



PAPUA NEW GUINEA

SUMMARY

Papua New Guinea is a federal constitutional monarchy with three spheres of government: national, provincial and local. Local government is enshrined in the constitution. No women were elected to parliament during the 2017 national election and in 2008 10% of councillors elected were women. There are 20 provinces, the national capital area of Port Moresby, the autonomous region of Bougainville and 89 districts. Local governments are called local-level governments (LLGs). There are 31 urban LLGs and 265 rural LLGs, making a total of 318 local governments. There is little difference in either the composition or the functions and responsibilities of the two types of government. The main governing legislation is the Organic Law on Provincial Governments and Local-level Governments 1995 and the Local-level Governments Administration Act 1997. The Department of Provincial and Local Government Affairs (DPLGA) within the Ministry of Inter-Government Relations has statutory responsibility for all matters relating to local government. Local governments may levy a variety of local taxes and charges. There are government transfers to cover staff salaries as well as for specific development projects. In 2016, local government expenditure was approximately 1.6% of total government expenditure. LLGs are responsible for water supply and have joint responsibility with provinces for roads, waste disposal, health and environmental protection, economic promotion and tourism.

1. NATIONAL GOVERNMENT

Papua New Guinea is a federal constitutional monarchy with a unicameral parliament. The head of state is HM Queen Elizabeth II who is represented by a governor-general. The governor-general can serve a maximum of two six-year terms and is indirectly elected by the members of the parliament with a simple majority for the first term, but needs a two-thirds majority to secure a second term. The 109 members of the parliament (known as MPs) are directly elected through universal adult suffrage from 20 provincial and 89 district single-seat constituencies. The governor-general appoints a prime minister from among the MPs, who is usually the leader of the majority party or largest party within a coalition following a general election. A cabinet of 28 is then appointed from amongst the MPs by the governor-general on the advice of the prime minister. There are 22 provincial assemblies: 20 for the provinces, and one each for the autonomous region of Bougainville and the national capital district of Port Moresby. Each assembly comprises the MPs from that province, one additional woman representative, three chieftaincy representatives (where appropriate) and up to three other nominated members.

2. LEGAL BASIS FOR LOCAL GOVERNMENT

2.1 Constitutional provisions

Local government is enshrined in the constitution.^{32,2}

2.2 Main legislative texts

- Organic Law on Provincial Governments and Local-level Governments 1995 (amended 2014)

- Local-level Governments Administration Act 1997
- Provincial Governments Administration Act 1997
- District Development Authority Act 2015
- City Authority Act 2015
- National Planning Act 2016.

2.3 Proposed legislative changes

In February 2014, Parliament amended the Organic Law on Provincial Governments and Local-level Governments 1995 to remove the joint district planning and budget priorities committees. The Organic Law now establishes a district development authority in each district. There are also plans to abolish urban LLGs in selected cities, absorbing their functions and structures into a new tier of city authorities (see Section 2.4).

2.4 National urban policy

The City Authority Act 2015 was introduced for those urban LLGs that have been granted city status. These city authorities will be restructured along lines similar to the National Capital District Commission, which governs Port Moresby.

3. STRUCTURE OF LOCAL GOVERNMENT

3.1 Local government within the state

There are three spheres of government: national, provincial and local. Local governments are called local-level governments (LLGs). There are 31 urban LLGs and 265 rural LLGs. There is currently little difference in either the composition or the functions and responsibilities of the two types of government.



KEY FACTS

POPULATION (2011 Census):
7,059,653

AREA:
462,840 sq km

CAPITAL:
Port Moresby

CURRENCY:
kina (PGK)

HEAD OF STATE:
HM Queen Elizabeth II

GOVERNOR-GENERAL:
Sir Robert Dadae

HEAD OF GOVERNMENT:
Prime Minister Peter O'Neill

FORM OF GOVERNMENT:
constitutional monarchy

PARLIAMENTARY SYSTEM:
unitary

STATE STRUCTURE:
federal

LANGUAGES:
English, TokPisin, HiriMotu (official)

NATIONAL ELECTIONS:
last: 2017, turnout: na; next: 2022

WOMEN IN PARLIAMENT (2017):
0%

LOCAL ELECTIONS:
last: 2013, turnout: na; next: Sept 2018

WOMEN COUNCILLORS:
1.4% (2013)

LOCAL GOVERNMENT EXPENDITURE as percentage of total government expenditure 2016:
1.6%

**Table 32.1a Distribution of councils and population**

Region	Provinces	Urban LLGs	Rural LLGs	Total LLGs	Population (2011 Census)	Population (2015 est.)	% rural (2011)
Southern	6	14	5	19	1,302,887	na	na
Highlands	7	6	97	103	3,001,598	na	na
Momase	4	5	90	95	1,795,474	na	na
Islands	5	6	73	83	959,694	na	na
TOTAL	22	31	265	318	7,059,653	7,619,000	90.2

Source: DPLGA communication with CLGF and 2011 Census^{32,3a} UN population estimates^{32,3b}

3.2 Ministerial oversight

The Department of Provincial and Local Government Affairs^{32,3b} (DPLGA) has statutory responsibility for all matters relating to local government. The minister has the power to dismiss members for misconduct in office or for neglect of duty.

3.3 Council types

In both urban and rural LLGs, the head of the LLG (known as the president) is directly elected by the electorate. LLGs have an average of 19 members, elected for a five-year term based on a ward system. There are 6,186 wards with each ward returning one member. LLGs have full discretion to establish the committees they deem necessary to carry out their functions effectively and efficiently. Each LLG may also have up to three additional members appointed to represent the following interest groups: the Papua New Guinea Trades' Union Congress, the Employers' Federation and women's organisations. In rural areas two women are nominated.

4. ELECTIONS

4.1 Recent local elections

Local government elections are held every five years. The latest were held in 2013 and the next local elections will take place in September 2018.

4.2 Voting system

In the past the first-past-the-post voting system was used, but in 2008 the limited

preferential voting (LPV) system was introduced. The 2013 elections were the second time the LPV system was used. Under the LPV system, ward councillors and presidents are elected directly by the people, whereas previously councillors elected their presidents. Political parties do not generally align with politics at the local level.

4.3 Elected representatives

All provinces have directly elected presidents.

4.4 Women's representation

In each LLG at least two women must be nominated for election. This has ensured the inclusion of at least one female member in each of the 318 local governments, and this member is appointed as women's representative. Ten per cent of all LLG members are women. In the 2008 election, three women were elected LLG presidents.

5. SYSTEMS FOR COMMUNITY INVOLVEMENT

5.1 Legal requirement and 5.2 Implementation

The Organic Law on Provincial Governments and Local-level Governments 1995 provides for participative structures, including a committee system that involves reporting from community meetings to the LLG via ward development committees. Each ward development

committee comprises the elected member for the ward (who is the chairperson) and a maximum of five community representatives (of whom two must be women) as associate members. The function of the ward development committee is to serve as a consultative and advisory committee to the LLG. Citizens are also directly involved through participatory bottom-up planning at the ward and LLG level, and this process includes all groups of people living in a ward. This empowers communities to identify their priorities with their own plans and budgets, which are then incorporated into LLG, district and provincial plans.

5.3 ICT use in citizen engagement

Mobile telecommunications are now accessible by all LLGs and wards in the country, making communication much easier. Social media is also being widely used to hold elected leaders at all levels accountable.

6. ORGANISED LOCAL GOVERNMENT

The Papua New Guinea Urban Local-level Government Association^{32,6} (PNGULLGA) represents urban local government in Papua New Guinea. It is recognised in law and membership of the association is mandatory for all urban LLGs. PNGULLGA aims to encourage and protect effective and efficient democratic local government in the urban areas. The association is funded by membership contributions. The association is viewed as an NGO and does not receive any direct grants from national government to support its operations; however, funding support may be provided if requested on a case-by-case basis. There is no association for rural LLGs.

7. INTERGOVERNMENTAL RELATIONS

PNGULLGA works in partnership with national government and its agencies. The Ministry of Inter-Government Relations has specific responsibility for the promotion of intergovernmental relations but other ministries and departments have similar roles. The Organic Law on Provincial Governments and Local-level Governments 1995 provides for a provincial-LLG mediation and arbitration tribunal. This body was created to settle disputes between or within the different spheres of government. In each province, LLGs compile their plans and budgets for submission to a district development authority. The implementation and oversight of the resulting five-year development plan is the principal responsibility of the provincial government, working with LLGs.

Table 32.1b Women councillors and mayors following the last two local elections

Election	2008		2013	
	#	%	#	%
Councillors				
Elected female councillors	na	na	89	1.4
Male councillors	na	na	6,097	98.6
Total councillors	na	100.0	6,186	100.0
Chairpersons				
Female presidents	3	na	1	3.4
Male presidents	na	na	28	96.6
Total presidents	na	100.0	29	100.0

Source: Ministry correspondence with CLGF^{32,4}

**Table 32.2a Income and expenditure for local government 2015/16**

Income	2015/16 PGKm	Expenditure	2015/16 PGKm
Centre-local transfers		Administration	
Transfers to LLGs	164.00	Staff	na
Transfers to wards	61.86	Other administrative costs	na
Council leader salaries	-1.97		
Locally raised revenue		Services	
Property taxes	na	Roads	na
Licences and fees	na	Water	na
Other income	na	Other	na
TOTAL INCOME	-227.83	TOTAL EXPENDITURE	-227.83

Source: Compiled by CLGF from figures provided by DPLGA

8. MONITORING SYSTEMS

Independent scrutiny of LLGs is provided by the Public Services Commission and the auditor general.

9. FINANCE, STAFFING AND RESOURCES

9.1 Local government expenditure

Most LLGs rely heavily on national government for funding both their recurrent and development budgets. Only a few urban LLGs collect fees and rates; it is therefore not possible to provide accurate income and expenditure.

9.2 Locally raised revenue

Local governments may levy:

- taxes, fees and charges for community services
- public entertainment taxes
- general trading licence fees
- domestic animal licence fees
- billboard fees
- fees for small-scale logging
- other charges, fees and fines.

The DPLGA supervises locally raised taxes through budget approval and reporting.

9.3 Transfers

The standard grants made to local government include:

- administration support grant (unconditional)

- staffing grant
- development grants
- town and urban services grants.

LLGs are also given K500,000 annually for service improvements. This is in addition to a direct allocation of K10,000 annually made to each of the 6,186 council wards.

9.4 Loans

As legitimate governments, LLGs can apply for loans to assist in delivering services but, given the lack of steady income flows to repay the loans, commercial banks are not keen to lend to them. Some well-established business arms of LLGs do take out commercial loans.

9.5 Local government staff

All elected council leaders are full-time and are paid PGK400-700 per month under the current allowance policy. This remuneration is approved by the National Executive Council NEC. Local government staff are members of the national public service and are recruited centrally through the Department of Personnel Management and Provincial Administration. They come under the provincial administration human resources structure. The district administrator is also the chief executive officer of the LLG in a district, and is responsible for administrative services and the

coordination of policy formulation, planning and implementation. National-level officers of the public service may from time to time be deployed to work within the districts. Local salaries are paid by national government in the form of a specific grant.

10. DISTRIBUTION OF SERVICE DELIVERY RESPONSIBILITY

10.1 Overview of local government service delivery responsibility

Most public services are provided by the national government with support from the provinces and LLGs. Local governments are involved in the development of roads and parks, refuse collection and disposal, health and environmental protection, and economic promotion and tourism; they are also responsible for water supply. LLGs are empowered to enter into public-private partnerships and church partnerships. They are also engaged, through the DPLGA, in the delivery of the World Bank's Rural Service Delivery and Local Governance programme, which aims to strengthen community engagement in service delivery.

10.2 ICT use in service delivery

The LLGs use email and internet for communication between local governments and national agencies, and computers and laptops to produce reports and collect data to assist in service delivery.

10.3 The role of local government in achieving the UN's Sustainable Development Goals (SDGs)

To help achieve the SDGs, the national government has developed a service delivery framework, a service delivery agreement and a set of minimum standards for districts and LLGs. It is also gradually transferring more powers and functions to provinces and LLGs. The World Bank Rural Service Delivery programme (see Section 10.1) together with bottom-up planning through the LLG and ward plans, are also contributing to the national SDG planning.

REFERENCES AND USEFUL WEBSITES

- 32.1a National government portal
www.pm.gov.pg
- 32.1b Women in national parliaments
Inter-Parliamentary Union
www.ipu.org/wmn-e/classif.htm
- 32.2 Constitution
www.parliament.gov.pg/constitution-of-the-independent-state-of-papua-new-guinea
- 32.3a Population Census
www.nso.gov.pg/index.php/population-and-social
- 32.3b UN Population estimate 2015
www.who.int/countries/png/en

Table 32.2b Local government expenditure as a percentage of total government expenditure 2016

	2016 estimated (PGKm)	2017 budgeted (PGKm)
Total government expenditure	13,835	13,350
Total local government expenditure	228	na
Local government expenditure as a percentage of total government expenditure	1.6%	na

Source: Calculated by CLGF from the figures in Table 2a and the 2017 national budget statement^{32.9}



- 32.3c Department of Provincial and Local Government Affairs www.dplga.gov.pg/
- 32.4 Elections Commission <http://www.pngec.gov.pg/>
- 32.5 No reference for this section
- 32.6 ULLGA <http://wilgpacific.org/whats-new/news/re-establishment-png-urban-local-level-government-association-png-ullga>
- 32.7 No reference for this section
- 32.8 No reference for this section
- 32.9 Based on figures in Table 2b and [www://deloitte.com/content/dam/Deloitte/pg/Documents/financial-services/deloitte-pg-fs-papua-new-guinea-budget-2017-041116.pdf](http://www.deloitte.com/content/dam/Deloitte/pg/Documents/financial-services/deloitte-pg-fs-papua-new-guinea-budget-2017-041116.pdf) for total government expenditure in 2016
- 32.10 No reference for this section
- 32.11a UN statistics surface area <http://unstats.un.org/unsd/demographic/products/dyb/dyb2006/Table03.pdf>
- 32.11b Commonwealth Local Government knowledge hub www.clgf.org.uk/resource-centre/knowledge-hub
- 32.11c UNDP HDR PNG country profile <http://hdr.undp.org/en/countries/profiles/PNG>



Annex 32a Summary of service provision in different spheres of government in Papua New Guinea

Services	Delivering authority				Remarks
	National government	Provinces	Urban LLGs	Rural LLGs	
GENERAL ADMINISTRATION					
Police	■				Most services are provided by the national government with support given by both provincial and local governments as indicated
Fire protection	■				
Civil protection	■				
Criminal justice	■				
Civil status register	■				
Statistical office	■				
Electoral register	■				
EDUCATION					
Pre-school (kindergarten and nursery)	■	■			
Primary	■	■			
Secondary	■				
Vocational and technical	■				
Higher education	■				
Adult education	■				
SOCIAL WELFARE					
Family welfare services	■				
Welfare homes	■				
Social security	■				
PUBLIC HEALTH					
Primary care	■				
Hospitals	■				
Health protection	■				
HOUSING AND TOWN PLANNING					
Housing	■				
Town planning	■				
Regional planning	■				
TRANSPORT					
Roads	■	■	■	■	
Transport	■				
Urban roads	■		■	■	
Urban rail	nil				
Ports	■				
Airports	■				
ENVIRONMENT AND PUBLIC SANITATION					
Water and sanitation	■		■	■	
Refuse collection and disposal				■	
Cemeteries and crematoria				■	
Slaughterhouses	■		■	■	
Environmental protection	■		■	■	
Consumer protection	■		■	■	
CULTURE, LEISURE AND SPORTS					
Theatres and concerts	■	■	■	■	
Museums and libraries	■	■	■	■	
Parks and open spaces	■		■	■	
Sports and leisure facilities	■	■	■	■	
Religious facilities	■	■	■	■	
UTILITIES					
Gas services					
District heating					
Water supply	■		■	■	
Electricity	■				
ECONOMIC					
Agriculture, forests and fisheries	■				
Local economic development/promotion	■				
Trade and industry	■				
Tourism	■				

■ sole responsibility service ■ joint responsibility service ■ discretionary service