constitution, and accordingly the High Court and the Court of Appeal of the Eastern Caribbean Supreme Court shall continue to have jurisdiction in Anguilla.

Subordinate courts and tribunals

77. There shall be such courts and tribunals in and for Anguilla subordinate to the Eastern Caribbean Supreme Court, and such courts and tribunals shall have such jurisdiction and powers as may be prescribed by any law for the time being in force in Anguilla.

CHAPTER 8
THE PUBLIC SERVICE

Public service general

Power to appoint, etc., to public offices¹²⁶

78. (1) Power to make appointments to public offices and to remove and to exercise disciplinary control over persons holding or acting in such offices shall vest in:

- (a) the Governor after consultation with the Premier and the Leader of the Opposition, in relation to the offices of Deputy Governor and Chief Auditor; and
- (b) the Deputy Governor:¹²⁷
 - (i) acting in accordance with the advice of the Teaching Service Commission in relation to the teaching service; and
 - (ii) acting in accordance with the advice of the Police Service Commission in relation to the police service; and
 - (iii) in relation to all other offices in accordance with the advice of the Public Service Commission,

¹²⁵ This provision taken from Chapter 6 of the VI Constitution.

¹²⁶ Wording taken with amendment from section 92 of the VI Constitution, amended to reflect the division of responsibilities for appointment to the public service, the police service, and the teaching service, between the Governor and the Deputy Governor as recommended by the Constitutional and Electoral Reform Commission at paragraphs 147-152.

¹²⁷ As recommended by paragraphs 151 and 165 of the 2006 Report.

(iv) acting in accordance with the advice of any Service Commission appointed pursuant to section 98(i)(g) of this Constitution,

but the Deputy Governor, acting in his discretion, may act otherwise than in accordance with the advice pursuant to paragraphs (b) (i), (ii) and (iii) if he determines that compliance with that advice would prejudice Her Majesty's service,¹²⁸ provided that a reasoned statement is given.

(2) Before exercising the powers vested in the Deputy Governor by subsection (1), the Deputy Governor may, acting in his discretion, once refer the advice of the Teaching Service Commission, the Police Service Commission or the Public Service Commission along with a reasoned statement for reconsideration by it.

(3) If the Teaching Service Commission, the Police Service Commission, the Public Service Commission, or any Service Commission appointed pursuant to section 98(i)(g), having reconsidered its original advice under subsection (2), substitutes for it different advice, subsection (2) shall apply to that different advice as it applies to the original advice.

(4) Before appointing any person to the office of head of department or any more senior office the Deputy Governor shall in addition consult the Premier.

(5) Power to make appointments to the office of Cabinet Secretary is vested in the Governor, acting in accordance with the advice of the Premier; but the Governor, acting in his discretion, may decline to act in accordance with that advice if he determines that compliance with that advice would prejudice Her Majesty's service.

(6) Where the Governor declines to act in accordance with the advice of the Premier under subsection (5), he shall refer the matter to the Premier requesting advice on the appointment, pursuant to subsection (7), of another person to the office of Cabinet Secretary and the Governor shall act in accordance with that advice.

(7) Whenever occasion arises for making an appointment under subsection (5) the Public Service Commission shall submit to the Premier a list of persons who appear to the Commission to be qualified and competent for the appointment and the Premier shall advise the Governor to appoint a person whose name appears on the list, provided the Premier may request once an additional list of persons from the Public Service Commission from which to advise an appointment.

¹²⁸ The question has been asked if the meaning of "Her Majesty's service" is clear. Can it be further clarified?

(8) The Deputy Governor, acting after consultation with the Teaching Service Commission, the Police Service Commission, the Public Service Commission, may, by regulations published in the Gazette, delegate to any member of the Commission or any public officer or class of public officer, to such extent and subject to such conditions as may be prescribed in the regulations, any of the powers vested in the Deputy Governor to make appointments to public offices and to remove or exercise disciplinary control over persons holding or acting in such offices; and except in so far as regulations made under this subsection otherwise provide, any power delegated by such regulations may be exercised by any person to whom it is delegated without reference to the Teaching Service Commission, the Police Service Commission or the Public Service Commission.

(9) The Premier may from time to time request a report from the Teaching Service Commission, the Police Service Commission, or the Public Service Commission about the functioning of the teaching service, the police service, or the public service.

(10) This section does not apply to any office to which section 91 of this Constitution applies.¹²⁹

(11) In the event a Service Commission is appointed pursuant to section 98(1)(g) of this Constitution, the provisions of this section shall apply equally to such Commission.

Pensions: Applicability of pensions law

79. (1) The law to be applied with respect to any pension benefits that were granted to any officer in respect of the service of that officer in a public office, before the commencement of this Constitution, shall be the law that was in force at the date on which those benefits were granted or any law in force at a later date that is not less favourable to that person.

(2) The law to be applied with respect to any pension benefits (not being benefits to which subsection (1) of this section applies) shall –

(a) in so far as those benefits are wholly in respect of a period of service as a public officer that commenced before the commencement of this Constitution; and

(b) in so far as those benefits are wholly or partly in respect of a period of service as a public officer that commenced after the commencement of this Constitution, be the law in force on the date on which the period of service commenced,

or any law in force at a later date that is not less favourable to that person.

¹²⁹ Additional subsections (2) to (10) taken with amendment from section 92 of the VI Constitution.

(3) Where a person is entitled to exercise an option as to which of two or more laws shall apply in his case, the law for which he opts shall, for the purposes of this section, be deemed to be more favourable to him than the other law or laws.

(4) In this section “pension benefits” means any pensions, compensation, gratuities or other like allowances for persons in respect of their service as public officers or for the widows, children, dependents or personal representatives of such persons in respect of such service.

Pensions, etc., charged on revenues of Anguilla

80. All pension benefits shall (except to the extent that they are by law charged upon and duly paid out of some other fund) be a charge on the Consolidated Fund.

Grant and withholding of pensions, etc.

81. (1) The power to grant any award under any pensions law in force in Anguilla (other than an award to which, under that law, the person to whom it is payable is entitled as of right), and, in accordance with any provisions in that behalf contained in any such law, to withhold, reduce in amount or suspend any award payable under any such law is hereby vested in the Governor acting in his discretion.

(2) In this section “pension law” means any law relating to the grant to any person, or to the widow, children, dependents or personal representatives of that person, of an award in respect of the services of that person in a public office, and includes any instrument made under any such law.

CHAPTER 9

INSTITUTIONS PROTECTING GOOD GOVERNANCE

Electoral District Boundary Commission¹³⁰

82. (1) An Electoral District Boundary Commission (in this section referred to as a “Commission”) shall be appointed from time to time at such time as the Governor, after consultation with the Premier and the Leader of the Opposition, may determine; but a Commission shall be appointed not later than four years after the last Commission submitted its report under section 60 of this Constitution.

(2) A Commission shall consist of:

- (a) a Chairman, being a person who is Anguillian, appointed by the Governor, acting in his discretion.

¹³⁰ As recommended by paragraph 77 of the 2006 Report. Taken with amendment from section 57 of the TCI Constitution.

- (b) a member appointed by the Governor, acting in accordance with the advice of the Premier; and
 - (c) a member appointed by the Governor, acting in accordance with the advice of the Leader of the Opposition.
- (3) A person shall not be qualified to be appointed as a member of the Commission if he is a member of the House of Assembly or a public officer other than the holder of a judicial office.
- (4) A quorum for meetings of the Commission shall be two.
- (5) The Chairman or other member of a Commission shall vacate his office:
- (a) on the day following the submission of the report of the Commission under section 60 of this Constitution;
 - (b) if any circumstances arise that, if he were not a member, would cause him to be disqualified for appointment as such; or
 - (c) if the Governor, acting in his discretion, directs that he shall be removed from office for inability to discharge the functions of his office (whether arising from infirmity of body or mind or from any other cause) or for misbehaviour.

Review and alteration of electoral district boundaries¹³¹

83. (1) An Electoral District Boundary Commission shall, as soon as practicable after its appointment under section 82 of this Constitution, review the electoral district boundaries into which Anguilla is divided and, taking into account the changes or proposed changes, if any, in the number of electoral districts, shall submit a report to the Governor and the House of Assembly containing its recommendations for any changes in the number and boundaries of the electoral districts.

(2) In determining its recommendations under this section, a Commission shall seek to ensure that electoral districts contain, so far as is reasonably practicable, approximately equal numbers of persons qualified to be registered as electors under section 58 of this Constitution and based on the last previous national census report; but a Commission may depart from this principle to such extent as it considers expedient in order to take into account:

- (a) the density of population and, in particular, the need to ensure adequate representation of sparsely populated areas;
- (b) the means of communication;

¹³¹ Wording taken from section 61 of the TCI Constitution, 2011.

(c) geographical features.

(3) As soon as may be after a Commission has submitted a report under this section, the Governor shall cause a bill to be introduced into the House of Assembly for giving effect, whether with or without modifications, to the recommendations contained in the report; and such a bill:

(a) may contain provisions for any matters which are incidental to or consequential upon its principal provisions; and

(b) shall include a provision for the coming into force of the measure when enacted for the determination of the electoral districts to which it relates upon the next dissolution of the House of Assembly after enactment.

(4) Where any bill introduced under this section proposes to give effect to the recommendations with modifications, there shall be laid before the House of Assembly at the same time a statement of the reasons for the modifications.

Public Service Commission¹³²

84. (1) There shall be in and for Anguilla a Public Service Commission which shall consist of five members of whom:

(a) three shall be appointed by the Deputy Governor,¹³³ acting in his discretion, and

(b) two shall be appointed by the Deputy Governor, acting after consultation with the public service staff associations, other than those representing teachers or the police.

(2) A quorum shall be four members.

(3) The Public Service Commission shall advise the Deputy Governor on all matters of appointment, disciplining and remuneration of public servants in the government of Anguilla.¹³⁴

¹³² As recommended by paragraphs 60 and 141-146 of the 2006 Report. Adapted from section 91 of the VI Constitution, to exclude consultation with teachers and the police who are otherwise represented by their own Commissions).

¹³³ The original wording of the VI draft amended to reflect the reality that the Deputy Governor is the effective head of the public service.

¹³⁴ Here and in sections 85 and 86, the concluding words, “and shall act in accordance with any Act, and shall have such functions and jurisdiction as may be prescribed by or under any such Act” deleted as being a duplication of the provision in section 98.

Teaching Service Commission¹³⁵

85. (1) There shall be in and for Anguilla a Teaching Service Commission which shall consist of three members, of whom:

- (a) two shall be appointed by the Deputy Governor, acting in his discretion;
- (b) one shall be appointed by the Deputy Governor, acting after consultation with the Anguilla Teachers Union.

(2) A quorum shall be two members.

(3) The Teaching Service Commission shall advise the Deputy Governor on all matters of appointment, disciplining and remuneration of teachers in the government of Anguilla.

Police Service Commission¹³⁶

86. (1) There shall be in and for Anguilla a Police Service Commission which shall consist of five members, of whom:

- (a) two shall be appointed by the Deputy Governor, acting in his discretion;
- (b) one shall be appointed by the Deputy Governor, acting in accordance with the advice of the Premier;
- (c) one shall be appointed by the Deputy Governor, acting in accordance with the advice of the Leader of the Opposition; and
- (d) one shall be appointed by the Deputy Governor, acting after consultation with the Police Welfare Association.

(2) A quorum shall be four members.

(3) The Police Service Commission shall advise the Deputy Governor on all matters of appointment, disciplining and remuneration of police officers in the government of Anguilla.

Power to appoint, etc., to offices in the Police Service¹³⁷

87. (1) Power to make appointments to offices in the Police Service upto the rank of Inspector and to remove and to exercise disciplinary control over persons holding or acting in such offices shall vest in the Deputy Governor, acting in accordance with the advice of the Police Service Commission appointed in

¹³⁵ Wording taken from section 93 of the VI Constitution.

¹³⁶ As recommended by paragraph 63 of the 2006 Report. Wording taken from section 96 of the VI Constitution.

¹³⁷ Wording taken from section 97 of the VI Constitution.

accordance with section 86 of this Constitution; but the Deputy Governor, acting in his discretion, may act otherwise than in accordance with that advice if he determines that compliance with that advice would prejudice Her Majesty's service.

(2) Where the Police Service Commission advises that any person should be appointed to an office in the Police Service of a rank superior to Chief Inspector, that advice shall require the approval of the National Security Council before being submitted to the Governor; but the Governor, acting in his discretion, may act without the approval of the National Security Council if he determines that to do otherwise would prejudice Her Majesty's service.

(3) Before exercising the powers vested in the Deputy Governor by subsection (1), or the Governor by subsection (2), the Governor or the Deputy Governor as the case may be may, acting in his discretion, once refer the advice of the Police Service Commission back to the Commission for reconsideration by it.

(4) If the Police Service Commission, having reconsidered its original advice under subsection (3) substitutes for it different advice, subsection (3) shall apply to that different advice as it applies to the original advice.

(5) The Deputy Governor, acting after consultation with the Police Service Commission, may, by regulations published in the Gazette, delegate to any member of the Commission or any public officer or class of public officer, to such extent and subject to such conditions as may be prescribed in the regulations, any of the powers vested in the Deputy Governor to make appointments to offices in the Police Service up to the rank of Inspector and to remove or exercise disciplinary control over persons holding or acting in such offices; and except in so far as regulations made under this subsection otherwise provide, any power delegated by such regulations may be exercised by any person to whom it is delegated without reference to the Police Service Commission.

National Security Commission¹³⁸

88. (1) There shall be for Anguilla a National Security Commission which shall consist of:

- (a) the Governor, as Chairman;
- (b) the Deputy Governor;
- (c) the Premier;

¹³⁸ As recommended by paragraph 179 of the 2006 Report. Wording taken from section 57 of the VI Constitution, and amended to include the Deputy Governor.

- (d) one other Minister appointed in writing by the Governor, acting in accordance with the advice of the Premier;
 - (e) the Attorney-General, *ex officio*; and
 - (f) the Commissioner of Police, *ex officio*.
- (2) A Minister appointed under subsection (1)(c) shall vacate his seat on the National Security Commission if:
- (a) his seat becomes vacant under section 35 of this Constitution; or
 - (b) the Governor so directs in writing, acting in accordance with the advice of the Premier.
- (3) the National Security Commission shall advise the Governor on matters relating to internal security and the Governor shall be obliged to act in accordance with the advice of the Commission, unless he considers that giving effect to the advice would adversely affect Her Majesty's interest (whether in respect of the United Kingdom or Anguilla); and where the Governor has acted otherwise than in accordance with the advice of the Commission, he shall report to the Commission at its next meeting.
- (4) The Commissioner of Police shall:
- (a) provide regular briefings to the National Security Commission on matters of internal security, including the Police Service;
 - (b) have responsibility for the day to day operation of the Police Service and shall report regularly on such matters to the Governor; and
 - (c) inform the Premier of any significant security developments in Anguilla, including the occurrence of any significant criminal activity.
- (5) The National Security Commission may invite any person or summon any public officer to attend and participate in, or provide briefings to, the Commission on the areas of their work bearing on internal security.
- (6) The Governor, acting in his discretion, may summon a meeting of the National Security Commission whenever he considers it desirable to do so, and the Governor shall summon such a meeting whenever the Premier so requests.
- (7) Subject to this section, the National Security Commission may regulate its own procedure.
- (8) The Cabinet Secretary shall be the Secretary to the National Security Commission.
- (9) The quorum for meetings of the Commission shall be four.

Financial Services Commission¹³⁹

89. There shall be for Anguilla a Financial Services Commission which shall be established as a body corporate with perpetual succession and a corporate seal and which shall be responsible for the regulation of the international financial services industry¹⁴⁰ and having such specific functions and powers and a board to be appointed by the Governor all as may be set out in a law.

Appointments Commission

89A. (1) There shall be in and for Anguilla an Appointments Commission which shall consist of three members, of whom –

- (a) one shall be appointed by the Governor, acting in his or her discretion;
- (b) one shall be appointed by the Governor, acting in accordance with the advice of the Premier;
- (c) one shall be appointed by the Governor, acting in accordance with the advice of the Leader of the Opposition; and

(2) A quorum shall be two members.

(3) No person may be appointed to any government-controlled board, committee or commission not subject to its own separate legislation save with the approval of the Appointments Commission.

(4) The Appointments Commission shall act in accordance with any Act, and shall have such functions and jurisdiction as may be prescribed by or under any such Act.

Judicial and Legal Services Commission¹⁴¹

90. (1) There shall be for Anguilla a Judicial and Legal Services Commission which shall consist of:

- (a) the Chief Justice, who shall be Chairman;
- (b) another judge of the Court of Appeal or the High Court nominated by the Chief Justice after consultation with the Governor;
- (c) the Chairman of the Public Service Commission; and
- (d) two other members appointed by the Governor, acting in accordance with the advice of the Premier and the Leader of the Opposition who

¹³⁹ As recommended by paragraph 58 of the 2006 Report.

¹⁴⁰ As recommended by paragraph 56 of the 2006 Report.

¹⁴¹ The additional subsections taken from section 94 of the VI Constitution.

will each nominate one member, at least one of whom shall be a legal practitioner.

(2) For the purpose of subsection (1)(d), the Premier and the Leader of the Opposition shall alternate in nominating a legal practitioner, with the Premier making the first such nomination upon the commencement of this Constitution, provided that such nomination shall not be construed as precluding the nomination of two legal practitioners under subsection (1)(d).

(3) If the office of a member of the Judicial and Legal Services Commission appointed under subsection (1)(d) becomes vacant or if such a member is for any reason unable to perform the functions of that office, the Governor acting in accordance with the advice of the Premier or the Leader of the Opposition, as the case may be, may appoint another suitably qualified person to that office for the unexpired term of the previous holder of the office or until the holder of the office is able to resume his functions.

(4) Any decision of the Judicial and Legal Services Commission shall require the concurrence of not less than three members of the Commission, and the Commission shall take its decisions in such form and manner as it may determine.

Power to appoint, etc., to legal offices¹⁴²

91. (1) Power to make appointments to the offices to which this section applies, and to remove and to exercise disciplinary control over persons holding or acting in such offices, shall vest in the Governor, acting in accordance with the advice of the Judicial and Legal Services Commission appointed under section 90 of this Constitution; but the Governor, acting in his discretion, may act otherwise than in accordance with that advice if he determines that compliance with that advice would prejudice Her Majesty's service.

(2) Before exercising the powers vested in the Governor by subsection (1), the Governor may, acting in his discretion, once refer the advice of the Judicial and Legal Services Commission back to the Commission for reconsideration by it.

(3) If the Judicial and Legal Services Commission having reconsidered its original advice under subsection (2), substitutes for it different advice, subsection (2) shall apply to that different advice as it applies to the original advice.

(4) This section applies to the offices of:

(a) Attorney-General;

(b) Director of Public Prosecutions;

¹⁴² Wording taken from section 95 of the VI Constitution.

(c) Magistrate;

(d) Any office in the public service of the Attorney-General's Chambers or of any Registrar or other officer of the High Court who is required to possess legal qualifications;

and to such other offices in the public service, for appointment to which persons are required to possess legal qualifications, as may be prescribed by any law or Government policy for the time being in force in Anguilla.

(5) No person shall be appointed to the office of Attorney-General unless he is qualified to be admitted in Anguilla as a legal practitioner and has had at least ten years' practical experience as a legal practitioner.

(6) No person shall be appointed to the office of Attorney-General unless he is an Anguillian unless, in the opinion of the Judicial and Legal Services Commission, there is no Anguillian who is suitably qualified and able and willing to be so appointed.

(7) No person shall be appointed to the office of Director of Public Prosecutions unless he is qualified to be admitted in Anguilla as a legal practitioner and has had at least seven years' practical experience as a legal practitioner.

(8) A person qualified under subsection (7) shall be appointed to act in the office of Director of Public Prosecutions whenever the office falls vacant and until a person is appointed substantively to that office, or whenever the holder of that office is for any reason unable to perform his functions (including by reason of suspension under subsection (10)).

(9) A person holding the office of Attorney-General, Director of Public Prosecutions or Magistrate may only be removed from office for inability to discharge the functions of his office (whether arising from infirmity of body or mind or any other cause) or for misbehaviour.¹⁴³

(10) Where the issue of the removal of the Director of Public Prosecutions from office has been referred to the Judicial and Legal Services Commission, the Governor shall suspend the Director of Public Prosecutions from performing the functions of his office pending the outcome of the referral.

¹⁴³ This subsection has the effect of making the appointment a life-time appointment, so that contracts for appointments for shorter periods, eg, 5 years, will run afoul of the Constitution: Ref the judgment of the ECSC in the case of Malcolm Holdip.

Integrity Commission¹⁴⁴

92. (1) The Integrity Commission shall consist of a Chairman and five other members who shall be appointed by the Governor in the manner prescribed by law.¹⁴⁵

(2) The primary responsibility of the Integrity Commission shall be to promote integrity, honesty and good faith in public life in Anguilla.¹⁴⁶

(3) The Integrity Commission shall:

(a) have and exercise the functions conferred on it by sections 35, 48, 93 and 121 of this Constitution;

(b) formulate and publish, after public consultation in Anguilla, a Code of Conduct for Persons in Public Life, keep the Code under review and amend or replace it as it considers necessary or desirable, and, in accordance with any law, investigate any alleged failures to abide by the Code by persons subject to it, either in response to a complaint or on its own initiative;

(c) contribute to public education about integrity in public life; and

(d) have and exercise such other functions, for the purpose of fulfilling its primary responsibility under subsection (2), as may be conferred on it by law.

(4) A quorum for meetings of the Commission shall be four.

(5) The Integrity Commission shall make an annual report to the House of Assembly about its activities, and shall send a copy of each report to the Governor who shall ensure that any such report is published and made widely available.

Registration of interests¹⁴⁷

93. (1) There shall be for Anguilla a Register of Interests, which shall be a public document published on a government website and otherwise made generally available to public scrutiny and maintained by the Integrity Commission.

¹⁴⁴ Wording taken from sections 102 and 103 of the TCI Constitution. As a consequence, the previous provision found at section 100 relating to an Interests Commissioner is deleted. Note that subsection (5) of the TCI precedent is omitted as being a duplication of section 98.

¹⁴⁵ It may well be considered unsafe to leave it to a law to provide for the appointment. A provision similar to section 82(2) inserted here may be considered preferable.

¹⁴⁶ The Public Service Integrity Board's functions will become redundant. The PSIB Act will need to be repealed.

¹⁴⁷ Adapted from section 112 of the VI Constitution

(2) It shall be the duty of any person to whom this section applies to declare to the Integrity Commission, for entry in the Register of Interests, such interests, assets, income and liabilities of that person, or of any other person connected with him, as may be prescribed by law.

(3) A person shall make a declaration under subsection (2) on assuming the functions of his office and at such intervals thereafter (being no longer than twelve months) as may be prescribed by law.

(4) This section applies to all members of the House of Assembly (including Ministers) and the holders of such other offices (except that of Governor) as may be prescribed by law.¹⁴⁸

(5) A law made by the Legislature shall make provision for giving effect to this section, including the sanctions which may be imposed for failure to comply with, or the making of false statements in purported compliance with, subsections (2) and (3) and, notwithstanding anything contained in Chapter 5 of this Constitution, the sanctions which may be imposed may include the suspension of a member of the House of Assembly from sitting and voting in the House for such period as may be prescribed in such a law.

Anguillian Status Commission¹⁴⁹

94. (1) There shall be an Anguillian Status Commission for the purpose of granting Anguillian status¹⁵⁰ under the provisions of this Constitution with such functions and membership¹⁵¹ as may be set out in a law.¹⁵²

(2) For the purposes of this Constitution, a person is an Anguillian if that person is:¹⁵³

(a) a person born or adopted in or outside of Anguilla with a parent or grandparent who was born or adopted in Anguilla and who is regarded as being Anguillian by virtue of this or any previous Constitution;

(b) a person with a great-grandparent who was born in Anguilla and who is regarded as being Anguillian by virtue of this or any previous

¹⁴⁸ As recommended by paragraph 135 of the 2006 Report.

¹⁴⁹ Wording taken from section 89 of the draft Constitution prepared by Rev Niles' Committee as a substitute for the present section 80 of the 1982 Anguilla Constitution. The principal change is to give the grandchildren of Anguillians full rights and to give the great-grandchildren of Anguillians full rights if they satisfy certain residence requirements.

¹⁵⁰ Note that the intention is that the term "Anguillian" replaces the term "Belonger".

¹⁵¹ It may be considered prudent to provide for membership and tenure to be protected by the Constitution in a manner similar to section 82(2) rather than relying on section 97(7).

¹⁵² The present law is the Anguilla Belonger Commission Act, RSA c A060, which will need to be replaced and any consequential amendments to existing laws made.

¹⁵³ Compare the recommendations at paragraphs 167-178 of the 2006 Report.

Constitution, provided that that person has been living (i.e., physically present) in Anguilla for a continuous period of 5 years and his/her absences from Anguilla do not exceed a total of ninety (90) days in each of those years, save for good and sufficient cause. Such a person must apply to the Anguilla Status Commission for a grant of Anguillian status, which grant may be withdrawn at any time on conviction of an indictable offence;

- (c) a person who has been living in Anguilla for a continuous period of 20 years¹⁵⁴ and whose absences from Anguilla for each of those years do not exceed 90 days save for good and sufficient cause and his minor children born in Anguilla. Such a person must apply to the Anguilla Status Commission for a grant of Anguillian status, which grant may be withdrawn at any time on conviction of an indictable offence;
- (d) a person who is married to an Anguillian for a period of not less than 7 years. Such a person must apply to the Anguilla Status Commission for a grant of Anguillian status, which grant may be withdrawn at any time on conviction of an indictable offence;
- (e) the minor child of a person who has been granted Anguillian status by the Anguilla Status Commission on the basis of 20 years residence or marriage where the minor child was born overseas, provided that child has been living (i.e., physically present) in Anguilla for a continuous period of 3 years prior to the application and during each of those years his/her absences from Anguilla do not exceed 90 days, save for good and sufficient cause. An application should be made to the Anguilla Status Commission on behalf of the minor child for a grant of Anguillian status, which grant may be withdrawn at any time on conviction of an indictable offence;
- (f) a person who is born in Anguilla (and who is not regarded as an Anguillian as provided for above) and who has lived in Anguilla for the first 12 years of his/her life and whose absences from Anguilla during each of those years do not exceed 90 days save for good and sufficient cause. Such a person must apply to the Anguilla Status Commission for a grant of Anguillian status, which grant may be withdrawn at any time on conviction of an indictable offence;

¹⁵⁴ A question has arisen whether the process of acquiring “Anguillian status” should be made easier as this will complement economic development. The 1976 Constitution’s Belonger provision spoke to 7 years as the benchmark for the granting of Belonger status.

(g) a person who was previously granted Belonger status under an earlier Constitution.¹⁵⁵

Advisory Commission on the Prerogative of Mercy¹⁵⁶

95. (1) There shall be in and for Anguilla an Advisory Commission on the Prerogative of Mercy (in this section referred to as “the Commission”), which shall consist of the Attorney-General, the Director of Health Services and four members appointed by the Governor acting on the advice of the Cabinet.

(2) A quorum for meetings of the Commission shall be three members, of whom one shall be the Attorney-General.

Commissions of Inquiry¹⁵⁷

96. The Governor acting on the advice of Cabinet may appoint one or more Commissioners selected by him to inquire into the conduct and management of any public body, the conduct of any public official, or into any matter that is, in his opinion, of public importance and as may be prescribed by a law.¹⁵⁸

General provisions regarding Commissions¹⁵⁹

97. (1) Subject to any contrary specific provisions contained in this Constitution, the following general provisions apply to Commissions.

(2) In the exercise of its functions a Commission shall not be subject to the direction or control of any other person or authority.

(3) A Commission may, with the consent of the Governor acting in his discretion, confer powers and impose duties on any public officer or on any authority of the Government for the purpose of the discharge of its functions.

(4) A Commission may act notwithstanding any vacancy in its membership (including any vacancy not filled when appointments of members are first made) and its proceedings shall be valid notwithstanding that some person who was not entitled to do so took part in them; but any decision of a Commission shall require the concurrence of not less than two members of the Commission.

¹⁵⁵ This paragraph needs to be added to make it clear that persons who were “Belongers” under the 1982 Constitution are now to be referred to as “Anguillians”.

¹⁵⁶ Adapted from section 44 of the VI Constitution. See the recommendation at paragraph 163 of the 2006 Report.

¹⁵⁷ With increased powers of self-government, it is appropriate to entrench the power to appoint commissioners of inquiry in the Constitution.

¹⁵⁸ There is at present an Act, the Commissions of Inquiry Act RSA c C050, but it is not constitutionally protected.

¹⁵⁹ A consolidation of various provisions governing individual Commissions in other BOT Constitutions, made to avoid duplication of the provisions in the case of every Commission.

(5) The Governor, acting after consultation with the Premier, shall appoint one of the members of a Commission to be Chairman of the Commission.

(6) No person shall be qualified to be appointed as a member of a Commission if he is a member of, or a candidate for election to, the Assembly, or holds or is acting in any public office.

(7) Save as otherwise provided by this Constitution, the office of a member of a Commission shall become vacant:

- (a) at the expiration of five years from the date of his appointment or such earlier time as may be specified in the instrument by which he was appointed;
- (b) if he resigns his office by writing under his hand addressed to the Governor;
- (c) if he becomes a member of, or a candidate for election to, the Assembly or is appointed to or to act in any public office; or
- (d) if the Governor, acting in his discretion, directs that he shall be removed from office for inability to discharge the functions thereof (whether arising from infirmity of body or mind or any other cause) or for misbehaviour.

(8) If the office of a member of a Commission is vacant or a member is for any reason unable to perform the functions of his office, the Governor acting in the manner prescribed for the appointment of that member may appoint a person who is qualified for appointment as a member of the Commission to act as a member of the Commission, and any person so appointed shall, subject to the provisions of the preceding subsection, continue so to act until he is notified by the Governor acting in his discretion, that the circumstances giving rise to the appointment have ceased to exist:

Provided that, in the case of a vacancy in the office of the Chairman or the inability of the holder thereof to perform his functions, the functions of the office of Chairman shall be performed by such member of the Commission or person acting as a member as the Deputy Governor, acting after consultation with the Premier, may designate.

(9) No business shall be transacted at any meeting of a Commission if there is not a quorum present.

(10) Any question for decision at any meeting of a Commission shall be determined by a majority of the votes of the members present and voting; and if on any question the votes are equally divided the Chairman shall have and exercise a casting vote.

(11) There shall be charged on the revenues of Anguilla and paid thereout to the members of a Commission such emoluments as may be prescribed by any law for the time being in force in Anguilla:

Provided that the emoluments of a member of a Commission shall not be reduced during his continuance in office.

(12) In the exercise of its functions, a Commission may regulate its own procedure.

(13) Each Commission shall report annually to the House of Assembly on the performance of his office.

(14) The House of Assembly shall within one month of receipt of each annual report publish it in a widely accessible form.

Legislation regarding Commissions¹⁶⁰

98. (1) Subject to the provisions of this Constitution, the House of Assembly may by law make provision for:

- (a) the composition and membership of a Commission;
- (b) the quorum for meetings of a Commission where not otherwise provided for in this Constitution;
- (c) the functions of a Commission;
- (d) the organisation of the work of a Commission and the manner in which it performs its functions;
- (e) consultation by a Commission with persons or authorities other than its members;
- (f) the protection and privileges of members of a Commission in respect of the performance of their functions and the privilege of communications to and from a Commission and its members in the case of legal proceedings;
- (g) the definition and trial of offences in relation to the functions of a Commission and the imposition of penalties for such offences;
- (h) the amalgamation of two or more Commissions with the full powers of each of the constituent Commissions under this Constitution in which case if they are service Commissions which are amalgamated the single Commission shall be known as the Service Commission and if

¹⁶⁰ Adapted from section 98 of the VI Constitution.

there is any other amalgamated Commission it shall be known as the Administrative Law Commission;

- (i) conferring on a Commission other related functions, without prejudice to the functions conferred on such Commission by this Constitution; and
- (j) the establishment of a secretariat, the members of which shall be public officers, of a Commission.

(2) The same person may be appointed by the Governor to fill two or more Commissions under this Constitution in which case he shall be known as the Constitutional Commissioner.

(3) In this section “Commission” means the Electoral Districts Boundary Commission, the Public Service Commission, the Teaching Service Commission, the Police Service Commission, the National Security Commission, the Financial Service Commission, the Appointments Commission, the Judicial and Legal Service Commission, the Integrity Commission, the Anguillian Status Commission, the Advisory Commission on the Prerogative of Mercy, and a Commission of Inquiry.

Human Rights Commissioner¹⁶¹

99. (1) There shall be an independent Human Rights Commissioner for Anguilla who shall investigate, resolve and prosecute claims of infringement of any person’s rights under this Constitution.

(2) The Human Rights Commissioner shall have such other specific functions and jurisdiction as may be set out in a law.¹⁶²

Human Rights Commissioner¹⁶³

99. (1) There is established a Human Rights Commissioner (in this section referred to as (“the Commissioner”).

(2) The powers and duties of the Commissioner (which shall not derogate from the provisions of this section) shall be such as may be prescribed by law and may include the following:

- (a) the receipt and investigation of complaints of breaches or infringement of any right or freedom referred to in Chapter 1;

¹⁶¹ As recommended by paragraph 182 of the 2006 Report. Adapted from section 116 of the Cayman Islands Constitution.

¹⁶² If this version is preferred, subsection (2) should be omitted as unnecessarily duplicating section 103(9).

¹⁶³ An alternative, adapted from section 19 of Mrs Richardson’s draft Constitution for Anguilla, as requested by the Committee at its meeting of 8 March 2016.

- (b) the provision of a forum for dealing with, and participation of the Commissioner in promoting conciliation with respect to complaints and disputes concerning any matter relating to Chapter 1;
 - (c) issuing guidance on procedures for dealing with any complaints of breaches or infringements of rights and freedoms referred to in Chapter 1;
 - (d) imparting knowledge to the public with respect to the rights and freedoms referred to in Chapter 1 or in relation to any international instrument or activity relating to human rights; and
 - (e) preparing and submitting periodically reports concerning its activities to the Legislature.
- (3) The power of the Commissioner to deal with any matter under Chapter 1 shall be exercised only with the agreement or concurrence of the persons concerned therewith.
- (4) Nothing contained in or done pursuant to any law made under subsection (2) shall:
- (a) oblige a person to refer any complaint of a breach or infringement of any right or freedom referred to Chapter 1 to the Commissioner; or
 - (b) prevent a person from seeking redress directly from the court in relation to any breach or infringement of a right or freedom referred to in Chapter 2, and the fact that such person had previously sought the assistance of the Commissioner with respect to such breach or infringement shall not be a bar.

Complaints Commissioner¹⁶⁴

100. (1) There shall be a Complaints Commissioner for Anguilla who shall investigate, resolve and report on complaints from persons who believe that they have suffered injustice as a result of maladministration by any public authority in Anguilla.¹⁶⁵

2) The Complaints Commissioner shall have such other functions and jurisdiction as may be prescribed by law.¹⁶⁶

¹⁶⁴ This is the “Ombudsman” provision, as recommended by paragraph 181 of the 2006 Report. The wording is taken from section 110 of the VI Constitution.

¹⁶⁵ “public authority” is a defined term.

¹⁶⁶ Query whether this subsection unnecessarily duplicates section 103(9) and is better omitted.

Police Complaints Commissioner¹⁶⁷

101. (1) There shall be a Police Complaints Commissioner for Anguilla who shall oversee the handling of complaints of members of the public against members of the Royal Anguilla Police Service.

(2) The Police Complaints Commissioner shall have such other functions and jurisdiction as may be prescribed by law.¹⁶⁸

Public Procurement Commissioner

102. (1) Subject to the rights of innocent third parties no goods, works or services or retention or disposal of public property shall be procured save in accordance with an Act of the Assembly designed to accord with the principles of good governance, accountability, transparency, integrity and value for money.¹⁶⁹

(2) There is established a Public Procurement Commissioner whose duties and responsibilities shall include:

- (a) setting training standards, competence levels and certification requirements to promote best practices in procurement;
- (b) issuing and reviewing guidelines in relation to public procurement and the retention and disposal of public property;
- (c) preparing, updating and issuing model handbooks incorporating standardized bidding documents, procedural forms, contracts and relevant documents for use in public procurement and the retention and disposal of public property;
- (d) providing best practice advice in the conduct of procurement activities,¹⁷⁰
- (e) auditing and reviewing on an annual basis the system of procurement and disposal of public property to ensure compliance with the highest procurement practices and obtaining value for money;
- (f) investigating, on his own initiative or upon complaint from any party involved in public procurement or disposal of public property or any

¹⁶⁷ By sections 110 and 111 of the VI Constitution, there is a Complaints Commission with such functions and jurisdiction as may be prescribed by law. It is thought preferable to entrench a Police Complaints Commissioner in the Constitution as recommended by paragraph 62 of the 2006 Report.

¹⁶⁸ Query whether this subsection unnecessarily duplicates section 103(9) and is better omitted.

¹⁶⁹ Wording taken with amendment from the long title and section 6 of the Public Procurement and Disposal of Public Property Act 2015 of Trinidad and Tobago (hereinafter “the Trinidad Act”).

¹⁷⁰ Adapted from section 13 of the Trinidad Act.

member of the public, any alleged or suspected breach of the Act referred to in subsection (1) of this section; and

- (g) subject to the provisions of this section, any other duty or function that may be conferred on him by the Act referred to in subsection (1) of this section.

Freedom of Information¹⁷¹

103. A law enacted by the Assembly shall provide for a right of access to information held by public authorities, for the conditions for the exercise of that right, and for restrictions and exceptions to that right in the interests of the security of Anguilla or the United Kingdom, public safety, public order, public morality or the rights or interests of individuals.

Freedom of Information¹⁷²

103. There shall be an independent Freedom of Information Commissioner for Anguilla who shall receive complaints, investigate, decide and report on the compliance of public authorities with the provisions of the Freedom of Information law enacted by the Assembly. The law shall provide for a right of access to information held by public authorities, for the conditions for the exercise of that right, and for restrictions and exceptions to that right in the interests of the security of Anguilla or the United Kingdom, public safety, public order, public morality or the rights and interests of individuals.

Freedom of Information Commissioner¹⁷³

103. (1) There shall be an independent Freedom of Information Commissioner for Anguilla who shall receive complaints, investigate, decide and report on the compliance of public authorities with the provisions of the Freedom of Information law enacted by the Assembly.

(2) The law shall provide for a right of access to all information held by public authorities, for the conditions for the exercise of that right, and for restrictions and exceptions to that right in the interests of the security of Anguilla or the United Kingdom, public safety, public order, public morality or the rights and interests of individuals.

(3) In the event that a report prepared by one of the institutions protecting good government is not published contemporaneously with its delivery or within a

¹⁷¹ Taken from section 122 of the Cayman Islands Constitution. This provision is, it is suggested, inadequate. The Information Commissioner is not protected from political interference and victimisation if he attempts to do his job impartially.

¹⁷² Drafted to guarantee the independence and freedom from political interference of the Commissioner.

¹⁷³ Drafted to ensure that all reports from institutions guaranteeing good governance are published contemporaneously with their delivery, and for the Commissioner to enforce such publication.

reasonable time thereafter in a manner designed to give the widest public access to its contents, then the Commissioner shall secure a copy of the report and cause it to be published on an appropriate Anguilla government website.

General provisions relating to Commissioners¹⁷⁴

104. (1) Subject to any specific provision made above, the following shall apply to any Commissioner appointed under this Constitution.

(2) A Commissioner shall be appointed for a minimum period of five (5) years by the Governor, acting after consultation with the Premier and the Leader of the Opposition, by instrument under the public seal.

(3) No person shall be qualified to be appointed as a Commissioner if he has been within the preceding three years:

- (a) an elected member of the House of Assembly; or
- (b) the holder of any office in any political party.

(4) The office of a Commissioner shall become vacant:

- (a) at the expiration of the period specified in the instrument by which he was appointed;
- (b) if he resigns office by writing under his hand addressed to the Governor;
- (c) if he becomes an elected member of the House of Assembly or the holder of any office in any political party; or
- (d) if the Governor, acting in his discretion, directs that he shall be removed from office for inability to discharge the functions of the office (whether arising from infirmity of body or mind or any other cause) or for misbehaviour, or for contravention of subsection (5).

(5) Subject to such exceptions as the Governor, acting in his discretion, may authorise by directions in writing, a Commissioner shall not hold any other office of emolument either in the public service or otherwise nor engage in any occupation for reward other than the duties of his office.

(6) In the exercise of his functions, a Commissioner shall not be subject to the direction or control of any other person or authority.

¹⁷⁴ Adapted and consolidated from provisions relating to individual Commissioners in the Constitutions of other BOTs. The question has been raised whether there should not be a minimum qualification (academic, professional, or by experience) for Commissioners.

(7) There shall be charged on the revenues of Anguilla and paid thereout to every Commissioner such emoluments as may be prescribed by any law for the time being in force in Anguilla:

Provided that the emoluments of a Commissioner shall not be reduced during his continuance in office.

(8) The same person may be appointed by the Governor to fill two or more Commissions under this Constitution in which case he shall be known as the Constitutional Commissioner.

(9) Subject to the provisions of this Constitution, the House of Assembly may by law make provision for:

- (a) the functions and jurisdiction of a Commissioner;
- (b) the organisation of the work of a Commissioner and the manner in which he performs his functions;
- (c) consultation by a Commissioner with persons or authorities other than its members;
- (d) the protection and privileges of a Commissioner in respect of the performance of his functions and the privilege of communications to and from a Commissioner in the case of legal proceedings;
- (e) the definition and trial of offences in relation to the functions of a Commissioner and the imposition of penalties for such offences;
- (f) conferring on a Commissioner other related functions, without prejudice to the functions conferred on such Commissioner by this Constitution; and
- (g) the establishment of a secretariat, the members of which shall be public officers, of a Commissioner.

(10) Each Commissioner mentioned in sections 99 to 1032 of this Constitution shall report annually to the House of Assembly on the performance of its, his office.

(11) The Speaker shall within one month of receipt of any report from a Commissioner publish it in a widely accessible form.

(12) In this section "Commissioner" means the Human Rights Commissioner, the Complaints Commissioner, the Police Complaints Commissioner, the Public Procurement Commissioner, and the Freedom of Information Commissioner.

Crown land

105. (1) Subject to the provisions of any law for the time being in force in Anguilla, the Governor or any person duly authorised by him in writing under his hand may, in Her Majesty's name and on Her behalf, make and execute under the public seal grants, leases, charges and dispositions of any land or other immovable property within Anguilla that may be lawfully dealt with by Her Majesty.

(2) No Crown land in excess of one acre, or lease or charge over any such land in Anguilla may be sold, leased, charged, exchanged, or otherwise disposed of or dealt with without a resolution of the House of Assembly authorising the transaction.¹⁷⁵

Governor's power of pardon

106. (1) The Governor may, in Her Majesty's name and on Her behalf:

- (a) grant to any person concerned in the commission of any offence for which he may be tried in Anguilla, or to any person convicted of any offence under any law in force in Anguilla, a pardon, either free or subject to lawful conditions;
- (b) grant to any person so convicted a respite, either indefinite or for a specified period, of the execution of any sentence passed on him in respect of the conviction;
- (c) substitute a less severe form of punishment for that imposed on any such person by any such sentence; or
- (d) remit the whole or any part of any such sentence or of any penalty or forfeiture due to Her Majesty by reason of the conviction.

(2) In the exercise of the powers conferred on the Governor by this section, the Governor shall act on the advice of the Advisory Commission on the Prerogative of Mercy established by section 95 of this Constitution.¹⁷⁶

¹⁷⁵ As recommended by paragraph 162 of the 2006 Report.

¹⁷⁶ As recommended by paragraph 163 of the 2006 Report.

CHAPTER 10

PUBLIC FINANCE¹⁷⁷

General principles¹⁷⁸

107. (1) The macro-economic and fiscal policies of the Government shall be formulated and conducted for the sustained long term prosperity of the people of Anguilla.

(2) Public funds shall be managed according to established principles of value for money, affordability and regularity and the interests of long term financial stability.

(3) The Government shall formulate a framework document (to be called a “Fiscal Framework”) stating its principles of public financial management which sets:

- (a) limits on levels of public debt relative to public revenue;
- (b) limits on debt service costs as a proportion of recurrent public revenue; and
- (c) levels of reserves relative to public expenditure.

(4) Any Fiscal Framework formulated under subsection¹⁷⁹ (3) must be agreed by a Secretary of State in draft before it is adopted by the Government, and the Government shall publish the Fiscal Framework in the Gazette as soon as possible after its adoption.

(5) On the date of publication of the first Fiscal Framework under subsection (4), the Fiscal Responsibility Act 2013 (RSA c 9 of 2013) shall be repealed.

(6) The Minister of Finance shall report to the House of Assembly at least every six months on:

- (a) the performance of the government in implementing the Fiscal Framework; and
- (b) the state of the public finances and the state of the economy of Anguilla.

¹⁷⁷ Taken from the “revised alternate draft of 9 June 2015” of the Anguilla Public Finance Order 2015 without alteration save as may be indicated in these footnotes.

¹⁷⁸ Section 3 of the draft Anguilla Public Finance Order 2015, amended to take account of the Terms of Reference agreed between the Government of Anguilla and the Foreign and Commonwealth Office.

¹⁷⁹ The words “paragraph” and “sub-paragraph” in the original draft Order have been replaced by the words “section” and “subsection to be consistent with Anguillian drafting standards for legislation.”

(7) The Government shall aim towards achieving and maintaining a surplus budget, and where an Appropriation Bill would not return a surplus result the Minister of Finance shall, at the same time as the Bill is introduced in the House of Assembly, lay before the house of Assembly a statement explaining the reasons for not achieving a surplus.

(8) Where the Government is in breach, or in the opinion of a Secretary of State is in breach or is likely to be in breach, of the Fiscal Framework:

- (a) all Appropriation Bills or any other bill or significant decision relating to the public finances of Anguilla, including proposals for the Government to borrow, must first be agreed by a Secretary of State; and
- (b) the Government shall be required to agree with a Secretary of State a Medium Term Fiscal Plan which includes milestones for meeting key debt ratios and clearly articulated policy measures that will lead the Government to come into compliance with the key debt ratios set out in a Fiscal Framework and agreed by a Secretary of State.

Taxation¹⁸⁰

108. (1) No tax, rate or other levy shall be imposed, and no waiver or variation of any tax, rate or other levy shall be applied, except under the authority of an Act.

(2) Where an Act confers power on any person or authority to waive or vary a tax, rate or other levy imposed by that Act, that person or authority shall report to the House of Assembly on the exercise of those powers as often as shall be determined by law but not less than every six months.

Contingent liabilities¹⁸¹

109. The Minister of Finance shall ensure that all contingent liabilities of the Government, including pension and healthcare liabilities, are subjected to independent actuarial assessment at least every two years, and shall report the information provided by any such assessment to the House of Assembly within two months of receiving it.

Consolidated Fund¹⁸²

110. (1) There shall continue to be a Consolidated Fund for Anguilla into which shall be paid all revenues or other monies raised or received by and for the purposes of the Government.

¹⁸⁰ Section 4 of the draft Anguilla Public Finance Order 2015.

¹⁸¹ Section 5 of the draft Anguilla Public Finance Order 2015.

¹⁸² Section 6 of the draft Anguilla Public Finance Order 2015.

(2) The revenues or other monies referred to in subsection (1) shall not include revenues or other monies:

- (a) that are payable by or under an Act into some other fund for a specific purpose; or
- (b) that may, by or under an Act, be retained by the department of government that received them for the purpose of defraying the expenses of that department.

(3) Any sums standing to the credit of the Consolidated Fund may be invested:

- (a) with a bank at call or subject to notice not exceeding twelve months; or
- (b) in an investment authorized by law and approved by the House of Assembly.

(4) For the avoidance of doubt any investment or deposit made under subsection (3) shall not constitute a withdrawal from the Consolidated Fund.

Withdrawal from Consolidated Fund or other public funds¹⁸³

111. (1) No monies shall be withdrawn from the Consolidated Fund except:

- (a) to meet expenditure charged on the Consolidated Fund by any law in force in Anguilla; or
- (b) where the issue of those monies has been authorized by an Appropriation Act, or as provided in subsection (3).

(2) No monies shall be withdrawn from any public fund of Anguilla other than the Consolidated Fund unless the issue of those monies has been authorized by law.

(3) If the Minister of Finance is satisfied that the Appropriation Act in respect of any financial year will not come into force by the beginning of that financial year, the Minister may, if so authorized by the House of Assembly by resolution and subject to subsection (4), authorize the issue of monies from the Consolidated Fund for the purpose of meeting expenditure necessary to carry on the services of the Government until the expiration of four months from the beginning of that financial year or the coming into force of the Appropriation Act, whichever is the earlier.

(4) Any sum issued in any financial year from the Consolidated Fund under subsection (3) in respect of any ongoing service of the Government:

- (a) shall not exceed one third of the amount approved for that service in an Appropriation Act for the previous financial year; and

¹⁸³ Section 7 of the draft Anguilla Public Finance Order 2015.

- (b) shall be set off against the amount provided in respect of that service in the Appropriation Act for that financial year when the Act comes into force.

Financial year estimates¹⁸⁴

112. At least six weeks before the beginning of each financial year the Minister shall cause to be prepared and laid before the House of Assembly:

- (a) estimates of revenue and expenditure of the Government for that financial year; and
- (b) a document setting out targets for revenue and expenditure for the next three financial years, and an assessment of performance against the debt sustainability limits as set out in the Fiscal Framework,

and the House of Assembly shall publish those estimates and that document without delay.

Appropriation Bill¹⁸⁵

113. (1) The heads of expenditure contained in the estimates, other than expenditure charged on the Consolidated Fund by any law in force in Anguilla, shall be included in a bill, to be known as an Appropriation Bill, which shall be introduced into the House of Assembly to provide for the issue from the Consolidated Fund of the sums necessary to meet that expenditure and the appropriation of those sums for the purposes specified in the bill.

(2) If in respect of any financial year it is found that the amount appropriated for any purpose under the Appropriation Act is insufficient or that a need has arisen for expenditure for a purpose for which no amount has been appropriated by that Act, a supplementary estimate showing the sums required shall be laid before the House of Assembly by the Minister of Finance.

(3) The heads of expenditure contained in a supplementary estimate shall be included in a bill, to be known as a Supplementary Appropriation Bill, which shall be introduced into the House of Assembly to provide for the issue from the Consolidated Fund of the sums specified in the bill.

(4) The Governor, with the prior approval of a Secretary of State, may refuse to assent to any Appropriation Bill or Supplementary Appropriation Bill if in his judgment the enactment of that bill would be inconsistent with section 107 of this Constitution or the Fiscal Framework.

¹⁸⁴ Section 8 of the draft Anguilla Public Finance Order 2015.

¹⁸⁵ Section 9 of the draft Anguilla Public Finance Order 2015, amended to take account of the Terms of Reference agreed between the Government of Anguilla and the Foreign and Commonwealth Office.

Power of Government to borrow or lend¹⁸⁶

114. (1) Subject to the provisions of this Constitution, the Government may borrow from any source.

(2) The Government shall not borrow, guarantee or raise a loan on behalf of itself or any other public institution, authority or person except:

- (a) as authorized by or under an Act; and
- (b) in accordance with the Fiscal Framework and any other borrowing guidelines agreed with Her Majesty's Government in the United Kingdom.

(3) An Act enacted under subsection (2)(a) shall provide:

- (a) that the terms and conditions of the loan shall be laid before the House of Assembly and shall not come into force unless they have been approved by a resolution of the House of Assembly; and
- (b) that any monies received in respect of that loan shall be paid into and form part of the Consolidated Fund or into some other public fund which exists or is created for the purpose of the loan.

(4) The Minister shall, at such times as the House of Assembly may determine and at least every six months, cause to be presented to the House of Assembly such information concerning any loan as is necessary to show:

- (a) the extent of the total indebtedness by way of principal and accumulated interest;
- (b) the provision made for servicing or repayment of the loan; and
- (c) the utilization and performance of the loan.

(5) Where Her Majesty's Government in the United Kingdom¹⁸⁷ Guarantee is given in connection with any borrowing under this section, the Government shall repay the guaranteed borrowing as quickly as possible.

(6) The Governor may, on behalf of the Government, enter into counter-indemnity arrangements with Her Majesty's Government in the United Kingdom in relation to any Guarantee in connection with any borrowing under this section, and shall ensure compliance by the Government with its obligations under any such arrangements.

¹⁸⁶ Section 10 of the draft Anguilla Public Finance Order 2015.

¹⁸⁷ The wording in the original is amended to refer to the UK Government, as Departments may be renamed.

(7) The House of Assembly may, by resolution, authorize the Government to enter into an agreement for the giving of a loan or a grant out of any public fund or public account.

(8) An agreement entered into pursuant to subsection (7)¹⁸⁸ shall be laid before the House of Assembly and shall not come into force unless it has been approved by the House of Assembly by resolution.

(9) Any resolution passed by the House of Assembly under subsections (7) or (8) must be compatible with section 107 of this Constitution and the Fiscal Framework.¹⁸⁹

(10) For the purposes of this section, “loan” includes any money lent or given to or by the Government on condition of return or repayment and any other form of borrowing or lending in respect of which:

- (a) monies from the Consolidated Fund or any other public fund may be used for payment or repayment; or
- (b) monies from any fund by whatever name called, established for the purpose of payment or repayment whether in whole or in part and whether directly or indirectly, may be used for payment or repayment.

Further powers of the Governor¹⁹⁰

¹⁹¹Exercise of functions by Governor¹⁹²

116. In the exercise of any function conferred on the Governor by sections 107 to 114,¹⁹³ of this Constitution the Governor shall comply with any instructions that may be given to him by a Secretary of State.¹⁹⁴

Appropriations Committee¹⁹⁵

117. (1) There shall be an Appropriations Committee of the House of Assembly, which shall consist of at least three members of the House appointed by the Speaker from among members who are not Ministers, at least one of whom shall be a member of the house in opposition to the Government.

¹⁸⁸ The original has “(5),” but from the context it is apparent that “(7)” was intended.

¹⁸⁹ The original has “(5) or (6),” but from the context it is apparent that “(7) and (8)” were intended.

¹⁹⁰ Section 11 of the draft Anguilla Public Finance Order 2015.

¹⁹¹ Deleted to take account of the Terms of Reference agreed between the Government of Anguilla and the Foreign and Commonwealth Office.

¹⁹² Section 12 of the draft Anguilla Public Finance Order 2015.

¹⁹³ The words “this Order” replaced by “sections 104 to 112.”

¹⁹⁴ Subsections (1) and (2) are deleted to take account of the Terms of Reference agreed between the Government of Anguilla and the Foreign and Commonwealth Office.

¹⁹⁵ Taken from section 114 of the TCI Constitution.

(2) The Appropriations Committee may co-opt to its membership up to two persons who are not members of the House of Assembly, either on a continuing basis or for the purpose of a specific enquiry conducted by the Committee, and shall be assisted in its work by the Permanent Secretary, Finance, or his nominee and permanent Committee staff.

(3) The Appropriations Committee shall have power to compel the production of documents and evidence from Ministers, departments of government and public officers, and shall meet in public.

(4) The Appropriations Committee shall have and exercise the functions conferred on it by this Constitution and such other functions as may be conferred on it by any other law or by Standing Orders.

(5) The House of Assembly shall publish all reports of the Appropriations Committee without delay.

Funding of institutions protecting good governance¹⁹⁶

118. (1) Before the 31st of August of the preceding year:¹⁹⁷

(a) each institution protecting good governance shall submit to the Appropriations Committee of the House of Assembly a bid for its budget for the following financial year;

(b) the Appropriations Committee shall scrutinise each bid in public hearings and, having satisfied itself that the bid conforms to the Government's current budget policies and made any amendments it considers necessary for that purpose, recommend to the House of Assembly a budget for each institution for that financial year.

(2) The House of Assembly may pass or reject a budget recommended to it under subsection (1)(b) but may not amend it.

(3) If the House of Assembly passes a budget recommended to it under this section, that budget shall form part of the Appropriation Act for that financial year.

(4) If the House of Assembly rejects a budget recommended to it under subsection (1)(b), the Appropriations Committee shall reconsider the budget in question and, after consulting the institution concerned, recommend a revised

¹⁹⁶ Taken from section 105 of the TCI Constitution. (Unless the provision of resources for these institutions is removed from the control of the Minister of Finance and placed in the hands of the Assembly, experience elsewhere in the West Indies has shown that a Commission that has fallen out of favour with a Government can be neutralised by starving it of funds)

¹⁹⁷ Amended to ensure the preparation of each institution's budget is timed so as to fit into the overall budgetary process.

budget to the House of Assembly; and the same procedure shall be followed if the House rejects a revised budget recommended to it.¹⁹⁸

Public Accounts Committee¹⁹⁹

119. (1) There shall be a Public Accounts Committee of the House of Assembly which shall consist of:

- (a) at least three members of the House appointed by the Speaker from among members who are not Ministers; and
- (b) two persons expert in public finance who are not members of the House, one of whom shall be appointed by the Speaker and one of whom shall be appointed by the Governor acting in his discretion.

(2) the Chairman of the Public Accounts Committee shall be a member of the House of Assembly in opposition to the Government (without prejudice to the appointment of other such members to the Committee).²⁰⁰

(3) A person appointed under subsection (1)(b) shall cease to be a member of the Public Accounts Committee:

- (a) at the expiration of the period for which he was appointed;
- (b) if he becomes a member of the House of Assembly; or
- (c) if the person who made the appointment revokes it, acting in his discretion.

(4) If in respect of any item of business before the Public Accounts Committee the Governor, acting after consultation with the Speaker and the Chairman of the Committee, considers that a member of the Committee has a conflict of interest, the Governor, acting in his discretion, may appoint another person (whether or not a member of the House of Assembly) temporarily to replace that member of the Committee for the purpose of dealing with the business in question, and a member so replaced shall not sit on the Committee when the Committee is dealing with that business.

(5) The Public Accounts Committee shall examine and report to the House of Assembly on:

- (a) the reports submitted to the Committee by the Chief Auditor under section 122 of this Constitution; and

¹⁹⁸ Subsection (5) of the TCI provision is deleted to take account of the Terms of Reference agreed between the Government of Anguilla and the Foreign and Commonwealth Office

¹⁹⁹ As recommended by paragraph 126 of the 2006 Report. Taken from section 122 of the TCI Constitution.

²⁰⁰ Note that section 70 provides that the Leader of the Opposition shall be the chair of the PAC.

- (b) such management letters and reports of the Chief Auditor as have been submitted to the Committee or as have been laid before the House or as the Chief Auditor has brought to the attention of the House;

and shall have and exercise such other functions, and shall operate under such procedures, as may be prescribed by this Constitution or as may be prescribed by Act or by Standing Orders.

(6) The Public Accounts Committee shall have power to compel the production of documents and evidence from Ministers, departments of government and public officers, and shall meet in public.

(7) The Public Accounts Committee shall report to the House of Assembly by the date set by the House or by its terms of reference, whichever is the earlier; and except as otherwise provided in the Committee's terms of reference, such a report may be with or without recommendations.

(8) If the House of Assembly adopts a report of the Public Accounts Committee, and requests the responsible member of the Cabinet to advise the House of the action proposed to be taken by the Government in respect of the report, the member concerned shall convey the Government's response to the House not later than the first sitting day following the expiration of six weeks after the date of the House's request, unless the House extends the time for the response.

(9) The Chief Auditor shall be adviser to the Public Accounts Committee, and the Committee shall not meet without the presence of the Chief Auditor or his nominee.

(10) The Public Accounts Committee may invite any person to assist it in its work and to participate in its proceedings.

Accounting officers²⁰¹

120. (1) There shall be an Accountant General of the Government, whose office shall be a public office.

(2) The Accountant General shall be responsible for the compilation and management of the accounts of the Government, and for the custody and safety of public money and other resources of the Government.

(3) The most senior officer in each ministry or department of government and each institution protecting good governance²⁰² shall be designated an accounting officer who shall be responsible for the regularity and propriety of the

²⁰¹ Taken from the TCI Constitution, section 123.

²⁰² Subsection (4) is deleted as it appears redundant, "each department of government and each institution protecting good governance" in subsection (3) needing no further clarification.

expenditure, receipts and resources of that ministry, department or institution, and shall be accountable to the House of Assembly.²⁰³

Remuneration of Speaker and other members of House of Assembly²⁰⁴

121. (1) There shall be paid to the Speaker and other members of the House of Assembly such remuneration and allowances as may be prescribed by an Act.

(2) The House of Assembly shall not proceed on any bill for an Act referred to in subsection (1) unless a report by the Integrity Commission recommending the appropriate levels of such remuneration and allowances has been laid before the House and has been published; and no Act shall provide for levels of remuneration or allowances that exceed the levels recommended in such report.

(3) The remuneration and allowances payable to the Speaker and other members of the House of Assembly are hereby charged on and shall be paid out of the Consolidated Fund.

Audit²⁰⁵

122. (1) The Chief Auditor shall audit and report on the public accounts of Anguilla, including the House of Assembly, the courts, the institutions protecting good governance, and any public corporations or other public bodies or organisations established by or under any Act.

(2) For the purposes of subsection (1):

(a) accounts shall be provided by the authorities referred to in that subsection to the Chief Auditor within four months of the end of each financial year; and

(b) the Permanent Secretary Finance shall, as soon as practicable after the end of each financial year, cause to be prepared for submission to the Chief Auditor a statement of accounts reflecting the financial operations of the Consolidated Fund and any other public fund or account for that financial year.

(3) The Chief Auditor and any person authorised by him shall have a right of access at all reasonable times to all such documents as appear to him to be necessary for the purposes of conducting an audit under subsection (1), and shall be entitled to require from any person holding or accountable for any such documents such information and explanation as he thinks necessary for those purposes.

²⁰³ Amended to take account of the Terms of Reference agreed between the Government of Anguilla and the Foreign and Commonwealth Office.

²⁰⁴ Taken from the TCI Constitution, section 124.

²⁰⁵ Taken from the TCI Constitution, section 126.

(4) Each year the Chief Auditor shall, as soon as practicable and in any case within four months of receiving the accounts under subsection (2)(a), submit to the Public Accounts Committee of the House of Assembly a report of the accounts audited by him under subsection (1) for the immediately preceding financial year, and shall send a copy of each report to the Governor, who shall publish the audited accounts and report as soon as practicable.

Audit²⁰⁶

122. (1) There shall be a Chief Auditor whose office shall be a public office.

(2) The accounts of the Assembly and all government departments and offices (including all Commissions and individual Commissioners) shall be audited and reported on annually by the Chief Auditor, and for that purpose the Chief Auditor or any person authorised by him in that behalf shall have access to all books, records, returns and other documents relating to such accounts.

(3) The Chief Auditor shall submit his reports made under subsection (2) of this section to the Speaker of the Assembly who shall require the relevant members to lay them before the Assembly; and the Chief Auditor shall also send a copy of each report to the Governor.²⁰⁷

(4) In the exercise of his functions under this section, the Chief Auditor shall not be subject to the direction or control of any other person or authority.

(5) Within one month of the laying of a report before the Assembly, the Speaker shall cause such report to be published in a widely accessible form.

CHAPTER 11²⁰⁸

MISCELLANEOUS

Appeals to Her Majesty in Council²⁰⁹

123. (1) In the following cases, an appeal shall lie from decisions of the High Court to the Court of Appeal and thence to Her Majesty in Council as of right, that is to say:

- (a) final decisions, in any civil or criminal proceedings, on questions as to the interpretation of this Constitution;
- (b) final decisions in any civil proceedings where the matter in dispute on the appeal is of the value of EC\$2,500 or upwards or where the appeal

²⁰⁶ Based on section 109 of the VI Constitution.

²⁰⁷ Amendment made to the original drafting to improve clarity of wording.

²⁰⁸ Query whether this Chapter is not redundant as the section dealing with the Privy Council properly belongs in Chapter 7, and the section dealing with the Public Seal in Chapter 3.

²⁰⁹ Adapted from section 78 of Mrs Richardson's draft.

involves, directly or indirectly a claim to or a question respecting property or a right of the value of EC\$2,500 or upwards;

- (c) final decisions in proceedings under section 18 of this Constitution;
- (d) final decisions in proceedings for dissolution or nullity of marriage; and
- (e) in such other cases as may be prescribed by the Legislature.

(2) In the following cases, an appeal shall lie from decisions of the High Court to the Court of Appeal with the leave of the High Court or of the Court of Appeal and hence to Her Majesty in Council with the leave of the Court of Appeal, that is to say:

- (a) where the decision appealed against is a final decision in civil proceedings and, in the opinion of the court giving leave, the question involved in the appeal is one that, by reason of its great general or public importance or otherwise, ought to be submitted to the Court of Appeal or to Her Majesty in Council, as the case may be; and
- (b) in such other cases as may be prescribed by the Legislature.

(3) The foregoing provisions of this section shall be subject to the provisions of section 56(2) of this Constitution.

(4) In this section the references to final decisions of a court do not include any determination thereof that any application made thereto is merely frivolous or vexatious.

(5) Nothing in this section shall affect any right of Her Majesty to grant special leave to appeal to Her Majesty in Council from the decision of any court in any civil or criminal matter.

Public Seal

124. The Governor shall keep and use the public seal for sealing all things that should pass that seal.

**THE SCHEDULE TO THE CONSTITUTION
FORMS OF OATHS AND AFFIRMATIONS**

Sections 27(4), 29(2), 41 and 70

1. Oath of Allegiance

I do swear that I will be faithful and bear true allegiance to Her Majesty Queen Elizabeth the Second, Her Heirs and

Successors, according to law. So help me God.

2. *Oath for due execution of office*

I do
swear that I will well and truly serve Her Majesty Queen Elizabeth the Second,
Her Heirs and Successors, in the office

(here insert the description of the office). So help me God.

3. *Affirmations*

In the forms above respectively set forth, for the word “swear” there shall be substituted the words “solemnly and sincerely affirm and declare”, and the words “So help me God” shall be omitted.

APPENDIX B

Thomas WR Astaphan QC's proposals for constitutional and electoral reform for Anguilla

Mr Astaphan QC is a member of the Committee. He disagrees with the Committee's proposals at **Appendix A**, and makes the following suggestions as some initial provisions for an alternative Constitution.

In his view, any new Constitution should at the very least have contained in it the mechanism for steps to Independence.

He suggests that election should be to a specific Ministerial Office, rather to the Assembly with the Majority forming the Executive. For example, a person would run for election to the Ministry of Economic and Financial Affairs which would encompass Finance, Economics, Commerce etc., and same with the other Ministerial Portfolios.

The "Premier" should be elected directly to that Office and, in addition to Home Affairs, Immigration and Labour, just be Chairman of the Cabinet Meetings. He/She would sit in the Assembly as a Non-voting Liaison between the Cabinet and the Legislature so that he would convey to the Legislature the Cabinet's Policies etc. He should enjoy nothing else; no other powers over any Minister or otherwise. He would be equal in authority and power to every other directly elected Minister. Patronage and the like must go out the window.

There should be recall powers to the People who, at any time after 6 months of an election can recall any elected person.

Membership of Public and Statutory Bodies should also be elected by the People. No appointments to be made by anybody.

All Meetings MUST be held in Public, including Cabinet Meetings. If there is a suggestion of a National Security matter to be discussed, the sound can be turned off, but BEFORE any such occurs, the Ombudsman must first review a request from Cabinet for that matter to be discussed in Camera, and he/she must (a) provide a summary for publication to the People of the facts and his reason for approving, and (b) he must approve the matter being in camera. Since they represent the People, there can be no secrets from the People.

There should be a separate Legislature in which Executive Members - separately elected - CANNOT sit. True Separation of the Executive from the Legislature.

There should be maximum Term limits - two terms, consecutive or otherwise - and persons who have already served prior to the new Constitution shall only be eligible to serve one Term.

Salaries for Ministers and Members of the Legislature must be approved by the People at the Elections; Legislative Members would NOT get any monthly pay or allowances, but would be paid a per diem for each day of the House Sitting they attend for at least 75% of the day's sitting.

The People will have the power to recall Legislation, so that if they do not approve of any Legislation passed by the House, they can nullify it. In this age of technology all this can be done simply.

Voters should only be registered to vote if they live and reside in Anguilla FULL TIME. No more Tourist voters who, in the current Constitution, do NOT qualify to be registered anyway.

[More to follow.]