

Social and Spiritual Development Strand
Social Science

Unit 2: Politics and Government

Module 2.3 Leadership

Prime Ministers of PNG



Lecturer Support Material

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Unit outline

Unit 2 Politics and Government	2.1	Introducing Politics and Government (Core)
	2.2	Government in PNG (Core)
	2.3	Leadership (Optional)
	2.4	Elections, Parties and Pressure Groups (Optional)

Icons



Read or research



Write or summarise



Activity or discussion



Suggestion for Lecturers

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Module 2.3 – Leadership

Good leadership is essential for the social, cultural and physical well-being of a nation. This module aims to develop an understanding and awareness among students of the various styles and fundamental principles of leadership as enshrined in the national constitution.


Objectives

By the end of this module students will have an understanding of:

1. The leadership code and its implications
2. The roles and responsibilities of those in positions of leadership
3. The need for truth, reasoning, co-operation and fairness
4. Cause, effect and consequences of decision-making by leaders

Teaching Module 2.3

- It is important to read through the module first, to decide what materials you will use, and what tasks and activities you will set for the students. It is also important to see how this module fits within the complete unit.
- The material is written as a resource for the teaching of this module.
- Do not expect students to work through the total module alone. There may be too much material and they will need assistance in determining the tasks required.
- Many of the activities have a number of questions to discuss and tasks to do. They are included to provide some ideas and stimulus, not necessarily to complete every part of each activity.
- The activities provide a focus for learning, and some may be suitable for developing into assessment tasks, but the activities are not written to be used as the assessment program.
- The Lecturer Support Material is the same as the Student Support Material, with additional notes included in the text boxes.
- Materials included as an appendix are included as additional information for lecturers. These may be photocopied for students where appropriate.
- Assessment tasks should be developed at unit level, recognising the development of knowledge, skills and attitudes across this module and others which make up the unit.

 Politics and government tend to have a bias towards male activities and achievements. It is important that students are provided with examples of the input of women in government and the role of women in political life. Include female role models as examples.

The main emphasis in the teaching of each topic is to include a range of activities and to develop skills which will be useful for beginning teachers in their own classrooms. A number of strategies and activities are included in the module. Alternative strategies and activities can be selected from the list below

- Case studies of good / poor leaders in PNG and other countries
- Guest speakers eg community leaders
- Simulation e.g., taking leadership roles in controversial situations
- Commentaries e.g., critique of different leaders in a particular situation
- Designing a leadership code for a particular organization e.g., the college, school
- Analysis of issues and the role played by leaders
- Debate e.g., “ power corrupts”
- Cartoons e.g., decisions made by leaders
- Leadership and business

Module 2.3 Content

i Essential to the study of this module is a collection of resources providing examples of good and poor leadership throughout the world, and particularly in PNG. Newspapers are a cheap source of recent information. Encyclopedias provide material on past leaders. Build up a collection of relevant articles and display them in the classroom. You could do this during the first lesson by supplying newspapers and required topics and allowing students time to select and display relevant articles. Articles can then be used for individual and small group activities throughout the study of this module. Many of the articles will be useful for the whole unit.

It is not enough to provide examples. Students must be guided through a process of analysing positive and negative aspects of leadership. **More importantly, students need to be provided with opportunities to discuss ways of improving leadership and governance.**

Topic 1: Leadership

Good governance is a key issue in all countries. It is needed to:

- Improve economic management and planning
- Promote justice and the rule of law
- Strengthen systems of accountability, transparency and representation
- Deliver services
- Promote sustainable development

Good governance is not possible without quality leadership at all levels of government.


i Start the module with a class discussion about the essential qualities of a good leader and examples of good leaders students have come across in their lives so far.

Leadership is the process of persuasion or example by which an individual influences a group to pursue objectives held by the leader or shared by the followers." Thus, the leadership process is a function of the *leader*, the *follower/s*, the *goals*, and the *situation* at the time. It is active, exerts influence, requires effort, and is related to goals. Leadership skills become the vehicle by which the leader achieves given objectives. Leadership is the active and dynamic process of applying those leadership skills called for in given situations.

Some not so nice people still do good work. An unethical political leader could, similarly, do a good job of governing a country but we expect our leaders to set a moral example for us. A leader who sets a poor example, therefore, is hardly a leader.

Leadership qualities

- Trustworthiness - keeping one's word, being honest
- Delivering on promises
- Treating people with respect and fairness
- Not deliberately harming others
- Dedication to improving the lot of those one represents
- Management skills - the ability to get things done efficiently
- Strong influence skills
- The ability to convey a compelling vision of the future

 There are many activities in the module. You will not be able to complete them all. Select activities which will be of interest to your students and that can be supported by available resources.

2.3 Activity 1

Select two world leaders from the list below and identify why they made an impact on world development. What leadership qualities did they show?

<i>Theodore Roosevelt</i>	<i>Vladimir Ilyich Lenin</i>
<i>Margaret Sanger</i>	<i>Mao Zedong</i>
<i>Winston Churchill</i>	<i>Franklin Delano Roosevelt</i>
<i>Adolf Hitler</i>	<i>Mohandas Gandhi</i>
<i>David Ben-Gurion</i>	<i>Ho Chi Minh</i>
<i>Martin Luther King</i>	<i>Ayatullah Ruhollah Khomeini</i>
<i>Margaret Thatcher</i>	<i>Lech Walesa</i>
<i>Ronald Reagan</i>	<i>Mikhail Gorbachev</i>
<i>Pope John Paul II</i>	<i>Nelson Mandela</i>

Compare the role of several leaders in a conflict situation, for example Bougainville, Sandline, Israel. What techniques were used to influence their followers?

Political leaders

Many problems within a society may be the result of poor leadership. A leader's character, strengths, weaknesses, the way he/she thinks and behaves, and the policies he/ she follows, will affect everyone in the community. Therefore, you should have a clear idea about what to look for when you are choosing a leader.

Leadership is an essential part of our political system. It refers to people who are seen by the community as leaders. Political leaders are often charismatic, socially skilled and attractive. We like leaders with these traits but having them does not make them good administrators. We should elect leaders for their demonstrated results and management skills. The leader of a country must uphold the moral standards of its citizens

Political leaders should be important people who are respected in the community and their authority, power and influence should be recognised by the community. Because they deal with public matters, their decisions affect everyone in a community

It is part of the voter's responsibility to choose the best person to do the job. If poor candidates are selected, it is because voters have chosen them. The future direction of the nation is in the hands of the elected leaders. Many elected leaders obtain votes through bribery or threats. They do not properly understand how the political system operates and do not know how to get suitable projects approved and implemented within the community. They think that development is the same as giving 'handouts'

When poor leaders are in power

- Roads may be run down
- Hospitals and clinics may not have enough trained staff and medicine
- Crime may increase
- Businesses may not want to invest in the country
- New schools may not be opened
- Existing schools may not have enough teachers and resources
- People will lose confidence in leaders and the national government
- Public money may be wasted

2.3 Activity 2

In provincial groups, discuss the leaderships qualities of your local government members or the members of parliament in your provinces.

Imagine that you are the newly elected local Member of Parliament. Describe five priority areas you would develop for your electorate.

Read the article below. Identify the strengths of Pita Simogun as a leader. What did he achieve for the community?

The legacy of Pita Simogun

By BARNABAS ORERE

THE 50-kilometre west coast road in East Sepik Province, known today as the Pita Simogun highway was first built by hand. The people built the road after the Second World War under the leadership of war veteran Pita Simogun. In 1983, the Koreans sealed 20 kilometres of it as far as the Hawain River with Asian Development Bank funds. Starting from But (pronounced Boot), just outside Wewak, the road runs north-west, joining places like Hawain River, Boikin, Dagua down to Aitape and it goes on to Vanimo and links Jayapura in West Papua.

After the War the two great men in East Sepik were Pita Simogun and Yauiga. Yauiga focused inland while Pita Simogun and Kubalea Eria focused on the east and west coast. He faced a lot of pressure such as intimidation and threats, but people fought and built the road with their hands. They built the road from Wewak to Sogom, a distance of about 55km.

This road provided the basic start of economic activity in East Sepik. When you travel on this road you see coconut trees, cocoa trees, and this is all the handiwork of Pita Simogun. He was president of the first local level government called the Urip local government which was later changed to Wewak-But local government. It actually was the third local government in PNG. The first was at Vunadidir, the next one in Fairfax Harbour in Port Moresby and then came Wewak-But. Pita Simogun fought against the Australian administration that said cocoa would not grow in East Sepik. Pita Simogun fought and brought cocoa which today is an important tree crop in East Sepik.

Pita Simogun was knighted in the '60s. He came from Woginara village and died in the early '80s. He was a coast watcher with the rank of sergeant major. He became a legislative counsellor, entered the first House of Assembly and became under-secretary for police, something very similar to what is known as vice-minister today. He represented Mamose after a man called Somu Sigop who came from Morobe ...

Sir Pita Simogun was the most outstanding leader of Sepik. He was instrumental in recruiting Michael Somare into politics with Pita Lus. Pita Lus was a member of the House of Assembly with Pita Simogun and Somare was an interpreter.

Post-Courier, 8 June 2001

Top leadership crucial to future, says clergy

by Barbara Masike

PAPUA NEW Guinea desperately needs "firm, responsible, honest and inspired" leadership to achieve a change of direction in this new century, says the Catholic Archbishop of Port Moresby Brian Barnes. He said the present situation called for outstanding leaders to fight corruption, crime, drug-abuse, HIV/AIDS, destruction of timber and marine resources and the neglect of existing infrastructure.

"While education is a right, it has also become a privilege because there are obstacles existing such as in the rural areas where there is no school, where parents can't afford the fees and for those who are disabled in some way," he said. "A large part of the solution will be in leadership ... our situation calls for outstanding leaders, and many of them, if we are to achieve a change of direction in this new century."

Archbishop Barnes described corruption as "a serious sickness" which affected the lives of every individual. Corruption was caused by a hunger for money and power, which was extending to many levels and areas in the communities. He said corruption had taken hold in politics, in the bureaucracy, in business and once deemed acceptable will be difficult to eliminate".

The Archbishop also noted how crime has taken over in the communities. This was due to frustration and anger at lack of employment opportunities, jealousy of those who were affluent and successful especially by illegal means, the thrill of risk-taking and the power of the gun with easy rewards".

He told the seminar that guns had become plentiful in the communities, where there was a growing trade for drugs and that the arms were used in tribal fights, and were responsible for heavy casualties. Guns were likely to be widely used in next year's national elections, he said.

"Much crime is related to the use of and abuse of alcohol. It is an element in many cases of domestic violence, which is a major problem in our communities. We have a disease of AIDS spreading rapidly in PNG. It is mainly caused by promiscuity and immoral behaviour and we need to deal with the cause," Archbishop Barnes said.

He said sustainable development programs were needed to protect the rich assets of PNG such as timber and marine resources from irresponsible harvesting. He also noted the neglect of existing infrastructure leading to the collapse of the road systems. A program of regular maintenance was essential," he said.

The Archbishop queried who was going to tackle all these problems because present leaders were struggling to cope and future leaders were still growing up. He stressed the country needed good leaders to deal with all the problems and to lead the people forward to solid ground to:

- PROMOTE unity among the diverse peoples;
- PROMOTE traditional and Christian values;
- PROMOTE agricultural development and involve the majority of the population in it.'
- PROMOTE the importance of the family and stable marriages;
- RETAIN and foster respect for life;
- STABILISE politics and provide examples of the meaning of service of the people;
- DEAL with debt and establish self-sufficiency;
- EXTEND services to all people of PNG;
- DEVELOP respect and acknowledgement of the essential role of women in society.
- BROADEN employment opportunities for all; and
- ENSURE education is more available and more financially accessible for all, in order to form the leaders so badly needed.

Post-Courier, 4 May 2001

 **2.3 Activity 3**

Read the comments made by Archbishop Brian Barnes. In groups, identify the problems he describes. Suggest an action which could be taken by political or community leaders to reduce the impact of each problem.

Ethics

Ethics is a code of moral behaviour practised by an individual or the prescribed code of a group such as a professional body. Ethics can have political consequences. Voters and colleagues expect Members of Parliament or others leaders to support policies, laws and significant decisions.

Topic 2: Leaders and types of government

Democracy

Democracy is government by the people themselves through their elected representatives. In many countries in the world people do choose their leaders. In Australia, New Zealand, United Kingdom, Papua New Guinea and several other countries, the leaders of a government are freely chosen by the people. These leaders represent the people and make laws. Sometimes, these laws are what the people have shown that they want and other times, the laws may be what the leaders feel are best for the people. Although the leaders are elected by the majority, a fair and effective democracy must take reasonable account of the beliefs and wishes of the minority.

A true democracy includes universal voting rights, freedom of assembly, freedom of speech, the right to form political parties and contest elections, and a political system that provides the opportunity to change the structure of government when it is the will of the people.

 **2.3 Activity 4**

Read the editorial below and answer the following questions.

- 1. List two advantages of having a majority government.*
 - 2. What should be the role of the opposition? Why don't PNG politicians want to be in the Opposition?*
 - 3. What is the key responsibility of a non-coalition majority government?*
-

With power should come responsibility

THE swelling ranks of the People's Democratic Movement in Parliament are beginning to generate some concern in the community. The mere fact that one party has gained pre-eminence in it, own right, and can now form government without coalition partners troubles many, and we believe wrongly so.

As we have pointed out before, **non-coalition governments made up of one party holding a substantial majority of seats are the norm in many other Westminster system governments around the world** The present British government headed by the Labour Party's Tony Blair is one example, and the previous Australian Labor governments of Paul, Keating, Bob Hawke and Gough Whitlam are another.

The advantages of such a government are obvious. Planning and the implementation of planning is facilitated if the government is stable and serves out the full term of its appointment. This political continuity and stability normally then produces a public service sure of its direction and capable of refining and developing systems to meet those implementation goals. The people benefit accordingly.

The real concern in PNG lies in the likely performance of a one party government in this country. As Public Employees Association President Napoleon Liosi said yesterday, it is the intention of the Westminster system to always have an active and alert Opposition that is capable of applying checks and balances to the legislative program of the Government of the day.

There is no doubt the new Integrity of Political Parties and Candidates law will have a marked affect on Parliament and its members. The old familiar party swapping on the floor of Parliament immediately following a national election will cease to take place. **But the danger is that nobody will want to be in the Opposition.** There are two sound reasons for that possibility. First, PNG governments have a disgraceful reputation for discriminatory practices when in power. If you are a government member, your electorate projects will be funded, and you will be a hero among your people.

If however you are a staunch member of a small PNG Opposition, you, will rapidly find your voters banging at the front door demanding to know why you haven't joined the government of the day. Every aspect of your electoral funding will be delayed, reduced, or simply fail to eventuate, and all those approved electorate projects will shrivel for want of government funding. That approach to governing has to stop.

The fear is that with a one party government there is no incentive to play fair, and no need to take any notice of the handful of Opposition members on the other side of the House. Should such an unprincipled government come to power, its members could ride roughshod over all the established practices of Parliament, and with their majority, amend the Constitution and other legislation at will to suit their own agendas.

So with the acquisition of great power through a non-coalition majority in Parliament comes the **hefty responsibility** to recognise that governments govern on behalf of the whole population, and not just those who voted for them. Any form of government discrimination, whether it be directed against Opposition members and by extension their people, or against any other sector of the community, simply debases the whole Parliamentary institution and makes a mockery of the democratic ideal upon which our system is based.

One supreme party covering three or four tiny parties in Opposition is an untenable situation, and has led to revolution in many developing countries around the world.

It remains to be seen how long the mammoth aggregation of politicians that is now PDM survives in Parliament. The political history of this country suggests that its future progress will be fraught with pitfalls, and that DPM members are unlikely to be returned in such numbers at next year's election.

Only the future will tell but in the meantime the Government needs to avoid any suggestion of arrogance towards the institution of Parliament, or to the people of PNG.

Editorial, *The National*, 4 May 2001

Autocracy (dictatorship)

Some leaders in the world get their position by force. This type of leader is not chosen by all the people to be a leader. In many cases, only a small group of people support the dictator when s/he first comes to power. Some dictators are good leaders. They help to improve their country and the conditions of the people by making good laws that everyone respects. Many dictators get the support of their people from their good work. There are bad dictators too. These are leaders who use the army and secret police to control the people. These dictators make harsh laws that people don't like but they obey them because the army controls them. A very strong and tough dictator also picks and trains other leaders to keep people under control. These leaders tell the dictator how people are behaving. If people don't agree with their laws, the secret police or army is used to imprison them or even kill them. Most dictators in the world want POWER. They are not interested in making laws for the good of their country, but for their own benefit.

Oligarchy

Instead of one person being a leader, several people make laws and control the people. This is usually a small group of people. It is called an OLIGARCHY. At first these leaders will agree on the same laws to govern the people but as time goes on, many want more power. Quite often, these people will kill each other to get this power. They then choose their own friends to help them govern the people, and they change the laws to suit themselves. To keep their power an oligarchy will use the army and police to control the people and other power hungry rivals.


Theocracy

This is a government dominated by clergy or religious power. Theocracies tend to be authoritarian as the leaders claim they are acting according to divine law and therefore have the right to discourage or forbid criticism.

Republic

A republic is a nation governed by the people through their elected representatives and having a president as the head of state. The political structures of nations claiming to be republics differ widely and some are republican in name only, their real nature being authoritarian.

Republics usually have an elected or appointed president whose role might almost entirely formal, or who might have real political power.

 This activity requires access to library resources. Students may need help identifying suitable examples of each type of government. You may need to provide a list and assign particular students/groups to the research.

2.3 Activity 5

Compare the performance and reputation of a leader from each of the types of governments outlined above.

Topic 3: Leadership in PNG

The Leadership Code

The Leadership Code is essentially a code of conduct that PNG's leaders are expected to know and follow. The Ombudsman Commission has been given the authority by the *Constitution* and the *Organic Law on the Duties and Responsibilities of Leadership* to supervise and enforce the Leadership Code.

Who are leaders for the purposes of the Leadership Code?

The following people are defined as leaders by Section 26 of the *Constitution*:

- All members of Parliament
- All Provincial and Local Level Government members
- All heads (Secretaries) of Government Departments
- All Board members of statutory Authorities
- The Commissioner of Police
- The Commander of the Defence Force
- The Public Trustee (Curator)
- All Ambassadors
- All personal staff of the Governor-General (but not the Governor-General), the Ministers and the Leaders and the Deputy Leader of the Opposition
- All constitutional office holders (Judges, the Public Prosecutor, the Public Solicitor, the Chief Magistrate, the members of the Electoral Commission, the clerk of parliament, the Auditor-General, the members of the Public Service Commission and the members of Ombudsman Commission)
- Any public office or position that may be declared by an Organic Law or an Act of Parliament to which the Leadership Code applies

The main provisions of the leadership code

- Leaders must never place themselves in a position where they could have a conflict of interest, or where they could be compromised in any way.
- Leaders must never demean their office or position.
- Leaders must never allow their integrity to be called into question.
- The integrity of and the respect for the Government of Papua New Guinea must be preserved at all times and no act of a Leader should diminish or undermine this respect for the Government
- Leaders must never use their official position for their own personal gain. They must not enter into any transaction or activity that might cause the public to doubt that they are carrying out their duties as a leader.
- The standards of conduct for Leaders apply to their spouses, children and associates also.

Leaders are required to submit annual statements to Ombudsman Commission giving details of their assets, incomes, liabilities, business connections, directorships, gifts they have received and the amounts of public money entrusted to them.

Prosecuting leaders

When the Ombudsman Commission conducts an investigation and considers that a leader has a case to answer, the Commission notifies the leader and grants him or her the “right to be heard”. This is usually done without making the case public in order to protect the rights of leaders who have been investigated but who may still be found to have done nothing wrong. The process of issuing a “right to be heard” and receiving a response can take a matter of months.

After allowing sufficient time for a response, the Commission considers the leader’s response (if one has been received) and makes a decision as to whether or not there is a *prima facie* case of misconduct in office. If the Commission is satisfied there is a *prima facie* case that a leader has been guilty of misconduct in office, the matter is referred to the Public Prosecutor for prosecution before a leadership tribunal.

It is at this stage that the case is normally announced by way of a press release.

Leadership tribunals

A leadership tribunal usually consists of one National Court Judge and two Senior Magistrates. The tribunal determines whether a leader is guilty of misconduct in office. The tribunal is not required to comply with the rules of evidence, expected in normal judicial proceedings, but must come to its decision in accordance with the “principles of natural justice” which require the tribunal to act fairly. Leadership tribunal proceedings are usually open to the public and the media.

Penalties

Where a tribunal finds a leader guilty of misconduct in office, the most severe penalty that it can recommend is dismissed from office for misconduct, cannot be:

- Elected to any elective public office

- Appointed as Head of State
- Appointed as a nominated member of Parliament
- Elected as Governor or a member of any Provincial Assembly
- Appointed to a provincial legislature or provincial executive
- Appointed to a Local Level Government body

These disqualifications apply for three years after the date of dismissal.

Leadership loophole

State lawyers are drafting a change to the Constitution to outlaw appointments of dismissed politicians and senior bureaucrats found guilty of leadership misconduct offences. Justice Minister Kilroy Genia has directed Attorney General Michael Gene to come up with a proposal amendment to Section 31 of the Constitution for both Cabinet and Parliament to ponder.

This stems from a legal controversy over the appointment of Gabriel Dusava to the office of managing director of the Investment Promotion Authority by Trade and Industry Minister Michael Nali. Section 31 says a person who has been dismissed from office under this division for misconduct in office is not eligible for:

ELECTION to any elective office in Papua New Guinea; or

APPOINTMENT of Head of State or as a nominated member of parliament; or

APPOINTMENT to a provincial legislature or provincial executive (including the office of a provincial executive) to a local-level government body, for three years after dismissal.

The minister stressed that a member dismissed for breaches of misconduct offence would be prohibited by the Constitution for three years from the date of dismissal from holding other elective public offices ...

He said the Supreme Court had also in the past severely criticised the appointment of a person who had been dismissed from office to another public office. According to the Supreme Court, such a proposition was without merit and overlooked the entire thrust of the Leadership Code. "How can it possibly enhance the preservation of the people from corrupt, unfit leaders if they can be allowed to avoid the sanctions of the code in one term of office, to remain in that office with immunity from provisions of the code for the misconduct in the former office," he said.


"In the best interest of the nation, and to prevent further abuse of the Section 31 (1) (a) by political leaders and senior public officials getting appointed to head departments, statutory authorities and boards of directors of State institutions, that particular provision needs to be amended." Mr Genia warned that: "any appointment of dismissed leaders to a public office within the three-year disqualification time frame will set a bad precedent and make a mockery of the constitutional processes that are prescribed for dealing with breaches of the Leadership Code".

Post-Courier, 8 February 2000

 **2.3 Activity 6**

Collect/discuss examples of leaders who have been brought to the leadership tribunals or prosecuted. Highlight the main cause of each leader's downfall.

Topic 4: Power and Corruption

 Corruption is a major issue in PNG and is referred to in the media almost on a daily basis. Students need to understand the causes of corruption. A brainstorming session would be a good start to this section, with students identifying the causes from their own perspective. Use of case studies could then be used to support or clarify causes further.

Ombudsman Commission of Papua New Guinea

What is an Ombudsman?

An Ombudsman is a person who looks into people's concerns and complaints about the government. The idea of having an Ombudsman started in Sweden in the 1800s and has spread to many countries in the world. Our own Ombudsman commission was set up in 1975 when Papua New Guinea gained independence. As well as these traditional ombudsman functions, the *constitution* gives the Ombudsman Commission a number of other roles and responsibilities, such as the enforcement of Leadership Code.

Why do we have an Ombudsman Commission?

Those who wrote our *Constitution* knew that the government would not be perfect. They built the Ombudsman Commission into the *Constitution* so that anyone who had a complaint against a government department or agency could turn to a completely independent body to seek redress. The Ombudsman Commission is not under the direction or control of any arm of government. Its independence is protected by the *Constitution*.

What happens when a complaint is made?

When someone contacts the Ombudsman Commission, an officer checks whether the Commission has the power to investigate the complaint. If so, supporting information such as letters or other documents are usually required. The Ombudsman Commission then contacts the relevant agency or department to hear what they have to say about the complaint. Many complaints are resolved at this stage.

The Commission has the power to call on the head of department to produce all files, documents and relevant papers relating to a complaint and can summon any person to give evidence in connection with the investigation.

An opportunity is provided for anyone against whom adverse findings are likely to be made, to be heard and defend themselves.

Who are the members of the Ombudsman Commission?

Our Ombudsmen are appointed by the Governor General on the advice of a special committee called the Ombudsman Appointment Committee, which consists of the Prime Minister, the Chief Justice, the Leader of the Opposition, the Chairman of the Public Service Commission and the chairman of the permanent Parliamentary Committee on Appointments. The members of the Commission are chosen for their honesty, strength of character and high standing in the community.

What are the main functions of the Ombudsman Commission?

1. To investigate complaints alleging wrong conduct by governments, statutory authorities and other government bodies.
2. To investigate discriminatory practices.
3. To administer the Leadership Code.

From time to time the Ombudsman Commission brings matters to the attention of the Supreme Court for legal interpretation.

2.3 Activity 7

Describe examples of the corrupt practices of leaders or people in authority in:

- Local communities
- Local level government
- Provincial government
- National government

Collect current or relatively recent articles about corrupt leadership anywhere in the world. Analyse 1 or 2 articles explaining why those involved acted as they did. The examples below show possible corrupt practices. In the Fiji example, Ratu Cakobau was looking after her own political future instead of showing due respect for the law. In the PNG example there is a suggestion that Bosky Tonny was replaced because of media criticism of the prime minister and his government.

Fiji diplomat faces inquiry

AUCKLAND: Fiji's High Commissioner to Malaysia will be investigated over last year's coup led by coup leader George Speight. The government of Fiji's first Indian ethnic prime minister was held hostage for 56 days, the Fiji government said yesterday.

Samanunu Cakobau is the grand-daughter of Seru Cahobau, paramount chief of Bau and widely seen as the then King of Fiji who ceded the country to Britain in 1874. Failed businessman Speight, following his May 19 coup, wanted Ratu Cakobau as his prime minister. She flew back to Suva and visited Speight at Parliament while he held Mr Chaudliry and his government hostage.

In a statement, the government said the Public Service Commission has appointed the acting Permanent Secretary for Justice Saldusa Rabuka to conduct an inquiry into an alleged breach of the Public Service code of conduct by Ratu Cakobau. The secretary for the Public Service Anare Jale said the inquiry would begin in Suva on April 17. The inquiry will try to establish what Ratu Cakobau's involvement was in the events following the May 19 coup.

In July, caretaker deputy prime minister Epeli Nailatikaxi said the emergence of Ratu Cakobau's role showed the coup was really a naked grab for power by one tribal group. "Now the truth has come out," Mr Nailatikau said.

Post-Courier, 30 March 2001

A mockery of the medical profession: doctors

THE Medical Officers' Association has described the appointment of one of their colleagues to the post of managing director of the NBC as 'mockery of the medical profession'. The association called on Dr Kristoffer Ninkama who replaced the sacked Bosky Tonny last week, to refuse the appointment.

Association president Dr Bob Danaya said 'We (doctors), as professionals are concerned about the appointment of Dr Ninkama. It was a surprise to all of us.'

Dr Danaya added: 'The Prime Minister must come out clearly and tell the people of this nation what is really happening, and what criteria has been used to appoint a medical officer to this job?' 'NBC is a technical area which requires a person with communication and professional skills and the person appointed must be qualified in the profession!'

Dr Danaya further stated that the appointment of political cronies to the top jobs within the Government and the statutory bodies was becoming far too common.

Post-Courier, 3 May 2001



It is not sufficient to know why corruption is a problem. Students should be able to suggest solutions to the problem. Go back to examples discussed in earlier sessions and allow students to suggest ways in which situations could have been avoided or improved.

Topic 5: Transparency and accountability

In many countries, the media, non-governmental organizations and political leaders are calling for governmental reforms to make politicians more accountable and the decision making process more transparent. Corruption destroys good standards of government through the offering of massive bribes to officials. It is also the enemy of progress when corrupt leaders cling on to power opposing effects to have open government, curbing personal freedoms and abusing human rights.

Transparency International is a non-profit, non-government worldwide organization, opposing corruption both international business transactions and through the many National Chapters around the world at national level. The organization was launched in 1993 and has since generated enormous interest and support throughout the world, among people concern with the abuse of public power for private profit.

Transparency International's concern is a humanitarian one. Corruption is causing vast sums of money to be misallocated by public officers in many countries. Funds earmarked for new schools, hospitals and institutions are often re-directed into projects of lesser social value by officers receiving payments in forms of bribes from commercial contractors.

Transparency International PNG Inc aims to bring together government, business and civil society in non-partisan and non –confrontational settings. It will not engage in party politics. Transparency International aims to assist people in using the existing laws, regulations, policies and institutions, to establish a dialogue, in true Melanesian style to benefit the whole of society rather than a select few.

Members asked to write letters to the newspapers praising those who operate in the open; to demand that a specific person provide public information on such things as slush funds, expenditure, terms of agreement between international businesses, forestry, fisheries, mining or other agreements. Members are encouraged to take an active role in the campaign against corruption.

2.3 Activity 8

Examine all the articles on display about leaders and corruption. Suggest ways of improving leadership practices and overcoming corruption.

Topic 6: Case Study - District Development Program

i While there have been obvious problems successfully implementing this program, there have been successes too. Help students identify examples of achievements as well as instances where funds have been misused.

District development program policy

The District Development Program (DDP) was previously known as Electoral Development Program (EDP) or Rural Development Program (RDP).

The government has reaffirmed its commitment to rural development by continuing to fund, improve and strengthen the district development grant system. The system continues to encourage participation of the leaders in facilitating the formation of projects and provision of services to the rural sector across all districts. These activities will facilitate a higher and more sustainable quality of life in rural areas of Papua New Guinea as well as underpin enhancement of employment and income earning opportunities.

Since independence, governments have spent substantial amounts with little sustained improvement of the condition of rural areas where 85 per cent of the population resides.

The establishment of the Ministry and Office of Rural Development (ORD) in 1998 and the redirection of additional funds to the Rural Development Program (RDP) in 1999 were attempts to redress these imbalances and demonstrate the seriousness of the situation confronting districts. Implicit in the reallocation of expenditures was a strong view that the existing national – provincial – district system of administration was failing to deliver much-needed infrastructure and services.

Guidelines detail the steps and procedures involved in the utilization and accounting of the S&RDG funds as well as documenting the physical progress of the projects funded under the grant. The guidelines describe the requirement for processing projects and include:

- Project selection criteria
- Funding levels and distribution processes
- Financial accountability
- Monitoring and evaluation of projects
- The overall reporting responsibilities of the main participants involved in implementing the program, including the post evaluation requirements

Leader involvement

An important objective of the program is to encourage open members of parliament, and their counterparts at provincial and local levels of government to assist in identifying, formulating and designing impact-related development projects in rural areas where they are most needed. However, because of links between the political and administrative arms of government envisaged under the Organic Law, the guidelines include provisions for ensuring that projects

are selected and implemented based upon technical assessments once the political/administrative consultative process has been completed.

The focus of this program, therefore is to encourage participation of leaders in development of their own communities with emphasis on establishing a process wherein rural people can identify their needs and formulate projects which address these needs.

Equity and accountability

Some of the members directly represent less than 10% of their respective electorate due to the 'first past the post' voting system. There have been instances where such members public spending is biased towards narrow interest groups within the electorate at the cost of district wide needs. The guidelines address this problem by requiring the S&RDG funds to be distributed across wards, and dispersion aspects based on equity grounds will figure prominently in project appraisal.

Continued funding of the S&RDG during the year will be dependent upon the timely furnishing of monthly financial statements. Districts are required to furnish quarterly project progress reports which include photographic evidence of construction works undertaken. Districts which fail to provide such reports will cease to be able to access funds until the reports are received by the (ORD) Office of Rural Development.

To counter the instances of misappropriation and fraud that have occurred in the past, the guidelines prohibit payments to any entity other than the firm providing the goods and services to the projects. No advance payments will be made for works not yet undertaken except in special cases in districts where there are no large firms qualified to compete for the works, in which case a mobilisation advance may be made and clawed back through subsequent progress payments.

Aside from those provisions of the *PFMA 1995* which promote transparency such as tendering procedures, the guidelines also require the district to publicise the projects approved and implemented, the location and the names of suppliers of the goods and services to the projects in a timely manner. Project submissions and approvals will also need to be published and broadcast through quarterly progress reports via public notices in prominent places in the district, newspapers and rural radio. In addition, the public will have the right to request details from the ORD about payments made under individual projects, and have their requests responded to in a timely manner.

2.3 Activity 9

In what ways has the District Development Program contributed to the downfall of leaders and the increase in corrupt practices in PNG?

Discuss ways in which development could be implemented without funds 'disappearing'.

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