





THE 2022 NATIONAL GENERAL ELECTIONS – MOROBE PROVINCE -

Special Parliamentary Committee on NGE 2022 Momase Regional Consultation



MAY 4, 2023

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2022 NATIONAL GENERAL ELECTION BRIEF PNG Electoral Commission

Presenter - Mr. Simon Soheke (Election Manager - Morobe)

INTRODUCTION

Opening Remarks

On behalf of the PNG Electoral Commission (PNGEC) and Morobe Provincial Election Steering Committee (PESC), we extend our gratitude and warm welcome to Lae (and Morobe) to the Special Parliamentary Committee on the 2022 National General Elections, colleagues, and the general public, for enabling us to convene today to further demonstrate the commitment to strengthening democratic process in/and for Morobe Province, and Papua New Guinea as a whole.

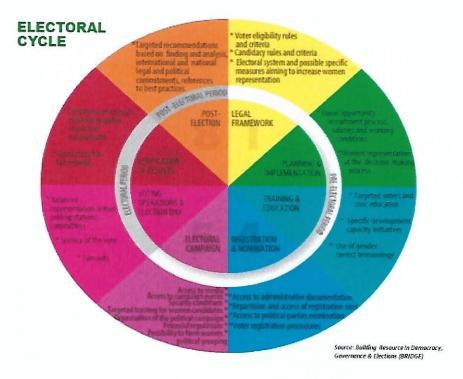
We would also like to take this time to acknowledge the tremendous invaluable support that the Morobe Provincial Administration and Government, as well as other partners through the PESC have provided to successfully facilitate the 2022 NGE for the province.

Why do we need to talk about Elections?

As this Committee is well aware, Papua New Guineans (Morobeans) are extremely passionate about elections, and political representation. High illiteracy levels, domestic violence, poor socio-economic and physical infrastructures, high use/and misuse of technology and social media platforms, and reports of corruption are often associated with us. Colonialization brought with it a whole host of things, that are still at a constant struggle with long-held traditional ideals and practices. And this is no less evident than in government/leadership, and politics. In the last 15-20 years, there have been overwhelming number of candidates contesting per seat, and immense voter turn outs.

If a government basically sets the atmosphere by and in which all other areas exist, be it business, law, health, or environment for instance, then the process by which this government is formed is equally (if not more so) important. For democracies, like PNG, that process is **elections**, and it is not just voting; it is understanding leadership, politics, and the relationship between an individual person, their ballot, and how society is. It is knowing who is participating, the consequences of those decisions, and the mechanics that enable this process.

Elections are "periodic/scheduled" – they do not just happen whenever we feel like it (if at all) – and this is what is known as an "electoral cycle," (and has the same length of time as a parliamentary term): in PNG's case, that is **5 years** (as stipulated under Sec 50 of the National Constitution). The cycle is divided into 3 main periods;



- 1. PRE-ELECTION: Before an election. For us, this means before the Issue of Writ (numbers 1-3 on the chart), and also includes Community Awareness, and Recruitment of all necessary temporary election workers, encompassing activities/items as:
- Development of Provincial Activity Plans, Awareness Plans, Budgets, and other administrative requirements
- Appointment, Recruitment and Training of Temporary Election Workers (TEWs):
 Returning Officers (RO), Assistant ROs, Enrolment Agents, Polling and Counting Officials
- Electoral Roll: Maintenance and Update
- Development of Individual Electorate Polling Schedules, Logistics Schedules, Budgets
- Procurement and Distribution of Materials
- 2. *ELECTION*: Operations. (*Numbers 4-7 on the chart*). These include the Issue of Writ (signifying) opening of Nominations, Campaigning, Polling, Counting, Declarations, Result Transmissions, to the Return of Writ, and the Reconciliation of Returns (Presiding Officers Journals/POJs, Acquittals, Used Electoral Roll and other significant electoral materials).
- 3. POST-ELECTION: Legislation. (Number 8 on the chart) and includes activities as the:
 - Reconciliation of Returns and materials (POJs, Acquittals, Used Roll)
 - Election Petitions Open (up to 40 days after the Return of Writs)
 - · Review of Election
 - Compilation of Overall Election Report

These specific separate yet interrelated activities must happen with (and within) specific timeframes over the 5 years in order to effectively deliver a "democratic election." It is foolhardy, as has become the practice in PNG, to cram 5 years of (preparatory) work into 3-6 months before an actual election.

The Papua New Guinea Electoral Commission (PNGEC)

The Papua New Guinea Electoral Commission (PNGEC) is an independent government institution established (under s. 50) of the National Constitution on 16th Sep 1975, and (apart from the Constitution), is mandated and governed by the Organic Law on National & LLG Elections, the Organic Law on the Integrity of Political Parties & Candidates, with the addition of other legislation such as the Election Regulations, and The Criminal Code, to administer and facilitate elections in PNG; it is not just "another government department" and as such, should not be treated as such. The Chief Electoral Commissioner, who heads the organization, is supported by a permanent workforce, operating from the National Head Quarters (Port Moresby): 44 x permanent provincial Election Managers (EMs), and Assistant Election Managers (AEMs), 4 respective provincial core casual support staff whose jobs are self-explanatory from their titles: Data Coordinator (in charge of the data entry for the province's electoral roll), Logistics Assistant, Awareness and Training Officer, and Administrative Assistant. Apart from the provincial electoral office, elections and election related matters are coordinated by Returning Officers (ROs) at electorate level, and Assistant Returning Officers (AROs) in Local Level Governments (LLGs). The total number of temporary election workers (TEWs) engaged depends on the election activity, the size of the electorate/LLG/ward, and other resources as time and funding availability, not considering security personnel (as the disciplinary forces).

The PNGEC's core responsibilities are to:

- Plan, organize and conduct elections for the National Parliament, LLG Assembly and Industrial Organizations as provided for under the Constitution
- Prepare and maintain an accurate Electoral Roll for the purposes of an election event
- Educate and inform the communities on electoral matters
- Support the work of the National Electoral Boundaries Commission (EBC): Chief Electoral Commissioner is Chair of the Boundaries Commission

ELECTION BRIEF

Morobe Province

With its 11 parliamentary seats, 10 open electorates, 33 LLGs, 586 council wards, with a 2022 NGE voting population of 475,502 spread over 33,705 square kms, and differing sociogeographical factors, constantly accessible to/from all 4 regions, Morobe is the largest province in PNG in terms of electoral administration, and although extremely challenging, managed to deliver successfully the 2022 NGE as follows.

Budgetary Allocation: Finance

The provision of adequate and timely funding was a major factor in the progression of the 2022 National General Elections. Due to the collapse of the IFMS system, a Subsidiary Trust Account was established for the province by PNGEC HQ, and administered by the Morobe Provincial Treasury. Nonetheless, funding was sourced from PNGEC, the Morobe Provincial Administration (MPA), and respective Districts.

Funding from PNGEC

✓ Submitted Budget (to PNGEC HQ):

✓ Actual Funding released:

✓ Roll Update

✓ Nomination

✓ Polling & Counting

K14 million

K5,188,729.53

K1,898,600.00

K270,000.00

K3,020,129.53

Funding from MPG/MPA:

✓ Security

✓ Operations

K3.5 million

K1 million

K2.5 million

District Funding Assistance

✓ Lae District/Lae City Authority

✓ Other Districts

K900,000.00

Yes, but information not provided

Summary

✓ PNGEC

K5,188,729.53

✓ MPG/MPA

K3.5 million

✓ Districts

K900,000.00 (plus)

TOTAL

K9, 588, 729.53 (plus)

Outstanding (Post Election):

K2, 248, 600.00

Various service providers, mostly vehicle hires.

Recruitment: Temporary Election Workforce (TEW) – excluding security personnel

The recruitment for TEWs is a decentralized process, coordinated mostly at LLG and District levels, except for provincially-related activities (such as the Electoral Roll Data Entry, and Regional Count). Although the PNGEC (Provincial Electoral Office) strives for gender and experience parity in our election administration, and that reflected in the composition of our enrolment, polling and counting teams, as well as our more senior temporary contract officers

as ROs and AROs.

A gender quota was urged on Recruitment for polling that at least 3 of the 7 member polling team, would be women to encourage greater female participation, particular with

TEW	Expected Recruitment
Provincial Returning Officer	1 (Province)
Returning Officer (RO)	10 (Electorates)
LLG Supervisors/AROs	37 (33 LLGs + 4 subzones)
Enrolments Agents	1,172 (2 per ward)
Ward Enrolment Committee	1,758 (3 per ward)
Enrolment Data Processing Officers	40
Polling Officials	1,460 – 2,072 (5-7 officials x 425 teams)
Counting Officials	270 - 540 (30 – 60 x 11 centres)
TOTAL	5,532

the implementation of the Gender-Split Electoral Roll, and Poll Queues. However, implementation of this quota was dependent on practical filed context (such as safety/risk), and varied across the province's 10 electorates; some teams had 0 women, whilst others had a completely all female teams. It is difficult to give exact numbers as many times, we were given recruitment lists that did not specify sex nor gender. With this in mind, it id safe to say that on average, Morobe had an estimated 850-1,275 women polling officers out of 5,532. Counting officials on the other hand, saw a far greater number of women recruited to counter the Polling team gender-imbalance, with at least 50% for all 11 Seats counted. We also had polling officials who had physical disabilities, as part of our continued partnership with the Morobe Special Education Centre, to encourage greater involvement of PWDs in elections.

It must also be noted that the delay in the gazettal of ROs and AROs, contributed to unnecessary public suspicion, as well as delays in the dispersion of their election prep duties.

PNGEC uses the BSP Kundu pay system, centrally-controlled in Port Moresby, to pay our TEW allowances. Although we acknowledge that going Cashless and electronically is the future, we also stress that the PNGEC TEW data system and Kundu pay require adjustments, as we still have officers from Enrolment through to Counting, still claiming non-receipt of their respective allowances.

SUMMARY OF OUTSTANDING ALLOWANCES: COUNTING CASH & DPOs

	DPOs	Counting	Total
HQ Given	6,825.60	295,488.00	302,313.60
Officers	3	267	270

We commend all our TEWs (from Enrolment through to Counting) for their dedication, sacrifice, hard-work, understanding and cooperation with PNGEC Morobe as we continue to work to resolve matters.

Security

Security is of paramount importance to electoral materials, officials as well as state properties. The security taskforce of elections is being headed by the PNGRC, via the PPC. Morobe's joint-security operations for the NGE was effective in managing and mitigating various tensions through the province.

- Some concern was raised regarding the safety of state properties during the election period
- ✓ Security arrangement for state properties were considered
- √ Nadzab airport was/is one critical state installation that requires protection any spillover effect from the election be encountered

Electoral Roll Update

The electoral roll is the basis of an election. It determines material and logistical procurement, recruitment, polling schedules, security planning, and funding allocation for instance. The geo-structure information of the 2022 electoral roll was based on Provincial, Electorate, LLG, Ward and Locations. It also included the 30th March 2022 National Gazette on the Determination of New Electorates: Morobe effected the Bulolo split of Bulolo and Wau Waria electorates, creating consequent electorate rolls.

- Structure of the Roll was in Ward/Polling Location, by Gender-Split, in Alphabetical order by Last Name
- Enrolment Process
- ✓ 1st Phase: 2019 Roll Display and Objection 2019 Working Roll (December 2021 February 2022)
- ✓ 2nd Phase: Voter Registration and Field Work Exercise (March April 2022)
- ✓ 3rd Phase: Final Roll printed and distributed (April June 2022)

Despite efforts conducted in the 1st Phase of the Update Exercise, Morobe was only given 15% of its requested Claims for Enrolment per ward (as allocated from HQ). This percentage only justifies natural growth rate (ie. Births and deaths) over the 5 year period; it does not consider Provisional Enrolment, Transfers, nor people who are eligible, but have never enrolled before. Requests for additional Claims for Enrolment Forms (about 19% where justifiable) per ward were denied due to curb inflation of the roll nationally.

Various discrepancies (many missing names from what was submitted from the province, for example) were found when printed rolls were distributed back from PNGEC HQ. This of course, led to numerous disputes during Polling.

Electorate	Registered Voters - 2017	Registered Voters - 2022	Difference	Remarks
Bulolo	71,005	39,155	278	Electorate split: Wau-Waria
Finschhafen	43,269	38,631	-4,638	
Huon Gulf	50,547	56,674	6,127	2022 figures + Wampar Urban LLG
Kabwum	31,184	30,622	-562	
Lae	92,606	87,559	-5,047	2022 figures - Nawaeb Urban LLG + Wampar Urban
Markham	48,558	44,236	-4,322	
Menyamya	58,482	55,182	-3,300	
Nawae	39,288	57,806	18,518	2022 figures + Ahi Rural LLG
Tewae – Siassi	31,519	34,074	2,555	
10 Wau-Waria	(Part of Bulolo)	31,563	(Same as Bulolo)	Electorate split: Bulolo
TOTAL	466,458	475,502	9,044	

The Electoral Roll will never be 100% accurate for numerous reasons, such as the constant movement of people and deaths, but more effort needs to be made by everyone to improve.

Nomination

The PESC resoluted that Nominations would be received at each respective district to encourage intending candidates to present themselves under scrutiny of the constituents they wished to nominate for. This was met by some resistance, but the public cooperated, especially in light of the untimely passing of (then incumbent) MP for Bulolo and Deputy PM, Hon. Sam Basil.

OPEN SEAT (Electorate): respective electorate headquarters	LOCATION
1. Bulolo	Bulolo Administration District Office – Bulolo
2. Finschhafen	Finschhafen District Administration Office – Gagidu, Finschhafen Urban
3. Huon Gulf	Huon Gulf District Administration Office - Angau Drive, Lae
4. Kabwum	Kabwum District Administration Office - Selepet, Kabwum
5. Lae	Lae District Administration Office - Top Town, Lae
6. Markham	Markham District Administration Office – Mutzing Station, Umi-Atzera
7. Menyamya	Menyamya District Administration Office – Menyamya, Wapi
8. Nawae	Nawae District Administration Office – Boana, Wain/Erap
9. Tewae-Siassi	Tewae-Siass District Administration Office – Sialum
10. Wau-Waria	Wau Rural LLG Office - Wau
11. MOROBE REGIONAL (Provincial): conducted at same venue at Lae Open	Lae District Administration Office, Top Town – Lae

Although the PEO was bombarded by interests from intending candidates, especially women, the eventual number of candidates who actually nominated were not as many as anticipated.

Table: Nominated Candidates for the 2022 NGE

3000	The second definition of the 2022 MGE								
	No	Electorate	Cand	idates		Party	Endo	Tot	Ind
			F	М		F	М		
		Bulolo Open	2	28	30	0	7	7	23
	2	Finschhafen Open	1	26	27	1	3	4	23
		Huon Gulf Open	2	28	30	2	11	13	17
		Kabwum Open	0	14	14	0	10	10	4
		Lae Open	0	22	22	0	5	5	17
		Markham Open **	3	34	37	2	12	14	23
		Menyamya Open	1	29	30	1	16*	17	13
	8	Nawaeb Open	6	49	55	0	17*	17	38
		Tewai/Siassi Open	2	39	41	0	9	9	32
		Wau/Waria	1	32	33	0	14	14	19
	11	Morobe Provincial	4	33	37	2	11	13	24
		Tota	als 22	334	356	8	115	123	233

Polling

Polling was done as per the Schedule for Morobe's 425 teams. However, there were issues with the insertion and extraction of some Polling Teams due to factors as bad weather, lack of logistical assistance (chopper, boat or vehicle), or (suspicion of) political interference, and ongoing local ethnic/tribal land issues. Nonetheless, the PESC worked tirelessly to ensure all stranded teams were extracted, and elections proceeded. Issues around the electoral roll were the main cause of disputes and tensions during polling.

The use of the gender-split lines for Polling worked well as a pilot.

- One day Polling was used in Urban areas
- Multiple Day (Mobile) Polling for Rural areas

PNGEC Morobe believes strongly in collaboration, but it was/has been our experience that (some) candidates, their campaign teams, and supporters tend to think that being a candidate means they also have the power to dictate how elections should be administered, posing security threats to electoral officers and the overall elections – as was seen in Finschhafen with the demand for the RO and polling officials to use the 2012 and 2017 Electoral Roll, instead of

the 2022 Roll. Respectfully, running for and in an election, is not the same as running an election.

Electorate	Registered Voters	Voter Turn Out	Difference	Turn Out Percentage		
1 Bulolo	39,155	35,909	3,246	91.71%		
2 Finschhafen	38,631	33,004	5,627	85.43%		
3 Huon Gulf	56,674	49,063	7,611	86.57%		
4 Kabwum	30,622	0	Counting Co	entre destroyed		
5 Lae	87,559	57,152	30,407	65.27%		
6 Markham	44,236	0	Counting Co	entre destroyed		
7 Menyamya	55,182	51,795	3,387	93.86%		
8 Nawae	57,806	52,389	5,417	90.63%		
9 Tewae – Siassi	34,074	32,069	2,005	94.12%		
10 Wau-Waria	31,563	27,787	3,776	88.04%		
TOTAL	475,502	339,168	136,334	71.33%		

Counting

Counting was conducted at each District and based on each LLG count.

- ✓ Primary counts and Quality Checks were done at the LLG counting centres
- \checkmark Aggregation and Amalgamation was done at the District Count Centre
- ✓ Electronic tablets were used for all LLG and central Count centres for amalgamation, and Results Transmission, and this worked both on and offline
- ✓ CCTV installment was used at the Morobe Regional Count Centre
- ✓ Counting for all districts were completed except for Kabwum and Markham, where tragically the count centres were over-run by disgruntled supporters and candidates

SEAT	DECLARED MEMBER	
Bulolo	Sam Basil Jnr	
Finschhafen	Renbo Paita	
Huon Gulf	Jason Peter	
Kabwum	Patrick Basa	Series .
Lae	John Rosso	
Markham	Koni Iguan	
Menyamya	Solen Loifa	
Nawae	Theo Pelgen	
Tewae/Siassi	Dr. Kobby Bomareo	
Wau/Waria	Marsh Narewec	
Morobe Provincial	Luther A. Wenge	

Summary of Challenges/Issues

- Funding: Insufficient and not on time
- ✓ IFMS (integrated finance management system) has caused severe delays.
- ✓ Lack of timely and adequate release of funding
- Overlapping Boundaries: Nawae, Huon Gulf, and Lae
- Late Implementation of New Electorates: Wau-Waria and Bulolo
- ✓ PNGEC Morobe supports the split of Bulolo, however, it has concerns of such hasty decision to implement/effect so close to an election this decision was made literally 3 weeks prior the proposed Issue of Writ on the 28th April 2022
- ✓ Although the split has been implemented, we also understand that there are numerous factors and processes that needed to eventuate, paramount of which was ensuring:
 - a) There was adequate resources (as funding) to cover this new electorate and its operations separately in a timely manner
 - b) The general public was adequately informed and made aware of the split, especially the people of (now abolished) Wau/Bulolo Urban LLG; Wards 1-8 will join Watut Rural LLG (in Bulolo), whilst Wards 9-14 will be absorbed into Wau-Rural LLG (in Wau-Waria). The people of these 2 affected LLGs (Wau Rural and Watut Rural) must also be made aware. So as to avoid confusion and tension in its implementation. PNGEC Morobe has raised issues also for clarification of what is to happen to existing elected 3rd tier LLG elected members (Ward Councillors and LLG President) of the now abolished Wau/Bulolo Urban LLG.
- Transport and Fuel (biggest expenses)
- ✓ Drastically increased fuel prices, particularly for our sea-faring electorates (Tewae-Siassi, Finschhafen, and Huon Gulf)
- Lack of Available Logistical Support: Use of Hires (Vehicles and Boats)
- ✓ Various requests for at least 1 x 10 seater Land cruiser (to both the PNGEC and Provincial Government) over the years has not been adhered to
- Closure of roads, wharves, and airstrips (due to lack of maintenance)
- Chopper use (lack of support for chopper use)
- Logistics
- ✓ Materials (Late arrival and insufficient)
- √ Venues (Storage, Polling and Counting Centres)
- Recruitment, Training and Payment of TEWs
- Awareness: Lack of understanding of electoral procedures
- Security
- ✓ Having adequate personnel and the means by which to attend to and manage issues that may arise
- Weather
- ✓ Polling and Counting occur during wet season in Morobe, which can interfere with activities
- COVID-19 PREVENTION PROTOCOLS (public attitude/behavior as well as PPE procurement)
- Outstanding payments to Service Providers and Election Officials
- Election-related violence in Finschhafen, Tewae-Siassi, Kabwum and Markham

2022 NGE Lessons

- The importance of decentralization/local ownership of the electoral process to LLG/District/Province: recruitment, roll update (data processing), polling, counting (LLG/District centers), Finance, etc
- A review of roll update, polling and counting strategies:
- ✓ One day polling (reduce polling days)
- ✓ Decentralize counting centers to LLG/District for Primary Counts
- ✓ Security Personnel must have own budget
- The need for better logistical asset procurement: too much money spent on hires (storage space, vehicles, boats, count centers, etc)
- Public Finance Management system and TEW pay out system needs to change

RECOMMENDATIONS

Financial Powers

Full/greater financial powers must be decentralized to respective provinces, to have direct control over to counter having funds held up in PNGEC HQ

- ✓ Set up a local/provincial-based Kundu Pay system
- ✓ Settle all Outstanding payment issues by/before the next LLG Elections (2024)

Electoral Roll Update

The entire Electoral Roll update and maintenance process must be fully decentralized to respective provinces, all through to respective LLGs, with PNGEC HQ having overall oversight

- ✓ A full bi-annual update exercise must be implemented over the 5 year period, with the pre-election year being the final opportunity for enrolment
- ✓ Expanding on the current electoral roll format, a Biometric Photo Roll (using the 2021 Kupiano Biometric Pilot project) must be fully implemented by 2027

Candidate Requirements

Quite simply, "government" can be seen as a company or organization, responsible for the business of looking after its customers (its citizens), who also happen to be its board of directors (because the company also must report to its board). When a company wants to recruit people to fill a vacancy, it does so with the intent to recruit the very best; people with not just the right qualifications, or experience, but of character, aligning with not just the TOR of the job, but the vision and mission of the organization as a whole.

The PNGEC is HR and elections, under guidance of regulations and legislation as the National Constitution (forming the TOR), is the application process for suitable candidates to be considered for vacancies in parliament/government.

If we want the very best people working in our organisations, is it only fair and right that the highest offices of the land, essentially responsible for the management and running of our country, be filled with the very best people, (and respectfully) not just be there by a "popularity contest."

We implore this esteemed committee among its recommendations to and for Parliament to urgently review and enact Sections 50, 56 and 103 of the Constitution, and Sec 44 of the National Elections Regulations (2007), that prescribe the Qualifications/Requirements of persons wishing to nominate in elections in PNG as follows:

- 1. Increase the Nomination fee to contest the NGE to K5,000 (five thousand) kina from the current K1,000 by 2027
- In regards to LLG Elections, for the Nomination Fee to be increased to K500.00 (from the current K200.00) by the next LLG Elections (2024)
- 2. **Provide Compulsory (additional) documentation to form as attachments** to prove the following;
 - i) Certified copy of Birth Certificate/NID Card proof of Citizenship
 - ii) The List of Witnesses of Form 23 (Candidate Nomination) must include all three mandatory persons as proof of Residency:
 - ✓ Ward Councilor
 - ✓ Pastor (local congregation within the constituency)
 - √ Village Court Magistrate
 - iii) 100 (One hundred) Signatures of Residents within electorate intending to contest, who must be registered on the Electoral Roll for the constituency – proof of Endorsement
 - iv) Police Clearance proof of lack of criminal record
 - Medical Clearance from a PNGNDoH-endorsed health authority proof of health/mental soundness
 - vi) Certified Bank Statement proof of lack of insolvency

Logistics

A proper asset and procurement plan must be (re)submitted to Government, and funding must be made available for the purchase of (at least) one 10-seater Landcruiser, and a 40ft speedboat/dingy for sea-faring provinces as assets for the PEO, to assist in countering high hire costs

√ Always prioritize the engagement of local service providers (if available)

FINAL ACKNOWLEDGEMENTS

Importance of Collaboration: PESC/Provincial Administration

Despite its mandate, PNGEC (Morobe) is well aware of its resource limitations. This is why partnerships as those through in action through the PESC, is a clear indication of the province's continued commitment in all aspects of election administration; from planning, manpower, budget/funding allocation, logistical support, to security, training and community awareness, the province has always strived (despite many challenges) to ensure "free, fair, safe, and inclusive" elections, and 2022 was no different. The struggle of being subject to political will and emerging issues as COVID-19, despite our various mandates, and in support, the Morobe Provincial Government via the Morobe Provincial Administration pledged K3 million to assist in election operational costs for the 2022 NGE in Morobe Province. The PNGEC Morobe is grateful

to all its partners, including the people of Morobe, for all their support in delivering elections for Morobe.

Thank you.