

# TIPNG Observation Report

10<sup>th</sup> National Parliamentary Elections

2017



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### **Cover Page**

**Photo:** A woman in the Autonomous Region of Bougainville casting her vote during the 2017 10<sup>th</sup> National Parliamentary Elections.

Photo Credit: Domestic Election Observer – Autonomous Region of Bougainville

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## Foreword

This report makes it clear that the 2017 elections were flawed to an unforgivable extent. We as a nation have allowed far too many of our people to be robbed of a basic right: the right to influence the result of an election.

Papua New Guinea needs to stop excusing itself for failing to honour its Constitution and Laws. Just as we should stop accepting theft and a complete lack of integrity being planned, aided and abetted at the highest levels of government so must we stop shrugging off and excusing ourselves for failing to protect the rights of all Papua New Guineans to free and fair elections.

Although there was a Code of Conduct for candidates, this was unheard of by most voters, and many candidates were observed with behaviours contradicting the code of conduct. And the Electoral Advisory Committee was unable to carry out its mandate because it was not provided with the basic information to assess the integrity of the electoral process.

This report highlights another set of serious failures but it also draws a line in the sand, marking the point at which we refuse to allow cynical, criminally inclined individuals and groups to drag us further into submission to unacceptable levels of incompetence and criminality.

TI PNG has provided the largest number of election observers yet this year, covering the greatest number of polling locations, resulting in this report which is based on their observations. I would like to thank the many volunteers who have given up their time to come out and observe the elections and I dedicate this report to them. They served with great dedication and enthusiasm, in challenging and tiring conditions, and many communities have expressed their gratitude.

The work of the observers and our staff would not have been possible without the support of the Australian taxpayers, who TIPNG greatly appreciates for this assistance. I would also like to thank the Electoral Commission of Papua New Guinea whose excellent cooperation facilitated the training and organisation of our observation.

The Transparency International Papua New Guinea staff and board will now turn to getting political support for the recommendations of TIPNG and people and organisations who share our concern that the election process has failed to genuinely represent our country's voters.

We need to make sure that the people realise that the elections should have been much better, could have been much better and *must* be much better the next time around. We need to start this now. We need to approach the challenge with the confidence of those who know we can overcome.

Lawrence Stephens

Chair - Transparency International Papua New Guinea

## **Acknowledgements**

Transparency International PNG Inc. (TIPNG) expresses our gratitude to the 313 domestic election observers and ground coordinators without whose work the data in this report would not have been collected.

We acknowledge the Electoral Commission of PNG (PNGEC), for its support in the training, logistics and general partnership.

TIPNG also thanks our partners from the Churches, provincial Community Development Offices, non-governmental organizations, community based organizations, youth and women's groups, the security partners and the media, for their efforts in partnering with us during the election.

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# Executive Summary

This is the third observation of elections that TIPNG has carried out, and is a part of TIPNG's Building Election Integrity Project. A team of 313 TIPNG observers collected election-related information in almost all provinces, covering 536 polling places including in high risk areas. TIPNG calls on citizens to realize that their core role is not only marking the ballot to choose their leaders, but to have the courage to protect the integrity of the elections for everyone.

## Voter Survey Results

A serious issue flagged in the voters' survey was the prevalence of voters not being able to vote because their ballot paper was used by another person without their permission. An alarming 34% of voters reported that voting rights were taken by others. It is grossly unfair and wrong that a third of people missed out to vote because other people used their ballot paper without their permission. Voters were evenly divided on whether evidence of appropriation of ballots by others made the elections unfair. It is troubling if a large share of voters do not appreciate the sanctity of the individual vote.

About one third of voters reported that polling officials were responsible for delays in voting that resulted in voters not being able to vote. Although over half did not report such problems, it is unacceptable that a third of voters did report lateness and unpreparedness from the polling officials that denied people the right to vote. Voters were roughly split on whether this made the elections unfair or not, showing a large degree of tolerance for an unacceptable outcome.

Incidents of threats and intimidation was another area surveyed, and one third of voters interviewed reported threats to voters on polling day, if they do not vote for a particular candidate. Voters were evenly divided between thinking this made the elections unfair, or not.

Vote-buying was common across the country. Almost half reported that voters were offered bribes or asked for bribes in order to vote for a particular candidate on polling day. Although close to half thought this made the elections unfair, many voters did not think that vote-buying made elections unfair. This shows that many citizens do not fully appreciate the real value of their vote.

Voters were asked if they had seen people not able to vote secretly, and nearly 40% responded that there was a lack of secrecy. Regional variation was noted, with Southern and New Guinea Islands Regions generally upholding secrecy. More than a third said the election was unfair due to lack of secrecy, but more viewed the elections as fair, despite issues with secrecy.



## Observer Reports

The reports from our observers show that in far too many instances, the polling place management and election administration was not carried out according to electoral law.

Across the country, TIPNG observers witnessed that flaws in the electoral roll directly contributed to election fraud, including double voting, underage voting, and block voting, and using other people's names to vote. This problem with the roll has continued election after election, and not enough has been done to solve it. As a result, the 2017 election has failed voters, causing many genuine voters to miss out.

People voting using other peoples' names is a concern and occurred all over the country in the 2017 national election. The practice of not following the electoral roll to vote contributed to other illegal practices observed, like underage voting and double voting, as well as resulting in genuine voters missing out. It is a grave concern that 77.3% of the observations indicated that genuine eligible voters were not able to vote in this election because of flaws in the electoral roll.

The use of indelible ink is an important measure to prevent double and multiple voting and ensure election fairness. While voters always had their fingers marked with an indelible ink after they voted in about two thirds of polling places observed, 23% never did. In 6% of polling locations, officials never checked to see if voters were previously inked. In addition, observers saw voters removing ink and voting multiple times.

Observers reported that ballots were used by other people without their agreement or without their presence in 37% of the polling places. In 13.2% of the observed locations, there were instances where many ballot papers were marked by one person or a small group of people. These incidents are witnessed during cases where block voting took place.

There were gross appropriations of votes' rights by others by way of double/multiple voting and block voting. Observers also noted the ignorance of polling officials and security personnel involved in facilitating the practice. The presiding officer signed each ballot paper before handing it out in nearly 90% of polling locations, but the absence of this practice in other locations suggests ballots were pre-signed.

Only two thirds of scrutineers were able to fulfil their role. Scrutineers involvement during polling is critical to ensure a free and fair election is being conducted thus not being able to keep a watchful eye during polling is concerning. Because of the ever growing number of candidates, some polling areas may not be spacious enough to accommodate all scrutineers.

There were instances observed in 7% of the polling locations where one person received 10 or more ballot papers to mark. This is very concerning and undermines the true nature of a fair election.

Voting in secret is a prerequisite in achieving a free and fair election. It is quite troubling that in 18.7% of locations, it was reported that people never voted in secret. Observers also reported that

another 12.9% sometimes voted in secret and 15.3% mostly voted in secret. An election cannot be said to be conducted freely and fairly when there is evidence of people not voting in secret.

When looking at the results by region, it is apparent that voters' inability to vote in secret is highest in the Highlands region, where more than half never or sometimes voted in secret. This was followed by New Guinea Islands with 30% never or sometimes not voting in secret. The evidence is really alarming and shows widespread of abuse of individual voting rights.

In polling stations throughout the country, 7% reported that women's rights to vote were never respected or women were never given the right to vote, and there was some interference in 26%. In nearly two thirds of the polling places observed, women were always able to vote freely. However, it is still unacceptable that the abuse of women's rights to vote is still prevalent in many places. In the Highlands, almost a quarter of women never vote without interference, and only one third always vote without interferences. This is followed by the Momase region, where only half always vote without interferences. Even in the New Guinea Islands region and in the Southern region, there are instances of interference in women's voting.

For men and women alike, occurrences of bribery and intimidation of voters during polling is another area of great concern with 27% of locations reporting occurrences of bribery and intimidations of voters during polling. Its occurrence is highest in the Highlands regions with 55%. More than 75% observations in the other three regions indicated no evidence of intimidation and bribery during polling.

About 7% reported occurrences of bribery and intimidation towards the polling officials at the polling areas. Also it was observed that 16.8% of polling officials were never impartial when conducting the polling. The polling officials are responsible to deliver a free and fair election thus the evidence of their being bribed and intimidated and being impartial is a serious concern in the 2017 elections.

It is of great concern to see that 32% of the police were never impartial. For elections to be free and fair, the officials assigned to facilitate the election processes must be seen by voters as impartial. The evidence of unfairness amongst polling officials and security personnel to manipulate the polling process is truly disturbing.

Most of the polling places observed had few issues with the availability of election materials including security personnel and polling officials. However, in the Highlands, because there were not enough polling officials and security personnel in many polling places, the democratic voting processes were abused.

## **Discussion and Recommendations**

In our view the elections were not delivered effectively, efficiently and of sufficient and acceptable quality. While the Highlands Region fared worse than the relatively quieter polling in Southern, New Guinea Islands and Momase regions, we believe there is vast room for improvement across the country.

Many of the comments suggest significant shortcomings, not only on the part of officials and security personnel in the polling places, but more with the PNGEC, the candidates and their supporters, and a range of other national, provincial and local stakeholders who all have a say and play a part in the success – or failure – of elections. This includes not only government but also voters, churches, community groups, the private sector and NGOs like TIPNG.

As such, TIPNG advocates for a whole-of-society approach to addressing five key issues of concern: the electoral roll update and verification; security and election related violence; bribery and intimidation of voters and officials; double, multiple and block voting and lack of voter awareness about the democratic election process. Recommendations are made to address each of these, in the last section of the report. These actions should be taken up immediately and without delay, as they will several years and a concerted effort across society to have an impact on the next elections.

# Abbreviations

AEC	Australian Electoral Commission
ARO/RO	Assistant Returning Officer
ACC	Australian Civilian Corp
COG	Commonwealth Observer Group
ESP	Electoral Support Programme
GGACE	Good Governance and Anti-Corruption Education project
IFES	International Foundation for Electoral Systems
MP	Member of Parliament
NCD	National Capital District
OLIPPAC	Organic Law on Political Parties and Candidates
PNGEC	Electoral Commission of Papua New Guinea
TIPNG	Transparency International Inc. Papua New Guinea
SMS	Short Messaging Service

# Introduction

This is the third observation of elections that TIPNG has carried out, with the highest number of local observers nationwide. TIPNG conducted similar observations in the 2007 and 2012 National Parliamentary Elections. TIPNG believes that through electoral observation, issues in the electoral process can be identified and addressed by the responsible agencies and actors.

The 2017 elections observation is a part of TIPNG's Building Election Integrity Project, composed of limited voter education, election observation and post-election analysis.

This report is structured into four sections. The first describes and reflects on our observation efforts, showing how TIPNG has maintained high credibility in its work. The second outlines the results of the observation, and highlights trends and issues witnessed by our team and the citizens they interviewed. The third section analyses the possible causes and consequences of the issues observed. Finally, we provide recommendations to the PNGEC, donors and other stakeholders on ways to improve the electoral process.

# 1. The TIPNG Election Observation Process

## Why is TIPNG Observing Elections?

In doing this observation, we had the following objectives:

1. To report and highlight any gross abuses of the election process to PNGEC
2. To report to the citizens of PNG whether democratic processes were followed during the elections or not.
3. To encourage better and more transparent approach—just because of TIPNG presence during the elections.
4. To empower citizens by showing that they can contribute to the integrity of the electoral processes.

The last objective seems to be the vital point of discussion. It speaks to how important it is for citizens to realize that their core role is not only marking the ballot to choose their leaders, but also having the courage to protect the integrity of the elections. Otherwise, voters become vulnerable to political gangsters and may be harmed in ensuing violence.

## Who, How Many & Where Were the Observers

The 313 observers comprised of TIPNG members, students, educators, members of community based organizations, women's groups, youth groups, faith based organizations and other active citizens, with a year 10 education level. Very few had ever observed before.

TIPNG collected election related information in almost all provinces. The Southern region had the highest number of observers, followed by the Highlands region. We did not have observers in Hela and Gulf, due to security and logistical issues. In Hela, citizens who were not trained by TIPNG, observed and provided information to TIPNG's Toll Free Lines.

Each of the observers generally covered up to three polling places near his or her place of residence. The region that had the most polling places observed and observations conducted was Southern and the least was in Momase. Although is difficult to be sure how many polling places there were (roughly 10,000), we estimate that TIPNG observed approximately 5% of polling places.

TIPNG trained 421 observers, and of these, 313 observed in the field on polling days, covering 536 polling places. In comparison, in 2012, TIPNG trained 340 observers and fielded 282 observers across 431 polling places. In 2007, TIPNG trained 123 observers who covered 77 polling places.

Due to some human and geographical factors, there were more observers trained than the number who observed. Amongst these factors were security concerns, logistical errors and capacity issues with retention of trainers.

The domestic election observers were commended by several international observer groups for their courage shown in some high risk areas.

## Observer Training

Generally, trainings were done in each of the provinces where observation occurred. This was done in the New Guinea Islands (NGI), Momase and Southern regions. However, in the Highlands, due to convenience, trainings were held in a province for multiple provinces (e.g. Upper Highlands in Mt Hagen for Wabag, Southern Highlands and Western Highlands). The comprehensive trainings took place over a full day and were facilitated by the regional trainers. The Highlands region was particularly fortunate as the Ombudsman Commission of PNG (OCPNG), PNGEC, security partners and church leaders were a part of the programme facilitation.

The trainings focused on the TIPNG observer's Code of Conduct and on security measures (see Appendices). The observers were trained to use the survey instruments for voters and polling location data collection. Additionally, observers were given information on polling place procedures and the roles and responsibilities of the polling officials.

For most observers, this was the first time to observe an election and carry out a survey. The PNGEC training videos for Polling Officials was useful in the trainings for TIPNG.



## Security of Observers

To ensure the safety and security of observers, a risk management system was set up (see Appendices), the core of which was to stress that if the situation at the polling station became too tense, they should withdraw or seek the protection of the security partners. TIPNG staff and observers experienced security threats but no incidents were reported.



## Behaviour of Observers

The TIPNG Observers Code of Conduct which was designed to guide the observer, the integrity of the elections, and the work of TIPNG (see Appendices), was signed by each observer before commencing the observation. Generally, we did not receive any reports or complaints about the behaviour of observers at the polling stations.

## Observer Manual

The observer manual was used by observers to enter observations through the polling place questionnaire and voter survey. Each manual contained two polling place questionnaires and three voter survey for each polling place. It was developed by TIPNG in 2012 and revised and updated in preparation for the 2017 National Parliamentary Elections.

The **Polling Place Questionnaire** record the electoral process in 536 polling places.

The interview of individual voters was designed to find out what voters themselves felt about the elections as we realize that our own observations can be biased or at odds with reality, especially if the observer was not from that area. The questions sampled attitudes about specific actions that could have occurred and then the extent to which the voters thought this made the elections free and fair or not.

The **Voter Survey** captured the perceptions of 1527 individual voters towards the polling/voting.

We focused on a few areas to look at that would give an overall picture of the integrity of the whole process and we generally chose things that would mostly be readily observable. These included questions around:

- the opening process such as the actual time of opening and the procedures applied.
- the polling process itself, the provision of materials and staff, the application of procedures such as the application of ink, indications of any coercion or bribery, the partiality of staff etc.
- the closing process including the time and key record keeping and ballot box security

## Logistics

In 2012, transportation of observers to polling stations was challenging, therefore in 2017, observers were recruited with the aim of observing within their own locality.

The Highlands region experienced difficulties in delivering of manuals due to roadblocks and tribal fights. This was particularly the case for the transporting of manuals from Hagen to Kagua Erave and Wabag. In another case, manuals for observers in Karamui could only be transported by air, posing a further challenge for TIPNG.

In future we recommend that for areas such as these, transporting of manuals be prioritized.

## Limitations

Although we covered all regions and most provinces, we cannot say that we had a “representative sample” of all polling places. For this reason the results should be understood to be representative only of the areas in which we observed.

## 2. The Election Observation Report

This section reports the findings from data collected from the 2017 TIPNG Election Observers in the Polling Place Survey and the Voters Survey. The Polling Place Survey data is gathered based on the observers' observations on the conduct of the election in each of the polling place they were stationed, and the Voters Survey data was sourced from face to face interviews with the voters.

The survey findings are presented on the following themes:

- To what extent did voters perceive the elections to be free and fair?
- Was polling place management and election administration carried out in accordance with the *Organic Law on National and Local Level Government Elections*?
- What was the response to the Observers?

While most of the findings are presented in general, certain sections of the report present the results by region and gender to give further insights on what was observed. When reporting results we have stated the number or percentage of observations that showed something, and not the percentage of polling places, or the percentage of observers. This is because in some cases observers observed more than one polling place or because sometimes a single polling place was observed by more than one observer. In most cases observers answered every question. However, in some cases the number of people answering a particular question was low. In these cases we have either omitted the data or reported how many responded.

Each section below looks at the results of survey questions. For each we have included actual comments from the observer's books. However, these have been edited so as to ensure that there are no names of candidates, their supporters or polling staff. We have also corrected spelling, mistyping and rephrased sentences where the reduction in context makes it difficult to infer the intended meaning.



## Voters' Perspectives: Were the Elections Free and Fair?

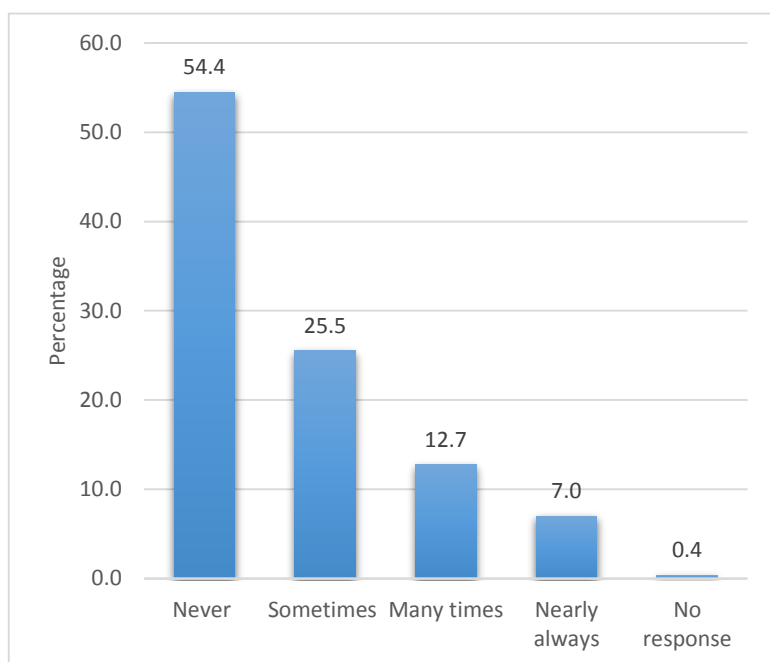
To assess how free and fair the 2017 elections were, the voter questionnaire described several situations. For each situation, the voter was first asked how often it happened during polling, if at all. Then the voter was asked to say how fair they thought it was.

- Voters being offered bribery or ask for bribery to vote for a particular candidate
- Voters being threatened if they do not vote for a particular candidate
- Voters not being able to vote in secret
- Voters not being able to vote by themselves
- Late start of polling time causing voters to miss out

### Bribery

When voters were asked about the occurrences of bribery during the election, almost half (45.2%) reported that voters were offered bribes or asked for bribes in order to vote for a particular candidate on polling day. Occurrences of bribery on polling day were lower in some localities and higher in others, but bribery is clearly a concern across the country.

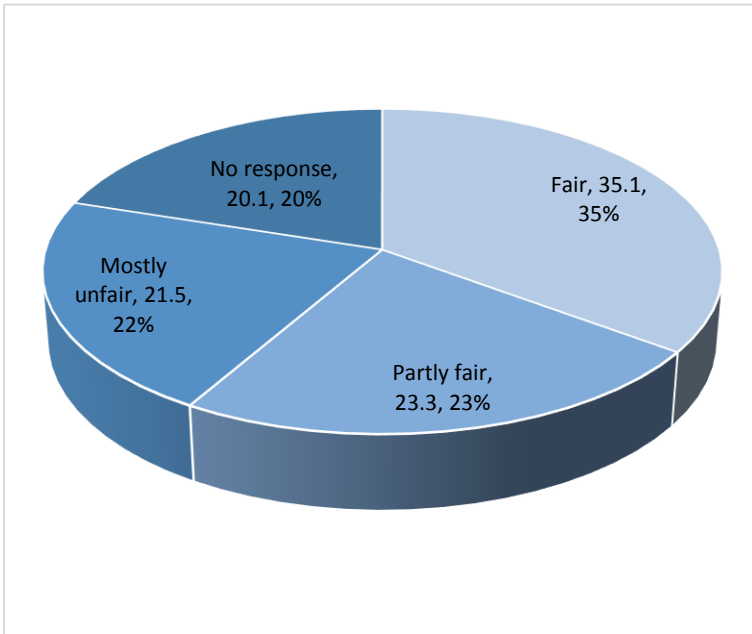
**Figure 1. Voters offered or asked for bribes on polling day to vote for a particular candidate**



Although 45% is a significant figure, our results undoubtedly underestimate the frequency and seriousness of electoral vote buying. The issue of bribery is complex in the Melanesian culture of reciprocity. People receive gifts in cash and kind from candidates especially during the campaign period, but often do not regard these handouts as bribes. Since elections and related activities are highly monetized in recent times, voters tend to appreciate these handouts as a means of payment for their votes. Also, as noted by other observer groups that monitored the campaign

period, much of the vote-buying was in the form of cash, pigs, and food that took place before polling day.

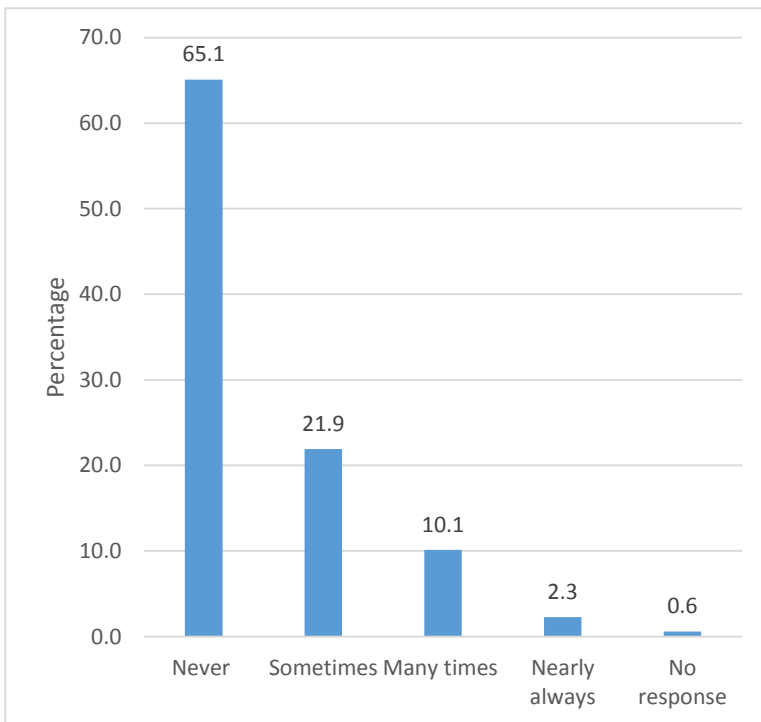
**Figure 2. Election fairness in relation to bribery**



Among voters surveyed, 45% felt that the bribery they saw or experienced during elections made it unfair. Another 35% perceived the 2017 elections to be fair despite the bribery, and 20% did not respond to the question.

### Threats and intimidation

Incidents of threats and intimidation was another area of interest covered in the Voters' survey.

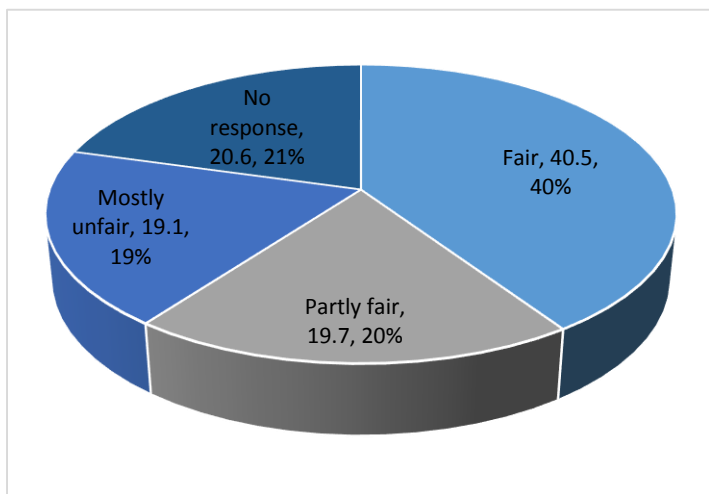


Voters were asked if people were threatened and intimidated by candidates and/or supporters of a particular candidate during the elections.

As seen in Figure 3 below, 34% reported threats to voters on polling day, if they do not vote for a particular candidate: 21.9% said people were threatened sometimes, while 10.1% indicated people were being threatened many times, and it is very concerning that 2.3% reported people being threatened nearly always if they do not vote for a particular candidate.

**Figure 3. People threatened at polls if they do not vote for a particular candidate**

A majority of the voters (65.1%) said that on polling day, people were not threatened or intimidated by a candidate or supporters of a particular candidate. However, generally, voters being interviewed are reluctant to disclose such sensitive information in fear of their own safety. Furthermore, threats and intimidations may be less prevalent specifically during the polling period because people are normally threatened and intimidated before they actually cast their votes.



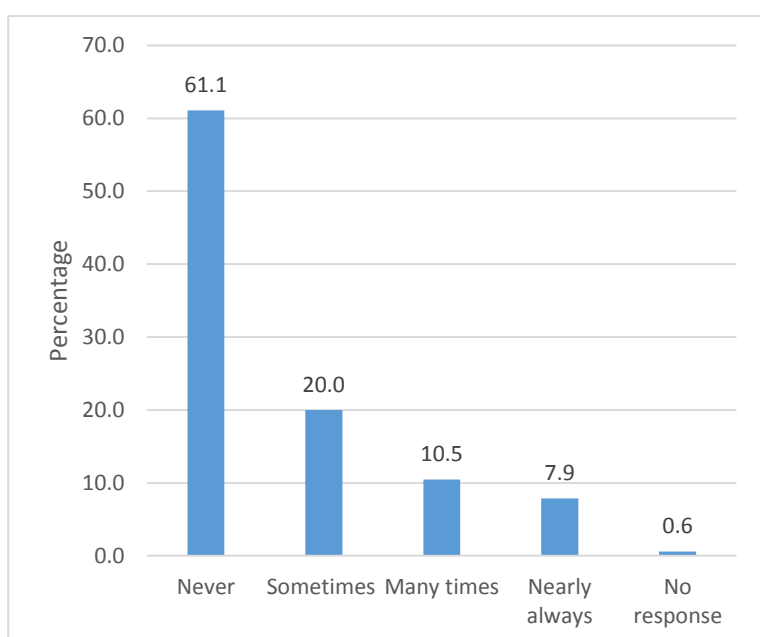
**Figure 4. Voters perceived level of election fairness despite prevalence of threats**

The voters interviewed were further asked to rate the level of fairness of the elections, taking in to considerations the occurrences of threats involved during polling. As shown in Figure 4, 40% felt the threats affected the fairness and another 40% believed the threats did not make the 2017 election unfair. About 20% did not respond to this question.

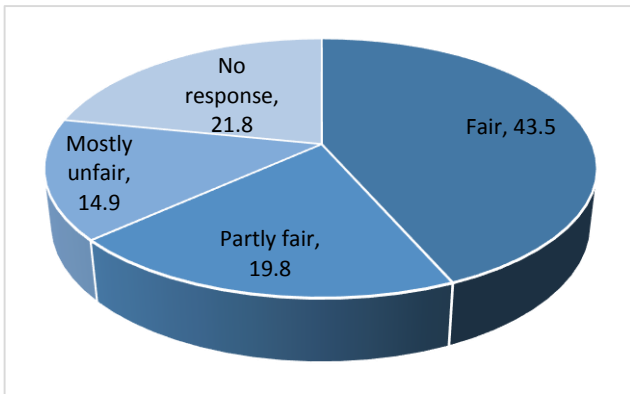
### Ability to vote in secret

The voters were asked if they had seen people not able to vote secretly. About 38% responded that the secrecy of the vote was not always guaranteed (with a third of these saying it was rarely secret). Another 60% did not see issues with the secrecy. Regional variation accounted for most of the differences, with Southern and New Guinea Islands Regions generally upholding secrecy.

**Figure 5. People were not able to vote secretly**



**Figure 6. Voters perceived level of election fairness despite being unable to vote in secret**



Because some people were not able to vote in secret whilst others did, 19.8% thought the election was only partly fair and 14.9% said the election was mostly unfair as people were not able to democratically elect their preferred candidate in secret (see Figure 6). At the same time, 43.5% of the voters interviewed believed that the election was fair in regard to secrecy. This is explained by the greater prevalence of

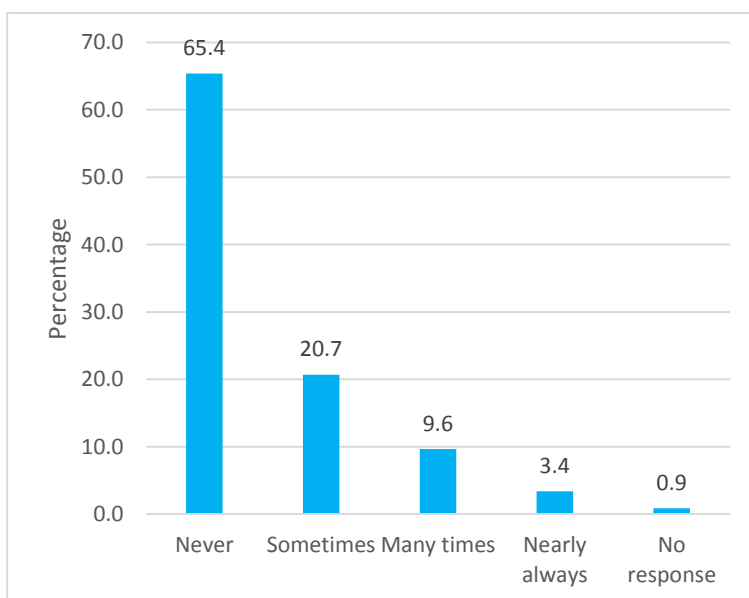
secret voting in the Southern and New Guinea Islands Regions.

### **People unable to vote because their ballot paper was used by someone else**

A serious issue flagged in the voters' survey was the prevalence of voters not being able to vote because their ballot paper was used by another person without their permission.

An alarming 34% of voters reported that voting rights were taken by others, with 20.7% of respondents indicating that sometimes people were not able to cast their votes because someone else used their ballot paper without their permission, 9.6% said it happened many times and 3.4% said it happened nearly always. Another 65% reported they did not see this happen (Figure 6).

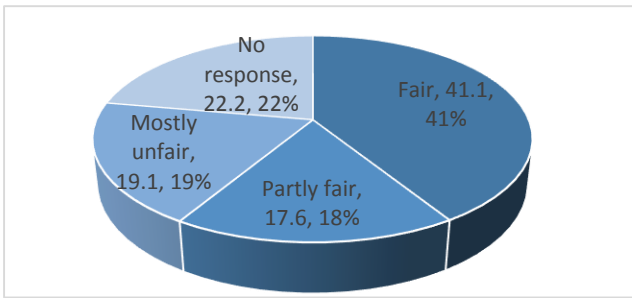
**Figure 7. People were not able to vote at all because someone used their ballot paper without permission**



It is grossly unfair and wrong that a third of people missed out to vote because other people used their ballot paper without their permission. Whether it was intentional or not, it is still unjust that voters were denied their rights this way.



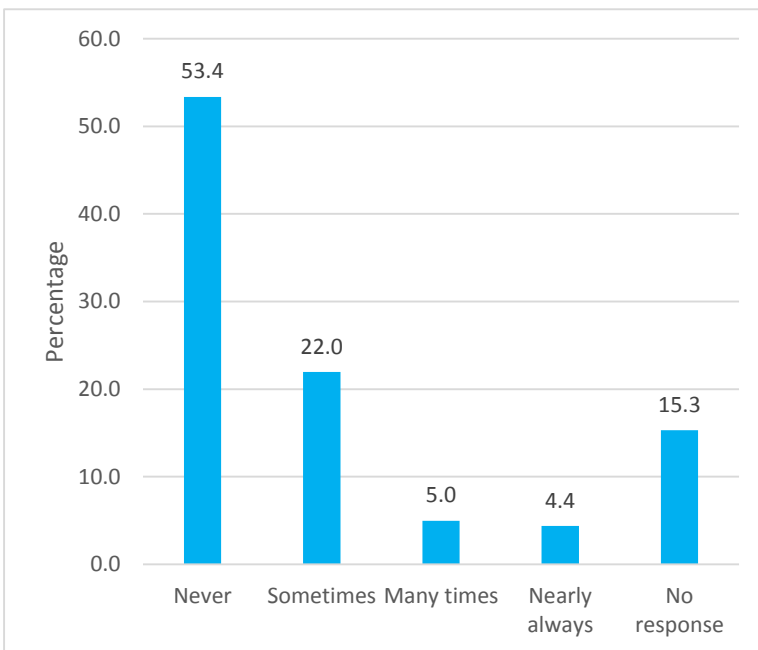
**Figure 8. Voters perceived level of election fairness despite occurrences of appropriations of individuals' right to vote**



About 40% of voters felt the elections were not fair in light of the appropriation of ballots by others, which denied people the right to vote. Another 41% considered that the election was conducted fairly despite the evidence of ballot misuse, which is troubling as well if they do not appreciate the sanctity of the individual vote.

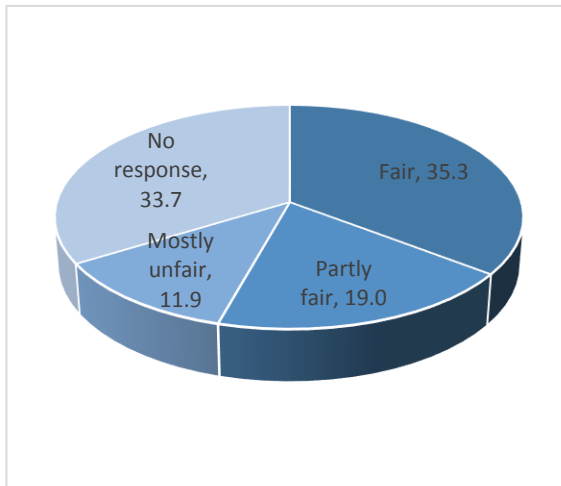
### Preparedness of polling officials

Another situation investigated in the voters' survey was the readiness or unpreparedness of polling officials, which impacted the ability of people to vote. About one third of voters reported that polling officials were responsible for delays in voting that resulted in voters not being able to vote. Although over half did not report such problems, it is unacceptable that a third of voters did report lateness and unpreparedness from the polling officials that denied people the right to vote.



**Figure 9. People cannot vote because the polling officials are not ready**

**Figure 10. Voters perceived level of election fairness despite people not voting because of late starts and polling officials' unpreparedness**



Considering the late starts to polling because the polling officials were not ready, which caused some voters to miss out, 31% thought this tarnished the fairness of the elections. Another 35% thought the election was still fair, despite evidence that people were denied the right to vote. A third did not reply.

### Voter survey results by gender

The responses from the Voters Survey were disaggregated by gender to examine any differences. Interestingly, both males and females reported the same levels of bribery, intimidation, their inability to vote in secret, or not being able to vote at all due to polling officials not being ready.

**Figure 11. Situations encountered during polling by gender**

Voters Survey Question	Never		Sometimes		Many times		Nearly always	
	Female	Male	Female	Male	Female	Male	Female	Male
<i>People were offered or asked for a bribe if they voted for a particular candidate</i>	56.7%	56%	25.8%	25.1%	11%	11.7%	6.4%	6.9%
<i>People were threatened if they did not vote for a particular candidate</i>	65.8%	66.7%	22.1%	22.3%	7.9%	6.9%	3.7%	3.6%
<i>People were not able to vote in secret</i>	62.0%	63.2%	20.4%	19.7%	9.3%	10.3%	8.1%	6.5%
<i>People were not able to vote at all because someone used their ballot paper without permission</i>	67.4%	67.5%	19.7%	21.3%	8.9%	7.3%	3.3%	3.3%
<i>People cannot vote because the polling officials are not ready</i>	55.6%	58.0%	26.5%	25.2%	5.3%	6.1%	6.3%	4.0%

## Was polling place management and election administration carried out according to electoral law?

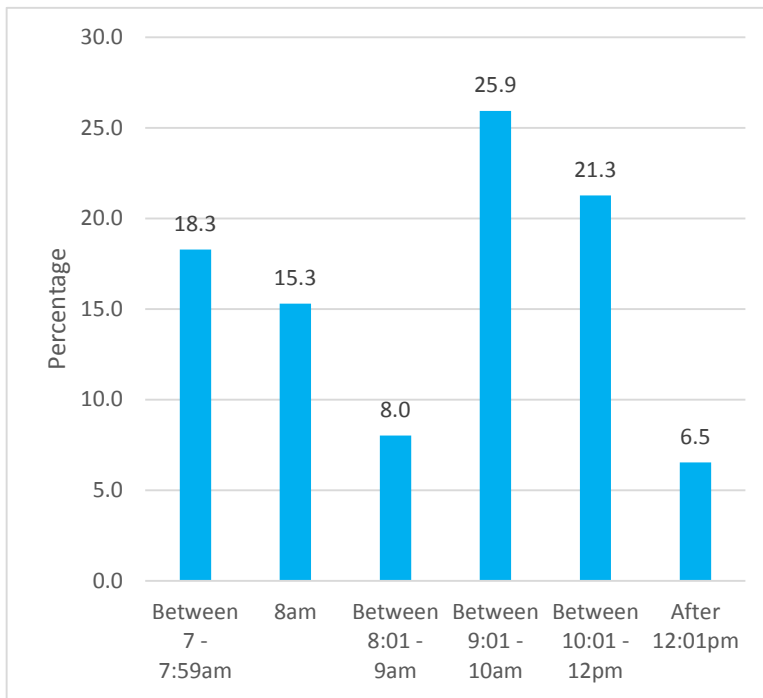
This section of the report presents the findings from elections observations conducted at 536 polling stations throughout the country. The data is reported as percentage of polling places observed. While on site at the polling locations, TIPNG observers completed a questionnaire to record information on the conduct of voters, polling officials and security personnel during the polling day. Observations were made and notes taken at the opening, during voting, and just after voting was closed.



### Starting and Closing times of polling places

With the belief that a free and fair election is delivered when polling starts and finishes on time, the observers were asked to note down the start and finish time of the polling stations they observed. Shown in Figure 12, about 34% of polling places opened by 8am. This includes 18.3% of polling places that opened between 7am and 7:59am and 15.3% of the polling places observed started voting right at the legal time, 8am.

**Figure 12. Opening time**

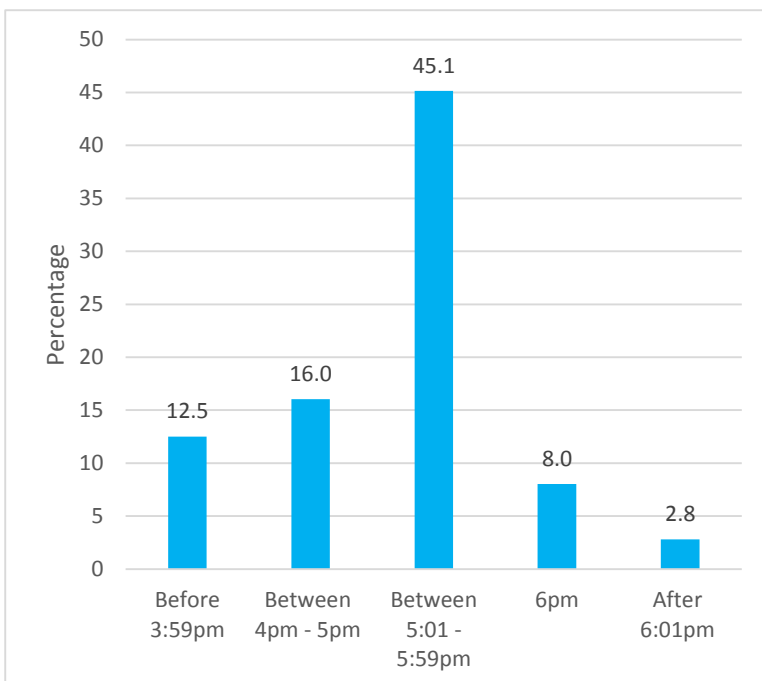


Around 8% of voting started between 8:01am to 9am and most, 25.9%, of the voting started between 9:01am to 10am. About 21.3% of the polling stations stated polling between 10:01 to noon and 6.5% of the polling places observed started voting after noon, which is a worrying statistic. Only 4.7% did not indicate what time polling started where they observed.

The results are a modest improvement over 2012, where 27% of the polling started by 8am and 14% started after noon.

At the same time, however, the 2017 voter survey results show that the late starts had the effect of taking away some voters' rights to vote.

**Figure 13. Closing time**



Depicted in Figure 13 is the closing time observed in the 2017 elections. Only a minority (8%) of the polling stations observed closed at 6pm, and a few (2.8%) closed after 6pm. The great majority closed early. Around 12.5% of the polling places closed voting before 3:59pm; 16% completed voting and closed between 4pm to 5pm and most; 45.1% closed polling between 5:01pm and 5:59pm. In 15.5% the observations did not indicate the closing time.

**Written comments from the observers explain why the opening and closing time differs and for various reasons:**

*Kundiawa/Gembogl Open: "Polling officials arrived at 3pm thus polling starting late. Some voters wanted polling to be deferred to the next day but majority insisted on starting polling that afternoon. Polling went on even after dark".*

*Manus Open: "There was rain early hours in the morning so the place was muddy and officials and police escorts had to stop some distance away and walk all the way to the polling area and the same at the end of the day".*

*Port Moresby North East Open: "Officials were there early but did not have any tables and chairs to set up and took up time till 10am polling commenced"*

*North Bougainville Open: "At about 2:30pm we noticed that only a few voters came to vote and at 5pm we had no voters so the PO and scrutineers agreed to close the polling so at 5:30pm the team took off".*

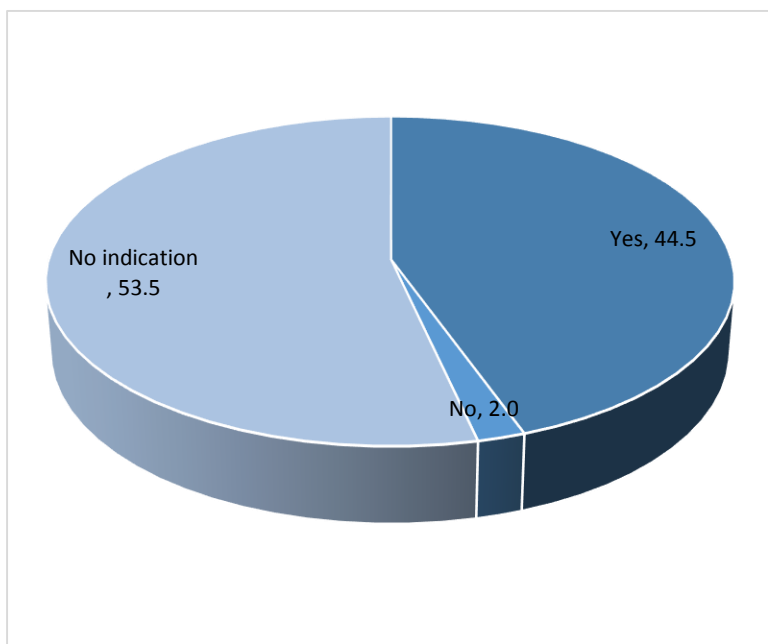
*North Fly Open: "Rain delayed the start of polling in the morning".*

It should also be noted that the dates themselves were shifted and this type of delay caused some difficulties for voters. In parts of Highlands, only one day polling was gazetted, whereas in other parts, polling was spread out from between one and five days of polling. In Port Moresby, for example, one day polling on the 24th of June did not eventuate until the 27<sup>th</sup> June, causing confusion and chaos amongst voters, polling officials and the general public. PNGEC explained that this was to reduce widespread corruption during polling and allow security officials to be able to be deployed after finishing in one area.

## **Election Journal recordings**

Another observation made at the polling stations before voting actually took place was the announcement of the number of ballot papers sent to that polling place; for both the Open and Regional seats and whether or not the information was recorded in the election journal. The election journal was first introduced in 2012 general elections. The journal was for presiding officers to record what had happened on a daily basis including number of ballot papers used against the number of ballot papers issued for a polling station and other matters that affected polling.

**Figure 14. Was information about the number of ballot papers for the polling station recorded in the election journal?**



The vast majority of completed responses to this question were positive, but almost half left this question blank. We were able to confirm that the number of available ballot papers were announced and recorded in the election journal in 45% of the locations observed, and not announced and recorded in 2%.

Written comments from observers showed that in some polling stations, the presiding officer either intentionally or unintentionally did

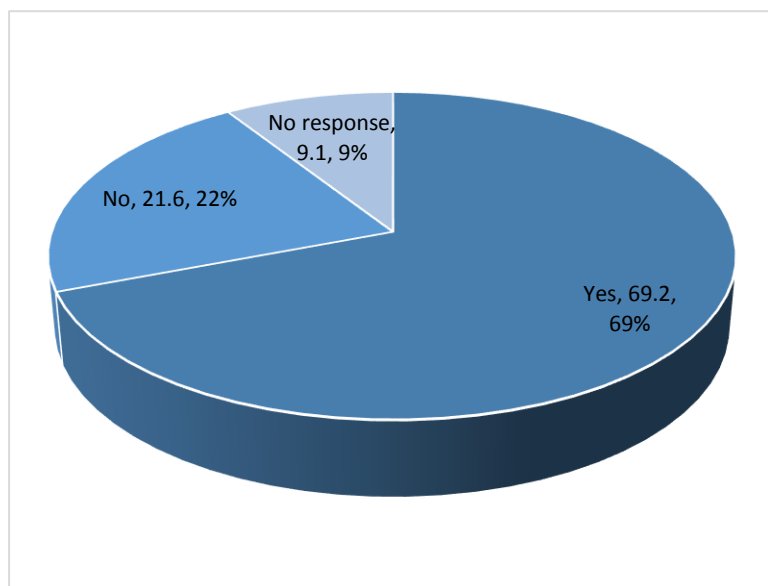
not announce the number of ballot papers for the Open and Regional seats received. Thus this information is either not recorded, or it is recorded in the election journal without the observers' knowledge.

*North Bougainville Open: "Total number of ballot papers used received to be used in this location could not be provided by the PO".*

*Kavieng Open: "The PO did not provide information on how many ballot papers received for use in this polling place both regional and open".*

### Ballot Box integrity

Another critical observation made at the polling places before voting started was the status of the ballot boxes. Observers made notes on whether the ballot boxes were empty before the actual voting started or not. These observations are shown in Figure 15.

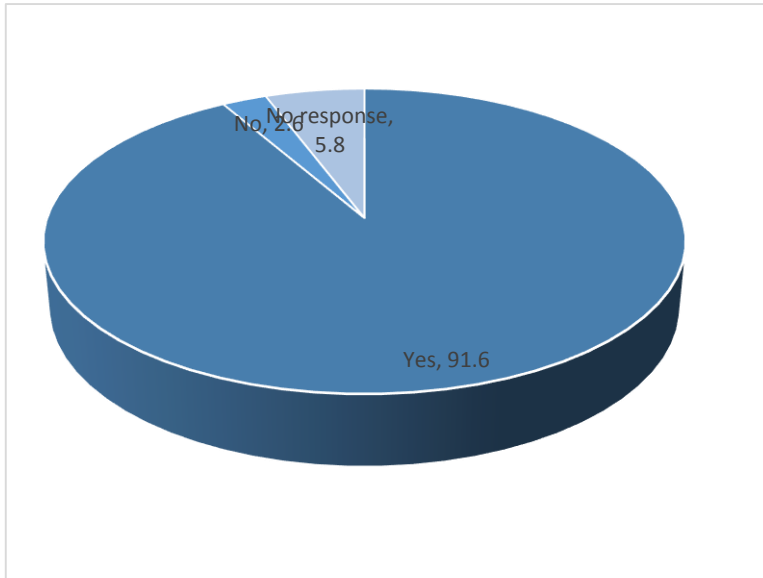


**Figure 15. Was the ballot box shown as being empty before voting started?**

Interestingly, observations in 21.6% polling places indicated that the ballot boxes were not empty before the voting actually took place. This is

a concern consistent with observations made in 2012. Since polling took more than one day in some locations, it is likely that the ballot boxes were not empty because they contained votes cast the day prior. About 69.2% observations noted that the ballot boxes were empty before polling started and 9.1% did not indicate whether the ballot boxes were empty or not before voting started.

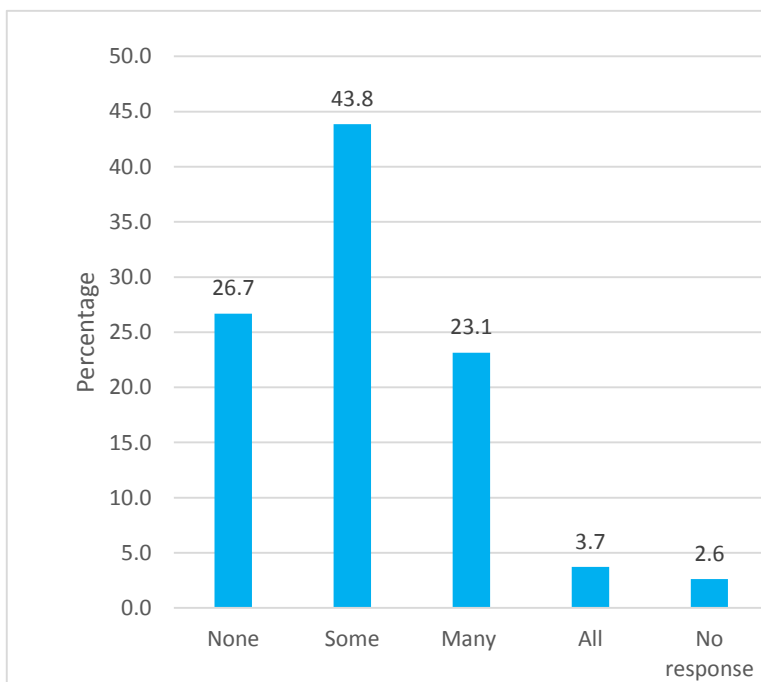
**Figure 16. Before voting started were ballot box seals applied and recorded?**



Further observations on the ballot boxes were made to establish whether the ballot box seals were applied and recorded before voting started. The results are shown in Figure 16. About 91.6% polling places did record and apply seals to the ballot boxes before the actual voting took place. Another 5.8% did not note this observation and the remaining 2.6% indicated that seals were not applied to the ballot boxes and recorded before voting started.

## Accessibility of polling locations

**Figure 17. How many voters had to walk/travel more than an hour to get to polling place?**



A number of observations were made and recorded by observers during voting. For example, observers noted the accessibility of polling locations by voters and the amount of time it took voters to get to the polling place from their homes. Figure 17 shows the percentages of polling places that observers estimated to take more than an hour to reach. About 26.7% of the polling stations were obviously situated where the populaces were, thus taking no more than an hour to get to the voting area. About 43.8% of the polling stations were set up in places where some took more than



an hour to reach, and 23.1% of the voting areas assigned were far from many voters. About 3.7% of the designated areas for voting were in fact so far away from the voters that everyone had to travel more than an hour to get there to vote.

**Some comments regarding polling place locations are quoted here:**

*Gumine Open: “Even though polling resumed the next day, a lot of women and elderly people didn't go back to vote because the polling station was on a mountain. The heavy downpour the previous day made climbing difficult. Set up the polling station at the foot of the mountain in the next elections”.*

*Talasea Open: “This is not the designated area for polling but due to suspected disruption of polling at Kumbango oil palm plantation the polling was brought here.”*

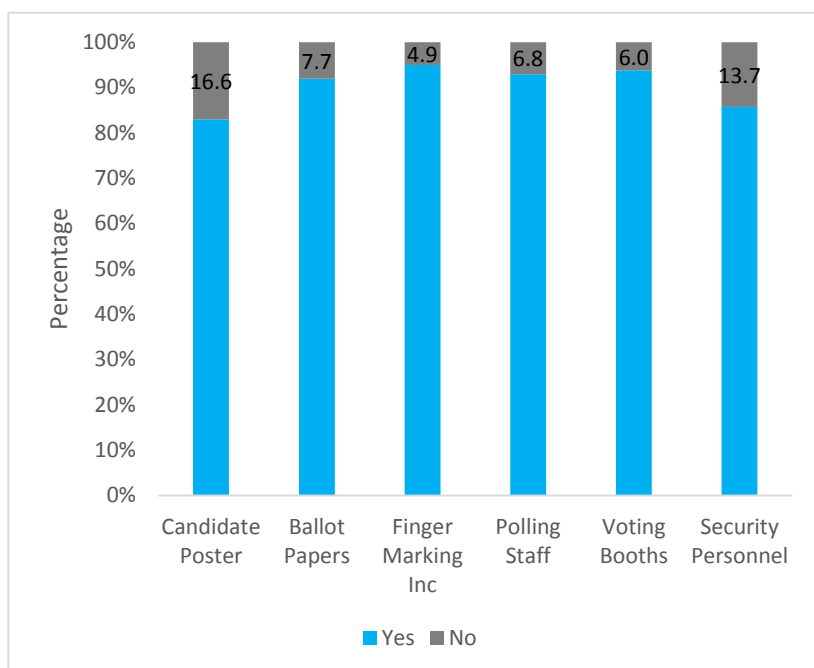
*Wewak Open: “Polling venue was too far for some people so some didn't vote”.*

*Kundiawa/Gembogl Open: “Majority of the people could not vote because polling schedule is not fixed and many changes of polling locations”.*

**Availability of election materials, polling officials and security personnel**

The availability of elections materials, polling officials and security personnel at the polling place was another area of concern covered in the election observations. Observers made notes on the presence of election materials like indelible ink, voting booth and candidates’ posters and if they were available, were there enough for every voter. These observations are presented in Figure 17.

**Figure 18. Did the polling place have enough materials and personnel?**



The results clearly shows that most of the polling places observed had few issues with the availability of election materials including security personnel and polling officials. However, 16.6% of polling places observed did not have enough candidates’ posters and 13.7% reported not enough security personnel.

A look at the results by region indicated that generally there were adequate election materials in the New Guinea

Islands and Momase regions followed by Southern region, and the shortages tended to be in the Highlands Region. The unavailability of candidates’ posters seemed to be the main issue faced by many in all the regions.

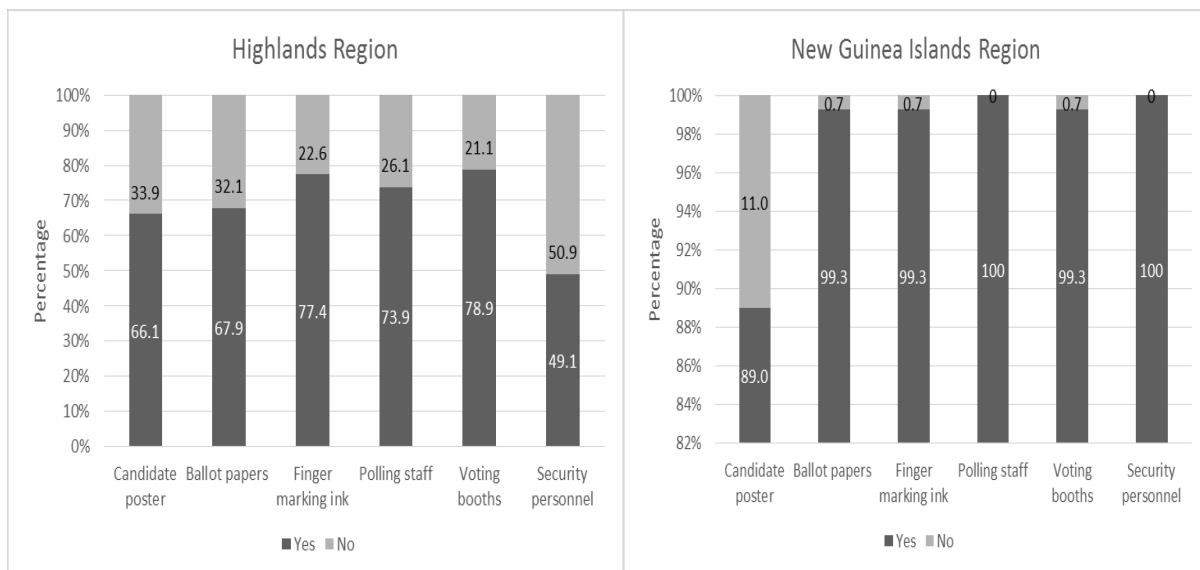
All the polling places observed indicated to some degree, shortages of ballot papers however it was quite high in the Highlands Region, 32.1%. This may be explained by the nonuse of the electoral roll, which resulted in multiple, double and block voting and thus the shortage.

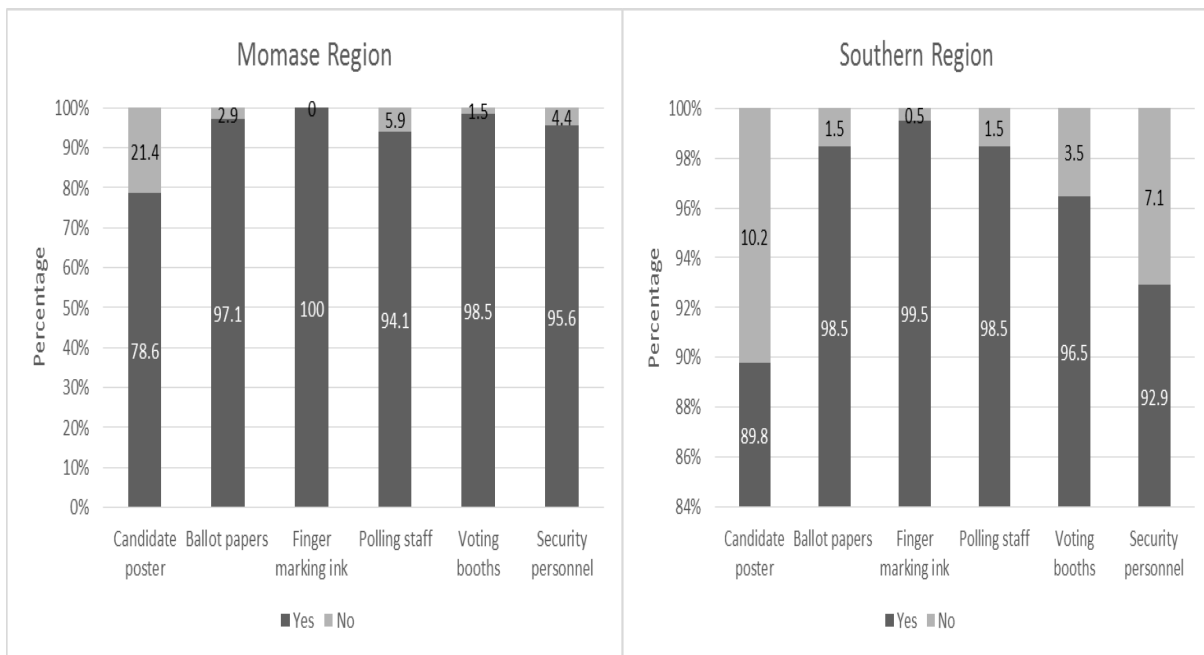
*Hagen Open: “Polling officials didn't use the ward roll, shortage of ballot papers and officials bribed by the scrutineers”.*

This result makes sense when considering the unavailability of polling officials (26.1%) and security personnel (50.9%) in the Highlands Region. Because there were not enough polling officials and security personnel in many polling places in the region, the democratic voting processes were abused.

*Kundiawa Open: “Lack of security presence gave opportunity to a group of young men who took over the polling station. There was double voting and women and elderly people were the victims”.*

**Figure 19: Did the polling place have enough materials and personnel, by region**





Lack of security at the polling places is very concerning. Results indicate that half of the polling places in the Highlands Region did not have enough security personnel to enforce freedom and fairness during polling. Comments from the observers show the police were unable to control crowds:

*North Waghi Open: "Even though the polling was taken over by the locals the security couldn't do anything".*

*Kundiawa Open: "The voters were getting out of hand and there was not enough security in this area and PO did not call the number of papers both used and unused".*

Even though 7.1% indicated inadequacy of security personnel in the Southern Region, this was less of a concern because voter behavior was generally orderly and there was greater abundance to polling procedures during elections.

More discussions on the availability and use of specific election materials are reported in later sections of this report however a few comments regarding this question are quoted below;

*Kavieng Open: "Many candidates' posters were not displayed outside to give clear view for voters to choose a leader".*

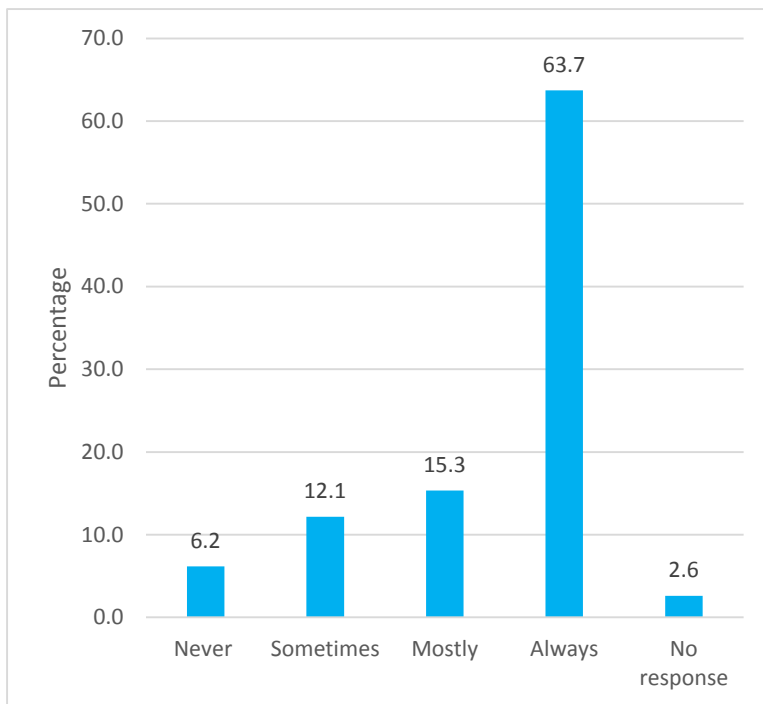
*Wabag Open: "Polling was poorly conducted in this ward due to inadequate polling officials, lack of security and no proper polling materials provided".*

*Hagen Open: "Shortage of ballot papers and lack of security personnel".*

## Ability of scrutineers to fulfil their role

Candidates' scrutineers keeping a watchful eye to ensure voting is conducted fairly during polling, was another topic of interest observed during the elections. The observers were asked to note down whether the scrutineers were able to see everything at the polling place (except who people voted for) or not. Results shown in Figure 20 indicated that in 63.7% of the polling stations observed, the scrutineers were able to see everything, except who people voted for.

**Figure 20. Ability of scrutineers to see everything at polling place (except who people voted for)**



Interestingly 6.2% said that the scrutineers never saw what happened during the polling and 12.1% indicated sometimes, while 15.3% reported that most of the time, scrutineers were able to see everything.

It is a concern that 6.2% polling places indicated that the scrutineers were not able to see anything at all during polling. It could mean that either there were no scrutineers at the polling place or all scrutineers were excluded from monitoring the polling place.

Scrutineers involvement during polling is critical to ensure a free and fair election is being conducted thus not being able to keep a watchful eye during polling is concerning. Because of the ever growing number of candidates, some polling areas may not be spacious enough to accommodate all scrutineers.

As observed in *Rabaul Open*: “Scrutineers overcrowding the polling area”.

Comments made by observers indicated that in some places, the scrutineers were active in performing their tasks:

*Manus Open*: “Scrutineers keeping a good watch of people of that area during voting and sending away people from other places who were present at that area to vote”.

*North Fly Open*: “Scrutineers were upset that polling started late so they wanted polling to start the next day but the electoral commission through the polling officials advised that polling should go on the polling started at 11:13am”.

*Kokopo Open: "Scrutineers were too close to the polling booth whenever there was a disable voter just to witness if the helper is helping or forcing them to vote others".*

*Talasea Open: "The scrutineers found out that the officials only brought 3305 ballot papers which is not equal to the number of people living there which resulted in the suspension of polling that day".*

In other polling places, the access granted to scrutineers was abused:

*Hagen Open: "Not a fair election. Polling was hijacked and scrutineers marked all the ballot papers".*

*Kokopo Open: "Scrutineers controlling the voting and no privacy given to disable voters and most people missed out".*

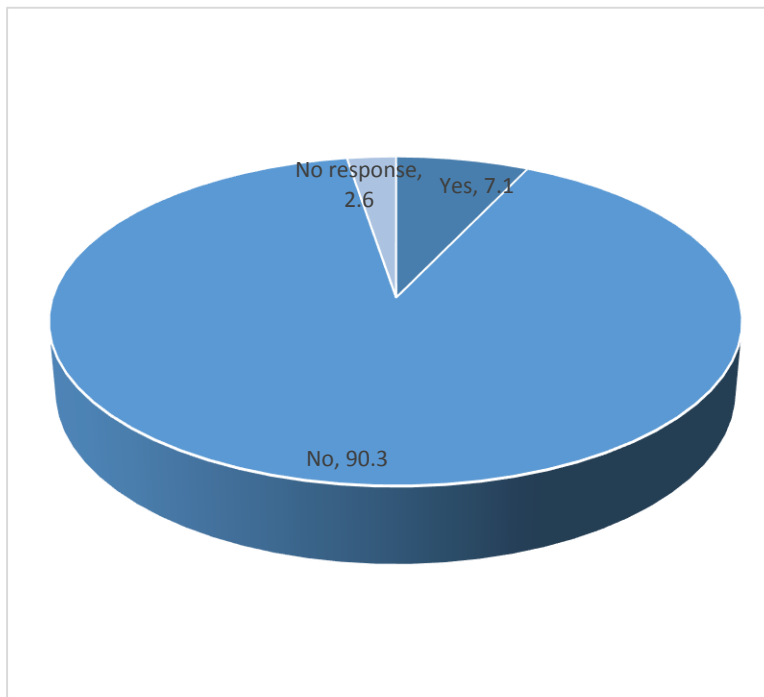
*North Fly Open: "Scrutineers were controlling the voters and the polling officials".*

*Ijivitari Open: "Scrutineers were assisting voters to vote which I believe it's not their job".*

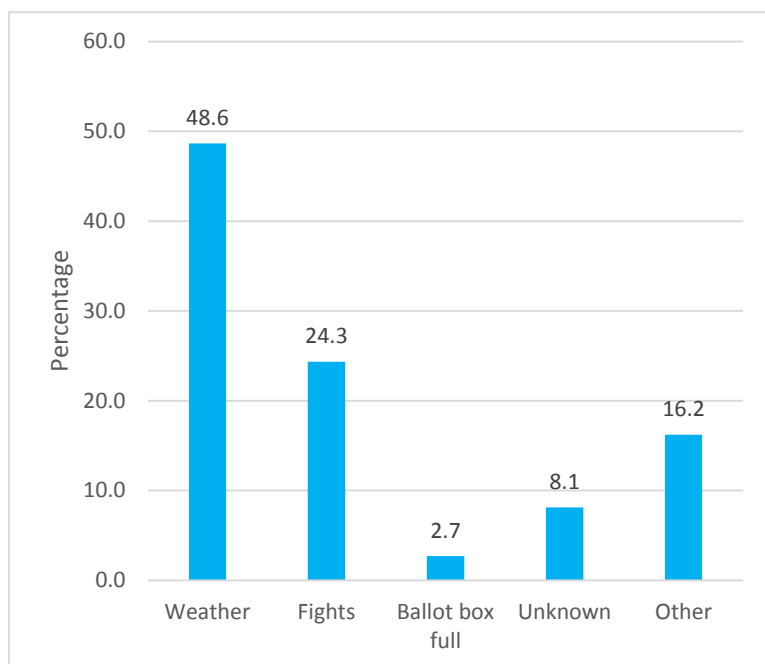
### **Ballot Box observation during polling**

Observations on the ballot boxes before polling, during polling and after polling are critical in the election observations. The TIPNG observers were able to record their impressions during polling, noting if the ballot boxes were ever taken away from the public eye or hidden and if so, why. Figure 21 shows whether ballot boxes were taken away or hidden during polling. In 7.1% of the polling places, observers reported cases where the ballot boxes were hidden or taken away while in 90.3% they indicated that the ballot boxes were never taken away or hidden during the polling period.

**Figure 21. Was the ballot box ever taken away or hidden during polling?**



**Figure 22. Reasons for taking away or hiding ballot box during polling**



From the 7.1% polling stations where cases of ballot boxes being taken away or hidden were reported, about half indicated that it was because of bad weather. A quarter observed that the ballot boxes were taken away and/or hidden because of fight. Only 2.7% said the ballot boxes were taken away because it was full and 8.1% reported that the ballot boxes were taken away or hidden for unknown reason. There were 'other' reasons in 16.2% of the cases.

*Alotau Open: "... and the ballot box had been kept overnight by the polling official in the previous polling station".*

*Kagua Erave Open: "The ballot boxes overnighed in the village but there was no problem".*

*Kompam Ambum Open: “Hijacking of ballot papers and people unable to vote”.*

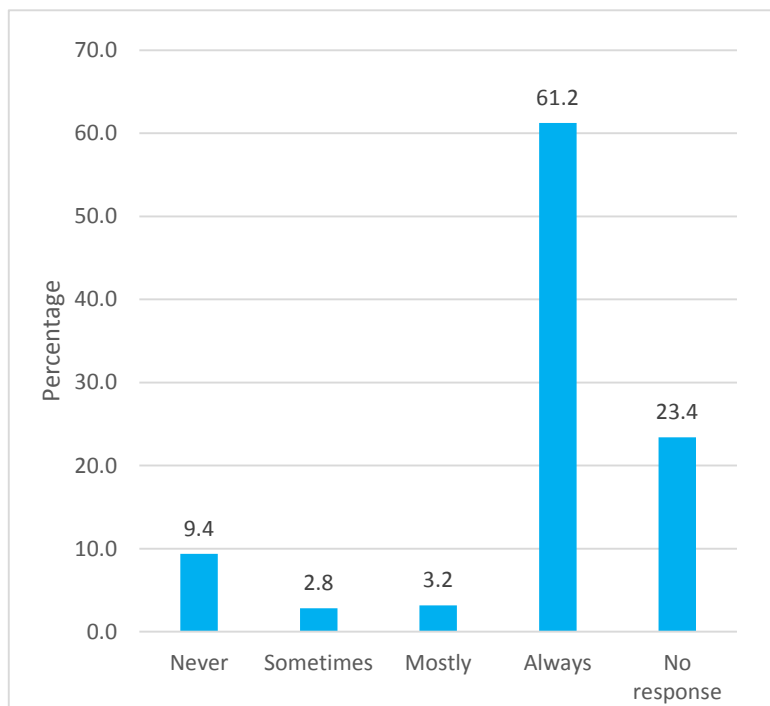
Ballot boxes taken away or hidden during voting because of bad weather seems to be the main reason for observations made in both 2012 and 2017 elections. However, it is quite worrying that the number of ballot boxes taken away or hidden during polling because of fights more than doubled in 2017 (24.3%) as compared to 2012 (10%).

### Use and accuracy of the electoral roll

The 2017 observation found egregious flaws in the electoral roll that are unacceptable and must be addressed. The gross inaccuracies in the roll have directly contributed to election fraud, including double voting, underage voting, and block voting, and using other people’s names to vote. This problem with the roll has continued election after election, and not enough has been done to solve it. As a result, the 2017 election has failed voters, causing many genuine voters to miss out.

During polling, observers were asked to take notes on whether the electoral roll was used or not at the polling places. Observations at polling places illustrated in Figure 22 shows that 61.2% of the polling places observed always used the electoral roll. In 9.4% of the polling stations observed, the the electoral roll was never used during voting. In 2.8% polling places the electoral roll was used sometimes and only 3.2% indicated that the electoral roll was used mostly. There were no indications of whether the electoral roll was used or not in 23.4% polling places.

**Figure 23. Was the electoral roll used?**





The strict use of the electoral roll is generally considered critical in delivering a fair election, however at the same time, it is also critical for the roll to be complete and accurate. In some cases, not using the roll was done to enhance fairness, where in others it had the opposite effect.

Below are some accounts on the use of the electoral roll:

*Anglimp South Waghi Open: "Common roll not used. Voters lined up in their tribal groups. Everyone voted".*

*Dei Open: "Common roll wasn't used and polling officials marked the ballot papers as directed by the community leaders".*

*Goroka Open: "The common roll was not used. Voters queued up and voted until the ballot papers ran out. Some people especially supporters of candidates voted more than once".*

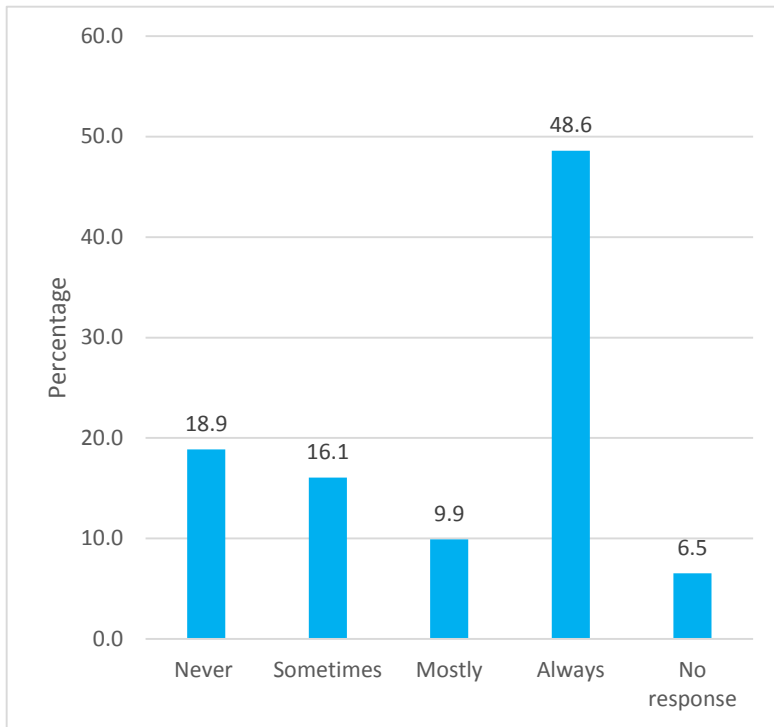
*Hagen Open: "The common roll was not used. Voters queued up and voted until the ballot papers ran out".*

If the electoral roll was used, observers were asked to note if each voter was appropriately identified by questioning before their names were crossed off the roll and allowed to proceed to vote. In 48.6% polling places, observations showed that voters were appropriately questioned and identified before voting.

*Talasea Open: "The officials were careful when it came to checking names making sure no one was using other peoples' names to vote".*

Another 9.9% observations indicated that in most cases the correct procedure was followed, and 16.1% found it was sometimes followed. About 18.9% indicated that even though the electoral roll was used, the voters were not properly questioned and identified before crossing off their names on the roll. These results are shown in Figure 23.

**Figure 24. If the roll was used, was voter identified before checking name off the roll?**

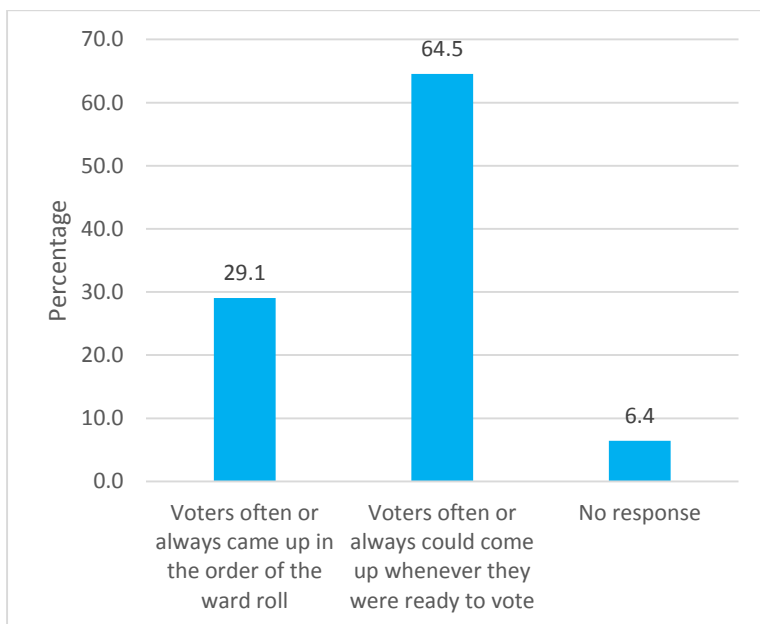


It is a concern when due voting processes are not adhered to by the polling officials who are there to facilitate the voting process and the security personnel responsible for enforcing laws and making sure due processes were followed. Identity theft during voting resulted in many voters unable to vote because someone else had used their names to vote already.

*Kavieng Open: "This guy went up to vote and found that someone else used his name to vote and rose the issue to the PO but there was nothing they could do about it".*

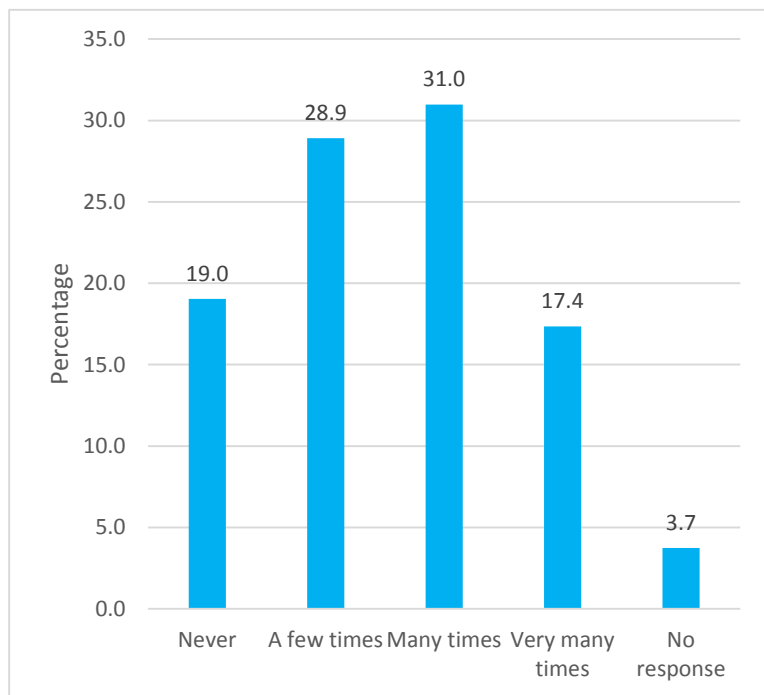
In polling stations where the electoral roll was used, the observers also noted whether the voters followed the list and voted against their own name, or voters were free and just turned up to vote whenever they were ready. About 29.1% of the polling places observed indicated that voters often or always came up in order of the ward roll to vote. This is commendable however it is concerning to see that more than half, 64.5% of the polling places observed, the voters did not go strictly by their names. The ward roll was used, however voters often and always could just turn up to vote whenever they were ready to vote (see Figure 25).

**Figure 25. If the roll was used, in what order did voters come up to the polling clerk?**



People voting using other peoples' names is a concern and occurred all over the country in the 2017 national election. The practice of not following the electoral roll to vote contributed to other illegal practices observed, like underage voting and double voting, as well as resulting in genuine voters missing out.

**Figure 26. How often did citizens say they were not able to vote because they were not on the roll but lived in the ward for a long time and enrolled or voted in previous elections?**

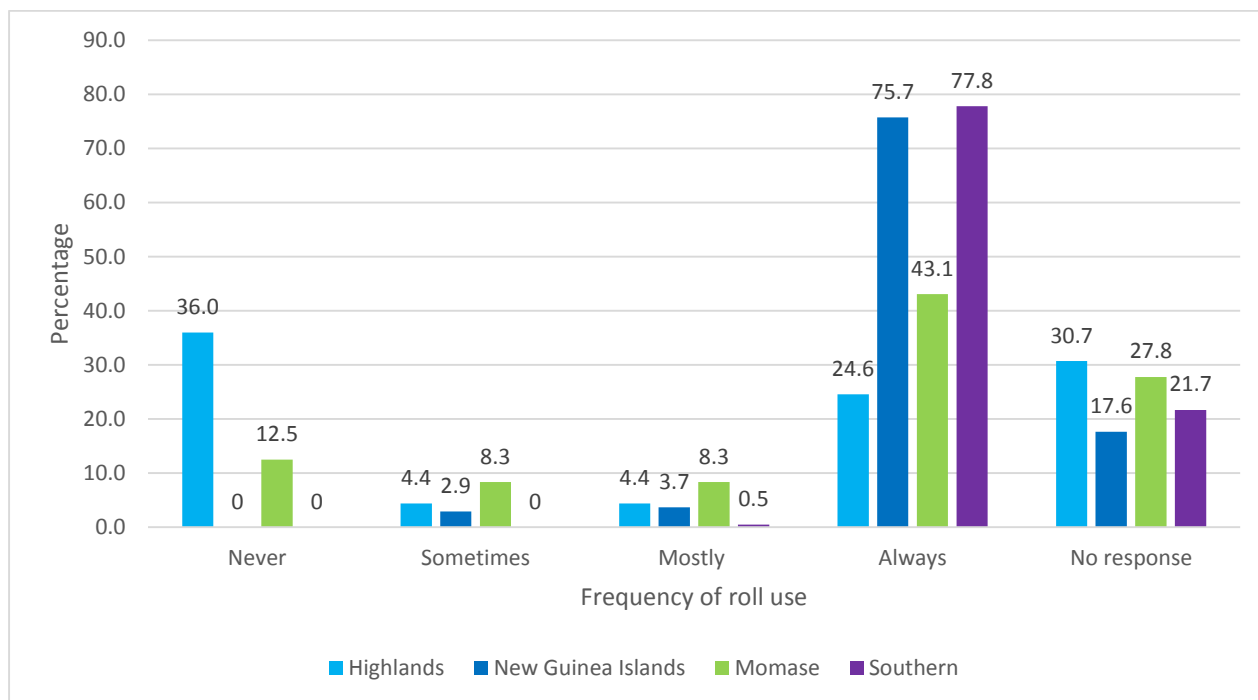


It is a grave concern that 77.3% indicated that genuine eligible voters were not able to vote in this election because of flaws in the electoral roll. The results for this observation are illustrated in Figure 26. About 17.4% witnessed this very many times, 31% observed it many times, 28.9% observed it a few times, and it was not witnessed in 19% polling places.

*Kokopo Open: "Some people in this ward voted in the previous elections but not this year because their names were not in the common roll".*

A look at the use of electoral roll by region shows Highlands region recorded the highest number of observations where the electoral roll was never used (40.4%), followed by Momase region (20.8%) as seen in Figure 26. The electoral roll was reported to be always used in the Southern region 77.8% of the time and New Guinea Islands, 75.7% of the time.

**Figure 27. Frequency of electoral roll use by region**



The flaws in the electoral roll and its negative impact in the election process has dominated comments received from observers. Below are some examples:

*North Bougainville Open: “Majority of our eligible voters did not vote because their names were not on the updated common roll”.*

*Rigo Open: “Polling suspended at 10:45am because voters requested for 2012 roll to be used. Many names missing in the 2017 electoral roll”.*

*Kokopo Open: “This ward comprises of 3 institutions and a small village at the back however only a very few voted almost everyone missed out. Over 500 students including lecturers missed out as well which many found quite disappointing”.*

*Wewak Open: “Not a fair election because many eligible voters names were missing from the roll”.*

*Madang Open: “The only major problem witnessed was many eligible voters of ward 6 who are residents of this place who did not vote because their names were not on the common roll”.*

*Usino Bundi Open: “Many voters complained that their names were not on the 2017 updated common roll but claimed that their names were collected by the ward recorder”.*

*Manus Open: “About 62 eligible voters of this area were sent back and many having voted in 2007 & 2012 did not vote this year”.*

*Alotau Open: “Most people who voted in 2012 were shocked to find out that their names were not on this years’ (2017) roll”.*

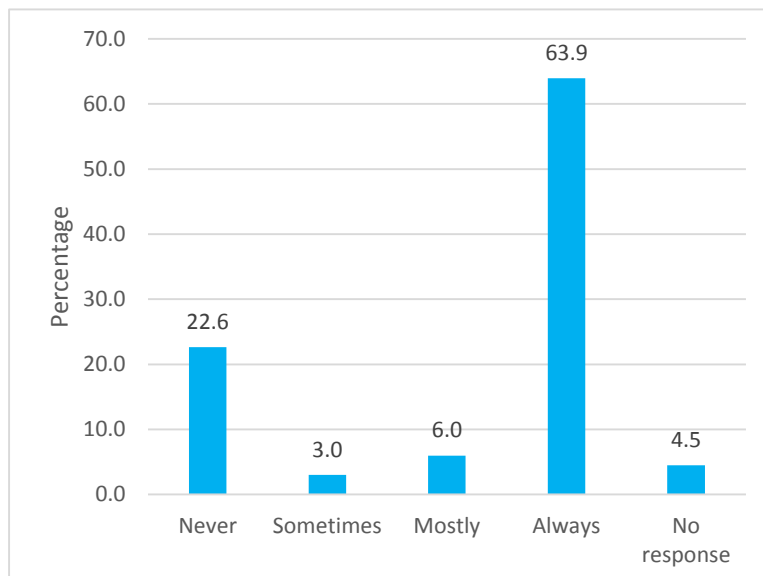
*Port Moresby North East Open: "The common roll was the only huge problem and came to the point that voters and scrutineers wanted to separate one box to those that didn't have their names and the other to those that had their names on the roll but the officials did not allow that".*

*North Fly Open: "The biggest issue with this elections was the names missing from the common roll. About 60% of the eligible voters didn't vote".*

*Kavieng Open: "Most eligible voters missed out on voting due to the fact that their names were not on the updated roll. EC must take this situation into serious considerations and make improvements for the coming elections".*

## Use of indelible ink

**Figure 28. Was ink put on voter's fingers before voting?**

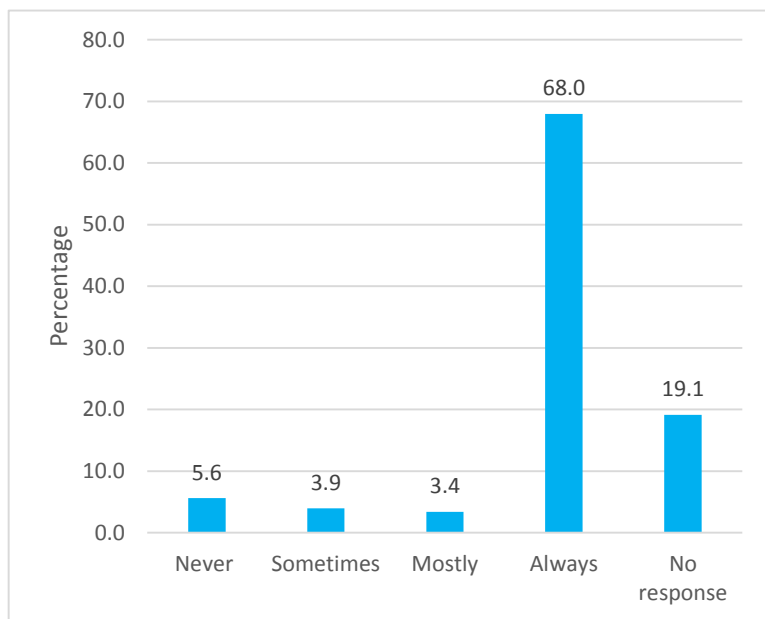


The use of indelible ink is an important measure to prevent double and multiple voting and ensure election fairness. Observations made on the use of indelible ink at polling places indicated that voters always had their fingers marked with an indelible ink after they voted in 63.9% of polling places observed. Interestingly 22.6% showed that the voters never had their finger marked after casting their votes. While 4.5% did not mention anything about the use of indelible

ink at the polling place, 6% indicated that the indelible ink was used most of the time and 3% only used the indelible ink to mark the voters' fingers sometimes (Figure 28).

This is worse in comparison with the 2012 elections, where there were only 2% reported cases where ink was never used and more than 80% reported usage of indelible ink during voting. The use of indelible ink in 2017 declined significantly when compared to the 2012 elections where 22.6% observed did not use ink to mark the voter's fingers. Even though about 70% indicated usage of ink mostly and always in the 2017 election, it was still worse than 83% in 2012.

**Figure 29. Were the fingers of voters checked for signs of ink at some time before giving a ballot paper and having ink put on their finger?**



Another observation made during polling was to see if polling officials did check people’s fingers for any signs of ink on their fingers before issuing ballot papers to voters. These checks are necessary to make sure that the voters vote only once. Results presented in Figure 29 show that in majority of the polling places observed, 68.0%, the officials did check for evidence of ink before issuing ballot papers. About 5.6% indicated that the polling officials never checked the voters’ fingers

before giving ballot papers and 3.4% said they mostly did so.

Some comments from observers about the use of ink are quoted below:

*Henganofi Open: “At this polling station voters fingers were not painted, the common roll wasn’t used and most eligible voters didn’t vote”.*

*Rai Coast Open: “People were double voting and some went on more than two times and a big argument occurred at around 2pm so decided to close the polling. The ink also does not seem to be that strong”.*

*Alotau Open: “The ink used was removable so some were double voting”.*

*Kavieng Open: “PO were not very careful in checking fingers before dipping into the ink to vote. People could easily scrape off the ink and vote again”.*

*Wabag Open: “Common roll was not used and voters fingers were not marked with ink thus people voting more than once”.*

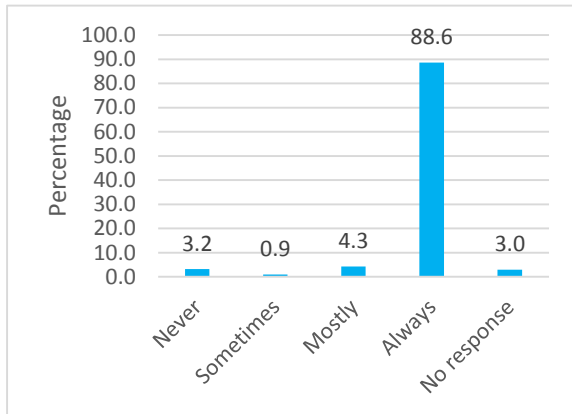
*North Waghi Open: “Some people worked out a way to remove the ink from their fingers and ended up voting more than once.”*

## Signing of ballot papers

Signing of ballot papers by the presiding officer before giving it out to the voter is another measure to contain fraud in elections (Figure 30).

**Figure 30. Are ballot papers signed by the presiding officer just before giving to the voter?**

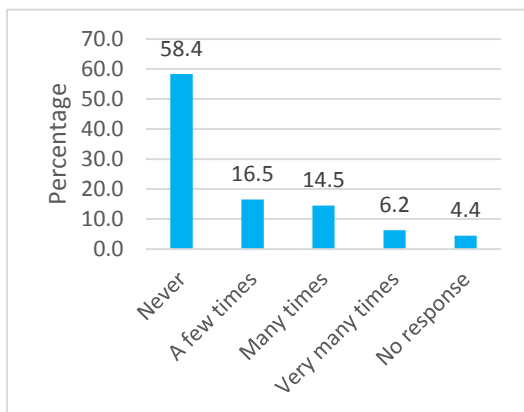
Observers noted if this was followed and reported that in 88.6% polling places the presiding officer always signed before issuing the ballot papers to voters. Another 4.3% reported that the presiding officer signed most of the time and 3.2% reported that the presiding officer never signed before handing out the ballot papers. This could imply that ballot papers were pre-signed and issued to voters during polling time. These results are similar to observations made in 2012.



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## Appropriation of voting rights of others

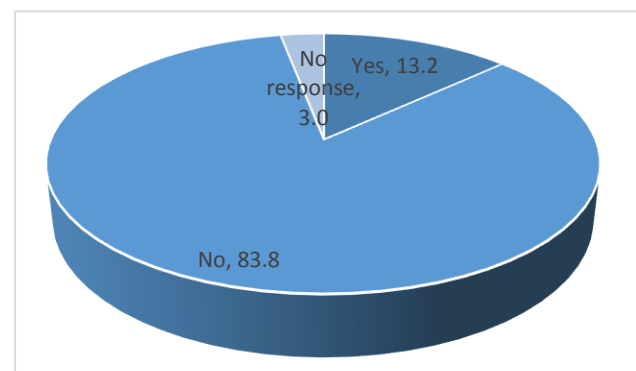
Observers reported that ballots were used by other people without their agreement or without their presence in 37% of the polling places. This occurred very many times (6.2%), many times (14.5%) and a few times (16.5%), as depicted in Figure 31. It was not seen in 58.4% polling places.



**Figure 31. Did anybody vote on behalf of someone else without their agreement or without that person being present?**

It is obvious in the written comments below that there were gross appropriations of votes' rights by others by way of double/multiple voting and block voting. Also noted is the ignorance of polling officials and security personnel involved in facilitating the practice. These results for 2017 are similar to 2012 elections.

**Figure 32. Did you ever see a person or small group filling out many ballot papers?**



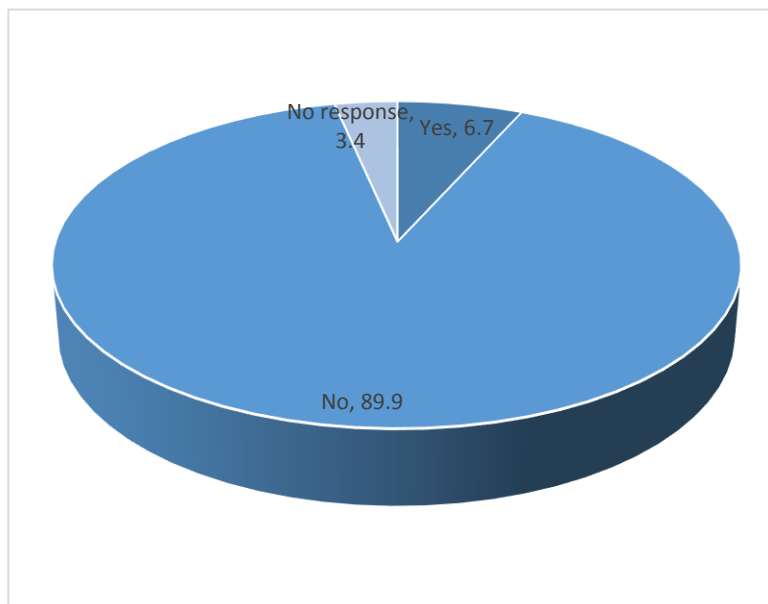
The next question asked if a person or group of people were seen filling out many ballot papers. Results illustrated in Figure 32 show that 13.2% of the observations indicated that there were indeed instances where many ballot papers were marked by one person or a small group of people. These incidents are witnessed during cases where block voting took place.



A majority of 83.8% reported that the scenario was not witnessed at the polling places. Nonetheless, it is very concerning for the 13.2% polling stations where it occurred. No election is considered to be truly fair if votes are being cast by one person and/or a minority group.

**Figure 33. Did you ever see a voter receiving 10 or more ballot papers?**

Another observation regarding the use of ballot papers made was to see if any one voter was issued 10 or more ballot papers to vote. In most places, no person was issued 10 or more ballot papers (89.9%).



However, about 6.7% observed that one person did receive 10 or more ballot papers to mark (see Figure 33). Again, these instances of one person receiving more than 10 ballot papers are very concerning and undermine the true nature of a fair election.

Observers made written accounts of appropriations of voter's rights, including the following examples:

*Kundiawa/Gembogl Open: "Polling stations should not be located in private residences. They should be in neutral or an open area. In this instance, all the voters were locked out of the residence and the ballot papers were all marked by the same people".*

*Goroka Open: "Even though there were 3 policemen on duty, the supporters of candidates filled all the ballot papers".*

*Lufa Open: "Proper processes were not followed. 2 boys sat at the polling station and they marked box 1 and left box 2 and 3 to be marked by the voters".*

*Laiagam/Pogera Open: "Polling hijacked by community leaders. Community leaders issued ballot papers to the clan leaders to fill in".*

*Wabag Open: "Two ladies filled in all the ballot papers for the provincial seat while one boy filled in the ballot papers for the open seat".*

*Ijivitari Open: "People were forced to get into one big group and block vote for one particular candidate".*

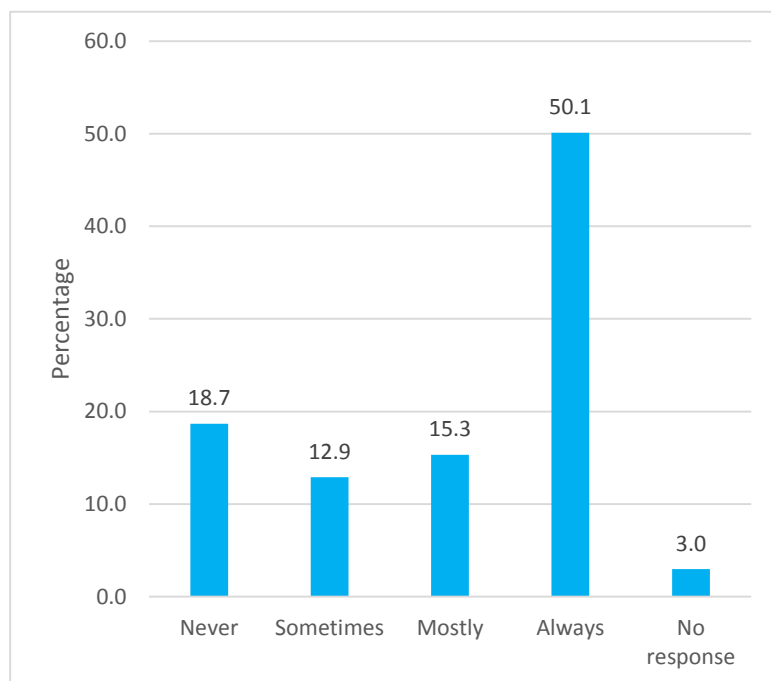
*Goroka Open: "For the Open seat, all the No1 boxes were marked by one person and 2 & 3 were left for the voter to mark".*

*Chuave Open: "The election was not fair. Vote 1 was marked by the officials and some community members".*

*Mul Baiyer Open: "Young men marked all ballot papers in favor of a particular candidate".*

## Secrecy of voting

**Figure 34. Can people vote without others being able to see who they voted for?**

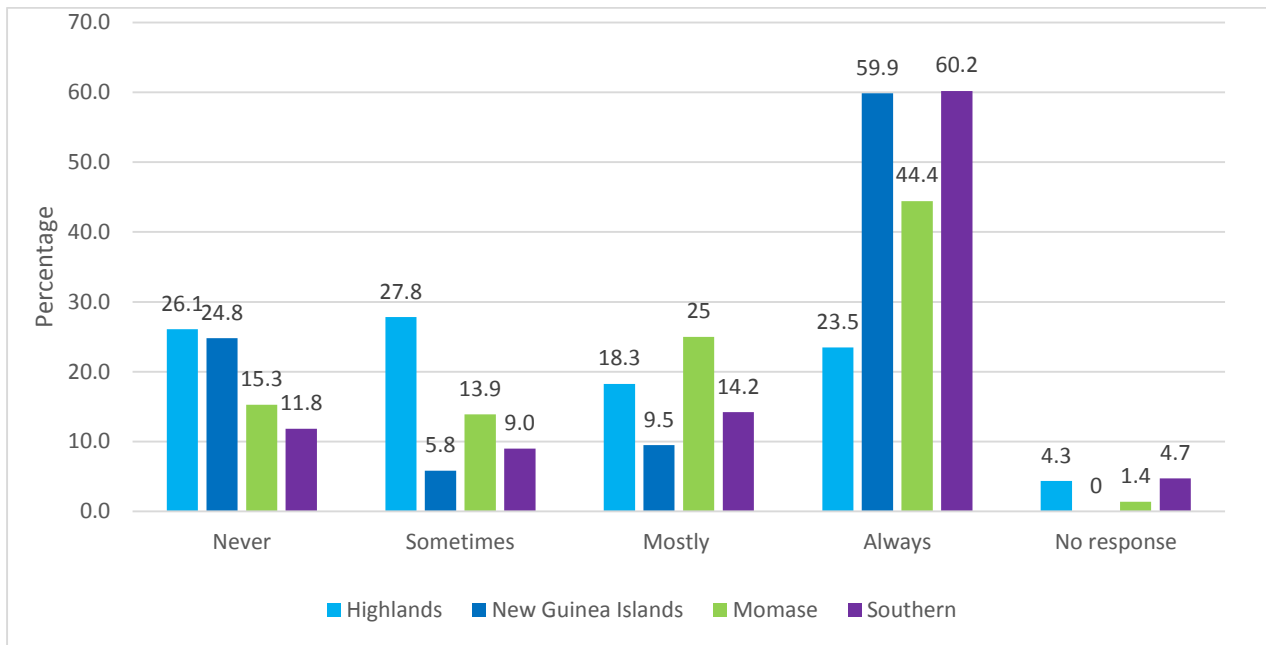


Voting in secret is a prerequisite in achieving a free and fair election. Observations were made to establish whether people were able to vote without others seeing who they voted for, and the results are presented in Figure 34. Only half (50.1%) reported that people voted in secret. Observers reported that 12.9% voted in secret sometimes and 15.3% voted in secret mostly. However, quite troubling is the 18.7% where it was reported that people never voted in secret.

No electoral commission should say an election was conducted freely and fairly when there is evidence of people not voting in secret. This problem was also seen in 2012, where about 36% never or sometimes voted in secret, as compared to 31.6% in 2017. This figure is still nearly a third of the polling locations observed, thus the election obviously was unfair and not free according to international standards.

When looking at the results by region, it is apparent that voters' inability to vote in secret is highest in the Highlands region, where 53.9% never or sometimes voted in secret. This was followed by New Guinea Islands with 30.6% (see Figure 35). The evidence is really alarming and shows widespread of abuse of individual voting rights.

**Figure 35. Were people able to vote in secret? By Region**



Below are some observers’ comments on secret voting:

*Talasea Open: “People were not able to vote secretly because the police and officials were standing close to the booth”.*

*Kokopo Open: “Officials were not strict enough with the ground rules and scrutineers were allowed inside the polling booths which some people couldn’t vote secretly”.*

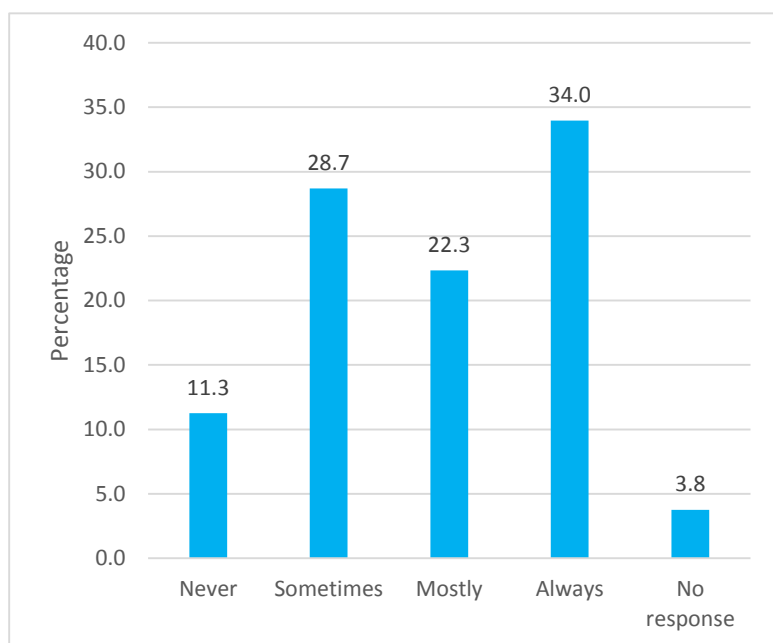
*Kavieng Open: “The polling place was small so the onlookers were able to see who the voter voted. The presiding officer noticed this and had to reposition the polling booth”.*

*The security personnel were standing too close to the booth and the voters weren’t given any form of privacy”.*

## Assistance to illiterate and disabled voters

Assistance given to the illiterate and the disabled was another topic of interest observed during polling. The question was specific on whether illiterate and disabled people were able to choose their own helper to assist them to vote.

**Figure 36. Were illiterate/disabled voters choosing their own helpers?**



While 3.8% made no indication in their observations in this area, it was concerning that disabled and illiterate persons were always assisted during voting by someone of their own choice in only one third of the time (34%). A further 22.3% reported assistance most but not all of the time, and 28.7% only sometimes. It was worrying that 11.3% reported that disabled and illiterate voters were never allowed to choose their own helper during polling.

Observers commented in many instances, that the illiterate were deprived of their right to vote, even by persons they thought would assist.

*Alotau Open: "PLWD were not allowed to choose their own helpers".*

*Mul Baiyer Open: "Helpers of illiterate voters putting their own preferences".*

*North Fly Open: "Illiterate voters were cheated on by the helpers".*

*Rabaul Open: "Elderly people and the ones with disabilities were not given priority".*

*Kundiawa Gembogl Open: "Polling in this ward was unfair because voters, mainly women, PLWDs and elderly people were intimidated/ bribed by scrutineers and supporters".*

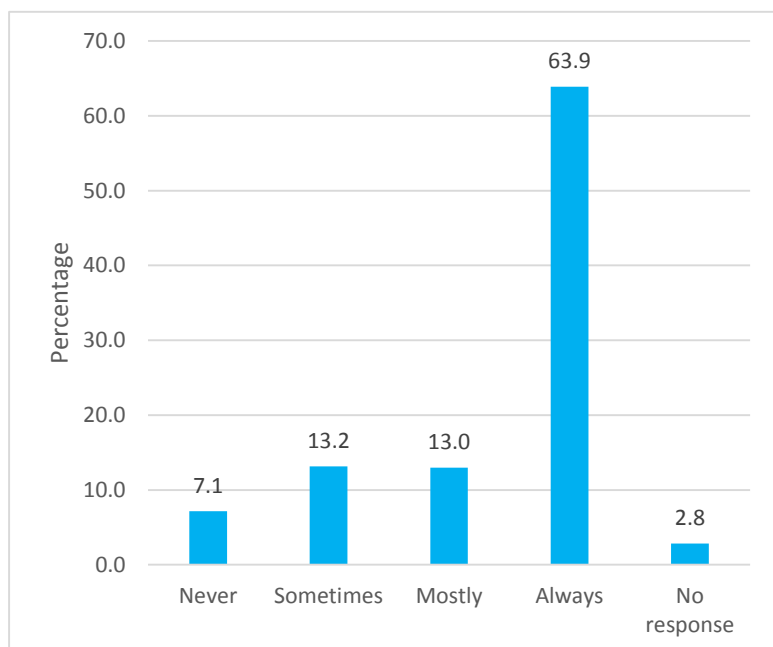
*Kokopo Open: "Most people did not vote and scrutineers were over ruling the officials especially when it came to dealing with the disabilities".*

*Rabaul Open: "A disable voter wasn't able to cast his vote because officials did not attend to him even though permission was given to his wife to vote on his behalf".*

## Rights of women voters

Women's rights for equal participation in the democratic election process were not fully respected in about one third of the polling places observed.

**Figure 37. Were women able to vote freely and without interferences?**

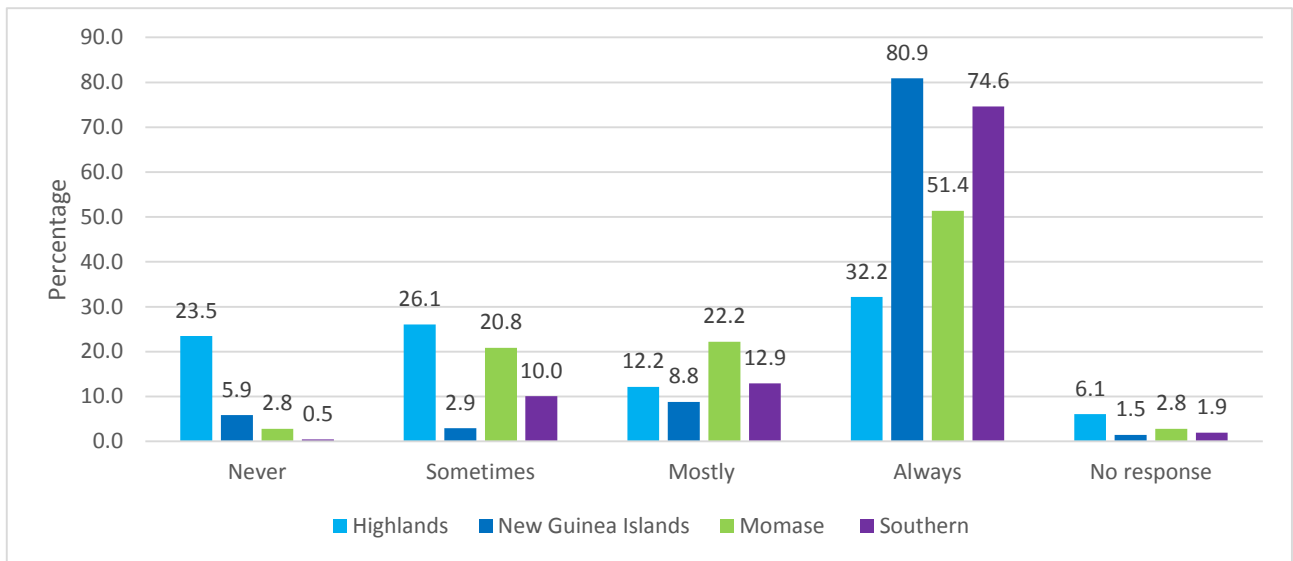


Results illustrated in Figure 37 shows that in polling stations throughout the country, 7.1% reported that women's rights to vote were never respected or women were never given the right to vote, while 13.2% reported that women were sometimes able to vote without interferences, and 13% mostly but not always were able to vote without interference. In nearly two thirds of the polling places observed, women were always able to vote freely. However, it is still unacceptable that the abuse of women's rights

to vote is still prevalent in many places.

A look at the matter regionally shows that women's rights to vote are the least respected in the Highlands region. Almost a quarter never vote without interference, and only one third always vote without interferences. This is followed by the Momase region, where only half always vote without interferences. Even in the New Guinea Islands region and in the Southern region, there are instances of interference in women's voting (see Figure 38).

**Figure 38. Ability of women to vote without interferences by region**



Below are some written comments regarding the abuse of women’s rights during voting:

*Hagen Open: “Mainly women were intimidated by supporters of candidates at the polling station”.*

*Kavieng Open: “A female voter was threatened by the supporters of a certain candidate to vote for his candidate”.*

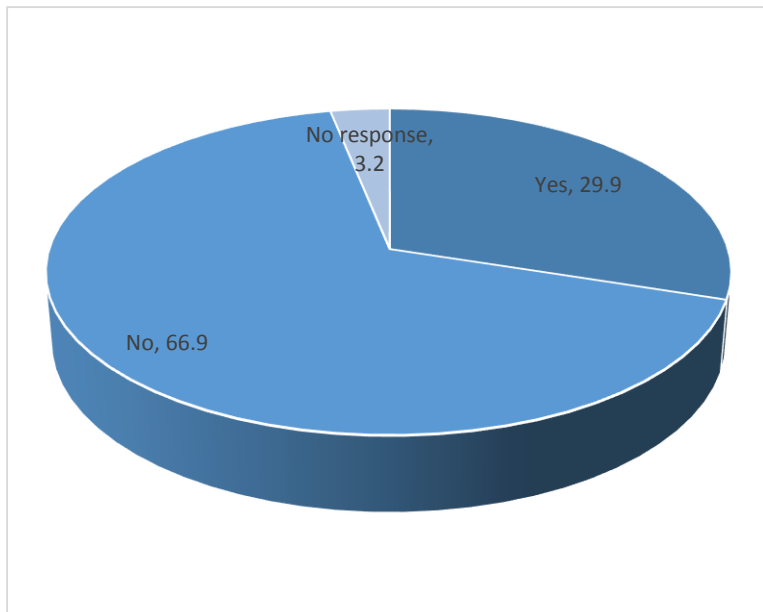
*Henganofi Open: “Women were threatened by supporters to vote for their candidates. So they did as they were told”.*

*Port Moresby North East Open: “A man forced his wife to vote for his favorite candidate”.*

*Alotau Open: “There were cases of husband manipulating the wife”.*

PNGEC instructed the Presiding Officers to have separate entrances and polling booths for men and women. TIPNG observed the separations of polling booths and the entrances to the women-only polling areas. Results of these observations are presented in Figure 39 below.

**Figure 39. Were there separate polling booths or entrances to polling places for women?**



Observers reported that only 29.9% had separate voting booths for the women and 66.9% reported that there were no separations; both males and females entered the polling place from the same entrance and voted at the same booths. Obviously, this is evidence of the presiding officer ignoring PNGEC instructions.

The results are similar to observations made in 2012. There are a lot of comments showing lack of separation of voting facilities and

entrances for women in many locations throughout the country.

*North Bougainville Open: "There were no separate lines for both man and woman and also there was no entrance guard".*

*Ijivitari Open: "There was no proper setting up and lines were mixed up with both males and females in one line".*

*Goroka Open: "There were no separate polling booth for males and females".*

*Rai Coast Open: "The PO did not display and put out separate polling booths and entrance for man and woman".*

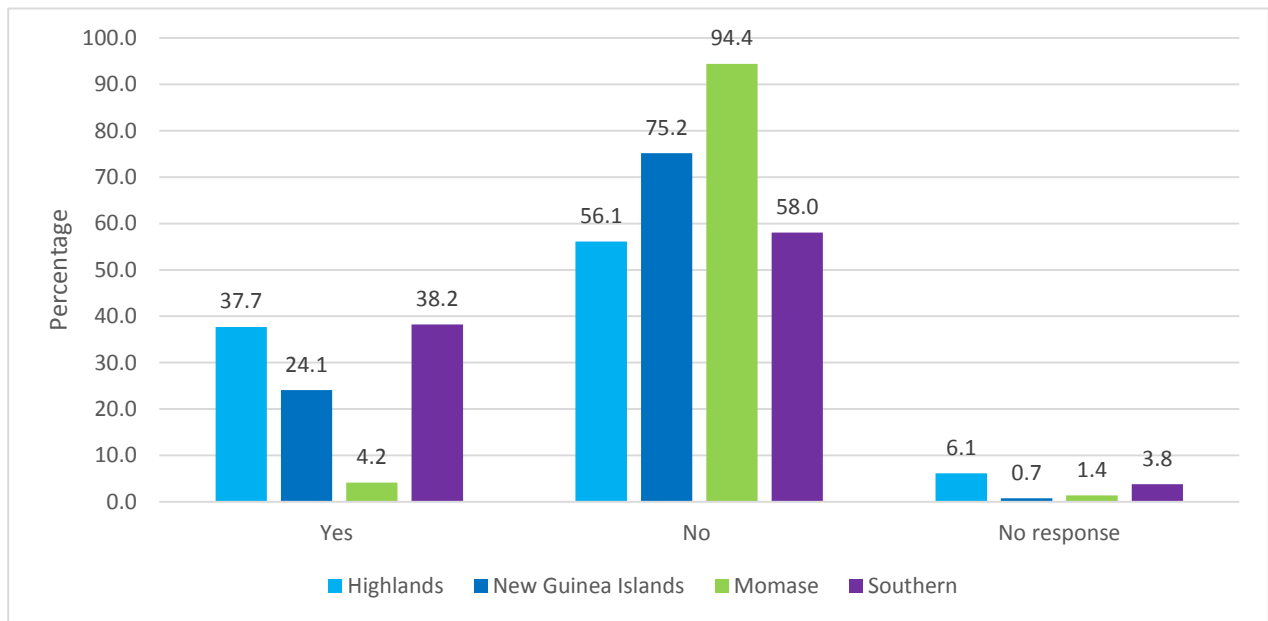
*Ijivitari Open: "Polling was unfair because there were no separate lines for men and women".*

*Port Moresby North West: "At some point women were not treated fairly when standing in line. 5 man had to stand before 1 woman than another lot of man and so on".*

The separation of entrances and polling booths for women varied by region: 38.2% in the Southern region had separate polling booths and entrances for women, followed by Highlands region with 37.7%. There were almost no separations in the Momase region and not many in New Guinea Islands, probably because officials felt there was no need for it in these areas.



**Figure 40. Separations of polling booths and entrances for women by region**



### Bribery and intimidation during polling

Occurrences of bribery and intimidation of voters during polling is another area of great concern. Two questions were asked to ascertain the prevalence of bribery and intimidation.

**Figure 41. Was there any evidence of bribery/intimidation of voters?**

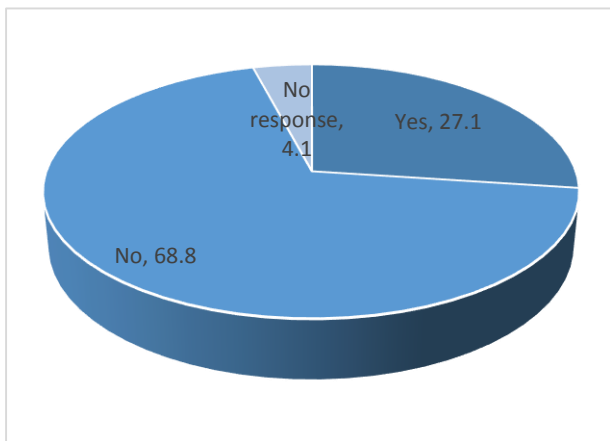
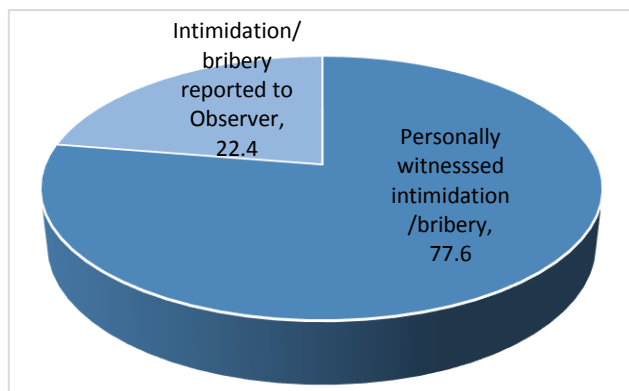


Figure 41 presents results where observers were asked to note if there were any evidence of bribery and intimidation of voters during polling. 68.8% reported no sightings of any sort of bribery and intimidation of voters and 27.1% reported occurrences of bribery and intimidations of voters during polling.

Out of the 27.1% reported cases where voters bribing and intimidation was evident, 77.6% of these incidents were witnessed by the observer personally and 22.4% were reported to the observer by voters, as shown in Figure 42.

**Figure 42. Did you personally witness this or was it reported to you?**



The prevalence of voters being intimidated/bribed during polling is worrying and unacceptable. Some witness accounts by observers on cases of intimidation and bribery are quoted below:

*Kundiawa Gembogl Open: "Polling was disrupted, voters from other electorates came here to vote, there were clear indications of bribery and there was lack of security".*

*Kompam Ambum Open: "Voters where bribed and intimidated during polling".*

*Hagen Open: "Supporters of candidates bribed and intimidated the voters and polling officials. Security needs to be improved".*

*Kerowagi Open: "Poor security, voters were threaten and voted as instructed by supporters and candidates".*

*Goroka Open: "A voter admitted that he was a coordinator of a candidate and that he was involved in bribing voters and hijacking ballot boxes".*

*Kavieng Open: "A male voter was given goods and was promised by this certain candidate that if he vote for him and wins they'll be rewarded".*

*Rigo Open: "Officials arrived late just to find the entrance crowded and there was bribery before polling took place".*

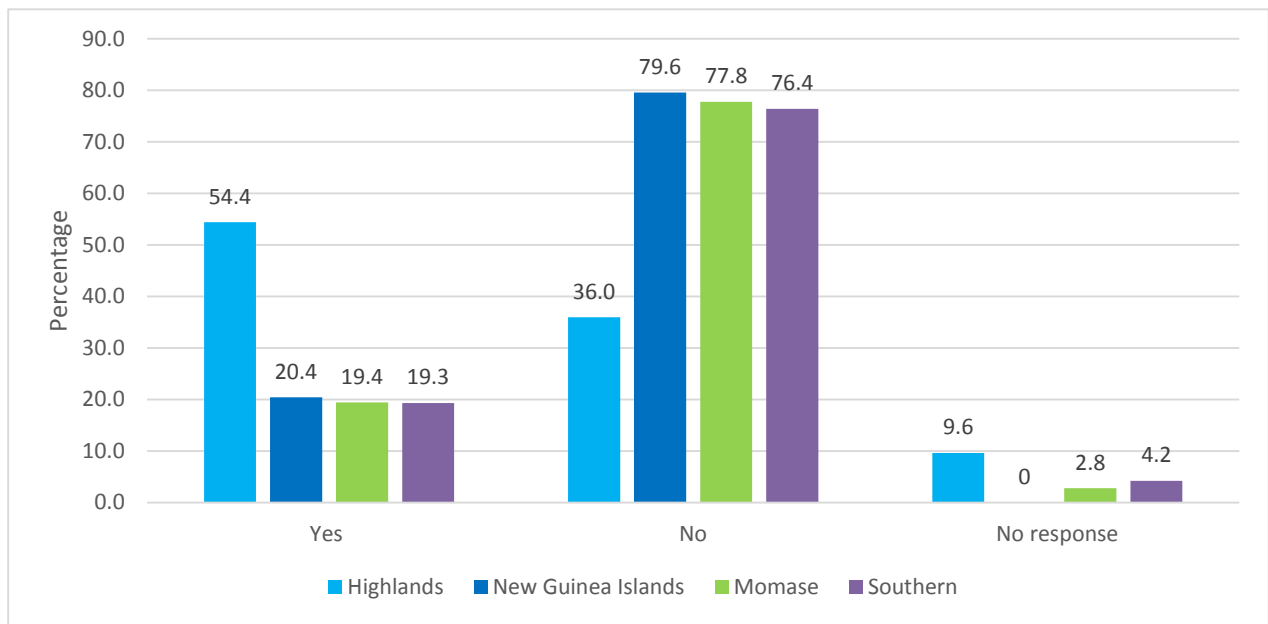
*Madang Open: "One candidate was said to have bribed some committee members so they could buy votes for him".*

*Alotau Open: "Campaigners were bribing voters during polling day".*

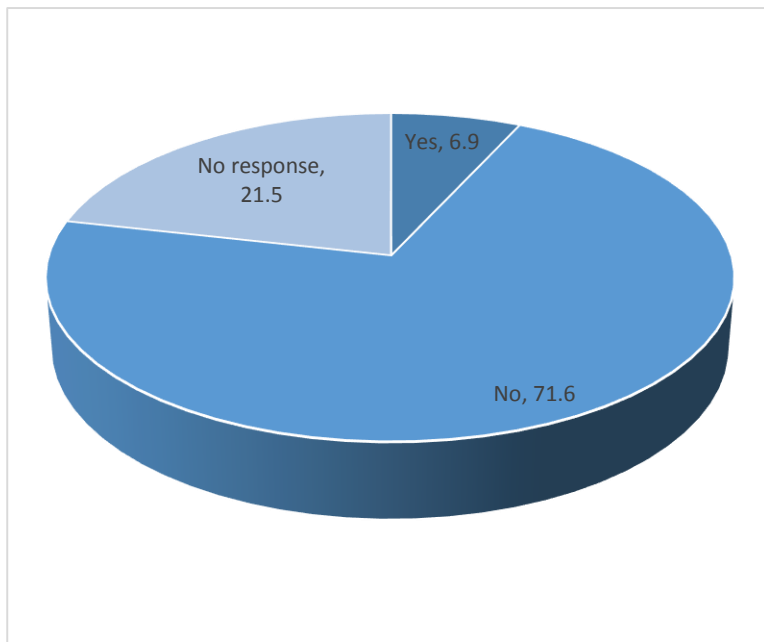
*Ijivitari Open: "Some candidate supporters giving food to voters before voting and wanting them to vote for their candidate".*

A look at bribery and intimidation during polling by region indicated that its occurrence is highest in the Highlands regions with 54.4%. Although it is still prevalent in the other three regions, more than 75% observations in the other three regions indicated no evidence of intimidation and bribery during polling (Figure 43).

**Figure 43. Evidence of intimidation/brining of voters during polling by region**



**Figure 44. Was there any evidence of intimidation/brining of Polling Place Officials?**



Observations were also made to determine whether or not there was evidence of bribery and intimidation towards the polling officials present at the polling place at the time of voting (Figure 44). A majority of 71.6 % reported no indication and/or evidence of any bribery and intimidations towards the polling officials during polling. About 6.9% reported occurrences of bribery and intimidation towards the polling officials at the polling areas.

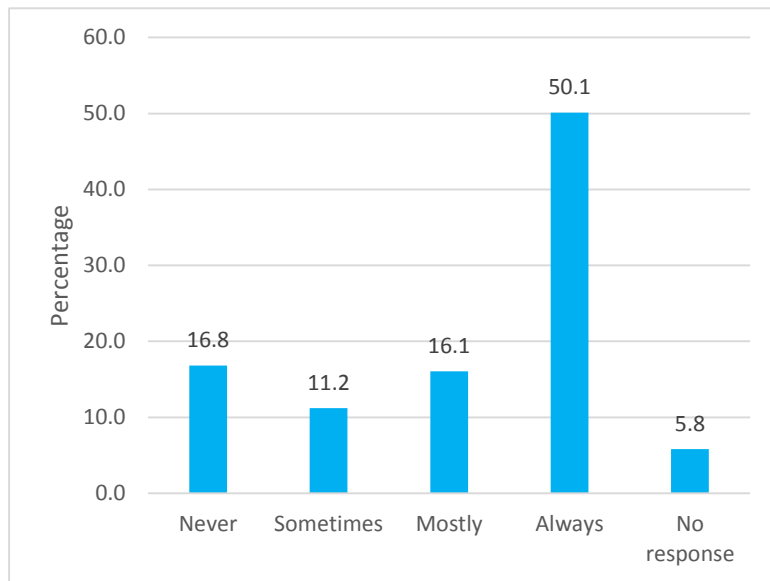
The polling officials are responsible to deliver a free and fair election thus the evidence of their being bribed and intimidated is a serious concern in the 2017 elections. Evidence of bribery and intimidation of polling officials are seen in many written comments by the observers and the results are consistent with the 2012 report.

*Chuave Open: "A certain candidate bribed the officials and some community members to mark vote 1 in all the ballot papers. The voters just marked vote 2 and 3".*

Kairuku Hiri: "Polling officers hijacking ballot papers and involved in bribery".

North Fly Open: "Polling officials were bribed before polling started".

### Impartiality of polling officials and security personnel



**Figure 45. Were the polling officials fair/impartial?**

Neutrality of persons facilitating polling is crucial for the deliverance of a fair and free election. Observers were instructed to note evidence of polling officials and security personnel taking sides or showing signs of favoritism towards any one particular candidate that could compromise their impartiality during polling. Observations reported that 16.8% of polling officials were never impartial when conducting the

polling. Another 11.2% reported polling officials to be impartial sometimes while 66.2% observed that the polling officials were impartial most of the time (16.1%) and always (50.1%), as illustrated in Figure 45.

**Figure 46. Were the police and any other security forces impartial/fair?**

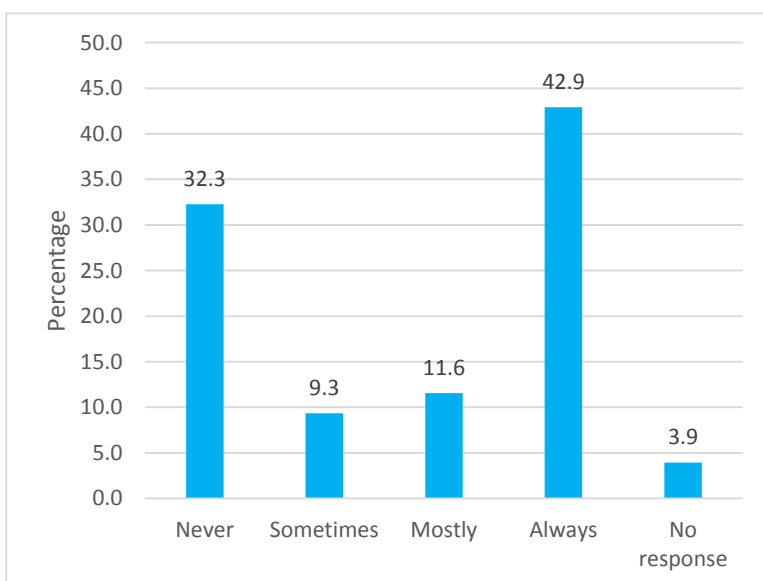


Figure 46 illustrates the neutrality of security personnel on site during polling. It is of great concern to see that 32.2% were never impartial, while 9.3% were only sometimes impartial. Another 11.6% indicated that the security personnel were being impartial most of the time, and only 42.9% reported the security was always impartial.

For elections to be free and fair, the officials assigned to facilitate the election processes must be seen by

voters as impartial. The evidence of unfairness amongst polling officials and security personnel to manipulate the polling process is truly disturbing.

Written comments from the observers indicates that in some locations, the polling officials and security personnel present were being fair and made sure polling was conducted fairly. In other locations, the polling officials as well as the security officials were not being fair to the voters. There were also comments concerning unacceptable behaviors. These results and comments are similar to those from 2012. It is assumed that the impartiality of polling officials and security personnel is compromised where there is evidence of double/multiple and block voting.

Some comments regarding the behavior and impartiality of security personnel and polling officials are given below:

*Goroka Open: "Polling officials filled in all the ballot papers. Nobody voted".*

*North Waghi Open: "Polling official marked box 1 and voters were just marking box 2 & 3".*

*Port Moresby North West: "Few complains about voters using other people's names to vote and why polling officers never did anything about it".*

*Bogia Open: "The polling officials are from this area so many illegal things are practiced".*

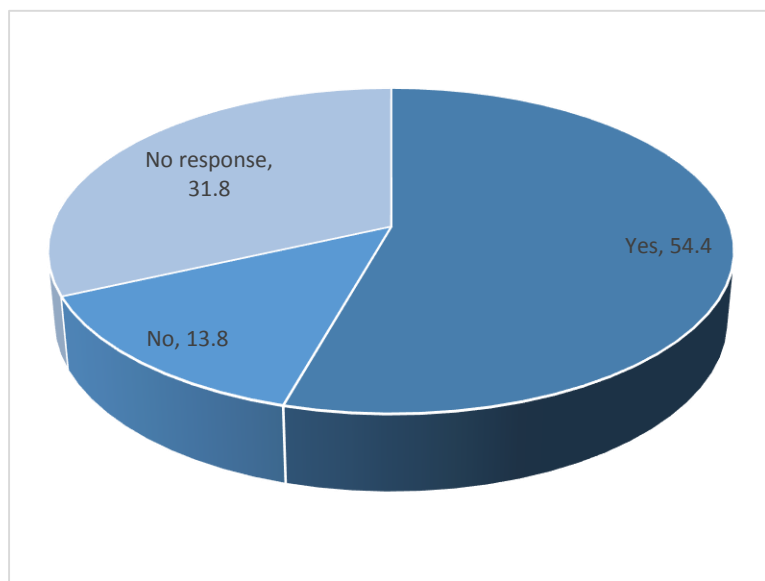
*Hagen Open: "Polling officials were supporters of that particular candidate so they let the supporters mark all the ballot papers".*

*Kundiawa Gembogl Open: "Voters were sent home by 17:00 and the rest of the ballot papers were filled in by the polling officials".*

### **Filling in of the ballot account form**

After close of polling, observers noted whether or not the ballot account form was filled in. The ballot account form, is designed to collect additional information about the movement of ballots and thus would add more accountability to the polling process.

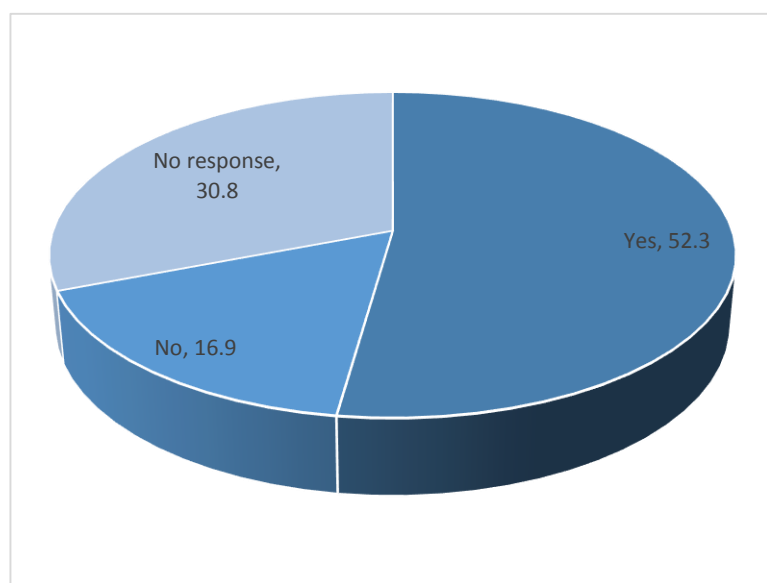
### Figure 47 was the reminder of the ballot account form filled in?



More than half of the observations (54.4%) stated that the ballot account form was filled in, while 13.8% did not fill in the ballot account form after polling ended. This is abuse of procedures. Close to a third did not answer this question.

### Record of unused ballot papers

#### Figure 48. Was the number of unused ballots recorded?



Another observation done after close of polling is the announcement and recording of number of unused ballot papers. About 52.3% reported that the numbers of unused ballot papers left were recorded by polling officials after the voting ended. However 16.9% reported that the numbers of unused ballot papers were not recorded, and 30.8% did not answer this question.

It is noted from comments written by the observers that information about number of unused ballot papers were not disclosed by the presiding officer in many occasions.

There was a case recorded where the left over ballot papers were burned:

*Kompam Ambun Open: "Peaceful polling. Leftover ballot papers were burnt by the security".*

In another case, the voters were told to vote till the ballot papers were exhausted.

*Hagen Open: "Polling officer told voters to vote again because there was still more ballot papers left".*

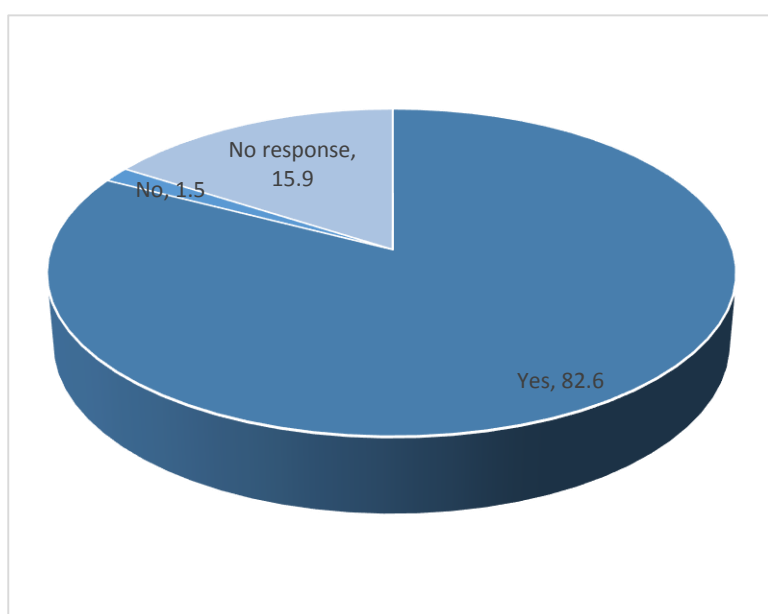
Some comments regarding the recording and/or use of unused ballot papers:

*Chuave Open: "The polling officials and the voters agreed and gave the leftover ballot papers to the scrutineers to mark".*

*Bogia Open: "PO not giving information to the scrutineers and observers on the total number of papers used and how many were left to take back".*

## Ballot box integrity after polling

**Figure 49. Were ballot boxes adequately sealed after closing of the polling?**

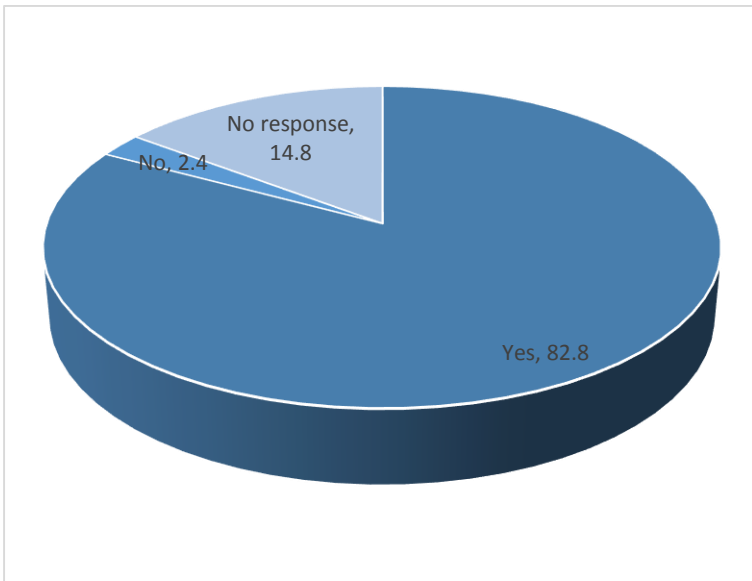


After polling ended, observations continued to see if the ballot boxes were adequately sealed. 82.6% reported that the ballot boxes were adequately sealed and 1.5% reported that they thought the ballot boxes were not adequately sealed. Another 15.9% did not answer this question.

Figure 50 shows the findings when asked if secure arrangements were in place for the transport of the ballot boxes to the counting center. A majority of 82.8%

reported that there were enough secure arrangements made for the transport of the ballot boxes. Only 2.4% reported that there were not enough secure arrangements in place for transporting the ballot papers and 14.8% did not indicate whether there were secure arrangements made for the transport or not.

**Figure 50. Were adequately secure arrangements made for the transport of the ballot boxes and ballots at the end of polling?**

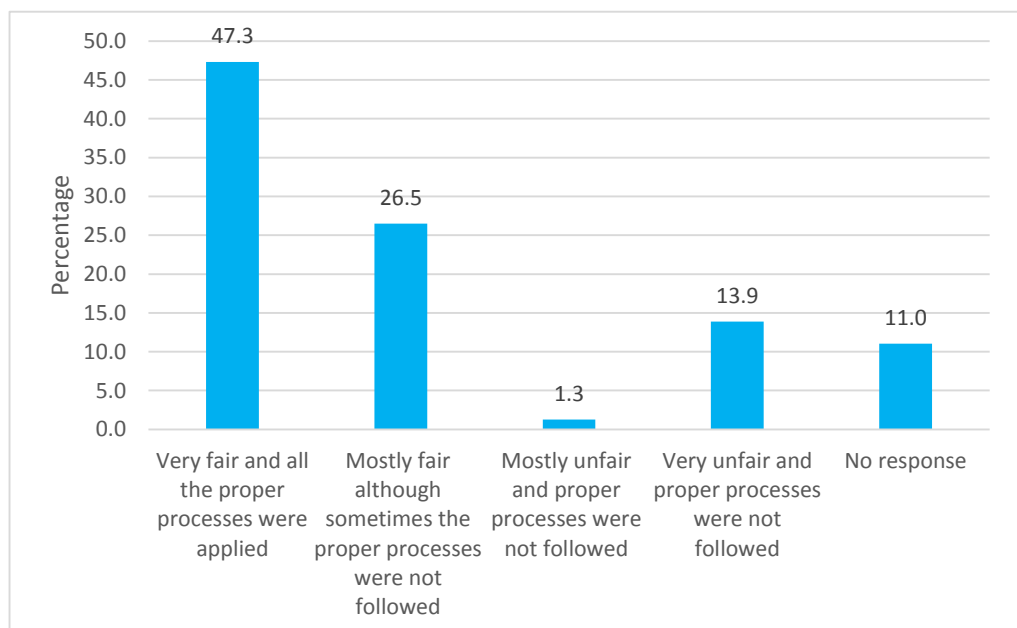


To date, it is unclear how many ballot papers were actually dispersed to the designated polling stations, how many were actually used during voting. There were reports of burning of ballot papers not just in the Highlands but also some coastal areas. There were claims of excessive numbers of ballot papers in circulation prior to polling as well at polling locations and allegations of tempering by voters and scrutineers.

Finally the observers were asked to make their personal assessments on how fair they personally thought the polling was conducted in the area they observed.

**Figure 51: Overall, do you think the election process you saw in this polling place was fair?**

Figure 51 shows that 47.3% of the observers thought that the election was very fair and all the proper processes were applied. Another 26.5% indicated that the polling was mostly fair although sometimes proper processes were not followed and



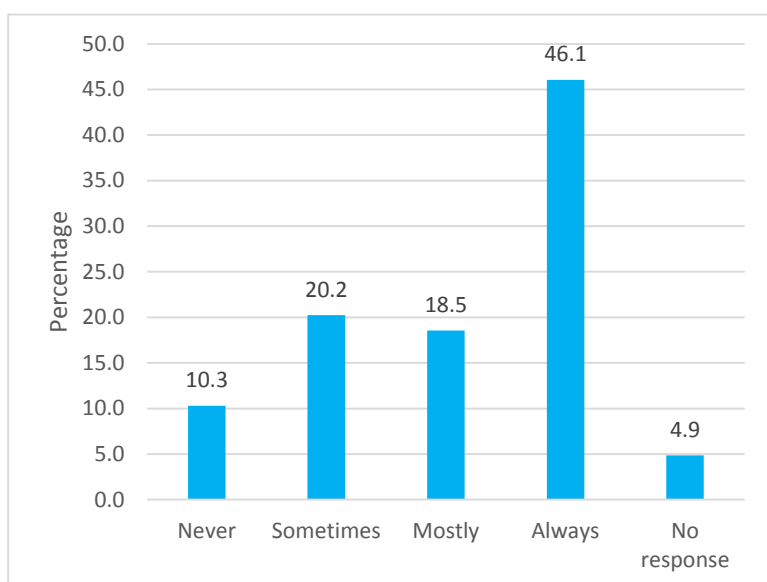


1.3% reported the election to be mostly unfair and proper voting procedures were not followed. Worryingly, 13.9% of the observers' assessment indicated that the election was totally unfair and proper processes were never followed.

## What was the response to the Observers?

The observers placed at the polling places were asked to report the level of cooperation and access they were granted by polling officials on site. Results showed 64.6% always or mostly had access and cooperation while 10.3% did not feel they had adequate access or cooperation and 20.2% only sometimes. However, the majority of experiences were positive.

**Figure 52. Did you have adequate access and the cooperation of polling officials?**



While the results show there were some access and cooperation challenges, no observers were actually blocked or made to leave a polling place. However, there were some instances in the highlands where observers were initially rejected by the authorities, security partners, and PNGEC officials. In these cases, the local observers called the regional trainer to talk with the security partners and PNGEC officials to permit the observers to do their work.

Below is a transcript from the regional trainer, who succeeded in gaining access for the observers:

*“Hello Sir, I am the regional coordinator for TIPNG, Highlands’s region observation team. For your information, if you are not aware, TIPNG is the only domestic observer group and are we engaged all throughout PNG. We are an accredited observer and are permitted to observe. Can you kindly let the observers to carry out their required task?” (Regional Trainer, Highlands 2017)*

In other cases, the regional trainer went to the site in person, to enable access for the team:

*“When I received calls from some of the places nearby, I had to go there in person to talk to the electoral officers and security partners to allow the observers get into the polling site” (Regional Trainer, Highlands 2017)*

Some observers reported that presiding officers were unwilling to give out information on the number of ballots received, because they said this information was “confidential”. This may have been due to the presiding officers being poorly trained – and a lack of confidence that they were carrying out procedures correctly.

TIPNG observers often had better access than the scrutineers, whose access is often restricted because there are so many of them, because there are so many candidates. So while the observers were often located inside the polling place and free to move around, the scrutineers were often forced to sit outside with very limited ability to see what was going on.

Overall, the comments indicate that in most places polling staff and voters welcomed us, probably because they felt that observer presence would help prevent issues from arising.

### 3. Discussion

In our view the elections were not delivered effectively, efficiently and of sufficient and acceptable quality. While the Highlands Region fared worse than the relatively quieter polling in Southern, New Guinea Islands and Momase regions, we believe there is vast room for improvement across the country.

The observer data, while positive in places, shows us that the elections were often delayed, the roll was contentious, votes were bought or appropriated without permission, a number of voters were denied their electoral rights, and the integrity of the ballot was not upheld. At the same time, voters seemed extremely tolerant of the wrongdoing and mistakes made.

Many of the comments suggest significant shortcomings, not only on the part of officials and security personnel in the polling places, but more with the PNGEC, the candidates and their supporters, and a range of other national, provincial and local stakeholders who all have a say and play a part in the success – or failure – of elections. This includes not only government but also voters, churches, community groups, the private sector and NGOs like TIPNG. As such, TIPNG advocates for a whole-of-society approach to addressing the five key issues of concern below.

#### **Electoral Roll update and verification**

Discrepancies and electoral roll inaccuracy by far has been the most dominant problem highlighted by observers in the 2017 national elections. This problem with the roll has continued election after election, and not enough has been done to solve it. As a result, the 2017 election has failed voters, causing many genuine voters to miss out.

Despite widespread reports of electoral roll verification prior to commencing of the 2017 National Parliament Election, the exercise was not followed through for unknown reasons. The roll verification exercise's primary intention was for citizens to be able to verify whether or not their names were on the electoral roll and take the necessary steps to correct this. As this exercise was not thoroughly carried out, this greatly impacted and raised a lot of questions on the credibility of the electoral roll used in this election including mass eligible voters missing out in casting their votes. There were also notable inflated rolls, widely reported partly because roll verification was not done. Areas where the verification exercises were done, it is unclear whether this was reflected on the actual roll used during polling.

Electoral roll inaccuracy is not isolated to one district, province or region; it is evident nationwide, and it is directly responsible for other procedural abuses during polling like multiple voting and double voting. The 2017 election was nowhere near 'fair' because many citizens were denied their democratic right to vote.

## **Security and election related violence**

Security during elections in PNG is critical in delivering a truly free and fair election. Reports of intimidation and election related violence, especially in the Highlands region, were a big concern. Time and time again, our observers reported that crowds took over polling stations while officials and security lost control. Media reports of election related violence started during the nomination week and continued throughout the campaign period. It continued into voting, and escalated during counting, resulting in the tragic and senseless loss of many lives, and the destruction of properties worth millions. For instance, the counting in Southern Highlands was moved to Western Highlands well after the formation of government, due to ongoing instances of violence. In some parts of the coastal areas, in Kimbe, for example, there were reports of clashes amongst rival candidate supporters resulting in two deaths and several injuries. This was one of the earliest incidents reported, just before commencement of the issue of writs.

Security is paramount, and a necessary condition for citizens, candidates and officials to exercise their electoral rights and duties.

## **Bribery and intimidation**

Bribery and intimidation of both voters and polling officials that was reported during polling is unacceptable. Candidates and their supporters were using money, alongside threats as coercion, to win votes. Clearly, the integrity of the elections to a great extent relies on the polling staff being able to act without being influenced. The true essence of a democratic parliamentary election is one with no bribery and intimidation. By this measure, the 2017 election is by no means a free or fair election.

## **Double, multiple and block voting**

Another issue of great concern is the prevalence of double, multiple and block voting. These are clear breaches of a citizen's right to vote and also violate the electoral laws resulting in disenfranchisement. It also shows the lack of integrity amongst polling officials and security personnel, who look the other way out of ignorance and/or intimidation, rather than fulfilling their duty. Those who are losing out from this must have their rights defended by the state and relevant authorities, or elections will become a meaningless exercise.

## **Lack of election awareness**

It is evident that although people are eager to vote and would like to partake in the election process, they still lack basic knowledge on what a democratic election process is, and the real value of their vote. To address this lack of knowledge, it is essential to conduct awareness on electoral corruption, electoral procedures, the Limited Preferential Voting (LPV) system, the candidates' Code of Conduct and voters' rights. Voters also need to know what they can do as citizens, to safeguard their vote, such as updating of their details or verifying the preliminary roll.

## 4. Recommendations

This section lays out our recommendations for major changes in the organisation of the PNGEC as well as fundamental changes in the electoral system to promote behaviour that will lead to democratic elections. These recommendations are based on TIPNG's observations and other engagements with key stakeholders.

### Enforcement of existing laws by agencies during the elections:

With clear examples of bribery and exhortation being observed by TIPNG observers during the 2017 National Election, our recommendation is for law enforcement agencies to create an expressway for dealing with violations of election laws during the elections. For example, the RPNGC Metropolitan Superintendent in NCD requested that citizens who record 'early' campaigning using mobile phones could submit footage to his office – this is a clear indication of the need for agencies to adapt to modern technologies and means of reporting crimes.

Reports of bloc, double, multiple and hijacked voting throughout the country are further instances of violation of existing laws being ignored by enforcement agencies. Our observers in the Highlands region indicated that polling officials would either be derelict in fulfilling their duties to the point of even being complicit in violations of the laws they were there to enforce. Our recommendation is that officials must be identifiable by their name and unique identification number which must be prominently displayed on their uniforms, in lieu of empty election slogans.

The perennial issue of harassment, in all its guises, has reached such a point of saturation in Papua New Guinea that it has gone from being the norm to actually being expected as par for the course – this is unfortunately borne out in our observations. A clear step that can be taken to alleviate this is to declare void any election where a significant number of reports of harassment are received from voters (e.g. >1% of the registered voting population in the district). This was supposed to be catered for under existing legislation, by the EAC, but as has been shown, even this body is not exempt from systematic issues plaguing the PNG electoral process.

### Electoral Roll Update and Verification:

In the period leading to the 11<sup>th</sup> National Parliament, PNGEC along with relevant stakeholders needs to give the highest priority to conducting an update of the electoral roll so as to ensure eligible voters, including first time voters, are encouraged to register and update their information.

Roll irregularities leading to citizens being unable to vote, through no fault of their own, in this election as well as the two preceding, is a grave concern. PNGEC should make the updating process transparent so that it can be strengthened by independent partners. PNGEC together with civil society groups, provincial and local authorities, must carry out an effective civic education program in the lead-up to this registering and updating exercise. Local authorities must be given the mandate to take ownership of this endeavour as they are equally aware of and responsible for the local populace.

The system should provide confirmation of registration by written means such as an SMS or publication in a national newspaper. In this vein, other mainstream media should also be utilised by the PNGEC to carry out ongoing awareness on the roll update exercise. The roll should be published or otherwise made transparent on a continuous basis, e.g. through the PNGEC's online roll look-up, so that citizens with the help of church and community groups can more easily verify their status at any time and make corrections if required.

#### Security and prevention of election related violence:

Furthermore, the agency tasked with coordination of election security set up for the National Elections must have ample time to plan, organize and implement their security strategy.

Proactive engagement can include a toll-free hotline which must be rolled out by command centres of each agency to address any concerns citizens may have regarding security issues or election violence. Prior to elections, security partners should carry out awareness on fostering public understanding on their roles to prevent violence occurring.

The PNGEC should develop and implement a comprehensive strategy to advocate for violence prevention.

Within the first year of the next 5-year period, youth and women's groups, faith based organizations and government sectoral agencies at all levels, should have themes of peaceful elections integrated into their programmes, and utilise PNGEC publications.

#### Recommendation on election awareness:

This is an area that has great potential and opportunity for further work. In-depth and intense awareness and campaigns should be carried out in schools, universities, workplaces, church groups. Workplace policies and incorporation in institution curriculums are examples that can be further explored. Civic education should be provided the general public including secondary students. By creating educational messages and awareness and educating citizens on their conducts on such negative behaviours will hopefully reduce and prevent such practices at elections.

In this area, the media plays an important role in educating and creating awareness as well as reporting Election Progress. This election, the media was robust in reporting updates of election related matters. There was mass dissemination of information for educating and creating awareness through radio, television, print media and social media such as Facebook. Media reports of corrupt practices shed many issues which otherwise will not be reported. The media should continue to work in this direction.

# Appendices

## Appendix 1. Glossary of Official Election Terms

Word	Meaning	Also sometimes known as
Adjournment	Polling place is suspended due to an incident. PO must advise ARO/RO of the incident before instructions can be given to direct the PO to adjourn or suspend polling.	Suspension
Assistant Election Manager	Assistant to the Election Manager who is the administrative and management representative of the Electoral Commissioner in a province	AEM
Assistant Presiding Officer	Person assisting the Presiding Officer to manage the polling team and is to act in their place if required	APO
Assistant Returning Officer	Person assisting the Returning Officer and managing the election for a portion of an electorate	ARO
Ballot Box	A sealed container in which marked ballot papers are placed	
Ballot Paper	The paper the voter marks to record their vote	Ballot, Vote
Certified list	The list of electors on the Roll for the electorate for which the polling place is prescribed, certified by the RO	Certified list of voters, Ward roll, Electoral roll, Roll
Declaration Vote	The ballot papers that are used by electors claiming to vote under Section 141 and 142	Dec vote, Section vote
Declaration Vote Envelope	The envelope that is used to place the voter's declaration votes in under Section 141 and 142	Dec vote envelope, Section vote envelope
Discarded Ballot Paper	A ballot paper which is found lying in the polling place which has not been put into the ballot box	Discarded
Door Keeper	Directs the flow of voters into the polling booth from the entry.	DK, Queue Controller
Election Manager	The administrative and management representative of the Electoral Commissioner in a province	EM
Electoral Commissioner	The head of the PNGEC who has overall charge of elections	
Election Journal for Presiding Officers	The book of forms to be completed in for each polling team	The Journal, POJ, Election Return
Electoral Roll	Official record that contains names of eligible voters	
Enrol	The process of having a person's name included on the electoral roll	
Flap	The cover over the ballot box slot in the lid of a	

Word	Meaning	Also sometimes known as
	ballot box which is sealed at the end of polling	
Formal Vote	A ballot paper marked in an acceptable way to clearly indicate the voter's preferences	Formal, unrejected vote/ballot paper
General Elections	Elections for the National Parliament	National Elections
Indelible Ink	The ink used to mark a person's finger in the polling booth, to prevent them from voting more than once. The ink, if it dries, cannot be washed off and remains on the finger for several days	Ink
Informal Vote	A vote which does not clearly indicate the voter's preferences A ballot paper which has not been signed by the Presiding Officer A vote on which the voter has written something which enables them to be identified	Informal, rejected vote/ballot paper
Issue of writ	The legal process whereby the Head of State issues the writ for a general election of members in accordance with the provisions of Section 105 of <i>the Constitution</i>	Writ
Limited Preferential Voting	The voting system used for elections, allowing a voter to indicate three preferred candidates and requiring a candidate to secure an absolute majority (50% + 1) of formal votes to be elected	LPV
Nomination	The process where candidates are registered to stand for election	
Observer	A person who does not represent any candidate and who can observe the polling process	Electoral Observer, Independent Observer, Domestic Observer
Patrol Box	Secure storage container in which a polling team stores its unused ballot papers and certified list of voters	
Papua New Guinea Electoral Commission	The national Election Management Body of Papua New Guinea	PNGEC
Security Seal	Individually numbered seal used for locking the ballot box lid onto the ballot box and for locking the flap	Security Seal
Polling	The process of collecting votes whereby a ballot paper is marked and put in to a ballot box	Voting
Polling Area	The 7-15 metre zone around the polling booth	Polling Zone
Polling Booth	The marked off area where polling is conducted – it may be an outdoor area or a building	Polling Station
Polling Place	A geographic location where the polling booth is situated	Polling Location



<b>Word</b>	<b>Meaning</b>	<b>Also sometimes known as</b>
Polling Schedule	The election timetable that outlines the dates and locations of polling	Polling Timetable
Polling Team	All the PNGEC officials working at a polling booth	Polling Staff, Polling Officials, Electoral Officials
Presiding Officer	Person managing the polling team	PO
Public Scrutiny of the Roll	The process where ROs display the electoral roll prior to the issue of the writ so people can check their details	
Returning Officer	Person managing the election for each electorate	RO
Return of writ	The legal process following the election whereby the Electoral Commissioner formally signs off on the election as complete	
Security Personnel	Official personnel's formally endorsed by PNG EC to provide security during elections.	Security, Security Partner
Scrutineer	The person at the polling area and at counting who represents a candidate	Candidate Representative, Supporter, Agent
Scrutiny	Counting of the ballot papers	Count
Spoilt Ballot Paper	The ballot paper which a voter mistakenly marks in an unintended way and which they return to the Presiding Officer to get a replacement ballot paper	Spoilt, Spoiled
Unused Ballot Paper	A ballot paper which has not been issued to a voter	Unused
Used Ballot Paper	A ballot paper which has been issued to a voter	Used
Voter	A person who is eligible to vote	Elector
Voting Compartment	The screen which allows voters to vote in secret	Voting Screen

## Appendix 2. Election Observation Risk Management Strategy

1. Risk: Observers are Harassed or Assaulted
  - a. All TIPNG observers have gone through a training which instructs them to abandon observation if it becomes unsafe to remain at the site of polling. We have pointed out that the most important observation that they can make is that it was unsafe to remain as that indicates it was also unsafe for voters as well and therefore no free and fair environment exists for polling to continue.
  - b. All TIPNG observers will be easily identifiable in their T shirt. This T shirt will be shown in advance to the Provincial PCs and community police.
  - c. We have a hotline observers can call or text. Hotline staff will log the call and notify the PPC for that electorate. *(Every observer has been given 10 kina of top up credit. They can also send a text asking for a call back. The hotline will be staffed from 8am until 5pm for complaints from the public and 24 hours a day and seven days a week for the polling period. The hotline staff have procedures manual and log sheets and will also be calling observers randomly during the day.)*
  - d. The police have been advised of our presence and shown the T shirt.
  - e. We have advised observers if necessary to NOT make any written records of serious offences at the site but instead write it down once they get back home.
  - f. We have advised observers NOT to discuss what they saw with family and friends until well after they have submitted their data sheets.
  - g. All observers will be called after polling.
2. Risk: Observers are unable to return home due to fighting/ flooding/ etc.
  - a. We have advised observers that there is little we can do in this case, but that they should try to notify us.
  - b. We will then ask the police for assistance with extraction. Observers should be prepared for this eventuality by carrying some money and food and water.
3. Risk: An observer or their family sues TIPNG for compensation after injury or death.
  - a. We have got all the observers to sign a declaration form releasing us from any liability.
  - b. See all actions taken under Risk 1.
  - c. In the training we point out that there are real risks and that TIPNG is not a business and so has no funds to meet compensation claims.
4. Risk: Observers act impartially and in the interests of a particular candidate
  - a. On the observer registration form we ask them to declare that they are not relate

to or working for any candidate.

- b. In the observer training which all observers must attend we stress that observers must be impartial try to avoid talking to others so as to avoid accusations of impartiality.
- c. We encourage them to observe outside the electorate in which they are enrolled.
- d. On the observer T-shirt we give a number people can call if they see an observer acting improperly. If we receive a call, we will log it and immediately call the observer and check and dismiss them, if they admit to impartial or inappropriate actions. If they do not admit to breaching the code of conduct, we will ask them to move from that polling place. We will also put aside the observer's data sheets when they come in, unless we can be satisfied they have acted impartially.
- e. When registering we ask them to declare they will abide by our observer code of conduct. This code is also placed on the front of the data sheet manual. (This code of conduct follows international standards as promoted by IDEA.)
- F. In all the provinces where we have high numbers of observers we will have at least one TIPNG staff or board member acting as a coordinator during polling.

5. Risk: Other people pretend to be TIPNG observers

- a. All TIPNG observers will be easily identifiable in their observer T-shirt and ID card. They will be carrying a TIPNG logoed lanyard, and data collection book of which there is only a limited supply.
- b. Others such as polling staff or scrutineers can ring our office and complain if they see any inappropriate behaviour.

6. Risk: Conflict between observers and polling place staff

- a. In the TIPNG poll worker designed training module we teach about the role of observers and distinguish them from scrutineers.
- b. Observers have an introductory letter explaining their role, which they should give to the presiding officer on arrival.
- c. In the observer training we strongly emphasize to observe but give NO comment or advice to anyone. We point out that the presiding officer has the right to eject them from the polling place if they behave inappropriately.

7. Risk: Journal data is not collected or journal not sent back.

- a. Every observer is supplied with a post-paid addressed return envelope.
- b. Every observer will be called after the polling and reminded to send the datasheets in.

8. Risk: Journal data is not used appropriately.

- a. TIPNG will make a press statement about initial results. While we will cite examples we will try to avoid naming specific polling places. Following this we will then enter data and do an analysis of all the other questions. This data will be publically available through a report. If researchers wish to use our dataset we will consider sharing it if they come from a credible research organization.
- b. All observers have been advised in the training and in the manual itself to keep any information they collect to themselves and NOT to talk to the media.
- c. All observers have been told that ONLY TIPNG board members and the senior management can represent TIPNG and give its opinions on the conclusions of the analysis. If we hear of any observers attempting to speak on behalf of TIPNG, we will immediately contact them and demand they desist. If necessary we will issue a statement saying that the observer does not represent the views of TIPNG.
- d. TIPNG will NOT be speaking to the media during the polling or counting period unless there is widespread violence and fraud and we believe the PNGEC has not taken sufficient action through the elections advisory committee to correct this problem.

## **Appendix 3. TIPNG Election Observer Code of Conduct**

1. Do not take sides – remain impartial
2. Always remain safe
3. Do not attempt to resolve any disputes, even if asked
4. Do not give advice
5. Do not talk to the media
6. Respect secrecy of the voter
7. Report objectively, accurately and honestly
8. Do not interfere in the election process
9. Do not accept any gifts!
10. Ensure to wear the uniform and the ID badge unless it poses a safety and security risk
11. Do not involve children under age of 18 including taking images without parental consent

## Appendix 4. List of TIPNG Election Observers

Noreen	Abel	Willie	Biul	Frida	Frida
Stella	Agoba	Aleen	Bokorum	Ricky	Gaiari
Elizabeth	Aiio	Leonie	Bovea	Ismail	Gamed
Harold	Ailo	Naumo	Bray	Sheila	Ganoi
John	Aipeta	Julie	Brian	Israel	Gaola
Niandros	Amai	Robert	Busii	Roy	Gaumalona
Gabriel	Ambane	Lomas	Bweyamuna	Betrin	Gieluwa
Shirley	Ambane	Semen	Charles	Elenao	Gilson
Okera	Amini	Joseph	Collin	Priscilla	Gima
Benjamin	Anamp	Tangari	Daniel	Luellyne	Gimots
Thomas	Anamu	Dickson	David	Fiona	Goiya
John	Andakis	Jeffrey	David	Martin	Goluboie
Julian	Aniwop	Arthur	Davis	Grace	Grace
Wartir	Arnie	Robin	Dee	Ahoti	Gugue
William	Arura	Magaret	Desegari	Jenny	Guma
Peter	Aseori	Julian	Diulo	Vero	Guma
Rachel	Assan	John	Dongai	Michael	Gunua
Christopher	Atobu	Elsie	Doyore	Patricia	Gunua
Velekiri	Augere	Jimmy	Drekore	Yuambari	Haihuie
Marlene	Auso	Gerard	Duni	Nigel	Henry
Philip	Avosa	Rachel	Elias	Lilias	Hiviki
Cecilia	Awak	Sharon	Eliuda	Virgillah	Homingu
Zacharry	Bayagau	Fitler	Fitler	Thomas	Hou
Francis	Benny	Michael	Fo'o	Philip	Huss
Peter	Billy	Ruth	Francis	Mathilda	Ijape
		Akelina	Frank	Pouta	Imei

Alexia	Inaba	Noland	Katsin	Moses	Kotro
Joseph	Inabi	Timbi	Kaugla	Placidia	Kqnots
Daniel	Irai	Shirley	Kaupa	Emmanuel	Kulu
John	Irame	Hannah	Kavo	Hilda	Kulu
Alphonse	Jejeho	James	Kawage	Kingsley	Kume
Jonathan	Jerry	Sonia	Kekela	Galdy	Kumis
Richard	Jim	Sebastini	Kelly	Sylvia	Kumis
Michael	Jimben	Paula	Kemikiri	Joshua	Kumo
Anita	John	Sandra	Kendervin	Philip	Kuve
Joel	Johnson	Sahisann	Keua	David	Kyangali
Mike	Jomarley	Shylo	Kevin	Ian	Labiti
Bibra	Jorari	Ruth	Kewa	Evini	Lakawas
Peter	Jr.	Nana	Kila	Lila	Lalobe
Brizette	K	Nelly	Kila	Rhodium	Lamond
Leonitha	Kaetamani	Norris	Kila	May	Lavett
Peter	Kaima	Paul	Kila	Chailyn	Lee
Nennie	Kakarere	Nulai	Kin	Michael	Leeli
Geno	Kalo	Kenneth	Kiwi	Kevin	Leiseta
Wavuri	Kalo	Maragai	Kobuyou	Miriam	Lesley
Phillip	Kaman	Koimo	Koimb	Bertha	Limut
Paul	Kapa	Draiva	Kokun	Robert	Luio
Joyce	Kapak	James	Koma	Georgina	Lukas
Vulia	Kapia	Christine	Kombangil	Theodora	Maea
Clody	Karol	Fabian	Komu	Mitchie	Magara
Sonny	Karubaba	John	Kono	Michelle	Magea
Kitmep	Karung	Sam	Koroi	Kathy	Magoudi
Edilita	Kato	Dorum	Kosnga	Mathew	Magret

Elizah	Mahona	Tony	Namui	Jonah	Polei
Benedict	Maibani	Kelly	Narbie	Noah	Pomumu
Elain	Maiva	Nathaniel	Nathaniel	Chris	Pondriliki
Sobo	Makalai	Joy	Nemo	Elizabeth	Pondriliki
Vincent	Makara	Yvonne	Ngutlick	Stella	Pukupuku
Ricky	Makavo	Leslie	Niba	Daniel	Punga
Alex	Malala	Hillary	Nip	Cecily	Raga
Silvia	Malavai	Pinganowa	None	Francesco	Rai
Herman	Manavoe	Michael	Nongor	Kamea	Ralai
Elizabeth	Maoro	Andrew	Nuabo	Valeri	Remi
Lucy	Marat	Vagi	Nuabo	Miriam	Riyong
Martina	Martin	Jeffery	Nuken	Rubarth	Roboam
Sr	Matela	Christopher	Ola	Bob	Roger
Charles	Matupit	Wala	Ola	Gimasa	Sabai
Methuselah	Maun	Kor	Ombo	Winnie	Sabo
Nokoi	Max	Steven	Oriri	Ben	Sakora
James	Menti	Joseph	Owa	Isaac	Salangau
Rebecca	Mesa	Moses	Paisi	Max	Salkut
Ifana	Michael	Fidelis	Pari	Aikuak	Salung
John	Mike	Benitha	Paribata	Elaine	Samo
Irish	Mokada	Kerriane	Paul	Lillian	Samo
David	Mokare	Martina	Pem	Angelyne	Samuel
Karen	Mondo	Percy	Percy	Bernadeth	Sange
Rubbie	Mone	Mark	Petret	Martin	Sani
Mark	Naha	Nerigat	Petrus	Mack	Sapuna
Josephine	Namean	Suzanne	Pipo	Elsie	Seckry
Yvonne	Namean	Ravu	Pokana	Bill	Semer



David	Seplin	Anton	Tiki	Terence	Wainetti
Benny	Sheltem	Koane	Timai	Georgina	Waite
Elijah	Sheltem	James	Tiplas	Shalana	Wally
Maryluis	Sheltem	Ruby	Togoran	Michael	Walo
Shalyn	Sheltem	Belinda	Toluana	Merrlyn	Wamp
Francis	Short	Tomline	Tomayewa	Paul	Wandik
Gilbert	Siki	Margaret	Tonge	Morgan	Warakau
Robert	Simango	Geoffrey	Toovey	Jacob	Warika
Abraham	Sivian	Geoffrey	Tseraha	Hezron	Warike
Habakkuk	Sobi	Billy	Tsiahun	Josephine	Wasnga
Tony	Sone	Damien	Tsora	Caroline	Webb
Sharon	Sudu	Mary	Udu	John	Wek
Kusunan	Sulusan	Bonauma	Uduru	James	Wia
Thomas	Sungoi	Stellamarie	Uh	Vanessa	Wia
Desmond	Supin	Stephanie	Ukin	Robyne	William
Lawrence	Taka	Gloria	Uli	Christopher	Willie
Richard	Tami	Emma	Uma	Margaret	Willie
Ivy	Tamit	Bartholomius	Umap	Christopher	Wimb
Emily	Tarumbe	Levi	Urabiva	Nick	Wojem
Agnes	Tasman	Christopher	Usuka	Sam	Yabara
Gurney	Tau	Raga	Vali	Chris	Yamboi
Hensley	Teio	Hillary	Varagu	Nerus	Yangal
Mathew	Ten	Mathew	Varagu	Thresa	Yariyari
Hubert	Tiavol	Jessy	Vegogo	Jemimah	Yokowar
Fred	Tibong	Nicholas	Vovore		

## Appendix 5. Stakeholders and Partners

Government	<ul style="list-style-type: none"> <li>• The PNG Electoral Commission for accreditation of observers, training materials and ongoing collaboration.</li> <li>• The Ombudsman Commission in Highlands, Bill Kapan, Police, CIS and Assistant Returning Officer attended the training in Western Highlands and spoke of their roles in the elections.</li> <li>• The Police, CIS and Ombudsman also attended the 2nd Training in Simbu Province;</li> <li>• The Department of Primary Industries in Kimbe, West New Britain offered the use of their training room with no cost.</li> <li>• Provincial Community Development Offices</li> <li>• Provincial Administrations</li> <li>• Department of Agriculture &amp; Livestock Office, West New Britain Province. Use of conference facilities Free of Charge</li> <li>• Kokopo Fire Station, East New Britain Province. Use of conference facility Free of charge</li> <li>• Provincial Election Steering Committee. Toksave on the involvement of Local observers during polling only.</li> </ul>
International Missions	<ul style="list-style-type: none"> <li>• EU Election Expert Mission to PNG 2017, Eirini-Maria Gounari , Legal Expert &amp; Marian Gabriel, Election Expert/Team Leader.</li> <li>• The Commonwealth, Political Officer, Caribbean/Pacific Political Division, Sarah Linton</li> <li>• National Democratic Institute through Binda Consulting International, Francesca Binda &amp; Carlo Binda, Managing Directors, provided 2 weeks of technical support to the project at no cost.</li> <li>• The Commonwealth, Political Officer, Caribbean/Pacific Political Division, Sarah Linton</li> <li>• UNDP especially Ray Kennedy so far has being very instrumental in sharing information and assisting with applications and accreditation of local observers</li> </ul>
CSOs	<ul style="list-style-type: none"> <li>• Catholic Bishops Conference of PNG &amp; Solomon Islands-Raymond Ton, National Director, Caritas PNG</li> <li>• Catholic Church</li> <li>• Assemblies of the Lord Jesus Christ</li> <li>• Young Women Christian Association, Morobe &amp; Port Moresby</li> <li>• Community Development Forum, West New Britain</li> <li>• New Ireland NGO Council</li> <li>• Caritas PNG</li> <li>• Bougainville Archdiocese</li> </ul>
Media	<ul style="list-style-type: none"> <li>• NBC</li> <li>• Tribe FM</li> <li>• TVWAN</li> <li>• EM TV</li> </ul>

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