CAMPAIGN HANDBOOK

A Guide for Women Candidates in the 2013 LLG elections in PNG

CAMPAIGN HANDBOOK

A Guide for Women Candidates in the 2013 LLG elections in PNG

This Handbook has been prepared by Associates and Staff of the Centre for Democratic Institutions at the Australian National University.

Principal author: Dr Norm Kelly
Principal editor: Bronwen Harvey
Additional contributors: Grant Harrison, Dr Orovu Sepoe, John Varey and Luke Hambly

It is based on concepts and materials developed by CDI for its Women in Politics and Women Candidate Training Programs since 2008. CDI acknowledges the contribution of many individuals and organisations to this work including:

The Australian Labor Party
The Liberal Party of Australia
Dr Lesley Clark
Linda Reynolds
Dr Meredith Burgmann
Pacific Islands Forum Secretariat
Office for the Development of Women, Department for Community Development
PNG Electoral Commission
Australian Electoral Commission
Integrity of Political Parties and Candidates Commission
PNG National Council of Women
National Democratic Institute
UNDP

Additional information sources:

Organic Law on Provincial Governments and Local Level Governments
Organic Law on National and Local-level Government Elections
Draft Handbook on Provincial Government, a publication of the DPLGA

For permission to reprint or repurpose any information in this Handbook please contact the Centre for Democratic Institutions, Australian National University, 7 Liversidge Street, Canberra, ACT, 0200 or at cdi@anu.edu.au

CDI is funded by the Australian Government through AusAID.

Produced & printed by: Birdwing PNG
Illustrations by: Birdwing PNG
Translations by: Birdwing PNG

Contents

Introduction 2

Part 1 Local-level Government 3

What is Local-level Government? 3

Who is on the LLG Council? 4

What do LLG Councils do? 4

How do they work? 6

What will you have to do if you are elected as Councillor? 7

What will you have to do if you are elected as President or Mayor? 8

What else do you need to know? 8

Part 2 Local-level Government Elections 9

When will the 2013 LLG elections be held? 9

Can you stand for election? 9

How does the LPV voting system work? 11

Casting a vote 12

What are the rules for voters? 13

What are the rules for candidates? 14

Part 3 Campaigning to win 15

Deciding to stand for election – Are you ready to be a candidate? 15

Campaign Fundamentals 19

Choosing a Campaign Manager 23

Knowing your Ward – voters and issues 27

Campaigning 28

The Money – Fundraising and Budgeting 35

Campaign Timetable 39

Campaigning as an independent or with the support of a political party 41

Part 4 The Campaign Plan 43

Introduction

This guide has been prepared for women who are thinking about contesting the 2013 Local-level Government (LLG) Elections in Papua New Guinea (PNG).

It contains practical information to help potential candidates:

- understand the role of LLG councillors, presidents and mayors
- understand LLG election laws
- think clearly about why they want to stand for election and what they have to offer their communities and
- prepare a winning election campaign.

The guide is part of a strategy being coordinated by PNG's Office for the Development of Women (ODW) to help women candidates prepare well for the election and increase their chances of success.

The advice and checklists contained in this guide will help you to make decisions about whether you are ready to stand for election and how to plan your campaign. You can also text or phone the Office for the Development of Women for more information on 7064 0560 or 7064 0562.

Part 1 Local-level Government

What is Local-level Government?

Before you decide whether to nominate for the 2013 Local-level Government (LLG) elections you need to know what Local-level Government Councils do and what your roles and responsibilities will be if you are elected.

There are three levels of government in Papua New Guinea: National, Provincial and Local.

There is a national law, the Organic Law on Provincial Governments and Local-level Governments, which says Local-level Government Councils can make laws for local communities. The Organic Law describes how Local-level Government Councils are formed, what they are responsible for, and what procedures they must follow. If you are serious about standing for election you should read the Organic Law (ask your District Administrator for a copy) or talk to someone who has been in local-level government.

Who is on the LLG Council?

Each local government area is made up of council wards – and each one is different. The size of the LLG Council is determined by the number of Wards in the area. Each Ward elects a representative (or Councillor) at LLG elections (normally held every 5 years). You will need to know about your ward to be able to mount a successful campaign.

Each LLG has a President or Mayor (in urban LLGs). In 2013, the Head of each LLG will be directly elected during the elections by all the voters in the LLG area. This means you will need to choose whether to stand for the position of Ward Councillor or for the position of President. You can't stand for both.

Each LLG also has appointed members (under section 29 of the Organic Law on Provincial Governments and Local-level Governments). The appointed members will come from:

- women's organisations (2 for rural LLGs and 1 for urban LLGs)
- worker's organisations (1); and
- employer's organisations (1).

All members, whether they are elected or appointed, have equal voting powers.

What do LLG Councils do?

Councils are responsible for community-level planning, budgeting and accountability. This includes:

- Preparing and reviewing a 5-Year Plan for the LLG area based on community needs and ward plans;
- Developing annual budgets to implement the LLG Plan;
- Submitting the Plan and Budget to the Joint District Planning and Budget Priorities Committee (JDP&BPC) for approval and endorsement.

Councils must make sure that goods and services reach the people in the community they represent and that the services help to improve the standard of living in that community.

This can include constructing and maintaining:

- rural airstrips, bridges and jetties;
- feeder and access roads;
- water supply, sanitation and waste disposal services;
- aid posts;
- sport and recreation facilities;
- Elementary and Tok Ples schools;
- markets.

Other services Councils provide can include:

- literacy and non-formal education services;
- land mediation services;
- women and youth services;
- welfare services and programs.

LLG Councils can collect local taxes, fees and levies. They can also establish businesses and sign contracts with organisations to deliver goods and services to their community.

LLG Councils can also make laws for:

- census and village or community records;
- general licensing;
- consumption and use of alcohol, betel nuts and other marketable items;
- labour, local employment, community and cottage industries and local trading;
- cemeteries;
- water supply, electricity, hygiene and sanitation;
- local aid posts and clinics;
- village and town planning;
- maintaining peace, order and dispute settlement;
- traditional barter systems and bride and groom wealth;
- local environment, protection of sacred sites and tourist facilities and services;
- housing and human settlements; and
- domestic animals.

For more information, check the Organic Law on Provincial Governments and Local-level Governments.

How do they work?

LLG Councils do most of their work in two ways:

- Through meetings of the Council (all members, elected and appointed);
- Through meetings of the Executive and other appointed committees.

Section 32 of the Organic Law says that each LLG Council should meet at least four (4) times a year.

Section 33 of the Organic Law says a Local-level Government may establish Committees to help it to carry out its functions.

What will you have to do if you are elected as Councillor?

If you become a Councillor you will:

- Attend LLG Council meetings at least 4 times a year, and contribute to council debates and decision making;
- Establish Ward Development Committees so you can consult with your community on development priorities for the Ward.
- Work with the other councillors to have these priorities included in the LLG development priorities.

You can talk to a current or former councillor to find out more about the workload and the time involved.

What will you have to do if you are elected as President or Mayor?

If you become President (or Mayor) of the LLG you will:

- chair LLG Council meetings (there must be at least 4 each year);
- represent the LLG Council on the Joint District Planning and Budget Priorities Committee.

In most cases you will also:

- become a member of the Provincial Assembly and attend Provincial Assembly meetings;
- represent the LLG Council on the Joint Provincial Planning and Budget Priorities Committee as well as Joint District Planning and Budget Priorities Committee.

What else do you need to know?

LLG members are entitled to a salary and "sitting allowances" for attending meetings of the LLG Council. The rates vary from council to council. Ask your local administrator what rates apply for your LLG.

LLG Councils also have support staff to help the members do their jobs. Each rural LLG is allowed up to six support staff while urban LLGs are allowed more than six because of the nature of their work.

As a member of your LLG Council you will:

- Help your community;
- Build your knowledge of local issues as well as your planning and budgeting skills;
- Establish a profile in your district.

Part 2 Local-level Government Elections

The PNG Electoral Commission is responsible for conducting the 2013 Local-level Government elections. They appoint Returning Officers, Assistant Returning Officers and Presiding Officers to oversee the electoral process and make sure the rules are followed.

If you get any information from a Returning Officer which is different to the information in this Handbook, you should assume the Returning Officer is correct.

When will the 2013 LLG elections be held?

The Electoral Commission annouced an indicative timetable:

06 June	Issue of Writs & Start of Nominations
12 June	Close of Nominations
06 July	Start of Polling
09 August	Close of Polling
30 August	Return of Writs

IMPORTANT:	**These dates may change and you should contact the Returning Officer in your District to confirm these dates.**

Can you stand for election?

Women who are 25 or older have the right to stand for election. One of the goals of the Constitution is for "all citizens to have an equal opportunity to participate in, and benefit from, the development of our country". The Constitution calls for:

- an equal opportunity for every citizen to take part in the political, economic, social, religious and cultural life of the country; and
- equal participation by women citizens in all political, economic, social and religious activities.

If you decide you want to stand for election to your LLG Council you must first check that you are eligible.

According to section 38 of the Organic Law on Provincial Governments and Local-level Governments you must:

- be a PNG citizen
- be enrolled to vote
- pay a nomination fee.

You also need to be able to answer YES to **at least 1** of these 3 questions:

1. ***Were you born in the Local-level Government area in which you intend to stand?***

   ☐ *Yes*

   ☐ *No*

2. ***Have you lived continuously in the Local-level Government area in which you intend to stand for at least two years before the date you nominate for the election?***

   ☐ *Yes*

   ☐ *No*

3. ***Was one of your parents born in the Local-level Government area***

   and

   can you speak at least one of the indigenous languages of the Local-level Government area?

   and

   can you speak English or Tok Pisin or Hiri Motu?

   ☐ *Yes*

   ☐ *No*

Even if you meet these criteria, there are some people who are not allowed to contest an election. You cannot stand for election if you tick YES to any of the following questions:

1. ***Are you an undischarged bankrupt or insolvent?***

   ☐ *Yes*

   ☐ *No*

2. ***Are you insane?***

   ☐ *Yes*

   ☐ *No*

3. ***Are you a medically certified alcoholic?***
   - ☐ *Yes*
   - ☐ *No*
4. ***Have you been convicted of an indictable criminal offence?***
   - ☐ *Yes*
   - ☐ *No*
5. ***Have you been dismissed from office for misconduct in office (in accordance with the Leadership Code of the Constitution)?***
   - ☐ *Yes*
   - ☐ *No*

If you think you are eligible to stand for election you will then need to decide whether you want to stand for the position of:

- Ward Councillor or
- LLG President or Mayor

The National Executive Council (NEC) has decided that for the 2013 LLG elections the Presidents of LLGs will be directly elected by voters. In previous LLG elections the President was elected by the ward councillors from amongst the ward councillors.

How does the LPV voting system work?

The elections for Ward Councillors and for LLG Presidents will use the Limited Preferential Voting (LPV) system.

Under LPV each voter gets to make 3 choices:

- The first preference goes to the candidate they most want to elect.
- The second preference goes to the candidate they want to elect if their first choice gets "excluded" during counting.
- Their third preference goes to the candidate they want to elect if their first and second choices are excluded.

Once all the votes have been cast the election officials start counting the votes. They set aside any informal ballot papers (papers that have not been correctly completed) and then sort the remaining ballot-papers under the names of the respective candidates according to the first preference vote. The counting includes votes cast at a polling booth plus postal votes.

The election officials count the total number of first preference votes given for each candidate. If the candidate with the largest number of first preference votes has an absolute majority of votes (equal to 50% plus one of total valid votes) then that candidate is elected. If no candidate has an absolute majority of votes after the first count, then the election officials conduct a second count.

For the second count the candidate who has received the least number of first preference votes is excluded and the ballot-papers are distributed to the other candidates according to the second preference. At the end of the second count, if a candidate has an absolute majority, then that candidate is elected.

If there is still no candidate with an absolute majority of votes, then the election officials keep going through the process of excluding the lowest ranked candidate and re-distributing their preferences to the remaining candidates until one candidate has received an absolute majority of votes.

You can find out more about LPV from the Electoral Commission.

Casting a vote

When you cast a vote under the LPV system you (and other voters) need to make sure your preferences are clear.

- If there are 4 candidates or more, then you will need to mark your first, second and third preference on the ballot paper. If you don't put all three preferences then your ballot paper will be described as "informal" and your vote will not be counted.
- If there are only three candidates then you mark two preferences.
- If there are only two candidates then you only need to show your first preference.

If you decide to stand for election part of your work during the campaign will be to make sure voters know how to cast a "formal" vote.

What are the rules for voters?

Voting is voluntary, but there are rules for anyone who is enrolled and decides to vote.

The Organic Law lists illegal practices – or things you must not do as a voter. For example, you must not:

- accept food, drink or lodging provided to corruptly "buy" your vote;
- use force, threats or undue influence to induce (or attempt to induce) another person to vote or fail to vote at an election, or to vote for a particular person at an election;
- impersonate someone else to secure a ballot-paper to which you are not entitled;
- destroy or deface a nomination paper or ballot-paper;
- take a ballot-paper out of a polling booth;
- forge a nomination paper or ballot-paper;
- give anyone a ballot-paper unless you are an authorised election official;
- disobey the lawful directions of the Returning Officer or the Presiding Officer in a polling booth during the polling;
- destroy, take, open or interfere with ballot-boxes or ballot-papers;
- vote more than once at the same election;
- wager on the result of an election;
- wilfully deface, destroy or remove a notice, list or other document put up by a Returning officer (or by the authority of a Returning Officer).

The full list of illegal practices is shown at section 168 of the Organic Law on National and Local-level Government Elections.

What are the rules for candidates?

The rules for voters also apply to you as a candidate.

As a candidate you must not:

- tell an elector during the election period that he or she is not enrolled or entitled to be enrolled for a particular ward or entitled to vote, if they are entitled to be enrolled or to vote;
- corruptly provide food, drink or lodging to bribe people to vote for you before, during or after an election;
- mislead voters;
- improperly interfere with a voter in relation to the casting of his or her vote.

As a candidate you will probably want to produce campaign materials such as electoral advertisements, handbills or pamphlets. You must:

- include the name and address of the person authorizing the publication at the end of it.
- include the name and place of business of the printer.

It is very important to check with election officials or local administrators about all the CURRENT rules.