

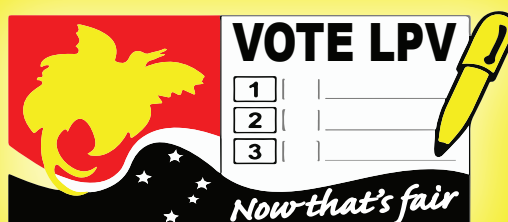


**ELECTORAL
COMMISSION**
Papua New Guinea



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2013 LOCAL-LEVEL GOVERNMENT ELECTIONS REPORT FOR PARLIAMENT



2013 LLG Election Writs & Motu-Koita Assembly Election Writs signed and issued



THE 2013 LLG ELECTION WRITS AND MOTU-KOITA ASSEMBLY ELECTION WRITS were signed and issued by the Minister for Inter-Government Relations Chief Leo Dion on June 6, 2013 at the Provincial & Local Level Government Affairs Department Office at Kitpeng Building along Waigani Drive in Port Moresby. From L-R: Electoral Commissioner Andrew Trawen, Chief Secretary to Government and Chairman of IDEC (Inter-Departmental Elections Committee) Sir Manasupe Zurenuoc, Minister for Inter-Government Relations and Deputy Prime Minister Chief Leo Dion, Secretary for Provincial Affairs Munare Uyassi and Vice Minister for Inter-Government Relations Joe Sungi displaying the signed 2013 LLG Election Writs and Motu-Koita Assembly Election Writs after the signing ceremony.

COVER PHOTO: Polling in an orderly manner in Ward 1 of the Kundiawa Urban LLG in the Kundiawa-Gembogl Open electorate in Chimbu Province during the 2013 LLG Elections. Chimbu is the only province in the Highlands Region that recorded good LLG elections – none of Chimbu's LLGs had been declared as failed by the Electoral Commissioner.

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Commissioner's Forward Statement

The 2013 Local Level Government Elections had attracted a total of 37,903 candidates - both female and male from all walks of life including losing candidates in the 2012 National General Elections - to contest the seats for LLG President and Ward Councilor nationwide.

This huge increase in the number of contestants, many election observers say, was mainly due to the National Government's decision to provide funding of K500, 000 directly to the Local Level Governments in its efforts to improve service delivery at the community level.

The 2013 LLG Elections was the first time all LLG Presidents were directly elected by the people as per the National Executive Council decision. Almost all the provinces accepted the NEC decision except for a few Highlands provinces but they eventually accepted the decision.

As the Electoral Commissioner, it saddens me to state here that the 2013 LLG Elections in the Highlands Region will go down in history as the most controversial elections where we witnessed unprecedented chronic illegal elections activities and practices marring the outcomes of the elections, which defeats the whole purpose of conducting free, fair, safe, accessible and inclusive elections in PNG.

Illegal voter and candidate behavior had resulted in the cancellation of 27 LLGs in six Highlands provinces – the highest number of failed (LLG) elections in PNG's short history as a young democracy.

While supplementary elections will be conducted for the 27 failed LLGs, I must clearly state here that the democratic outcomes of elections (both National and LLG elections) in PNG are definitely trending the wrong way. If nothing is done to arrest the situation, PNG is in danger of turning out elected leaders who have corruptly made their way to positions of power and its reputation in the international community as a democratic country will be severely eroded.

Yours sincerely,



ANDREW S. TRAWEN, CMG, MBE
ELECTORAL COMMISSIONER



Some Key Facts about 2013LLG Elections

- Total number of candidates – 37,903
- Number of LLGs failed - 27 LLGs
- Number of Wards failed - 609
- Number of LLG Presidents elected – 292
- Number of Ward Councilors elected –5,481
- Number of Wards vacant (uncontested) – 96
- Number of Unproclaimed Wards elected Councilors – 3
- Total number of LLGs – 319
- Total number of Wards – 6,190

Legal Framework

The Electoral Commission of Papua New Guinea has the duty to conduct periodic free elections at the interval of once every five years under Section 50 of the National Constitution.

Sections 105 and 106 of the Constitution also state the circumstances under which an election or by-election shall be held.

The Electoral Commission has the mandatory function to organize and conduct these elections within specified time-frames.

The Organic Law on National and Local Level Government Elections is the principal legislation that regulates the constitutional functions, responsibilities and powers of the Electoral Commission.

Other statutes that also affect the role and function of the Electoral Commission are the Organic Law on Provincial Government and Local-Level Government and Regulations in the Organic Law on the Integrity of Political Parties and Candidates, the Industrial Organization Acts and the Organic Law on Constitutional Office Holders.

2013 LLG Elections Program

| | |
|--------------------------------|--------------------------|
| Issue of Writs:- | 06th June, 2013 (4:00pm) |
| Close of Nominations:- | 12th June, 2013 (4:00pm) |
| Start of Polling:- | 06th July, 2013 |
| End of Polling:- | 09th August, 2013 |
| Return of Writs on or before:- | 06th September, 2013 |

Budget

The Electoral Commission had initially requested for K80 million to conduct the 2013 Local Level Government Elections and Motu-Koita Assembly Elections in the country. However, only K50 million was approved and appropriated resulting in a huge funding shortfall of K30 million.

In the light of this funding shortfall, the Commission in its wisdom came up Memorandums of Understanding (MOAs) with 21 Provincial Administrations (excluding the Autonomous Region of Bougainville) to meet the shortfall by counter-funding the elections as well as providing logistics such as transportation and personnel.

The implementation of the MOAs by PNGEC and respective Provincial Administrations has been hailed a huge success in the conduct of the 2013 LLG elections.

Lesson learnt from this is that Provincial Administrations must take ownership of future LLG Elections and fully fund the elections and also provide logistical support and personnel.

Counter-part Funding by Provincial Administrations

The Electoral Commission drafted Memorandum of Agreements (MOAs) with the 21 Provincial Governments to partner in implementing Local Level Government Elections including the Motu-Koita Assembly Elections in 2013.

The MOA set out resourcing and responsibilities between the partners to avoid overlapping of programs. PNGEC consulted with the Department of Provincial and Local Level Governments (DPLLG) and together they implemented the agreements with local administrations.

Out of the 21 Provincial Administrations, 20 signed the MOA and provided counter-funding except for the Western Highlands Province which did not sign the MOA to partner the PNGEC to implement the 2013 LLG Elections.

Provinces that signed the MOA appropriated funding between K300,000 and K2 million which greatly assisted in the successful conduct of 2013 LLG Elections in their respective provinces.

Voter Awareness

Electoral Commission's Information and Community Awareness Branch had developed an election co-ordination plan which identified quantity of materials required to conduct awareness nationwide. It had also developed a time-table for the production and distribution of awareness materials, media advertising and the engagement of Civil Society Organizations (CSOs). The Awareness Branch had further developed a mechanism to monitor the performances of both the CSO groups and media throughout the whole 2013 LLG Election period.

One of the main awareness messages which the people were informed about in both print and electronic media as well as the CSO network was regarding the direct election of LLG presidents by the people and the different (colored) ballot papers for the President's Seat and Ward Councillor.

Provincial Awareness Steering Committees (PASCs) co-ordinated and linked all public awareness activities in their respective provinces to ensure CSOs engaged by the Commission disseminated voter information to voters. A two-phase approach had been adopted - Face-to-face awareness campaign by CSOs and a Radio-based campaign that Provincial Election Managers delivered locally.

Publicity for enrolment targeted persons who had turned 18 years old since the conduct of the 2012 National General Elections and those eligible voters that were missed in the update of the 2012 Electoral Rolls.

Voter Enrolment/Registration

Electoral Roll update for the 2013 LLG Elections was limited in terms of both available time and funding. Roll update concentrated on persons who recently reached the age of 18 who were not previously able to enrol. The 2012 Electoral Roll used at the 2012 National General Elections provided the framework for the 2013 LLG Electoral Roll.

Enrolment figures – a total of 3,938,839 million voters were registered on the 2007 Electoral Roll while the final and total number of voters enrolled in 2012 Electoral Roll was 4,776,096 million.

Security

Security for the 2013 LLG Elections was provided by respective Provincial Police Commanders and their teams and was provided on a needs basis and in co-ordination with local administrations. The Electoral Commission provided polling schedules to assist with co-ordination with Community Policing Units of the Royal Papua New Guinea Constabulary as partners in the Commission's election awareness delivery.

Ballot Papers and Candidate Posters

A total of 10, 191,000 (ten million one hundred and ninety-one thousand) ballot papers (President and Ward Councilor) were printed for the 2013 LLG Elections excluding the number of ballot papers for Motu-Koita Assembly Elections.

Ballot Papers and Candidate Posters template format was the same as in the 2008 LLG Elections. The Electoral Commission headquarters in Port Moresby provided a poster template which was filled in at the ballot draw which was copied for use at polling places. The candidate poster template was A4-size and was on plain paper as candidate photographs were not required for the 2013 LLG Elections.

Voters were issued with two (2) ballot papers – one for the LLG President (green edges inside) and one for the Ward Councilor (white) as show in the pictures below.

For the Motu-Koita Assembly elections voters were also issued with three (3) ballot papers – one each for the Chairman, Member and Women's Representative.

2013 LLG Elections

013401

013401

2013 LLG Elections
LLG President
BALLOT PAPER

LLG: KOVE/KALIAI RURAL

WARD: _____

HOW TO VOTE

- Write the code or name of your first choice candidate beside number 1
- Write the code or name of your second choice candidate beside number 2
- Write the code or name of your third choice candidate beside number 3

DO NOT PUT ANY OTHER MARK ON THIS BALLOT PAPER!

1 [] _____

2 [] _____

3 [] _____

By authority of the National Government Printer 013401

LLG President Ballot Paper

2013 LLG Elections

009601

009601

2013 LLG Elections
Ward Councillor
BALLOT PAPER

LLG: CENTRAL NAKANAI RURAL

WARD: _____

HOW TO VOTE

- Write the code or name of your first choice candidate beside number 1
- Write the code or name of your second choice candidate beside number 2
- Write the code or name of your third choice candidate beside number 3

DO NOT PUT ANY OTHER MARK ON THIS BALLOT PAPER!

1 [] _____

2 [] _____

3 [] _____

By authority of the National Government Printer 009601

Ward Councilor Ballot Paper

2013 Motu Koita Elections

000001

000001

2013 Motu Koita Elections
Chairman
BALLOT PAPER
MOTU KOITA COUNCIL

ELECTORATE: Vabukori

HOW TO VOTE

- Write the code or name of your first choice candidate beside number 1
- Write the code or name of your second choice candidate beside number 2
- Write the code or name of your third choice candidate beside number 3

DO NOT PUT ANY OTHER MARK ON THIS BALLOT PAPER!

1 [] _____

2 [] _____

3 [] _____

By authority of the National Government Printer 000001

Motu-Koita Chairman Ballot Paper

Logistics

The Electoral Commission prepared an Election Logistics Plan for the 2013 LLG Elections which included transport, procurement and distribution schedules, budgets and personnel requirements. The Commission strengthened its existing Procurement Committee so that its procurement included determinations of “minimum standards” for quality and quantity controls for products, in accordance with the PNGEC’s Procurement Manual.

Election Procedures Training

Election procedures training implemented a simplified cascade training approach which focused more on the training of poll workers recruited at local administrations. There was a one-day training program which took place between 10th and 12th June, 2013. PNGEC training team focused on the “differences” between the 2012 National General Elections and the 2013 LLG Election processes.

For instance, the Presiding Officers will have to write the name of the Ward or LLG on the ballot papers before they are initialed and issued to voters.

Count training focused on “hands on” practice. This is because at the conclusion of polling for each councilor, counting was conducted and a winner would have to be declared before the polling team moves on to the next Ward. Counting for the LLG Presidents took place at the LLG facilities.

At the conclusion of all the counts, polling teams were required to complete the Results Forms and report back to the Electoral Commission.

Issue of Writs for 2013 LLG and Motu-Koita Assembly Elections

Writs for the 2013 LLG Elections were issued for a total of 319 LLGs and 6,190 wards on 06th June 2013 by the Minister for Inter-Government Relations and Deputy Prime Minister Chief Leo Dion at Kitpeng Building along Waigani drive where the Department of Provincial and Local Level Government Affairs is located.



Minister for Inter-Government Relations and Deputy Prime Minister Chief Leo Dion (centre) signing writs for the 2013 LLG Elections and the Motu-Koita Assembly Elections on 06th June 2013 witnessed by Electoral Commissioner Andrew Trawen (left) and Secretary for Provincial and Local Level Government Affairs Munare Uyassi.

Candidate Nominations and Nomination Fees

A total number of 38,000 candidates had nominated to contest the 2013 Local Level Government Elections. Meanwhile, the Nomination Process was similar to that of the 2012 National General Elections. However, for the 2013 LLG Elections Returning Officers accepted LLG nominations at the Provincial Electoral Office while the Assistant Returning Officers took nominations at the Local Level Government offices in the districts.

Nomination Fees for the 2013 LLG elections remained at K200.00 for each intending candidate.

Campaign Period

Campaign period for the 2013 LLG Elections was for four (4) weeks. During the campaign period, the Electoral Commission appealed to all the candidates and their supporters to conduct their campaign activities in a respectful and orderly manner.

Candidates were urged to respect each other and campaign along with each other peacefully to ensure the 2013 LLG Elections were free, fair and safe.

Polling Period

Polling commenced nationwide on Saturday 06th July, 2013. By then all the necessary election materials including ballot boxes, ballot papers, indelible ink, election forms, voting compartments and stationary were already in the all the provinces.

Polling was generally smooth and peaceful in three (3) regions – New Guinea Islands, Southern and Momase. The Highlands region experienced serious breaches of election laws (illegal election activities/practices), serious security issues, electoral foul-play, widespread election-related violence and deaths.

The unprecedented levels of illegal election activities/practices resulted in the Electoral Commissioner cancelling elections in 27 LLGs in six (6) of the seven (7) Highlands provinces.

Pictured below are very clear instances of electoral foul-play captured on camera.



ILLEGAL ELECTION PRACTICES... Pictured left is one of the many illegal voting practices during the 2012 elections especially in the Highlands (stealing of ballot papers and bloc/consent voting) which was captured by the Community Policing Division of the Royal PNG Constabulary. Pictured right is underage voting in the Telefomin Open electorate, West Sepik Province during the 2012 National General Elections as shown in the above photograph were also witnessed in the 2013 LLG Elections.

Counting Period

Counting for the 2013 LLG Elections was conducted manually. Counting for Ward Councilors was carried out at the community level in the wards while scrutiny of ballot for the LLG President was done in the district headquarters.

Declaration of Results

From the total 319 LLGs a total of 292 results for the President's seat had been declared and the writs had been returned to the Minister for Inter-Government Relations. While out the 6,190 Wards a total of 5,481 results for the Ward Councilor's seat had been declared and the writs had been returned the Minister responsible. This leaves a total 27 failed LLGs and 609 failed Wards yet to elect their respective Presidents and Ward Councilors.

| SUMMARY ON RETURN OF WRITS BY PROVINCE 2013 LLG ELECTIONS | | | | | | |
|--|-------------------------------------|---------------------------------------|--------------------------|---------------------------|---------------------------|---|
| PROVINCE | NO. OF LLG PRESIDENTS ELECTED | NO. OF WARD COUNCILLORS ELECTED | NO. OF ILGS FAILED | NO. OF WARDS FAILED | NO. OF WARDS VACANT | NO. OF UN- PROCLAIMED WARDS ELECTED COUNCILLORS |
| 1. CENTRAL | 13 | 205 | 0 | 0 | 0 | 0 |
| 2. CHIMBU | 20 | 317 | 0 | 0 | 0 | 0 |
| 3. EAST NEW BRITAIN | 18 | 377 | 0 | 0 | 9 | 0 |
| 4. EAST SEPIK | 27 | 659 | 0 | 0 | 2 | 1 |
| 5. EASTERN HIGHLANDS | 19 | 223 | 5 | 41 | 0 | 0 |
| 6. ENGA | 14 | 271 | 3 | 73 | 27 | 0 |
| 7. GULF | 10 | 147 | 0 | 0 | 3 | 0 |
| 8. HELA | 7 | 138 | 5 | 96 | 19 | 0 |
| 9. JIWAKA | 3 | 78 | 3 | 103 | 3 | 0 |
| 10. MADANG | 19 | 450 | 0 | 0 | 1 | 0 |
| 11. MANUS | 12 | 131 | 0 | 0 | 0 | 0 |
| 12. MILNE BAY | 16 | 391 | 0 | 0 | 3 | 0 |
| 13. MOROBE | 33 | 565 | 0 | 0 | 0 | 1 |
| 14. NCD (MOTU-KOITA) | 1 | 2 | 0 | 0 | 0 | 0 |
| 15. NEW IRELAND | 10 | 138 | 0 | 0 | 4 | 0 |
| 16. NORTHERN | 9 | 162 | 0 | 0 | 0 | 0 |
| 17. SOUTHERN HIGHLANDS | 14 | 317 | 6 | 150 | 9 | 1 |
| 18. WEST NEW BRITAIN | 12 | 119 | 0 | 0 | 1 | 0 |
| 19. WEST SEPIK | 18 | 357 | 0 | 0 | 2 | 0 |
| 20. WESTERN | 14 | 284 | 0 | 0 | 6 | 0 |
| 21. WESTERN HIGHLANDS | 4 | 152 | 5 | 146 | 7 | 0 |
| TOTAL: | 292 | 5481 | 27 | 609 | 96 | 3 |

Note: Motu-Koita figures are not included or add up to the total number of LLGs Presidents elected and Wards Councilors elected in the table above.

Extension of Polling and Counting Periods

The Return of Writs date for five provinces which included Hela, Madang, Eastern Highlands, Jiwaka and Chimbu had been extended beyond August 30, 2013 deadline for a further seven (7) days.

The seven-day extension from August 30-September 6 was to allow the five provinces to complete polling, scrutiny of the ballots and declaration of results.

Failed Elections

The Electoral Commission stands by its vision to conduct democratic elections in accordance with the Organic Law on National and Local Level Government Elections. The Organic Law provides for the Commission to deal with any breaches of the election laws.

As the LLG elections progressed, there were reports of election-related violence and intimidation of electors and widespread fraudulent voter and candidate behavior in the Highlands which led to me seeking legal advice on the appropriate course of action under Section 97(1) of the Organic Law on National and Local Level Government Elections.

Legal advice was for me to meet with the Chairman of the Inter-Departmental Elections Committee (IDEC), who is the Chief Secretary to Government, which occurred on Saturday 10th August 2013 at the Commission's Hohola headquarters in Port Moresby.

The Chairman supported many of the recommendations and recommended that in the best interest of the country and for democratic elections in PNG, appropriate action was needed to stop illegal election activities that prevent citizens from exercising their democratic right to vote in elections.

As the Chairman of IDEC, he recommended the establishment of a high-level team of professionals to verify the veracity of the claims of illegal election activities in the Highlands.

He further recommended that upon being satisfied with the working team's report verifying the claims that as Electoral Commissioner I should proceed to take action on behalf of the people of Papua New Guinea. Complaints and reports of election violations were received from internal and external sources, including situation reports from:

- Electoral officers on the ground (Presiding Officers, Assistant Returning Officers, Assistant Election Managers, Election Managers);
- Civil Society Organizations (CSOs);
- Independent observers (detailed reports supplied by a team of professional researchers from the University of Papua New Guinea and from civil society organizations);
- Candidates (complaints filed to the Electoral Commissioner);
- Telephone interviews with candidates and incumbent LLG; Councilors and LLG Presidents;
- Media (Newspaper reports published by the two dailies newspapers and the weekly Sunday Chronicle newspaper); and
- Members of the public.

Upon the recommendations of the IDEC Chairman, I appointed a high-level team of professionals that formed a special committee comprising legal, academic and PNGEC senior officers. They met and triangulated information for me as the Electoral Commissioner to act on.

This special committee compiled a report which triangulated the evidence from various sources mentioned above to determine the extent of electoral foul play during polling in the seven Highlands provinces - Hela, Southern Highlands, Enga, Western Highlands, Jiwaka, Chimbu and Eastern Highlands.

The committee's report identified LLG areas in which polling was conducted in unlawful, undemocratic, unfair, violent and disorderly manner.

This overwhelming evidence provided me with no alternative but to fail the elections in the following LLGs:

Enga

- | | |
|------------------------------|------------------------|
| 1. TSAK LLG (President only) | (Wapenamanda District) |
| 2. KANDEP LLG | (Kandep District) |
| 3. WAGE LLG | (Kandep District) |

Western Highlands

- | | |
|--------------------|-----------------------|
| 4. HAGEN URBAN LLG | (Hagen District) |
| 5. HAGEN RURAL LLG | (Hagen District) |
| 6. MUL LLG | (Mul-Baiyer District) |
| 7. KOTNA LLG | (Dei District) |
| 8. MUGLAMPLL | (Dei District) |

Jiwaka

- | | |
|---------------------|---------------------------------|
| 9. NORTH WAHGI LLG | (North Wahgi District) |
| 10. SOUTH WAHGI LLG | (Angalimp-South Wahgi District) |
| 11. ANGALIMP LLG | (Angalimp-South Wahgi District) |

Eastern Highlands

- | | |
|----------------------|-----------------------|
| 12. GOROKA URBAN LLG | (Goroka District) |
| 13. GAHUKU LLG | (Goroka District) |
| 14. LOWER BENA LLG | (Ungai-Bena District) |
| 15. LOWER ASARO LLG | (Daulo District) |
| 16. MT. MICHAEL LLG | (Lufa District) |

Southern Highlands

- | | |
|----------------------|--------------------------|
| 17. IALIBU BASIN LLG | (Imbonggu District) |
| 18. MENDI URBAN LLG | (Mendi District) |
| 19. POROMA LLG | (Nipa-Kutubu District) |
| 20. KAGUA LLG | (Kagua-Erave District) |
| 21. ERAVE LLG | (Kagua-Erave District) |
| 22. SOUTH WIRU LLG | (Ialibu-Pangia District) |

Hela

- | | |
|----------------------|--------------------------------|
| 23. TARI URBANLLG | (Tari District) |
| 24. HAYAPUGA LLG | (Tari District) |
| 25. TAGALI LLG | (Tari District) |
| 26. NORTH KOROKA LLG | (Koroba-LakeKopiago District) |
| 27. SOUTH KOROKA LLG | (Koroba-Lake Kopiago District) |

There were reports from most other areas of the Highlands of similar issues however I only acted on those where the evidence provided was absolutely beyond doubt.

In these instances there was no proper polling, scrutiny and casting of votes, I had no alternative but to fail the election in these electorates of the Highlands region under Section 97 of the Organic Law on National and Local Level Government Elections which reads:

“97. Failure of Election

- (1) Subject to this Law, whenever an election fails a new writ shall be issued for a supplementary election by the Head of State, acting with, and in accordance with, the advice of the Electoral Commission, as soon as practicable after the failure occurs.***
- (2) An election shall be deemed to have failed if no candidate is nominated or returned as elected.***

Section 97 powers are not restrictive but are wide as long as the Electoral Commission is presented with the appropriate circumstances to fail the elections.

Therefore, we (PNGEC) have come up with issues as identified or reasons that are documented which amounted to a failure of the 2013 LLG elections in 27 LLGs in six Highlands provinces.

In this case, a number of things happened:

1. Due to hijacking of ballot boxes and ballot papers, polling did not take place in many parts of the electorate;
2. There was widespread intimidation of voters by violence and threats which prevented voters in the electorate from exercising their right to vote freely;
3. There was widespread threats made against polling officials which prevented orderly polling and conveying of electoral materials to polling places and their return for scrutiny;
4. Except for a number of ballot boxes and papers returned for scrutiny, a great majority of ballot boxes and papers were not returned properly for scrutiny and therefore there was no proper scrutiny;
5. Many ballot papers and ballot boxes were tampered with in other ways;
6. Out of the total number ballot papers issued for the election in the LLG area, some were hijacked by police and certain candidates;
7. Non-use of electoral roll and indelible ink;
8. Multiple voting and under-aged voting, coerced collective voting, tanim tebol voting;
9. ‘Cutting’ up the vote: unauthorised redistribution of presidential ballots among candidates and marked by polling officials and candidates.

The usual electoral irregularities – including non-use of electoral roll and indelible ink, multiple voting, under-aged voting, impersonation, consensus and coerced collective voting (tanim tebol), proxy voting – were so widely prevalent that we did not include them in our tabulation.

But these in themselves provide solid grounds for failing elections, as they amount to a widespread disenfranchising of the people's right to vote freely and safely.

See Annexure 1 on Pages... for the list of spectacular examples of electoral misbehavior.

Return of Writs

Writs for only 292 LLGs and 5,481 excluding three (3) writs for the Motu-Koita Assembly had been returned to the Minister for Inter-Government Relations Chief Leo Dion on September 6, 2013. Writs for the 27 failed LLGs and 609 Wards – all in the Highlands – have been withdrawn awaiting supplementary elections.

LLG Elections Petitions

A total of 122 had been filed by aggrieved candidates in the Court of Disputed Returns challenging the election win of a number of Presidential and Ward Councilor seats throughout the country.

See Annexure 2 on Page... for the summary of 2013 LLG matters.

Supplementary Elections

The budget estimate for supplementary elections for the 27 failed LLGs and 609 Wards in the six Highlands provinces is projected at between K26-K30 million.

Review of 2013 LLG Elections: Emerging Issues and Challenges

From the conduct of the 2013 LLG Elections, a number of emerging issues and challenges had been identified.

- Electoral Reform to counter existing and new developments in electoral foul-play, in all elections – both National and LLG Elections;
- Need the National Government to meet its constitutional obligation in providing appropriate levels of funding to the Electoral Commission to conduct elections;
- Partnership between the key stakeholders including Department of Provincial and Local Level Government Affairs, Provincial Governments/Administrations and the Electoral Commission to implement future LLG Elections;
- Provincial Governments/Administrations to take full ownership of future LLG Elections by fully funding the LLG Elections, providing logical support and personnel.

Conclusion

The 2013 Local Level Elections in the Highlands will surely go down in history as the worst LLG elections in PNG since independence.

This was mainly due to the extent of illegal election practices and activities in the Highlands that resulted in the questionable outcomes of the elections and cancellation of elections in 27 LLGs in Hela, Southern Highlands, Enga, Western Highlands, Jiwaka, Chimbu and Eastern Highlands.

Electoral Commission has overwhelming evidence to suggest that elections in the 27 failed LLGs in the Highlands were conducted in unlawful, undemocratic, unfair, violent and disorderly manner.

Reports from the provinces indicated that electoral irregularities were widespread: Polling across the Highlands region, without exception, was characterized by non-use of electoral roll and indelible ink, multiple voting, under-aged voting, impersonation, proxy voting, and by both consensual and coerced collective voting (tanim tebol).

Moreover, a new development in electoral fraud was discovered in the 2013 LLG elections which was the unauthorized distribution of LLG presidential ballot papers along local alliance and kinship lines. Mimicking pork distribution during the great Highlands pig ceremonials, ballot papers for the president's seat were either:

- (a) Claimed by the local candidate as his 'base-vote' (in wards that had a single candidate) and had his supporters mark the first preference for him while the second and third preferences were either given to the voters to mark freely or marked by polling officials for candidates selected by the local community leaders along alliance network criterion; or
- (b) 'Cut' and divided equally between all presidential candidates present at the polling station (in wards that had no home candidate).

In each case, voters were denied the right to exercise free will in choosing leaders; the ballots were marked by polling officials at the behest of community leaders.

If we were to measure the success or failure of LLG Elections according to stringent enforcement of electoral rules then it would be fair to say that all seven Highlands provinces failed to deliver a successful poll. In other words, these provinces contain LLGs that clearly by the evidence provided failed to deliver polling in a free, fair and safe manner.

The will of the people was muted by hijacking of ballot boxes and destruction of ballot papers, widespread intimidation and violence, non-use of electoral roll and indelible ink, multiple voting, under-aged voting, coerced voting, collective voting, and particularly by the 'cutting' of votes (by polling officials) and distributing preferences to presidential candidates, thereby denying voters the right to a free and fair vote.

Provincial Election Steering Committees (PESCs) in the six affected provinces in the Highlands have reported that there was no trouble in the 27 LLGs and that there was no need for their elections to be cancelled. (PESC's are sub-committees to the Inter-Departmental Elections Committee (IDEC) which is the national body).

However, the Electoral Commission as an independent body charged with monitoring the conduct of elections is not restricted to advice from the PESC's and is obligated to act on information from a number of different sources including the PNG public.

For instance, elections in the Kandep LLG and Wage LLG in Kandep district in Enga province were abandoned and had to be declared as failed on the back of strong evidence from the RPNGC that there was likely to be violence and possible loss of lives if they were to be conducted.

This was mainly due to serious security issues which forced helicopter companies not to engage their choppers for PNGEC hire to transport polling officials and security personnel to designated polling places.

Our Provincial Election Managers in the Highlands act on behalf of the PNGEC in collecting and reporting information on the ground on the conduct of the LLG elections.

Unfortunately they sometimes are unable to carry out this role due to serious threats and intimidation to them and their families.

In conclusion, if the 2013 LLG Elections is some indication of how future elections in PNG are going to be like then the democratic electoral process in PNG is in serious danger of being quickly eroded by the illegal election practices and activities of unscrupulous voters and candidates during elections.



ANDREW S. TRAWEN, CMG, MBE
ELECTORAL COMMISSIONER

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Deputy Prime Minister & Minister for Inter-Government Relations
 Department of Provincial and Local Level Government Affairs
 Chief Secretary to Government and Chairman of Inter-Departmental Electoral Committee
 Police Commissioner, Provincial Police Commanders & the Police Force
 Secretary for Personnel Management
 Secretary for Finance & Finance Department Staff
 Secretary for Treasury & Treasury Department Staff
 Secretary for National Planning & Monitoring
 Provincial Administrators, Governors & their staff
 National Broadcasting Corporation of Papua New Guinea
 Kundu2 Television
 EMTV
 Post-Courier
 The National
 Wantok Niuspepa
 Sunday Chronicle
 Business Times
 People's Noticeboard newspaper
 PNGFM (NauFM, YumiFM, LegendFM)
 FM100
 Australian Broadcasting Corporation
 Australian Associated Press (AAP)
 Radio New Zealand International
 Independent News Services
 Transparency International (PNG) Limited
 Civil Society Organizations (CSOs)
 Independent Observers
 Government House
 Government Printing Office
 Internal Revenue Commission
 Air Niugini
 Helifix Helicopters
 Car Rental Companies
 All Service Providers
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 Electoral Support Program (ESP3)
 People of Papua New Guinea

Annexure

Annexure 1: Examples of Electoral Foul-play: 2013 LLG Elections in the Highlands

2013 LLG Elections – Enga Province

| Electorate | LLG | Ward | Comments |
|-------------|-------------------|----------------------------|---|
| WAPENAMANDA | TSAK LLG | | There was a brawl at the Tsak counting venue by scrutineers of presidential candidates resulting in the destruction of 2,280 ballot papers for presidential candidates. |
| | | Komanda (Konemanda) Ward 3 | Ballot boxes and papers hijacked. |
| | | Kiangapu (Ward 6) | One dead, 18 injured; tanim tebol voting. |
| | | Sapos Ward 2) | Ballot boxes hijacked and gun violence. |
| | | Imangapos (Ward 12) | Ballot boxes hijacked and gun violence. |
| KANDEP | KANDEP LLG | Sapundis (Ward 13) | Ballot boxes hijacked and polling conducted by a single person. Serious security issues on the ground resulted in the cancelation of polling as helicopter companies refused to use their choppers for PNGEC hire. |
| KANDEP | WAGE LLG | | Serious security issues on the ground resulted in the cancelation of polling as helicopter companies refused to use their choppers for PNGEC hire. |

Note: The usual electoral irregularities – including non-use of electoral roll and indelible ink, multiple voting, under-aged voting, impersonation, consensus and coerced collective voting (tanim tebol), proxy voting – were so widely prevalent that we did not include them in our tabulation above.

2013 LLG Elections – Western Highlands Province

| Electorate | LLG | Ward | Comments |
|------------|------------------------|-------------------------------|--|
| HAGEN | HAGEN URBAN LLG | All wards | Intimidation and violence result; 4,500 ballot papers for the Hagen Lord Mayors seat reportedly gone missing. |
| | HAGEN RURAL LLG | Wimbuka (Ward 32) | Dispute over distribution of presidential ballot papers. Intimidation. |
| | | Kenta (Ward 34) | Incumbent councilor (Jika-Kilampi clan) punched a supporter of a rival candidate (from the Jika-Ronimb clan). |
| | | Keltiga (Ward 13) | Moika – a fight broke out within the Jika-Mukaka clan and polling was disrupted. |
| MUL/BAIYER | MUL LLG | Bukapena (Ward 1) | Ballot papers for the presidents seat were destroyed after supporters of the incumbent president were caught by supporters of a rival candidate (from within the Nengka tribe) with the papers (under rogue police escort) a day before the scheduled polling day. |
| | | Nengil 2 (Ward 14) | Polling disrupted by violence following dispute over the distribution of presidential ballot papers. |
| DEI | KOTNA LLG | Nunga 1 (Ward 2) | Dispute over ballots for presidential candidates (between incumbent LLG President and a rival candidate from within his own Tepuka tribe). |
| | | Kutunga (Ward 18) | Fighting over ballot papers for presidential votes. |
| | | Kembuki/Kimbki (Ward 8) | Destruction of marked ballot papers by drunkard youths (after drinking beer bought by candidate). |
| DEI | MUGLAMP LLG | Klenembo 1 (Meti) (Ward 9) | Dispute over polling location. |
| | | Klenembo 5 (Kamund) (Ward 13) | Dispute over polling location. |
| | | Moga (Ward 17) | Alleged hijacking of ballot papers by polling officials on behalf of certain candidates. The Community paid for polling to be completed. |
| | | Gumanch 2 (Ward 4) | Kimka tribesmen wanted to cast votes themselves since there was no home candidate among the Roklaka. |
| | | Kumbunga (Ward 21) | Dispute over how the ballots should be shared between the different candidates. |
| | | Mopi (Ward 1) | Dispute between Kopi and Kawelka over the presidential vote. |
| | | Tigi 1 (Ward 22) | Dispute between Kopi and Kawelka over the presidential ballots (from the Klamakae tribe). A child was killed. Ballot papers for the presidential seat were taken to Muglamp without voting. |

Note: The usual electoral irregularities – including non-use of electoral roll and indelible ink, multiple voting, under-aged voting, impersonation, consensus and coerced collective voting (tanim tebol), proxy voting – were so widely prevalent that we did not include them in our tabulation above

2013 LLG Elections – Jiwaka Province

| Electorate | LLG | Ward | Comments |
|----------------------|-------------------------------|-------------------------------|---|
| NORTH WAHGI | NORTH WAHGI (BANZ) LLG | Bolimba Kimil Ward 2 | Ballot papers destroyed. Ballot boxes were damaged by a candidate's supporters and polling was "declared failed". |
| | | Banz Town (Ward 16) | A presidential candidate hijacked ballot boxes with unmarked ballot papers. |
| ANGALIMP-SOUTH WAHGI | SOUTH WAHGI LLG | Nearly all wards | Electoral roll and indelible ink not used; Polling officials marked ballot papers for presidential seat on behalf of voters (at the behest of candidates and their supports). |
| | | Tumba Ward 34 | Four ballot boxes destroyed. |
| | | Ward 33 Begbe | Ballot box with papers axed. |
| | | Ward 18 Kamang 1 | Ballot box and papers axed. |
| | | Ward 13 Puri | Extra ballot papers redistributed between candidates. |
| | | Tombil 2 | Ballot boxes and papers destroyed. |
| | | Aviamp 1, 2, 3 and 4 | Candidates and polling officials marked ballots; no one voted. |
| | | Ward 24 Gabingal | Candidates and polling officials marked ballots; no one voted. |
| | | Ward 26 Kupa | Candidates and polling officials marked ballots; no one voted. |
| | | Ward 36 Kugmar | Candidates and polling officials marked ballots; no one voted. |
| | | Ward 29 Olubus | Candidates and polling officials marked ballots; no one voted. |
| | | Wards 9 and 10 Kungar 1 and 2 | Candidates and polling officials marked ballots; no one voted. |
| | ANGALIMP LLG | Nearly all wards | Electoral roll and indelible ink not used; Polling officials marked ballot papers for presidential seat on behalf of voters (at the behest of candidates and their supports). |
| | | Rogomp 2 (Ward 21) | After polling, supporters of a disgruntled candidate broke the ballot boxes and all marked ballot papers were destroyed. |
| | | Dopdop 3 (Ward 36) | After polling, some belligerent supporters of a candidate poured water into the ballot box and all marked ballot papers were destroyed. |

Note: The usual electoral irregularities – including non-use of electoral roll and indelible ink, multiple voting, under-aged voting, impersonation, consensus and coerced collective voting (tanim tebol), proxy voting – were so widely prevalent that we did not include them in our tabulation above.

2013 LLG Elections – Eastern Highlands Province

| Electorate | LLG | Ward | Comments |
|------------|--|---|--|
| GOROKA | GOROKA URBAN LLG | WARD 2 | Voters did not get to vote; 685 out of 985 ballot papers were divided into 62 ballot papers for all candidates. |
| | | Ward 1-5 North Goroka 1 North Goroka 2 West Goroka 5 | Use of force and intimidation, disruption of polling; ballot papers were distributed to candidates according to house-lain networks and vehicles of candidates present at the polling station. |
| | GAHUKU LLG | Gahuku | 2,000 ballot papers were hijacked at the airport. |
| UNGAI-BENA | LOWER BENA LLG | Katagu (Ward 2) Korefegu (Ward 4) Hofagaiufa (Ward 6) Lambo (Ward 7) | Freedom of vote denied; ballots marked by supporters of candidates at another location (other than the official polling place). |
| DAULO | LOWER ASARO LLG (based on report by ARO Philip Kendyagl) | Kofena Ward 9 | Ballot papers for one clan were allocated to another group by the presiding officer. |
| | | | 160 ballot papers were hijacked: serial numbers for stolen presidential ballots 018421-018500 (80B/papers) and 016021-016100 (80B/papers) for LLG councilors. |
| | | Ward 7 (Lunumbeyuho polling station) | The presiding officer was forced to sign the ballot papers. |
| | | Asaro 2 (Ward 4) | he presiding officer was forced to sign the ballot papers. |
| | | Asaroka High School polling station | Polling was marred by intimidation and threats. Extra ballots after the poll were redistributed between the candidates by the community leaders. |
| LUFA | MT. MICHAEL LLG | | Violence, deaths and destruction of ballot boxes and papers. |

Note: The usual electoral irregularities – including non-use of electoral roll and indelible ink, multiple voting, under-aged voting, impersonation, consensus and coerced collective voting (tanim tebol), proxy voting – were so widely prevalent that we did not include them in our tabulation above.

2013 LLG Elections – Southern Highlands Province

| Electorate | LLG | Ward | Comments |
|---------------|-------------------------|---|---|
| IMBONGU | IALIBU BASIN LLG | | Ballot box for one ward hijacked by a candidate from Kape. |
| | | Kapoglpopilie (10) Bimbine 1 and 2 (Ward 8 and 9) | Ballot boxes hijacked. |
| | | Kero 1(Ward 3) | |
| MENDI | MENDI URBAN LLG | Tubiri (Ward 4) | Violence and destruction of ballot papers. |
| | | Mendi Urban 1,2, 3 (Wards 8,9 and 10) | Voter intimidation, under-aged voting, multiple voting. |
| | | | Destruction of ballot boxes and ballot papers. |
| NIPA-KUTUBU | POROMA LLG | Det 1 and2 (ward 1 and 2), Poroma (Ward 13), Poroma Station (ward 14), Kesu (Ward 5) Mato (Ward 12) and Mato (Ward 18) and Kusa (Ward 3) and Kusa Ward 21). | 18 ballot boxes for these wards were hijacked because rival candidates did not want the incumbent president to win. |
| | | | A man was shot dead by the son of the incumbent Councilor after a dispute over the polling location. |
| KAGUA-ERAVE | KAGUA LLG | | Hijacking of ballot boxes and ballot papers; illegal signing of ballot papers by candidates' supporters; kidnapping of electoral and security officials; destruction of ballot boxes and ballot papers; and violence resulting in deaths. |
| | ERAVE LLG | | Hijacking of ballot boxes and ballot papers; illegal signing of ballot papers by candidates' supporters; kidnapping of electoral and security officials; destruction of ballot boxes and ballot papers; and violence resulting in deaths. |
| IALIBU-PANGIA | SOUTH WIRU LLG | | Hijacking of ballot boxes and ballot papers; illegal signing of ballot papers by candidates' supporters; kidnapping of electoral and security officials; destruction of ballot boxes and ballot papers; and violence resulting in deaths. |

Note: Electoral fraud (multiple voting, under-aged voting, collective voting) was widespread in the Southern Highlands Province. The usual electoral irregularities – including non-use of electoral roll and indelible ink, multiple voting, under-aged voting, impersonation, consensus and coerced collective voting (tanim tebol), proxy voting – were so widely prevalent that we did not include them in our tabulation above.

2013 LLG Elections – Hela Province

| Electorate | LLG | Ward | Comments |
|-------------------------|-------------------------|--|---|
| TARI | TARI URBAN LLG | Kupari (Ward 6) | Hijacked ballot box. |
| | | Paribu 1(Ward 1) | Voters did not vote; Tanim tebol voting. |
| | | Kikita 1 (ward 3) Kikita 2 (ward 4) | All ballot papers were shared between candidates who marked the ballots; no free voting. |
| | | Tari Town (Ward 7) | One ballot box was destroyed. Electoral roll and ink not used. |
| | HAYAPUGA LLG | | Hijacking of ballot boxes and ballot papers; illegal signing of ballot papers by candidates' supporters; kidnapping of electoral and security officials; destruction of ballot boxes and ballot papers; and violence resulting in deaths. |
| | TAGALI LLG | | Hijacking of ballot boxes and ballot papers; illegal signing of ballot papers by candidates' supporters; kidnapping of electoral and security officials; destruction of ballot boxes and ballot papers; and violence resulting in deaths. |
| KOROBA-LAKE KOPIAGO LLG | NORTH KOROBA LLG | | Hijacking of ballot boxes and ballot papers; illegal signing of ballot papers by candidates' supporters; kidnapping of electoral and security officials; destruction of ballot boxes and ballot papers; and violence resulting in deaths. |
| KOROBA-LAKE KOPIAGO LLG | SOUTH KOROBA LLG | | Hijacking of ballot boxes and ballot papers; illegal signing of ballot papers by candidates' supporters; kidnapping of electoral and security officials; destruction of ballot boxes and ballot papers; and violence resulting in deaths. |

Note: The usual electoral irregularities – including non-use of electoral roll and indelible ink, multiple voting, under-aged voting, impersonation, consensus and coerced collective voting (tanim tebol), proxy voting – were so widely prevalent that we did not include them in our tabulation above.

Annexure 2: Summary of LLG Matters: 2013 LLG Elections as at 10/10/2013

| REGION | PROVINCE | LLG ELECTION PETITION |
|------------------|--------------------|-----------------------|
| Southern | Central | 4 |
| | NCD (Motu-Koita) | 2 |
| | Gulf | 1 |
| | Milne Bay | 1 |
| | Western | 3 |
| | Northern | 0 |
| | Sub Total: | 11 |
| Momase | Morobe | 13 |
| | Madang | 1 |
| | West Sepik | 1 |
| | East Sepik | 42 |
| | Sub Total: | 57 |
| NGI | Manus | 6 |
| | East New Britain | 3 |
| | New Ireland | 4 |
| | West New Britain | 3 |
| | Sub Total: | 16 |
| Highlands | Chimbu | 0 |
| | Eastern Highlands | 24 |
| | Enga | 1 |
| | Hela | 3 |
| | Jiwaka | 0 |
| | Southern Highlands | 8 |
| | Western Highlands | 2 |
| | Sub Total: | 38 |
| GRAND | TOTAL | 122 |

People With Disabilities' (PWDs) RIGHT to inclusively participate in the democratic electoral process in Papua New Guinea was made REAL in the 2013 LLG Elections as shown by the picture below.



A PWD (pictured above) casting his votes for his LLG Presidential candidate and Ward Councilor in his ward in the Gumine Open electorate in Chimbu Province during the 2013 LLG Elections.

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